

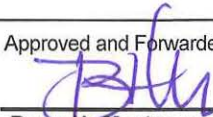


Agenda Date: 10/27/2015
Agenda Item: 4.2

STAFF REPORT

Date: Tuesday, October 27, 2015
To: Bryan H. Montgomery, City Manager
From: Joshua McMurray, Planning Manager
Subject: **Oakley Gateway Preliminary General Plan Amendment (PA 05-15)**

Approved and Forwarded to City Council:


Bryan H. Montgomery, City Manager

Summary

This is a request by Sutter & Pierce EPC, LLC and 7-Eleven(Applicant) to discuss the merits of a potential project regarding amending the General Plan Land Use Designation from "Public, Semi-Public (PS)" to "Commercial (CO)" for the intended purpose of rezoning the property from the "Public, Semi-Public (P)" District to "General Commercial" (C)" District to accommodate future development of the site with a 7-Eleven gas station and convenience store with an attached 2,380 square foot commercial/retail space and an approximately 95,000 square foot self-storage facility. The approximately 3.62-acre project site is located at the southwest corner of Laurel Road and Empire Avenue (Portion of APN: 053-071-050). The site is currently owned by the Contra Costa Water District and through a Request for Proposal process they have selected the applicants of this project as the developer for the site.

This is an advisory public hearing. There is no process to approve the project as a result of this hearing. Upon conclusion of the hearing, the City Council may act in an advisory role to the applicant on whether there is interest in considering an application for the requested project. If the Council shows favorable interest in the preliminary application, it may advise the applicant submit, and direct Staff to process, a General Plan Amendment application. Directing staff to process a General Plan Amendment application would not guarantee Staff support or City Council approval of the project.

Background and Project Description

Preliminary General Plan Amendment Process

The process of amending the City of Oakley 2020 General Plan ("General Plan") is subject to California Government Code ("GC") Sections 65350 – 65362, which apply to the preparation, adoption and amending of general plans and general plan elements. GC Section 65351 is written as follows:

"During the preparation or amendment of the general plan, the [City] shall provide opportunities for the involvement of citizens, California Native American Indian tribes, public agencies, public utility companies, and civic, education, and other community

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groups, through public hearings and any other means the planning agency deems appropriate.”

The application process for a general plan land use amendment can come with significant costs when factoring in Staff time involved in preparing documents, conducting analysis, holding non-public and public meetings, hiring consultants for technical and environmental studies and documents, and communicating and meeting with several outside agencies. Since a general plan land use amendment is a legislative and discretionary action that sets the tone for all other land use decisions on a property, Staff encourages potential applicants to first file a Preliminary General Plan Amendment, or “PGPA”. The purpose of the PGPA is to allow the applicant to provide a brief description of the proposed amendment, and provide a concept of the project in mind in the event an eventual GPA is approved. A concept of the project is strongly encouraged by Staff. This also helps to prevent requests for land use amendments for the sole purpose of increasing allowable densities or intensities and therefore property value. A Preliminary Site Plan is included in this staff report’s attachments.

Land Use Designation (Existing and Proposed)

The existing land use designation on the subject site is “Public, Semi-Public (PS)”. The purpose of the PS Land Use Designation is to provide locations for “public, semi-public and private facilities.....to serve the needs of the community. These uses support government, civic, cultural, health, education, and infrastructure aspects of the City. Public and Semi-Public facilities should be located in a manner that best serves the community’s interests, allows for adequate access by bus, bicycle, or foot to minimize trip generation and provides for access by all residents, where appropriate. This designation includes properties owned by public agencies such as libraries, fire stations, public transportation corridors, and schools, as well as privately owned transportation and utility corridors such as railroads, and power transmission lines. In specific locations, such as downtown Oakley, mixed use projects may be determined consistent with this designation. A wide variety of public and private uses are allowed with this General Plan category. However, construction of private commercial uses will be limited to uses related to the public or semi-public activity. Residential subdivision of this designation is not allowed.”

The proposed preliminary land use designation amendment is to change the PS designation on the property to “Commercial” (“CO”). As stated in the Oakley 2020 General Plan:

“This designation allows for a broad range of commercial uses typically found adjacent to residential neighborhoods, downtowns, and freeways. The particular form of commercial zoning for different areas of the City will depend, among other factors, on the characteristics of surrounding land uses. General types of commercial uses include retail and service facilities, and limited office uses. Through sensitive design, commercial uses can be located near single-family residences with minimal disruption or impact. Typical uses will vary widely in size and purpose and include large-scale retail, regional-serving retail, grocery and convenience stores, salons, professional offices, restaurants, drug

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stores, dry cleaners, post office facilities, banks, and other uses of similar character and impacts.”

The General Plan caps the maximum Floor Area Ratio (FAR) of 1.0 within the CO designation. Under the proposed request, there is a development potential of around 157,687 square feet. That number is based solely on the maximum allowable FAR and does not take into account a maximum site coverage of 40% and the landscaping, parking and other site improvements necessary to make a viable commercial project.

Existing Conditions and Surrounding Land Uses

The project sites are located on the southwest corner of Laurel Road and Empire Avenue. The site is currently owned by the Contra Costa Water District (See Figure 1. Street View of Project Site) and is undeveloped. The property to the east, across Empire Avenue, and north, across Laurel Road, are occupied by a single-family residence. The project site is bordered by Empire Avenue to the east and Laurel Road to the North. The Randall-Bold Water Treatment Plant and CCWD owned land surrounds the project site to the south and west.

