

# 2005 Pleasanton Plan 2025

## 2. LAND USE ELEMENT



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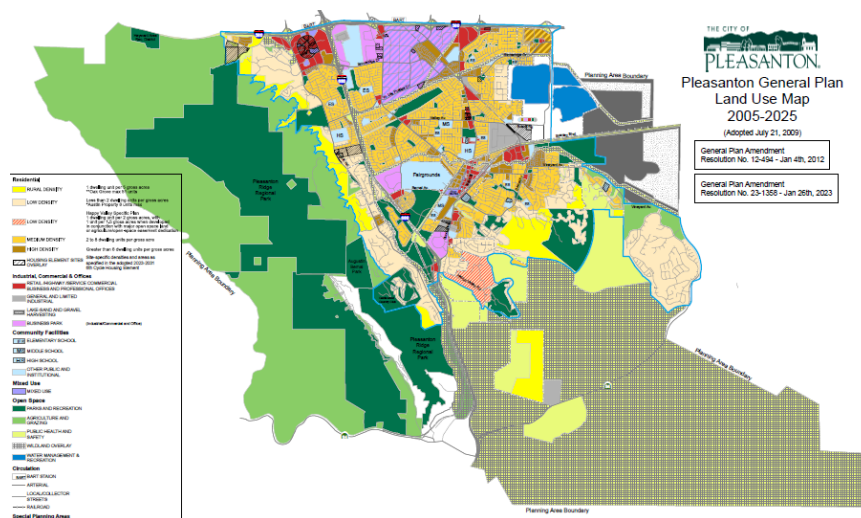
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*The General Plan Map depicts land uses referenced in the Land Use Element.*

## 2. LAND USE ELEMENT

### PURPOSE

The purpose of the Land Use Element is to provide policies and a land-use map indicating the planned location, amount, and intensity of residential, commercial, and industrial lands, as well as to provide guidance for the use of public and open-space lands. Policies need to be considered together with the General Plan Map to understand the City's intentions for future development and conservation. The General Plan Map depicts the policies contained throughout General Plan 2005-2025 in graphic form. The Map illustrates the City's plan for a desirable pattern of land use throughout the Planning Area. (See separate folded map.)



Stylized Land Use Map (see loose fold-out map for detail and legend)

### SUSTAINABILITY

As stated in the General Plan Vision, the City of Pleasanton embraces the concept of sustainable development. A sustainable city strives to draw from the environment only those resources that are necessary and that can be used or recycled

perpetually, or returned to the environment in a form that nature can use to generate more resources. Relating the concept of sustainability to land use includes encouraging infill development and planning the city such that its layout would increase walking and bicycle riding, and minimize vehicle-miles traveled and energy usage. In addition, the City is committed to constructing new public facilities using “green-building” practices that would reduce energy usage, as well as requiring that new residential and commercial land uses do the same. The concept of sustainability also relates to the economic and fiscal sustainability of the City. This chapter seeks to ensure that land-use policies and the Land Use Map provide support for fiscal and economic sustainability.

### EXISTING CONDITIONS

Pleasanton is well on its way to achieving its goal of a well-planned and complete community at General Plan buildout. The following summarizes existing community conditions. See General Plan Land Uses, below, for future plans for land uses within the Planning Area.

### Residential Neighborhoods

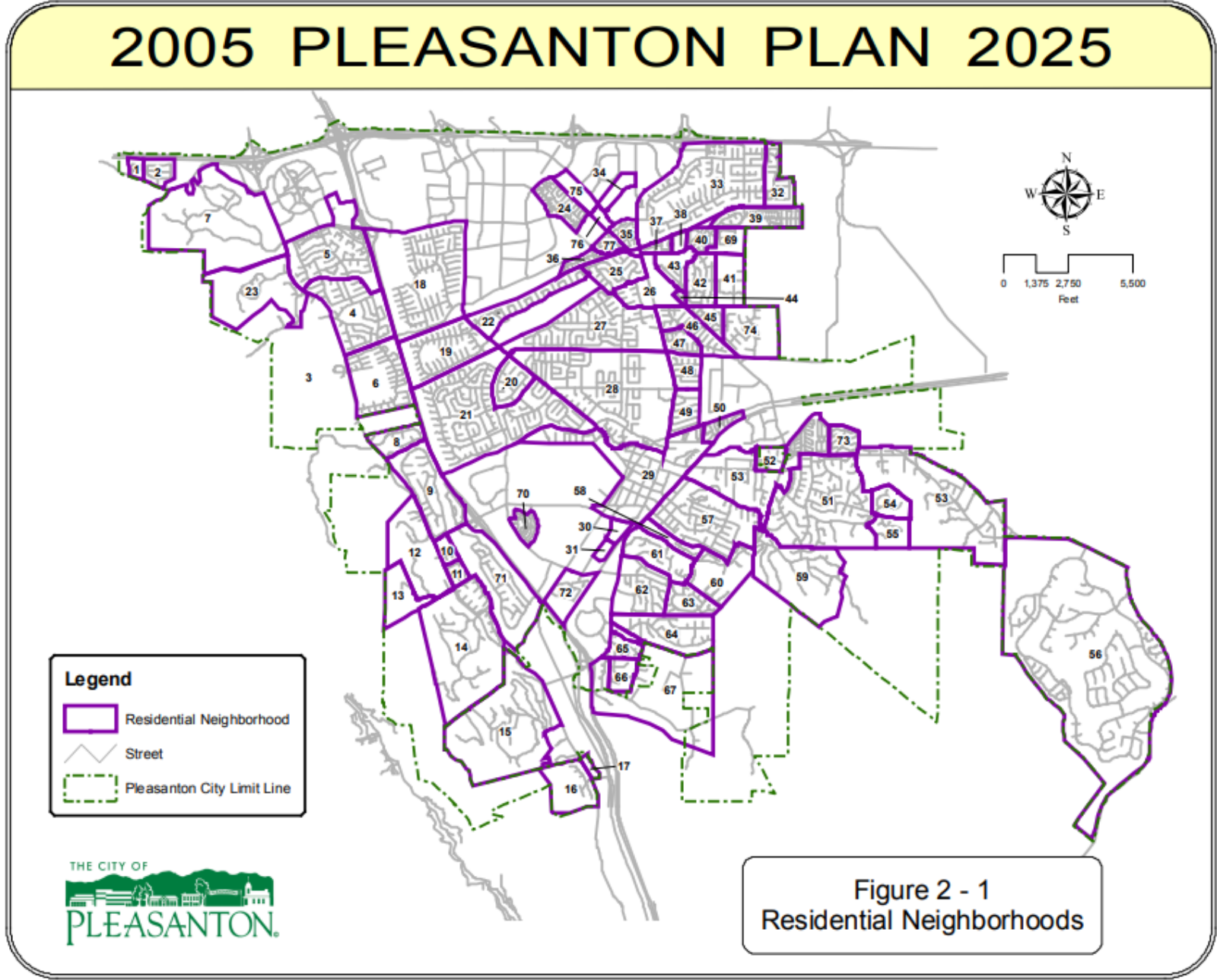
Many people relocate to Pleasanton for its attractive and well-planned neighborhoods. Pleasanton currently contains many residential neighborhoods (see Table 2-1 and Figure 2-1) that offer a variety of environments and lifestyles. In general, residential development is less dense at the Urban Growth Boundary. The oldest neighborhood is in the Downtown and features buildings dating back to the 1860s. A major aspect of Pleasanton's neighborhood environment has been the separation between residential and non-residential uses.

**TABLE 2-1: RESIDENTIAL NEIGHBORHOODS**

1 Canyon Creek	20 Country Fair	39 Stoneridge Park	58 Old Towne
2 Canyon Meadows	21 Del Prado	40 Stoneridge Orchards	59 Kottinger Ranch
3 West of Foothill	22 Parkside	41 Mohr-Martin	60 Bonde Ranch
4 Highland Oaks / North Muirwood	23 Moller Ranch	42 Mohr Park	61 Mission Hill
5 Stoneridge	24 Valencia/Siena/Avilla	43 Pleasanton Village	62 Mission Park
6 Oak Hill / South Muirwood	25 Amberwood / Wood Meadows	44 Sycamore Place	63 Lund Ranch
7 The Preserve	26 Willow West	45 Rosewood	64 Bridal Creek / Sycamore Heights
8 Foothill Knolls	27 Birdland	46 Heritage Valley	65 Rosepointe
9 Laguna Oaks	28 Pleasanton Valley	47 Danbury Park	66 Carriage Gardens
10 Foothill Place	29 Downtown	48 Amador Estates	67 Happy Valley
11 Laguna Vista	30 Civic Square	49 Jensen Tract	68 Southeast Pleasanton
12 Deer Oaks/Twelve Oaks	31 Ridgeview Commons	50 California Reflections	69 Walnut Glen
13 Longview	32 California Somerset	51 Vintage Hills	70 Walnut Hills
14 Golden Eagle Farms	33 Pleasanton Meadows / Fairlands	52 Remen Tract	71 Pheasant Ridge
15 Castlewood	34 Hacienda Gardens	53 Vineyard Avenue	72 Canyon Oaks
16 Oak Tree Farms	35 Las Positas Garden Homes	54 Foxbrough Estates	73 Shadow Cliffs
17 Oak Tree Acres	36 Verona	55 Grey Eagle Estates	74 Ironwood
18 Val Vista	37 Belvedere	56 Ruby Hill	75 Archstone
19 Valley Trails	38 Gatewood	57 Pleasanton Heights	76 Hacienda Commons
			77 Springhouse

Source: City of Pleasanton, Planning and Community Development Department, July 2007.

*Note: See Figure 2-1 for neighborhood locations.*



This land use pattern minimizes incompatibility among land uses and results in the safe and attractive environment which makes Pleasanton's neighborhoods so livable. While there is a separation of land uses in much of Pleasanton, "mixed-use" development also exists, for example, in the Downtown with residents living above commercial establishments and a mix of residential and commercial uses on a parcel. This General Plan seeks to create additional opportunities to integrate residences with other land uses in mixed-use and transit-oriented developments (TOD) and to create more pedestrian, bicycle, and public transit connections that provide an alternative to automobiles.

The City's street network features relatively few major arterials, thus minimizing the number of residents exposed to heavy traffic and noise. Most homes front on minor collector streets and cul-de-sacs which meander through the community and create quiet, safe environments. The street pattern carves out distinct neighborhoods, each having a diversity of uses: housing, a local park, an elementary school, and access to both retail and community services. Most neighborhoods have a variety of architectural styles, substantial landscaping, street trees, sidewalks, and bicycle paths.

As of January 2007, Pleasanton provided 25,765 housing units for approximately 68,800 residents. The housing mix included about 17,200 detached single-family and duet units (67 percent), and 8,556 attached single-family units and multi-family units (33 percent).<sup>1</sup> According to the 2000 Census, the average household size for owner-occupied units was 2.87 persons compared to 2.3 persons for renter-occupied units. The overall residential vacancy rate remains relatively low at 2.7 percent.

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<sup>1</sup> City of Pleasanton, Planning and Community Development Department, 2007.

## Industrial, Commercial, and Office Development

Prior to 1980, Pleasanton was predominantly a residential community with limited employment opportunities. Since 1980, the development of a regional shopping mall, seven major business parks, five major hotels, and a variety of retail, office, and service centers have transformed the City (Table 2-2 and Figure 2-2). Pleasanton's economy supports basic industries which export products out of the community – such as nationally-recognized high technology companies, research and development, and corporate headquarters – and non-basic industries – such as local shops and services, which mainly serve people within the community. All industries are subject to strict standards relating to traffic, air quality, noise, water, sewer, and hazardous waste, and are monitored by the City.



Stoneridge Mall regional shopping center

TABLE 2-2: COMMERCIAL, OFFICE, AND INDUSTRIAL DEVELOPMENT

Sub-Area	Uses	2006 (square feet)	Buildout (square feet) <sup>a</sup>
1 Farmers Insurance	Office	150,000	150,000
2 Stoneridge Mall	Retail	1,137,500	1,643,740
3 Stoneridge Mall Road Periphery	Office, Retail, Hotel, Medical	1,307,580	1,543,870
4 Stoneridge Corporate Plaza	Office, Restaurant	571,880	1,184,420
5 Commerce Circle / Johnson Drive	R&D, Warehouse, Light Industrial, Hotel ) <sup>b</sup>	1,259,610	1,455,950
6 Pleasanton Park	Office, R&D, Light Industrial, Commercial <sup>b</sup>	548,926	667,664
7 Signature Center, Bank of America, etc.	Office, R&D, Light Industrial, Commercial <sup>b</sup>	984,480	1,072,140
8 Hacienda Business Park	Office, R&D, Light Industrial, Commercial <sup>b</sup>	7,911,000	9,890,000
9 Rosewood Drive Area	Commercial, Auto Sales	408,410	426,040
10 Rheem Industrial Park	Light Industrial	195,620	204,130
11 Valley Business Park	Light Industrial, Office	1,001,900	1,101,050
12 Stanley Business Park	Service Commercial, Light Industrial, Retail, Office	400,110	761,220
13 Applied Biosystem Office Park	R&D, Office <sup>b</sup>	258,500	960,000
14 Bernal Corporate Park	Office, R&D, Light Industrial, Retail, Hotel <sup>b</sup>	1,132,450	1,331,450
15 Bernal Office Park	Office	0	750,000
16 Downtown	Retail, Office	868,000	968,000
17 East Pleasanton Specific Plan (place-holder assumptions)	Retail, R&D, Industrial Park <sup>b</sup>	n/a	4,150,000
Other		2,898,075	6,691,326
<b>TOTAL</b>		<b>21,034,041</b>	<b>34,951,000</b>

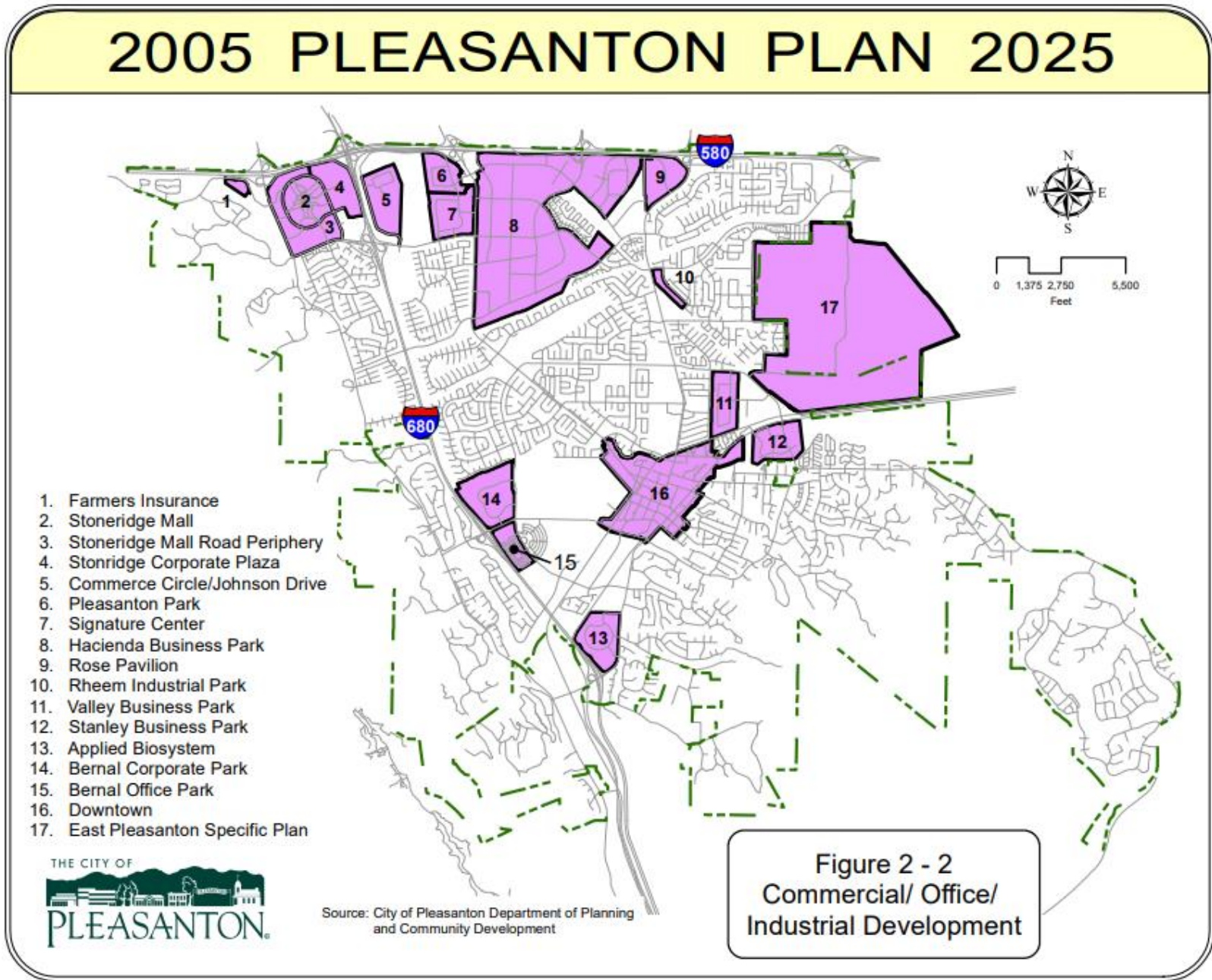
Notes:

<sup>a</sup> Where applicable buildout development is calculated from the approved Planned Unit Development. Development based on the General Plan maximum FAR may be greater.

<sup>b</sup> R&D = research and development

Source: City of Pleasanton, Planning and Community Development Department, July 2007.

See Figure 2-2 for the location of these major commercial/office/industrial complexes.



As of 2005, Pleasanton contained about 4,100 businesses<sup>2</sup> (excluding home occupations) which together employed about 58,110 full- and part-time workers.<sup>3</sup> Approximately 21 percent of these workers lived in Pleasanton, another 29 percent lived elsewhere in the Tri-Valley, and the remaining 50 percent commuted from the greater outlying area. The location of people’s place of work compared with their place of residence plays a crucial role in traffic patterns, commuting time, energy consumption, noise, and air pollution.

**Community Facilities**

Numerous and varied community facilities and programs characterize Pleasanton. Almost every neighborhood features a school and a park within walking distance of its residents. In addition, Pleasanton offers several large public facilities which serve the entire community such as

the County Fairgrounds, Pleasanton Sports Park, Century House, Senior Center, the Civic Center, and Amador Theater.



Amador Theater

Many neighborhood and community-wide facilities serve multiple functions in meeting recreational, social, and cultural needs. The City

also partners with the Pleasanton Unified School District to jointly develop and improve facilities on school property such as gymnasiums and tennis courts, for the benefit of the whole community.

<sup>2</sup> City of Pleasanton, Business License Division, month, January 2007.

<sup>3</sup> Association of Bay Area Governments (ABAG), *ABAG Projections 2007*.



City employees at leadership training, City Hall meeting room

Meeting rooms are available at City Hall, the library, the Senior Center, schools, and hotels; recreational activities take place in school playgrounds and gymnasiums; educational and social programs are offered at religious facilities and City buildings. Year around, the Pleasanton Department of Parks and Community Services sponsors recreational, educational, human-service, and cultural programs in its facilities for thousands of residents to enjoy.

See the Public Facilities and Community Programs Element for additional information, including Table 6-3 and Figure 6-3, regarding existing community facilities and programs.

**Open-Space Areas**

An abundance of open space graces Pleasanton. Surrounding the developed areas of the valley floor are generally undeveloped lands of the Pleasanton Ridge, Southeast Hills, sand-and-gravel quarry areas, and vineyards in the South Livermore Valley area. See the

Conservation and Open Space Element, including Figure 7-4, for information about the City’s open space lands. In addition to open space, numerous neighborhood, community, and regional parks are interspersed within the City. See information about these parks in the Public Facilities and Community Programs Element, including Table 6-1 and Figure 6-2.

**AREAS OF SPECIAL INTEREST**

**Pleasanton Ridgeland**

The Pleasanton Ridgeland area includes approximately 13,000 acres generally bounded by Interstate 580 (I-580) to the north, the 670-foot elevation near Foothill Road to the east, Niles Canyon Road to the south, and Palomares Road to the west – excluding the existing communities of Sunol, Kilkare Canyon, and Castlewood. Part of the Ridgeland area is within the City of Hayward, part within Pleasanton, and the remainder in unincorporated land of Alameda County.

The Ridgeland area consists of ridges and valleys which separate the Tri-Valley from Castro Valley, Hayward, San Leandro, Union City, and Fremont. It provides the primary western visual backdrop for Pleasanton and joins the more westerly ridges in establishing the topographic edge to Hayward and Castro Valley. This predominantly undeveloped land further provides a scenic open space amenity of regional significance which includes regional parkland, agricultural land, and valuable wildlife habitat. Steeply sloping, heavily forested eastern and northern faces of the Pleasanton, Sunol, and Main Ridges, as well as broad grassland grazing areas along ridge tops and southern and western slopes, characterize the area.

In November of 1993, Pleasanton voters approved *Measure F*, which directly related to the Ridgeland. The intent of the Measure was to preserve the remaining agricultural open space and designate the

Ridgeland as Park and Recreation (for publicly-owned land) and Agriculture (for privately-owned land). In those areas designated Agriculture, certain uses which would be incompatible with the existing visual quality were not allowed. Refer to Programs 16.1 and 17.1, below, in the Goals, Policies, and Programs section, for further information about *Measure F*.



View of ridgeland behind Pleasanton Avenue commercial building

**South Pleasanton**

Rolling and steeply sloping hills used predominantly as grazing and watershed land with low-density residential uses in the flatter Happy

Valley Area characterize South Pleasanton. The General Electric Vallecitos Nuclear Research Center dominates the largely undeveloped Vallecitos Valley area north of State Route 84, while the San Antonio Reservoir watershed area, owned by the City and County of San Francisco, covers much of the area south of State Route 84.



View of hills from the Callippe Golf Course

The General Plan designates much of South Pleasanton as Public Health and Safety with a Wildlands Overlay, resulting in no development capacity other than one single-family home on an existing private lot of record. These designations cover the steeper slopes, higher elevations, areas subject to landslides and other hazards, watershed lands, and valuable wildlife habitat and corridor areas. Land Use in the Happy Valley area is discussed in detail in the Happy Valley Specific Plan (see pages 22-25). The Callippe Preserve Golf Course is located south of Happy Valley Road and is designated as Parks and Recreation. The General Electric site is designated as General and Limited Industrial. To the west of that facility along Little Valley Road, an area of existing ranchettes is designated Rural Density Residential.

Consideration should be given to preserving large open-space acreage in South Pleasanton and in the Southeast Hills by a combination of private open space and a public park system. Developer dedications,

bond measures, corporate and personal donations, as well as regional, State, and federal funding programs, should be used to acquire trail rights-of-way and land. Attempts to achieve public access to open-space areas and trails should not create onerous impositions on property owners.

**Hill Areas**

In November 2008, Pleasanton voters passed *Measure PP* which adopts, and *Measure QQ* which reaffirms, specific policies in the General Plan regarding hillside development restrictions. *Measure PP* prohibits placing housing units or structures on slopes of 25 percent or greater or within 100 vertical feet of a ridgeline, does not allow grading to construct residential or commercial structures in those same areas, and also bans subdividing a legal parcel for more than 10 housing units, but exempts development of 10 or fewer housing units from these restrictions. *Measure QQ's* substantive hillside policies involve the readoption and reaffirmation of existing policies and a program for the 1996 General Plan to generally: (1) preserve hillside and ridge views of the Pleasanton, Main, and Southeast Hills; (2) study the feasibility of preserving large open-space areas in the Southeast Hills; and (3) protect all large, contiguous areas of Open Space.

**Vineyard Avenue Corridor**

The 368-acre Vineyard Avenue Corridor is located in the southeastern portion of Pleasanton, south of the Arroyo Del Valle and west of Ruby Hill. Terrain is mostly flat north of Vineyard Avenue and generally transitions to steep slopes on the south side. In this sparsely developed area, vegetation consists mostly of oak woodlands and grasslands. The Vineyard Avenue Specific Plan, adopted in 1999, guides development in this area. In addition to homes, a park, and an elementary school, the area is also planned to include a number of “wine country” related commercial uses, such as wineries, wine-tasting rooms, and bed-and-breakfast accommodations.

**Downtown**

Downtown, the heart of Pleasanton, is located at the center of the Planning Area. It features the city’s oldest buildings, its most established residential neighborhoods, tree-lined streets, and an identifiable image as a classic early 1900s “American Downtown.”

The Downtown has served many functions over the past 130 years including a railroad stop, agricultural exchange center, and community shopping area. It contains many of the historic features of the community which should be preserved because of their architectural design, historic value, and contribution to the community character. The Downtown Specific Plan adopted in 2002 and updated in 2019 includes goals, objectives, and implementation measures that facilitate the changes needed to serve the City’s growing population and employment base while still preserving the essence of Downtown’s small-town character. The 2002 Plan significantly expanded the Downtown area from the previous plan, while the boundary changes to the plan area in the 2019 update are modest.

**Busch Property**

Ponderosa Homes developed the Busch property (east of Valley Avenue, north of Busch Road) in the early 2000s. It includes 175 single-family homes (developed at medium and low density), 16 duets, 172 units of senior housing, and a church / day-care facility on 92 acres. A 22-acre site (formerly considered for a school site) is vacant and planned for future development of medium-density senior housing.

**Staples Ranch**

West of El Charro Road and south of Interstate 580 (I-580), in the northeastern Planning Area sits the 124-acre Staples Ranch, which, as of 2007, is owned by Alameda County Surplus Property Authority.

The City adopted the *Stoneridge Drive Specific Plan* in 1989 – see discussion in the Specific Plan Areas section, below --, which includes Staples Ranch. As of 2006, only the Staples Ranch portion of the *Stoneridge Drive Specific Plan* remains undeveloped. In 2006 the City and Alameda County signed a Memorandum of Understanding that outlined a process for the City of Pleasanton to review a development plan for Staples Ranch that included a continuing-care retirement community, an auto mall, other office or retail uses, and a City park. This property is subject to noise generated by the Livermore Municipal Airport which operates jet aircraft on a 24 hour basis.

**East Pleasanton**

The eastern portion of the Planning Area contains the largest deposits of sand and gravel in the entire Bay Area. This land is of special importance because of the value of its mineral deposits to the region’s economy, the effects of extracting and transporting sand and gravel on the local environment, and the manner in which excavated land is reclaimed for future use.



Zone 7 Water Agency

Cope Lake peninsula, Chain of Lakes

Alameda County, within whose jurisdiction the gravel areas are mostly located, has adopted a specific plan which indicates the extent of harvesting operations and identifies potential future uses suitable for land once its deposits have been extracted.<sup>4</sup> The specific plan calls for a resource known as the Chain of Lakes, a series of open sand-and-gravel pits filled with groundwater after the resources have been extracted. The lakes would be used for water recharge and stormwater storage, and the project would include habitat enhancement and recreational trails.

Industry has now depleted sand-and-gravel resources and reclaimed land on several large parcels in the Busch Road and El Charro Road area. This area will be the subject of a future specific plan (see following Specific Plan Areas section).

The quarry lands create a valuable urban separator between Pleasanton and Livermore. This land should be carefully studied during specific plan preparation, and its qualities as an urban separator should be substantially protected. The lake areas should be restored to a safe and natural condition, and wildlife areas should be regenerated to the fullest extent feasible. The future specific plan should be closely coordinated with affected property owners, the City of Livermore, Zone 7 Water Agency, and Alameda County.

**Hacienda Business Park**

This 854-acre business park was originally developed in the early 1980s when the first office and commercial uses were built. The original master plan envisioned “a commercial development designed

to create a cohesive, visually unified business park with a sense of identity, distinction and quality.” In the early 1980s, development activity in Hacienda included primarily one- and two-story tilt-up construction “back office” buildings, and a few “Class A” corporate office buildings. The park also acquired a new hotel development and a retail area at that time.

Housing was introduced in the late 1980s in the southern area of the park, and the weakening of the commercial real-estate markets at that time led to the allocation of additional acreage for small-lot single-family homes and additional multifamily residential development. Today there are 1,530 residential units in the park.



Roche Molecular Systems building in Hacienda Business Park

In 1996 the Pleasanton/Dublin BART line was opened with the terminus station located on the northern edge of the Hacienda

<sup>4</sup> Alameda County Board of Supervisors, *Specific Plan for Livermore-Amador Valley Quarry Area Reclamation*, adopted Nov. 5, 1981.

Business Park at the I-580 freeway. The mid-1990s also saw a resurgence in the economy and a new period of development in the park which included corporations such as Roche, Shaklee, and PeopleSoft that acquired large vacant sites and sought approval of projects designed for their long-term space needs. In recent years, Hacienda has continued to evolve with the addition of Pleasanton Unified School District’s Hart Middle School and additional retail development.

As of 2007, the park has over 7.9 million square feet of office, research and development, and other commercial uses, and there is still significant development potential, particularly in the area close to the Dublin/Pleasanton BART station. The future of the park as it moves towards more mixed-use development integrated with the transit hub at the BART station will be discussed as part of a major amendment to the Planned Unit Development (PUD) that governs that development.

**SPECIFIC PLAN AREAS**

Specific plans provide a bridge between the goals and policies in the General Plan and specific development proposals, and usually incorporate detailed land-use development standards and design criteria. In several areas, specific plans have been used successfully in Pleasanton to implement the community’s vision for future development. Figure 2-3 shows the location of these plan areas.

**Existing Specific Plans**

All properties lying within the boundaries of an adopted specific plan area are subject to the land uses, densities, public improvements, and other specific plan requirements. Note that land uses, densities, and street alignments shown on the General Plan Map within these areas are conceptual only, while the specific plan provides additional detail.

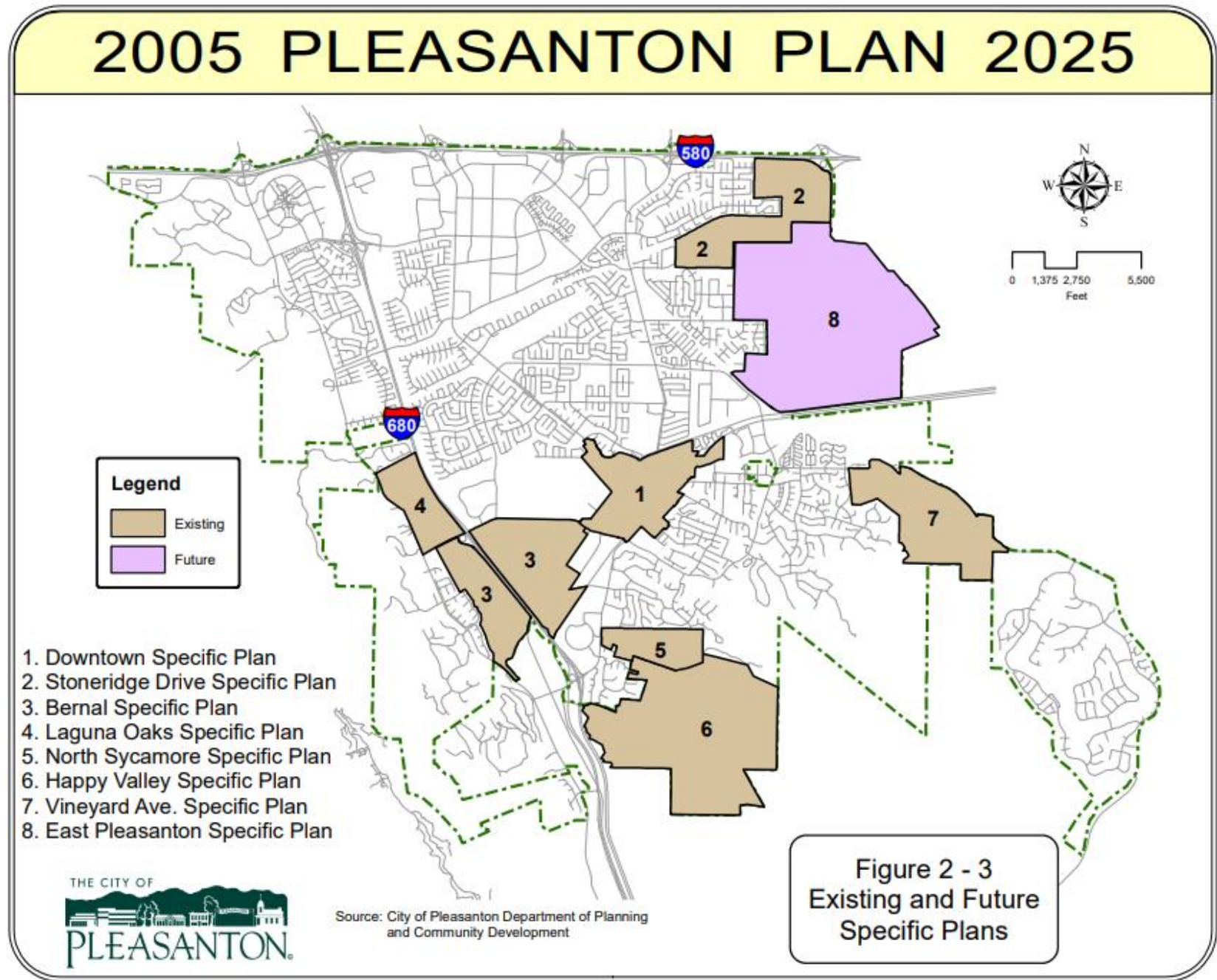
Below is a list of existing specific plans adopted by the City of Pleasanton.

1. Downtown Specific Plan. The City adopted the latest Specific Plan for this area on August 20, 2019, the result of an approximately three year effort involving citizens, staff, and consultants. The overall goal of the Specific Plan is to improve upon the commercial and residential viability of the Downtown while preserving the traditions of its small-town character and scale.
2. Stoneridge Drive Specific Plan. This Specific Plan area, adopted by the City in October 1989, has been largely developed with a mix of residential, school, park, and institutional uses. As of 2006, Staples Ranch, the remaining undeveloped portion of the Specific Plan, is planned for future development of a continuing-care retirement community, auto dealerships, additional commercial development, and a public park. This development will require an amendment to the Specific Plan.
3. Bernal Property Specific Plan (Phase I and Phase II). The City adopted the Phase I Specific Plan on August 21, 2000 for the 198-acre "private" development portion of the entire 516-acre property. Phase II, the 318 acres that were dedicated to the City



Homes with second units, in the Bernal Specific Plan area

by the Phase I developer, was adopted on May 16, 2006 and ratified by the voters on November 7, 2006. Phase I consisted of 571 mixed-density housing units, a “village common” and roads.



It also allows the development of 750,000 square feet of commercial/office-building floor space. Phase II provides for community uses including parks and open space, a youth and community center, as well as an amphitheater and agricultural uses.

4. Laguna Oaks Specific Plan. This Specific Plan is essentially a development plan for the Laguna Oaks subdivision, where the first homes were completed in 1995.
5. North Sycamore Specific Plan. The City adopted this 135-acre Specific Plan in 1992 with the objective of providing guidance for annexation and development while retaining the area's rural character. Land-use designations include Low-Density Residential, Agricultural, and some Commercial and Medium-Density Residential near Sunol Boulevard. As of 2006, residential development of the area is mainly complete, although some commercial development is yet to be constructed.
6. Happy Valley Specific Plan. In 1998 the City adopted the 860- acre Specific Plan for Happy Valley. The Specific Plan area, which includes both incorporated and unincorporated land, includes a municipal golf course, open space and agricultural lands, as well as land for development of low-, medium-, and semi-rural-density homes. The Callippe Preserve Golf Course opened in 2005 and several golf-course custom homes have been developed.
7. Vineyard Avenue Corridor Specific Plan. This Specific Plan covers 384 areas on both sides of old Vineyard Avenue. The Plan allows a mix of single-family homes, vineyards, open space, community park, elementary school, and possible wine country related commercial sites. As of 2006, most of the single-family homes are either built or have planning approvals, and Vineyard Avenue has been realigned.

### Future Specific Plans

In order to evaluate land use options and to provide detailed planning

guidance in an area undergoing land-use transition, Pleasanton will initiate a specific plan for the East Pleasanton area.



Callippe Preserve Golf Course in Happy Valley area

In 1998 the City initiated a planning process for this area, which in 1999 the City deferred in order to complete the Bernal Property Specific Plan. This area includes approximately 1,000 acres in East Pleasanton and consists of lakes (reclaimed sand-and-gravel pits) now owned by Zone 7 Water Agency and Pleasanton Gravel Company, and land formerly owned by Hanson (Kaiser) Aggregates and Kiewit Corporation. Pleasanton will coordinate with Zone 7 on the planning of land uses in this area. This area, which the Livermore Airport impacts with aircraft noise, may include development of commercial, residential, and office/industrial uses, as well as use of lakes for flood protection, groundwater recharge, habitat, and recreation purposes. In addition, the Specific Plan will also define a circulation system for the area, including improvements to El Charro Road, will plan the extension of utilities, and would create a funding mechanism for the infrastructure required to support development.

The City may also elect to undertake other Specific Plans in the future for large sites or areas undergoing change, and which may benefit from coordinated long-range planning.

### GROWTH MANAGEMENT

The orderly growth and development of the city together with the

preservation of an open-space frame has been a high priority for the Pleasanton community. The City has used several tools to attain this goal including the adoption of an Urban Growth Boundary and a Growth Management Program.

**Urban Growth Boundary**

The General Plan Map designates an Urban Growth Boundary (UGB) line around the edge of land planned for urban development at General Plan buildout. Pleasanton voters ratified the Urban Growth Boundary in 1996. The line distinguishes areas generally suitable for urban development where urban public facilities and services are provided from those areas not suitable for urban development. Areas outside the Urban Growth Boundary are generally suitable for the long-term protection of natural resources, large-lot agriculture and grazing, parks and recreation, public health and safety, subregionally significant wildlands, buffers between communities, and scenic ridgeline views. The Urban Growth Boundary is intended to permanently define the line beyond which urban development will not occur, although the initiative also described some circumstance under which the Urban Growth Boundary could be adjusted.

Note that one existing development is located outside of the Urban Growth Boundary: the Little Valley Road neighborhood in Alameda County’s jurisdiction south of Pleasanton. This area is designated as Rural Density Residential. Because this neighborhood is an existing partially developed area, the General Plan allows five-acre minimum



Hillside homes

parcel sizes without the provision of standard urban water and sewer service, subject to public health and safety considerations.

In November 2000, the voters of Alameda County approved an Urban Growth Boundary (*Measure D*) which is co-terminus with the city’s Urban Growth Boundary in Pleasanton and also includes the Cities of Livermore and Dublin.

**TABLE 2-3: GENERAL PLAN DENSITIES**

Land Use Designation	Allowable Density Range	Average Density used for Holding Capacity
Rural-Density Residential	0-0.2 du/acre	0.2 du/acre
Low-Density Residential	0-2 du/acre	1.0 du/acre
Medium-Density Residential	2-8 du/acre	5.0 du/acre
High-Density Residential	8+ du/acre	15.0 du/acre
Housing Element Sites Overlay	See footnote <sup>a</sup>	Not Applicable <sup>a</sup>
Mixed-Use: Residential	20+ du/acre <sup>b</sup>	Not Applicable <sup>b</sup>
Commercial	0-150% FAR	
Mixed Use/Business Park	See footnote <sup>c</sup>	See footnote <sup>c</sup>
Commercial/Office	0-60% FAR <sup>d</sup>	35% FAR
General & Limited Industrial	0-50% FAR	31% FAR
Business Park	0-60% FAR	32% FAR
Sand and Gravel Harvesting	Not Applicable	Not applicable

Notes: du = dwelling unit(s), FAR = floor area ratio

<sup>a</sup> Site-specific densities shall be as specified in the adopted 2023-2031 6th Cycle Housing Element.

<sup>b</sup> This will be based on a planned unit development (PUD) or Specific Plan, as either may be amended from time to time, subject to the 150 percent maximum FAR. A minimum density of 75 du/acre and FAR to accommodate at least five stories is permitted on AB 2923 eligible properties (i.e., those owned by BART).

<sup>c</sup> Projects may use the Mixed Use FAR and density ranges only if they include uses that are authorized by the Mixed Use land designation, and as determined by the associated PUD zoning or specific plan. Conventional business park projects shall be subject to the FAR limitations in the Business Park land use designation.

<sup>d</sup> The FAR maximum for properties for properties within the Downtown Specific Plan area shall be that established in the specific plan.

Source: Community Development Department, 2008.

## Growth Management Program

The City adopted its first growth management ordinance in 1978, designed to regulate the location and rate of new residential growth in a period of sewage treatment constraints and air quality concerns. The growth management program was modified following the comprehensive revisions to the General Plan in 1986 and 1996. Currently the *Growth Management Ordinance*:

- Establishes an annual limit for new residential units.
- Requires the apportionment of yearly total new residential units to categories of projects (i.e., affordable projects; major projects; first-come, first-served projects; small projects).
- Defines a process for obtaining an allocation under the program.

In recent years, as fewer large residential development sites are available and the number of residential units seeking building permits is significantly lower than the annual allocation, there has been less need for a growth management system that acts to meter residential development. In the future, however, there may be years when large-scale multifamily or mixed use projects near the BART stations or in East Pleasanton compete with smaller projects for residential allocations. In addition, there is an opportunity to incorporate goals of this General Plan such as energy conservation, affordable housing, and sustainability into the allocation process. Future refinements of the Growth Management Program should seek to simplify the system and to incorporate the City Council's priorities.



Older homes along Saint Mary Street

## Holding Capacity

Holding capacity is the ultimate size of the community that the Planning Area would accommodate if all land uses shown on the General Plan Map were to be built. Capacity is expressed in terms of housing units, population, commercial/office/industrial building floor area, and jobs at buildout.

By 2025, if all residential land shown on the General Plan Map is built out, Pleasanton will contain approximately 29,000 housing units, 600 second units, and 1,100 residents in congregate (group) living facilities. These units will support a residential population of about 78,200. This population estimate assumes that vacancy rates will average three percent and household size will average 2.72 persons per household. The residential holding capacity is based on buildout at average densities.

If all commercial, office, industrial, and other employment-generating land were built out (including assumptions for East Pleasanton), Pleasanton would contain approximately 35 million square feet of building floor area, enough to support about 97,000 jobs. Without counting potential development in the East Pleasanton Specific Plan area this figure would be about 86,000 jobs. This holding capacity estimate assumes that employment generating uses are built at average densities (Table 2-3, above), vacancy rates average seven percent, and employment densities will approximate current levels (Table 2-4, below). *ABAG Projections 2007* estimates a somewhat lower number of jobs with 76,020 in 2025 and 81,270 jobs in 2035.

<b>TABLE 2-4: EMPLOYEE DENSITY STANDARDS</b>	
<b>Workplace Type</b>	<b>Average Square Foot Per Employee</b>
Office	300
Research & Development	340
Light Manufacturing	435
Warehouse/Service Industrial	560
Service Commercial	625
Retail	510
Restaurant	170
Hotel/Motel	1,370

Source: IIE (*Institute of Transportation Engineers*) *Trip Generation Manual*, 7<sup>th</sup> Edition rates, adjusted for Pleasanton.

Table 2-5 summarizes the number of acres of each land use designated within the Pleasanton Planning Area.

<b>TABLE 2-5: GENERAL PLAN ACREAGE</b>	
<b>General Plan Category</b>	<b>General Plan Acreage</b>
Residential	
Rural Density	1,741
Low Density – 1 dwelling unit per 2 gross acres	276
Low Density – less than 2 dwelling units per acre	2,883
Medium Density	3,505
High Density	701
Mixed Use	778
Industrial/Commercial/Office	
Commercial and Office	769
General and Limited Industrial	305
Business Park	415
Sand and Gravel Harvesting	1,750
Community Facilities	
Public and Institutional	609
Schools	250
Open Space	
Parks and Recreation	6,343
Agriculture and Grazing	10,956
Agriculture & Grazing with Wildlands Overlay	221
Public Health and Safety	2,646
Public Health & Safety with Wildlands Overlay	12,977
Watershed Management and Recreation	604
Staples Ranch Specific Plan (Undeveloped)	124
<b>Total Planning Area</b>	<b>47,853</b>

### The Relationship of Jobs and Housing

The relationship between jobs and housing is a complex topic which affects all communities, especially those, like Pleasanton, within large metropolitan areas. Workers choose jobs and residential locations based on a variety of personal, financial, and locational factors.

Workers often make a trade between housing cost and length of commute with some choosing to undertake a longer commute for more affordable housing and others paying a higher housing cost for a shorter commute. Therefore, a certain percentage of workers will choose to live and work within the same community, such as Pleasanton, a certain percentage within the same commute area, such as the Tri-Valley, and a certain percentage will choose to live great distances away from their places of employment. The essence of the jobs/housing issue is to recognize these different types of commute behaviors, to provide adequate housing opportunities within the commute area desired by each group of workers, and to provide a variety of employment opportunities for residents.

Planning to accommodate this diversity of commute patterns involves identifying and providing for employment-generated housing needs on three geographic levels – the community, the commute area, and the region (such as the Bay Area). State law recognizes each city's and county's responsibility to accommodate employment-generated housing needs.<sup>5</sup> From a practical perspective, fulfillment of this responsibility is a regional concern which must allow for locational differences and varying needs among communities within larger commute areas.

Pleasanton's location at the intersection of two freeways has played an important role in establishing the city as a major employment center within the Tri-Valley. Other communities, like Danville or Alamo, enjoy a setting more conducive to development as primarily residential communities.



Borg Fencing Company in Pleasanton

Planning for a balance of jobs and housing within the Tri-Valley commute area, and not necessarily within each jurisdiction, allows each community to best use its own resources and develop its own identity, while ensuring an adequate supply of housing within a reasonable commuting distance of Tri-Valley jobs. Pleasanton has adopted this area-wide approach to the jobs/housing issue and has taken significant steps to contribute its share of Tri-Valley housing while retaining its role as an employment center.

<sup>5</sup> State of California, *Government Code*, Section 65913.1, & Section 65583, et. seq.

The General Plan provides for the varied housing needs of people who live and work in the community by designating a wide range of residential densities and adopting policies aimed at all economic segments of the community. The designation of high-density residential and mixed-use land within and adjacent to business parks is a notable example of the City's efforts.

Pleasanton also provides jobs for people who choose to live within other communities. The designation of land for business parks in locations convenient to freeways, arterials, and transit corridors in North Pleasanton is a good example.

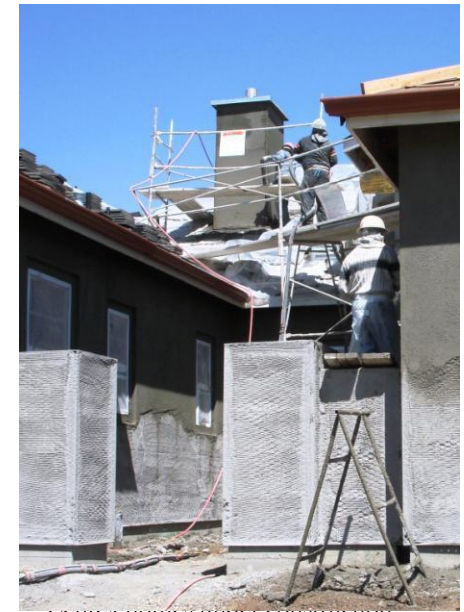
The City also provides a wide range of housing opportunities for people who choose to commute out of Pleasanton to work. The wide range of housing types and prices provided by the City's distribution of Rural-, Low-, Medium-, and High-Density housing is a notable example. The City's policies to maintain its proportion of high-density housing and percentage of rental units and to encourage affordable housing through its *Inclusionary Zoning Ordinance* and Growth Management Program are examples of the City's efforts to help meet the affordable housing needs of workers in Pleasanton, the Tri-Valley, and farther away locations. Pleasanton's strategy to provide housing and employment opportunities to meet the full range of commute behavior is the key to ensuring a functional distribution of jobs and housing in the Tri-Valley area.

Pleasanton has played an active part in subregional committees such as the Triangle Study (looking at impacts of congestion and road improvements on I-680, I-580 and State Route 84), and Association of Bay Area Government (ABAG) forums addressing land use and transportation issues. The goals, policies, and programs contained throughout the General Plan address the City's role in cooperating with other jurisdictions to provide for a functional distribution of jobs and housing within the Tri-Valley while allowing the city to develop into the type of community desired by its citizens.

## Annexation

The City of Pleasanton encompasses approximately 24 square miles. Unincorporated pockets within or adjacent to the City include: the Remen Tract, consisting of 22 acres around Vine Street, Linden Way and Virginia Way, mostly semi-rural residential development; Castlewood Country Club, a 224-acre, hillside residential subdivision largely developed in the 1950s through 1980s and including the private

Castlewood Country Club golf course, pool, and tennis facilities; the 46-acre Merritt property located on the east side of Foothill Road, south of Foothill High School; land on the west side of Foothill Road in the vicinity of Santos Ranch Road; and the 124-acre undeveloped Staples Ranch Areas west of El Charro Road at I-580, and parts of Happy Valley. In addition to these properties, there are also large areas to the west, south, and east of the City which are outside City limits and within the



City's Sphere of Influence and Planning Area. The annexation of remaining contiguous parcels of unincorporated County land to the City is crucial to completing an efficient system of municipal services at General Plan buildout. The following criteria should be followed for evaluating future annexation proposals:

1. Public agencies should be capable of providing adequate or expandable services such as water, sewer, police, fire, transportation, solid-waste disposal, parks, and schools to the

area in order to support the proposed development.

2. The proposed annexation should be a logical extension of an existing planned or developed area.
3. The land should not be under an agricultural preserve or open-space contract.
4. The quality of the development proposed for the area to be annexed should enhance the existing community.

## LAND-USE CONCEPTS

As a result of past planning efforts, Pleasanton today is a community with attractive and well-kept neighborhoods, abundant and well-maintained public facilities, a thriving economy, and a high quality of life for its residents. Providing a range of housing choices and managing traffic congestion have been major challenges in the past and will continue into the future. This General Plan seeks to maintain and enhance the community's high quality of life and to incorporate innovative "smart growth" planning strategies such as mixed-use and transit-oriented development (TOD) to address challenges such as housing choice and traffic congestion, and to further the goal of creating a more sustainable and energy efficient city.

Smart growth, mixed-use development, and transit-oriented development all have the potential to result in a more efficient use of land and other resources, and therefore a more sustainable community compared to conventional development. For example, multifamily residential development utilizes land and construction materials more efficiently, and can result in heating, cooling, and water-use efficiencies compared to single-family construction. Mixed-use development adjacent to transit can encourage walking and bicycling, and increased transit trips resulting in reduced energy use and better air quality.

## Smart Growth

Policies that integrate transportation and land-use decisions by encouraging more compact, mixed-use development within existing urban areas and that discourage dispersed, automobile-dependent development at the urban fringe make up the concept of smart growth. A main concept of smart growth is the decentralization of services so that people may access local services – retail, service industry, schools, recreation, etc. – through alternative modes of travel – i.e., walking, bicycling, and taking the bus. As a result, a land use pattern is established that is more fine-grained where public facilities, retail, and other commercial services are generally local, relatively small, and distributed throughout neighborhoods. Streets are designed to accommodate non-automobile traffic and are safer and slower than streets designed mainly to move automobile traffic or to transport people to larger, centralized services and businesses.



Wheels bus serving the Downtown area

Throughout its elements, this General Plan recognizes the importance of smart growth and incorporates its concepts – whenever reasonable and feasible – to help Pleasanton become more sustainable. At the same time this General Plan acknowledges the importance of locating key services and businesses – e.g., Stoneridge Mall, Hacienda Business Park, and Pleasanton’s two high schools – along major arterial streets and highways. However, the City coordinates with transit agencies to provide transit to major services and businesses, which is also consistent with smart growth. Pleasanton has also instituted an Urban Growth Boundary that prohibits development beyond the urban fringe. (See discussion, above, in the Growth Management section.)

### **Mixed Use**

Mixed-use development is any combination of the following land uses: office, commercial, hotel, institutional, and residential in a single building, on a single site, or on adjacent sites that are physically and functionally inter-related. Mixed-use development, a concept that has existed informally for many years in downtown areas (including Pleasanton), has gained new life as a way to provide additional housing close to jobs, services, and transit (including buses); to create vitality in downtown areas; as a way to create land-efficient development in-fill areas; and to reduce the number of auto-related trips, compared to conventional development.

### **Transit-Oriented Development**

Transit-oriented development is focused around transit stations such as BART, other rail, and bus lines. These are walkable communities with mixed-use development that include shops, public services, schools, and a variety of housing types and prices within each neighborhood. These areas are often job centers. Transit-oriented communities are designed for walking and bicycling, with attractive sidewalk conditions and with good street connectivity and traffic-calming features.

Thus people may live a higher quality life without depending on single-occupancy vehicles, while also reducing traffic congestion and vehicle accidents, along with resulting injuries. Cities may also relax minimum parking requirements and/or limit maximum parking. Parking requirements shall also comply with State law, including reduced parking requirements where specified. Transit-oriented development within a half-mile of the West Dublin/Pleasanton and Dublin/Pleasanton BART stations and owned by BART are subject to AB 2923 and the City shall permit development on such parcels in accordance with AB 2923 and the development standards established pursuant to State law.

### **GENERAL PLAN LAND USES**

The General Plan establishes land use categories, and the General Plan Map illustrates the approximate locations where the General Plan allows these uses within the Planning Area. All proposed projects must conform to the land-use designation(s) shown on the General Plan Map. Those projects which do not conform require the City Council to designate an appropriate General Plan Amendment in order to develop a different use. The land-use designations are designed to recognize existing development while providing flexibility for future growth.

Per State law, a city may amend each General Plan element only up to four times per years. However, State law allows an exception to this rule for affordable housing projects. Portions of the General Plan enacted by voter initiatives (for example, the Urban Growth Boundary, Ridgeland area, and land uses in the Bernal Property) may only be amended by a vote of Pleasanton citizenry.

The City’s *Zoning Ordinance* further defines land-use types and densities, building height, parking, and other requirements of development. Zoning designations must be consistent with the General Plan, including the General Plan Map. Zoning designations include a specific list of uses allowed within a particular zone. These frequently include uses compatible with the

main use but different in type, such as religious institutions within industrial zones. The General Plan intent is to incorporate the variety of compatible uses which are generally allowed by the zoning districts within each General Plan designation. Accordingly, permitted and conditional land uses allowed within the various City zoning designations are considered to be consistent with the corresponding General Plan land-use categories.

Below is a general description of the land uses allowed under the Pleasanton General Plan. The allowable density of any zoning designation for any individual parcel must fall within the density range for the underlying General Plan designation as shown on Table 2-3, above. Any use allowed within the zoning district must also conform to the General Plan.



Applied Biosystems buildings

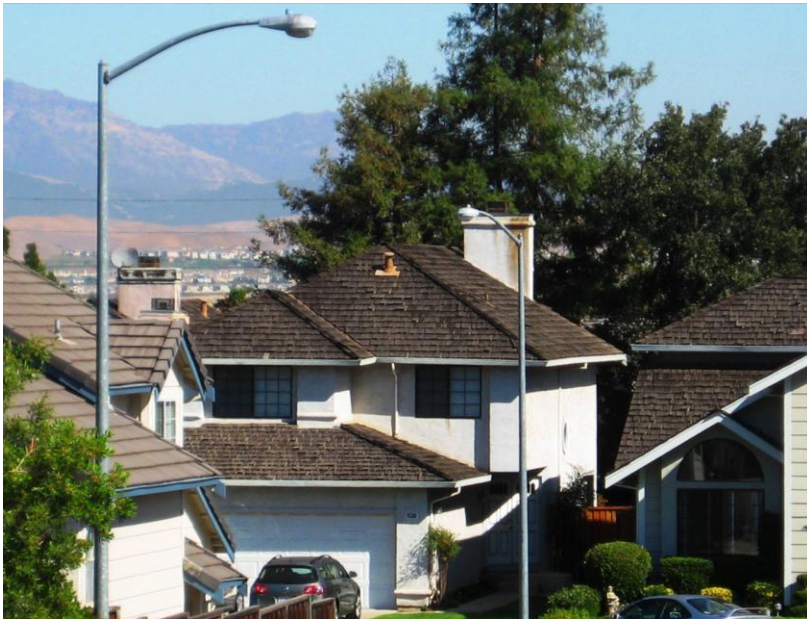
Notwithstanding any provisions of State law to the contrary, when zoning individual properties, the City shall attempt to balance development at the upper end of the General Plan density range with the lower end so that the City can apply average densities – shown in Table 2-3 – city-wide. The average densities shown in Table 2-3 were used to calculate the holding capacity of the General Plan and resulting levels of traffic, noise, and air quality.

The General Plan Map's conceptual depiction of major arroyos as Open Space-Public Health and Safety applies the Open Space designation to the entirety of flood-control channel rights-of-way as ultimately determined by the City. These arroyos are not to be counted as part of residentially designated gross developable acres. The City shall consider terrain of the land when designating land uses, so that it does not redesignate land that is not feasible or appropriate for development to Low-, Medium-, or High-Density Residential.

All projects receiving PUD approval prior to the adoption of this comprehensive General Plan update in 2009 shall be deemed in conformance with the provisions of this Plan.

### **Residential Areas**

Any housing type (detached and attached single-family homes, duplexes, townhouses, condominiums, and apartments) in addition to religious facilities, schools, daycare facilities, and other community facilities, may be allowed in any of the residential designations provided that all requirements of the *Zoning Ordinance* are met.



Residential neighborhood in Pleasanton

- Rural-Density Residential - No more than 0.2 dwelling units per gross developable acre. Clustering of development shall be encouraged with lots of one acre and larger.
- Low-Density Residential - A maximum of two dwelling units per gross developable acre. In the Happy Valley area the density allowed is one dwelling unit per two gross acres with one unit per one-and-one-half gross acres when developed in conjunction with major open-space land or agricultural/open-space easement dedication.
- Medium-Density Residential - Between two and eight dwelling units per gross developable acre.
- High-Density Residential - Greater than eight dwelling units per gross developable acre.

### Housing Element Sites Overlay

The 2023-2031 (6th Cycle) Housing Element identifies a set of properties to be rezoned to allow residential development. These properties contain the Housing Element Sites Overlay (HESO). As an Overlay, the designation permits non-residential uses in accordance with the underlying land use designation for the site, as well as residential development within the density ranges specified in the Housing Element. The site-specific density ranges are detailed within the Housing Element in the General Plan. For some Housing Element sites, only a portion of a larger parcel or site is designated for residential development. These areas are mapped more precisely in the Housing Element and should be referenced with respect to the allowable area(s) within the site designated for residential development.

### Mixed Use

The Mixed-Use designation allows any combination of business park, office, retail, hotel and other commercial uses, community facilities, research and development, and residential uses in a single building, on a single site, or on adjacent sites where the uses are integrated and include a functional interrelationship and a coherent physical design. Higher density residential uses (30 units per acre or more) are encouraged in locations proximate to BART stations, and other areas near transit, although such residential development is not precluded in other areas designated Mixed-Use. Density on mixed-use sites proximate to BART stations shall also comply with the legally mandated minimum or maximum densities as specified by State law (e.g., AB 2923). Also consistent with the Mixed Use designation is:

- Existing development (as of General Plan adoption date) consisting of a single land use on a site, and
- Future development of a single use on a site if such a use is approved as part of a Development Agreement or Planned Unit Development (PUD)

The location of specific land uses in areas designated Mixed-Use is determined by the associated PUD zoning or specific plan and shall conform to such regulations.

### Industrial, Commercial, and Offices

- Commercial and Offices (Retail, Highway, and Service Commercial; Business and Professional Offices) - Floor area ratios (FARs) are not to exceed 60 percent, except for hotels or motels which should not exceed 70 percent and for projects within the Downtown Specific Plan area which should not exceed 300 percent. Certain uses, such as warehouses, where employee density and traffic generation are minimal, may be allowed with higher FARs provided they meet the requirements of the *Zoning Ordinance* as well as all other City requirements.
- General and Limited Industrial - FARs are not to exceed 0.5. Certain uses, such as warehouses, where employee density and traffic generation are minimal, may be allowed with higher FARs provided they meet the requirements of the *Zoning Ordinance* as well as all other City requirements.
- Sand and Gravel Harvesting - Land or buildings used for the extraction of mineral resources and related low-intensity activities such as ready-mix facilities and asphalt batch plants. No significant development is allowed in these areas.
- Business Park (Industrial and Commercial, including Offices) - Intended primarily to accommodate high-quality, campus-like development, including administrative, professional office, and research uses. Retail commercial uses are limited to those primarily serving business park employees. FARs are not to exceed 0.6.



Sand and gravel harvesting area

### Community Facilities

- Public and Institutional - Any public or institutional use, including religious facilities, cemeteries, corporation yards, sewage treatment facilities, utility substations, hospitals, post offices, community centers, senior centers, libraries, and City Hall. FARs are not to exceed 0.6. Certain uses, such as warehouses, where employee density and traffic generation are minimal, may be allowed with higher FARs provided they meet all other City requirements.
- Schools - Any public or private educational facility. The locations of K-12 public schools (elementary, middle, and high schools) are shown on the Land Use Map as well as in Figure 6-1 in the Public Facilities and Community Programs Element.

### Open Space

- Agriculture and Grazing - Land or buildings used for the production of agriculture or the grazing of animals. Outside the City limits this designation is applied also to San Francisco

watershed lands. No significant development is allowed in these areas. These areas are generally privately owned and public access is not allowed.

- Parks and Recreation - Neighborhood, community, and regional parks. Development is limited to community facilities that support or complement the park use.
- Public Health and Safety - Land set aside for the protection of the public health and safety due to geologic, topographic, fire, or other hazards. No development is allowed in these areas other than one single-family home on each existing lot of record as of September 16, 1986 which meets City requirements for access, public safety, building site, and architectural design, etc. These areas are generally privately owned and public access is not allowed.
- Wildlands Overlay - Lands identified as wildlife corridors and valuable plant and wildlife habitats such as arroyos, the San Antonio Reservoir area, highly vegetated areas, and other natural areas necessary to maintain significant populations of plant and animal species. This is an “overlay” designation which is additive to the underlying General Plan Map designation. No private development is allowed in these areas other than one single-family home on each existing lot of record as of September 16, 1986, which meets City requirements for access, public safety, building site, and architectural design, etc.
- Water Management, Habitat, and Recreation – This designation is reserved for lakes and ponds and the land immediately surrounding them. Most of the areas so designated were created as part of gravel mining reclamation. Uses include groundwater recharge, flood protection, habitat enhancement, and limited recreation. These water areas act as community separators on the east edge of Pleasanton where no significant development is allowed.

## RELATIONSHIP TO OTHER ELEMENTS

Policies and programs established throughout the General Plan affect the land use policies in Pleasanton.



Village commons and apartments in Bernal Specific Plan mixed-use project

### Circulation Element

The Circulation Element promotes some land uses near transit lines and/or hubs that encourage the use of transit and proposes to design and regulate city streets to minimize traffic-related impacts on adjacent land uses. This relates to the Land Use Element. The Land Use Element integrates land-use and transportation planning in order to ensure patterns that facilitate safe and convenient mobility of people and goods, and to increase travel alternatives to the single-occupant automobiles. It also promotes mixed-use development preferably located in areas served by public transit. These policies relate to the Circulation Element.

### **Housing Element**

Land Use policies to develop infill housing, flexibility in residential development standards and housing type consistent with the desired community character, residential density determinations, and the Urban Growth Boundary relate to the Housing Element.

### **Public Safety Element**

The Public Safety Element designates critical facilities for emergencies and provides for public safety during emergencies and restricts development in unstable areas, areas prone to seismic safety hazards or landslides, and areas within the 100-year flood zone. The Public Safety Element discusses any potential safety concerns for residents and visitors to the community based on location of facilities. The designation of specific land uses in the Land Use Element is based, in part, on goals and policies in the Public Safety Element.

### **Public Facilities and Community Programs**



Pleasanton Library

The Public Facilities and Community Programs Element provides policies and programs for community facilities and parks. The Land Use Element locates these public facilities and parks.

### **Conservation and Open Space Element**

The Conservation and Open Space Element discusses open spaces and recreational areas within the Planning Area. The Land Use Element locates these open space and recreational areas.

### **Water Element**

The Water Element further discusses creeks and waterways as well as Water Management and Recreation in the Chain of Lakes area. The Land Use Element references Water Management and Recreation as well as other open space designations that include open creeks and waterways.

### **Air Quality and Climate Change Element**

The Air Quality and Climate Change Element strives to improve air quality throughout Pleasanton. This Element would support development plans that reduce mobile-source emissions and separate air pollution sensitive land uses from sources of air pollution. The Land Use Element would preserve designated open-space areas and would integrate land-use and transportation planning in order to ensure patterns that increase travel alternatives to the single-occupant automobiles.

### **Energy Element**

The Energy Element strives to reduce energy usage in Pleasanton. The Land Use Element would integrate energy efficiency, energy

conservation, and energy self-sufficiency measures into land-use planning and would make energy use and the environment important considerations.

### **Noise Element**

The Noise Element discusses noise from all sources and its effects on residential areas and other sensitive receptors. The Land Use Element maps the location of these areas.

### **Community Character Element**

The Community Character Element strives to preserve and enhance those aspects which make the city special and distinct. This Element would also maintain a visual separation between Pleasanton and Livermore along Stanley Boulevard. The Land Use Element would preserve scenic hillside and ridge views of the Pleasanton, Main, and the Southeast Hills ridgelines, would preserve the remaining agricultural open space in the ridgelines, preserve the character of Downtown, and preserve and enhance the character of existing residential neighborhoods.

### **Economic and Fiscal Element**

The Economic and Fiscal Element promotes a varied mix of land uses to ensure a broad revenue base through proactive land use planning and zoning. The Land Use Element designates land uses that affect the economic health of the community.

## **LAND USE GOALS, POLICIES, AND PROGRAMS**

The following goals, policies, and programs in addition to those contained in other Elements, constitute an action program to implement the objectives described in this Element.

# GOALS, POLICIES, AND PROGRAMS

## *Sustainability*

**Goal 1: Create a land use pattern that promotes resource sustainability and environmental quality.**

**Policy 1:** Integrate energy efficiency, energy conservation, and energy self-sufficiency measures into land-use planning.

Program 1.1: Biennially assess community sustainability and quality of life in Pleasanton through measures such as: traffic congestion and delay, energy use, water quality and availability, fiscal sustainability, air quality, extent of tree canopy, and park acreage and bike path/trail miles per capita.

Program 1.2: When reviewing development projects (especially in areas where there is likely to be the most change and the greatest impact can be made), consider how the following will impact energy use: density, neighborhood design, proximity to transit, proximity to shopping/employment, walkability, street layout, and construction techniques (Green Building). Develop new measures of sustainability based on these factors and adopt minimum sustainability scores for typical projects.

Program 1.3: When reviewing development projects, review transportation energy-efficiency measures alongside level-of-service standards. Develop a methodology to accomplish this and then adopt it.

Program 1.4: Consider using software tools to assist in the evaluation of the energy efficiency of development proposals.

Program 1.5: Support more locally-serving shopping opportunities in neighborhoods so that people do not have to drive far to purchase goods.

Program 1.6: Encourage local employers to hire locally.

Program 1.7: Use the City’s housing programs to encourage people who work in Pleasanton to live in Pleasanton.

**Policy 2:** Integrate land-use and transportation planning in order to ensure patterns that facilitate safe and convenient mobility of people and goods at a reasonable cost, and to increase travel alternatives to the single-occupant automobiles.

Program 2.1: Reduce the need for vehicular traffic by locating employment, residential, and service activities close together, and plan development so it is easily accessible by transit, bicycle, and on foot.

- Program 2.2: Encourage the reuse of vacant and underutilized parcels and buildings within existing urban areas.
- Program 2.3: Require transit-compatible development near BART stations, along transportation corridors, in business parks and the Downtown, and at other activity centers, where feasible.
- Program 2.4: Require higher residential and commercial densities in the proximity of transportation corridors and hubs, where feasible.
- Program 2.5: Assure that new major commercial, office, and institutional centers are adequately served by transit and by pedestrian and bicycle facilities.
- Program 2.6: Require design features in new development and redeveloped areas to encourage transit, bicycle, and pedestrian access, such as connections between activity centers and residential areas, and road design that accommodates transit vehicles, where feasible.
- Program 2.7: Allow the location of small-scale neighborhood telecommuting centers and the infrastructure needed to support them in or near residential areas to enable residents to work close to home, where feasible.
- Program 2.8: Require land development that is compatible with alternative transportation modes and the use of trails, where feasible.

Policy 3: When setting land-use policy and when reviewing potential development proposals, make minimizing energy use and impacts on the environment important considerations.

- Program 3.1: Establish an advisory committee to the City Council to provide recommendations and policy implementation regarding energy, environmental projects and priorities, and climate change and to review the energy and environmental issues relevant to development proposals generally.

*Overall Community Development*

**Goal 2: Achieve and maintain a complete well-rounded community of desirable neighborhoods, a strong employment base, and a variety of community facilities.**

Policy 4: Allow development consistent with the General Plan Land Use Map.

Program 4.1: Ensure consistency between the General Plan Land Use Map and the zoning designation for all properties within the City’s sphere of influence.

Program 4.2: While mid-points and maximum densities/floor area ratios are used to calculate holding capacity for planning purposes, these numbers are not entitlements. The appropriate density and intensity will be determined based on General Plan policies, Specific Plans where appropriate, site conditions, project design, and other considerations. Notwithstanding this program, the minimum and maximum allowable density for identified housing sites has been established for each site in the Housing Element.

Policy 5: Evaluate land-use changes in the context of overall City welfare and goals, as well as the impacts on surrounding neighborhoods.

Program 5.1: When evaluating development proposals or changes in land use consider General Plan and Specific Plan policies, Zoning and Subdivision Ordinance standards, existing land uses, environmental impacts, safety, aircraft noise, and resident, merchant and property owner concerns.

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

*Special Interest Areas*

Policy 6: Develop comprehensive planning documents for undeveloped and underutilized areas of Pleasanton that are changing or have the potential to change. In the planning process, identify facility needs, explore opportunities for mixed-use development, and plan for a comprehensive circulation system.

Program 6.1: Prepare a Specific Plan for East Pleasanton as a coordinated effort between property owners, major stakeholders, and the Pleasanton community, including residents of East Pleasanton. Although the General Plan map indicates several types of land use that may be considered in the specific planning process, this General Plan confers no entitlement to any future development of land in East Pleasanton.

Program 6.2: Work with the Hacienda Owners Association and other stakeholders to prepare a comprehensive planned unit development amendment for the Hacienda Business Park.

Policy 7: Continue to implement adopted specific plans along with relevant rezoning.

Residential

Policy 8: Preserve and enhance the character of existing residential neighborhoods.

Program 8.1: Enforce the provisions of the City’s *Zoning Ordinance* and related planning ordinances to maintain the character of existing residential neighborhoods.

Program 8.2: Use the City’s development review procedures to minimize intrusions into existing neighborhoods.

Policy 9: Develop new housing in infill and peripheral areas which are adjacent to existing residential development, near transportation hubs or local-serving commercial areas.

Program 9.1: Zone vacant infill sites at densities to facilitate development, which includes affordable housing, while respecting the character of surrounding uses.

Policy 10: Provide flexibility in residential development standards and housing type consistent with the desired community character.

Program 10.1: Use planned unit development (PUD) zoning for residential properties that have unique characteristics or to accommodate development that does not fit under standard zoning classifications.

Program 10.2: Residential projects proposed for land designated as Rural Density Residential should be encouraged to cluster home sites on lots of one acre or larger.

Program 10.3: Residential projects identified as housing sites in the 2023-2031 (6th Cycle) Housing Element Update are subject to the Objective Design Standards for Housing Sites adopted January 2023.

Policy 11: Residential density is determined by the General Plan density range or applicable specific plan as outlined below:

Residential projects proposed for land designated as Low- and Medium-Density Residential should propose densities generally consistent with the average densities assumed for buildout of the General Plan, as shown in Table 2-3.

Low- and Medium-Density projects which propose densities greater than the average shown in Table 2-3 should be zoned PUD and contain sufficient public amenities to justify the higher density. Examples of amenities which might qualify a project for density bonus include the provision of affordable housing; and dedication and/or improvement of parkland, open space, and/or trails beyond the standard requirements.

Low- and Medium-Density projects zoned PUD may exceed the maximum density shown in Table 2-3 on portions of the site, as long as the overall density for the entire site does not exceed the overall maximum permitted. Housing with increased densities on portions of the parcel shall be sited to minimize potential adverse impacts on adjacent, developed properties.

The number of units allowed on parcels zoned PUD shall be consistent with the underlying General Plan Map designation (plus a possible 25 percent density bonus for the provision of significant affordable housing), multiplied by the number of gross developable acres in the parcel unless otherwise determined by a specific plan. Gross Developable Acres shall include all privately owned acreage within a parcel and shall exclude all publicly owned facilities (e.g., City-owned parks, flood control channels, and public school sites) or such sites planned to be purchased by a public agency. Acreage to be devoted to publicly owned facilities dedicated as part of a project (e.g. roadway rights-of-way, parks, and trails) shall be included as “gross developable acres” unless such acreage is rendered undevelopable by other General Plan provisions.

While midpoints and maximum densities are used to calculate residential holding capacity for planning purposes, these numbers are not entitlements. The appropriate residential density for properties developed as Planned Unit Developments will be determined by the City Council based on site conditions, project design, General Plan policies, and other considerations.

Land containing no slope of less than 25 percent should be limited to one single-family home per existing lot of record.

The maximum density of properties designated as High-Density Residential or Mixed-Use shall be determined on a case-by-case basis based on site characteristics, amenities, and affordable housing incorporated into the development.

The allowable density for Housing Element Sites Overlay properties is established for each site in the Housing Element. Notwithstanding this policy, the maximum density for any parcel shall be determined in compliance with applicable State law.

Policy 12: Allow housing on the 6th Cycle Housing Element Sites, subject to site specific polices as follows:

**Area 1 (Lester)-**

- Any development on this site shall comply with Measures PP and QQ.
- A Planned Unit Development is required in conjunction with the necessary annexation of this site.
- While the site shall not be subject to the strict application of the Objective Design Standards, the standards may be used as a benchmark and where applicable, the PUD process may allow for flexibility (e.g., clustering of housing sites).

**Area 2 (Stoneridge Shopping Center)-**

- Development on this site shall occur in accordance with the Stoneridge Mall Framework, and its Guiding Principles and constituent components as adopted by the City, and/or any Specific Plan, Master Plan or similar comprehensive development plan that may be subsequently developed by the City and/or property owners and approved by the City for the Shopping Center.

**Area 18 (Valley Plaza)-** This site shall be mixed use and include a substantial commercial component. This may be vertical or horizontal mixed use.

**Area 21(Kiewit)-**

- This site shall include a park and/or public open space area or areas totaling at least two acres.
- Future development project(s) shall accommodate and provide connections to existing and future trails delineated in the City of Pleasanton Trails Master Plan.
- For the portion of the site designated for high density development, if the site is used for a dedicated 100% affordable housing project that is consistent with the City's Inclusionary Housing Ordinance, the City shall use a "net density" approach to calculate residential density which is based on the development footprint of the high density housing project, inclusive of features such as the residential buildings, parking areas, internal circulation and open space/outdoor recreation areas dedicated for the exclusive use of project residents; and/or exclusive of public streets/right of way, shared trails easements, and publicly-accessible open space
- The project site plan shall be designed to limit and minimize cut-through traffic through the project from Busch Road to Valley Avenue.

**Area 22- (Merritt)-** A Planned Unit Development is required in conjunction with the necessary annexation of this site. While the site shall not be subject to the strict application of the Objective Design Standards, the standards may be used as a benchmark and where applicable, the PUD process may allow for flexibility (e.g., clustering of housing sites).

**Area 25 (PUSD-District Office)-**

- -Development on this site shall provide a transition on the Abbie Street frontage to the existing single-family development to the east, with smaller scale and lower-density housing types along this edge.
- The allowable number of residential units for the entire, approximately 10-acre property shall be allowed to be clustered on a smaller portion of the site, up to approximately seven acres, if needed to accommodate retention of PUSD facilities, such as a new/reconstructed building for Village High School.
- The site shall include a park or public open space area, in addition to any private open space provided for the use of residents of the project.
- A landscaped buffer shall be provided along the First Street frontage.
- The site circulation shall be designed to minimize routing additional traffic northbound on Second Street.

- The City will work cooperatively with PUSD to facilitate inclusion of housing units suitable for and affordable to teachers and other members of the PUSD workforce, and/or other members of the local workforce.

**Area 27 (PUSD-Vineyard)-** This site shall include a neighborhood park or open space area adjacent to Vineyard Avenue, of at least three acres.

*Industrial, Commercial and Office*

Policy 13: Preserve the character of the Downtown while improving its retail and residential viability and preserving the traditions of its small-town character.

Program 13.1: Implement the 2019 *Downtown Specific Plan*.

Program 13.2: Prepare a Civic Center Master Plan to determine the future location and footprint of an expanded library, consolidated City Hall, Police Station, public parking, and other uses. The Master Plan should consider transit-oriented development, include public open spaces and plazas, and add to Downtown vitality, while also maintaining the character and ambiance of Downtown.

Program 13.3: In the Downtown, implement mixed-use development which incorporates higher density and affordable residential units consistent with the *Downtown Specific Plan*, where feasible.

Program 13.4: Encourage second-floor apartments above first-floor commercial uses, and encourage live-work units in the Downtown. Also allow mixed-use development in the Downtown where residences are located behind commercial uses, subject to the limitations specified in the *Downtown Specific Plan*.

Policy 14: Ensure that neighborhood, community, and regional commercial centers provide goods and services needed by residents and businesses of Pleasanton and its market area.

Program 14.1: Zone sufficient land for neighborhood, community, and regional commercial uses to support Pleasanton’s increasing business activity.

Policy 15: Provide adequate neighborhood commercial acreage to serve the future needs of each neighborhood at buildout.

Program 15.1: Locate appropriately-scaled commercial centers with reasonable access to the residential neighborhoods they serve.

Program 15.2: For large-scale commercial projects, require the preparation of a fiscal impact and market study that is peer-reviewed or vetted by City staff to determine the costs and benefits of the project for the City and the economic viability of the project.

Policy 16:	Encourage industrial, commercial, and office development which is compatible with environmental constraints in Pleasanton.
Program 16.1:	Encourage business parks and large employers to provide on-site childcare facilities.
Program 16.2:	Promote the location of business services in Pleasanton to support industrial, commercial, and office complexes.
Program 16.3:	Generally discourage the redesignation of commercial, business park, and industrial land to residential use, except for the area surrounding the BART Stations. Encourage the designation of land as mixed- use where impacts can be mitigated, and where there is potential to reduce traffic and facilitate affordable housing.
Program 16.4:	Require non-residential projects to provide a landscape buffer between new non-residential development and areas designated for residential use.
Program 16.5:	Industrial, retail, and office projects should generally conform to the average densities assumed in Table 2-3. However, projects proposing intensities greater than the average assumed in Table 2-3 may be allowed up to the maximum indicated, provided that sufficient amenities and mitigations are incorporated into the project to justify the increased density.

*Mixed Use*

Policy 17:	Encourage mixed-use development which encompasses any combination of commercial development, housing units, or community facilities in an integrated development. In areas served by transit, encourage mixed use and residential densities that support affordable housing and transit.
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Policy 18:	The specific location of land uses, appropriate floor area ratios, and residential densities in mixed-use areas will be determined by the City Council through the planned unit development process or through the preparation of specific plans. Notwithstanding this, however, the allowable density for identified housing sites has been established for each site in the Housing Element.
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Policy 19: Establish a well-planned mixture of land uses around the BART Stations consistent with the Housing Element and State law.

Program 19.1: Work with the Hacienda Owners Association to prepare a comprehensive planned unit development amendment for the Hacienda Business Park with special emphasis on creating a mixed-use, pedestrian-friendly area around the East Pleasanton/Dublin BART Station, consistent with the Housing Element and State law. Other than future residential uses authorized in the Housing Element, this General Plan confers no additional development entitlement above what is currently entitled in Hacienda.

Program 19.2: Provide land use flexibility for the Hacienda Business Park, portions of Stoneridge Mall area, and other areas through the Mixed Use/Business Park, and Mixed Use land use designations, and Housing Element Sites Overlay. The intent is to plan for a mixed use area to sufficiently accommodate the City's Regional Housing Needs Determination. The allowable density for identified housing sites has been established for each site in the Housing Element.

Program 19.3: Use the development review process to reduce or mitigate any potential adverse impacts (noise, odor, parking, light and glare, etc.) related to allowing a mix of land uses in Hacienda and within the Stoneridge Mall area.

### *Open Space*

Policy 20: Preserve designated open space areas for the protection of public health and safety, the provision of recreational opportunities, agriculture and grazing, the production of natural resources, the preservation of wildlands, water management and recreation, and the physical separation of Pleasanton from neighboring communities.

Program 20.1: Preserve open space by way of fee purchase, developer dedications, conservation and scenic easements, transfer of development rights, *Williamson Act* contracts, open-space zoning categories, and other means which may become available.

Policy 21: In the Ridgелands, preserve the remaining agricultural open space.

Program 21.1: The base density for agricultural areas in the Ridgелands is 100 acres per building site. New homes may be located only on a legal building site, must not interfere with agricultural use in the area, and must not interfere with documented public agency plans to connect or create trails and open space areas. *Measure F* may not be amended as to land-use designations nor repealed except by a vote of the citizens of Pleasanton.

Policy 22: Preserve scenic hillside and ridge views of the Pleasanton, Main, and Southeast Hills ridges (*Measure QQ, Nov. 2008*).

Program 22.1: Continue to implement the land-use and development standards of the Pleasanton Ridgelines Initiative of 1993 (*Measure F*).

Program 22.2: Study the feasibility of preserving large open-space areas in the Southeast Hills by a combination of private open-space and a public park system (*Measure QQ, Nov. 2008*).

Program 22.3: Ridgelines and hillsides shall be protected. Housing units and structures shall not be placed on slopes of 25 percent or greater, or within 100 vertical feet of a ridgeline. No grading to construct residential or commercial structures shall occur on hillside slopes 25 percent or greater, or within 100 vertical feet of a ridgeline. Exempt from this policy are housing developments of 10 or fewer housing units on a single property. Splitting dividing, or subdividing a “legal parcel” to approve more than 10 housing units is not allowed (*Measure PP, Nov. 2008*).

### *Growth Management*

**Goal 3: Develop in an efficient, logical, and orderly fashion.**

Policy 23: Maintain a permanent Urban Growth Boundary (UGB) beyond which urban development shall not be permitted.

Program 23.1: Permit only non-urban uses beyond the Urban Growth Boundary.

Program 23.2: Extend urban services only to areas within the Urban Growth Boundary, with the following possible exceptions for selected urban services: (1) areas beyond the boundary where the public health and safety present overriding considerations; (2) as to water service, areas which are within the boundaries of the former Pleasanton County Township Water District and where the service extension is consistent with the 1967 Joint Powers Agreement between the City and the District; (3) on reclaimed land which is currently designated as Sand and Gravel Harvesting in East Pleasanton when the potential future use is non-urban.

- Program 23.3: Because the Urban Growth Boundary is considered to be permanent, future adjustments to the boundary line location are discouraged; provided, however, minor adjustments may be granted that meet all of the following criteria: (1) are otherwise consistent with the goals and policies of the General Plan; (2) would not have a significant adverse impact on agriculture, wildland areas, or scenic ridgeline views; (3) are contiguous with existing urban development or with property for which all discretionary approvals for urban development have been granted; (4) would not induce further adjustments to the boundary; and (5) demonstrate that the full range of urban public facilities and services will be adequately provided in an efficient and timely manner.
- Program 23.4: Encourage lower intensity uses immediately inside the Urban Growth Boundary, as necessary, to prevent potential land use conflicts with outlying non-urban uses.
- Program 23.5: The foregoing Policy 22 and Programs 22.1 through 22.4, this Program 22.5, and the Urban Growth Boundary designated on the City of Pleasanton General Plan Map as adopted by the Pleasanton Urban Growth Boundary Initiative in November 1996, shall be amended only by a vote of the people.
- Program 23.6: Reevaluate Urban Growth Boundary locations in East Pleasanton at such time as comprehensive land-use designation changes are considered for the reclaimed quarry lands.

Policy 24: Regulate the number of housing units approved each year to adequately plan for infrastructure and assure City residents of a predictable growth rate.

- Program 24.1: Review and modify the City’s Growth Management Program to ensure an orderly process for developing residential units to ensure that the City’s goals for affordable housing and energy sustainability are met.
- Program 24.2: Prepare a “Growth Management” report as needed on which the City Council can base its Growth Management allocations.

Policy 25: Annex urbanized pockets of unincorporated land adjacent to the city limits in areas where landowners are willing to accept City services and development standards.

- Program 25.1: Explore methods of annexing the remaining unincorporated pockets of urbanized land.

Policy 26: Encourage development in locations which would complete or install planned public facility systems.

- Program 26.1: Invest in public facilities and amenities that support infill development.

Program 26.2: Assure that services to existing developed areas are maintained at an acceptable level when new development occurs.

*Citizen Participation*

**Goal 4: Encourage the participation of residents, businesses, and neighboring jurisdictions in planning for community development.**

Policy 27: Encourage the participation and collaboration of Pleasanton residents and businesses in land-use planning and decision making.

Program 27.1: Involve citizen committees in the formulation of City plans and programs such as the future specific plan for East Pleasanton and the comprehensive planned unit development amendment process for Hacienda Business Park.

Program 27.2: Disseminate information regarding City policies and services to Pleasanton residents and businesses through the use of newsletters, information brochures, the Internet, televised public meetings, and cooperation with the media.

Program 27.3: Provide advance information about upcoming changes, projects, and issues, and encourage the collaborative exchange of ideas between project sponsors, residents, and the business community.

Policy 28: Review and update the Pleasanton General Plan as conditions change.

Program 28.1: Conduct a review of General Plan elements, policies, and land uses by public officials and citizens, including all economic segments of the community, every five to eight years.

Program 28.2: Prepare an annual review of the General Plan status as required by State law.