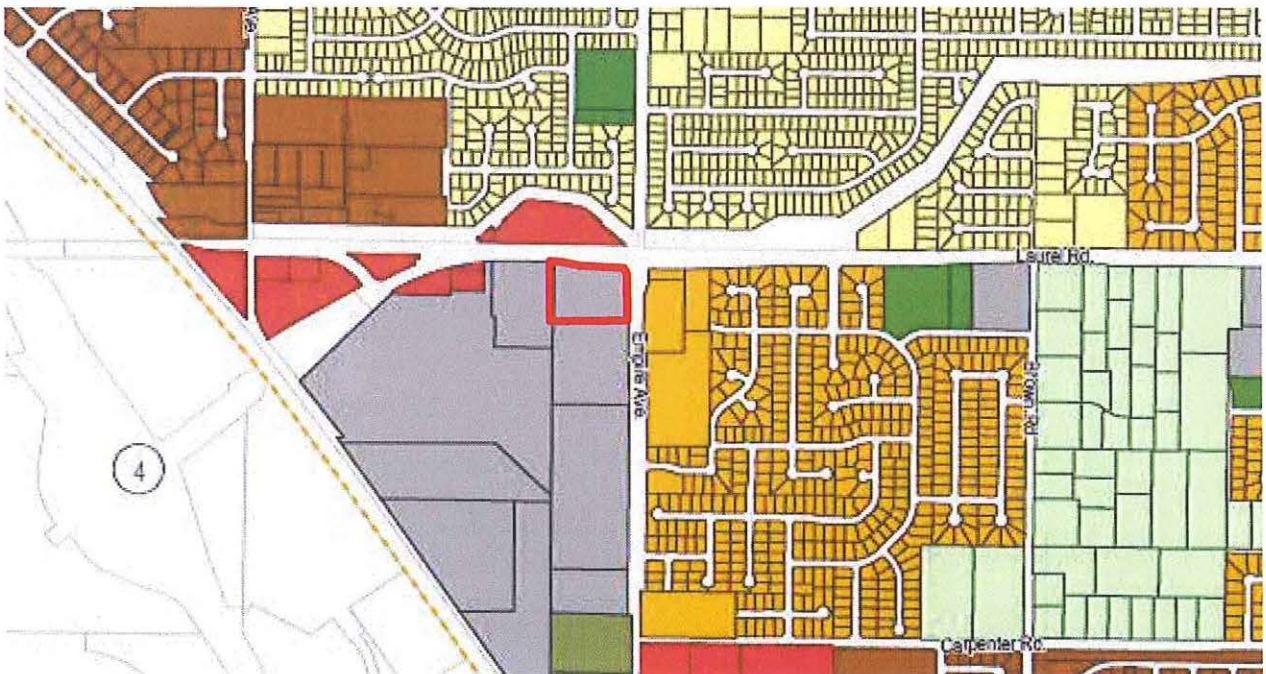
Figure 1. Street View of Project Site



Figure 2. Aerial of Project Site and Adjacent Properties



Figure 3. Land Use Diagram



Analysis

The purpose of this report is to allow Staff to provide objective information, related to the existing conditions and potential conditions as proposed by the Applicant, to the public and City Council, and provide the applicant an opportunity to present their preliminary plan to the Council and receive feedback. The public and City Council has been provided information related to the existing and proposed land use designations and their relative

potential zoning designations and potential densities. The attached documents and maps should be used as reference for surrounding land use designations and uses.

Amending the General Plan in this specific location to allow for Commercial land uses instead of the currently designated Public, Semi-Public land could be an added benefit to the City in terms of both job creation and property tax revenue, which is dependent on the types of uses proposed. Since the relinquishment of Highway 4 from Caltrans to what now is Main Street, Laurel Road is being used more as it provides direct access to Highway 4. Currently there is no fuel option along the Laurel Road corridor and the addition of a fuel station would provide both Oakley residents and non-residents a fuel option other than what exists along Main Street.

This corner has been of significant interest to the City over the past several years. This intersection is one of the more "prime" intersections in the City in terms of location, visibility and traffic counts. All of those lend to a more favorable location when you talk to national retailers and commercial developers. Although self-storage isn't typically associated with prime commercial corners, the applicant for this project has not had success landing a deal with a national anchor for site. It should be noted that the applicant's conceptual plan has tried to maximize the amount of commercial square footage on the 7-Eleven parcel with a 2,380 square foot commercial space next to the proposed convince store.

Staff has reviewed the attached site plan and although the intent of this preliminary hearing is to discuss the merits of the potential General Plan Amendment and not details about the conceptual site plan, there are some talking points that should be considered:

- Where should the convenience store sit on the 7-Eleven parcel? The existing site plan has the fuel pump canopy towards the Laurel and Empire corner with the convenience store towards the center of the 7-Eleven parcel. An alternative would have the building and fuel canopy switch spots, thus bringing the convenience store to the hard corner of the site.
- Should Building B of the Self-Storage portion of the project be replaced with a retail store front? There is merit to exploring an alternative site plan with additional commercial opportunities along the Laurel Road frontage.
- What other uses have been considered on the site?

Recommendation

Staff recommends the City Council provide the applicant and staff with feedback regarding the Preliminary General Plan Amendment so that the applicant may decide whether to file an official application.

Attachments

1. Vicinity Map
2. Oakley 2020 General Plan Land Use Map

Subject: Oakley Gateway Preliminary General Plan Amendment (PA 05-15)

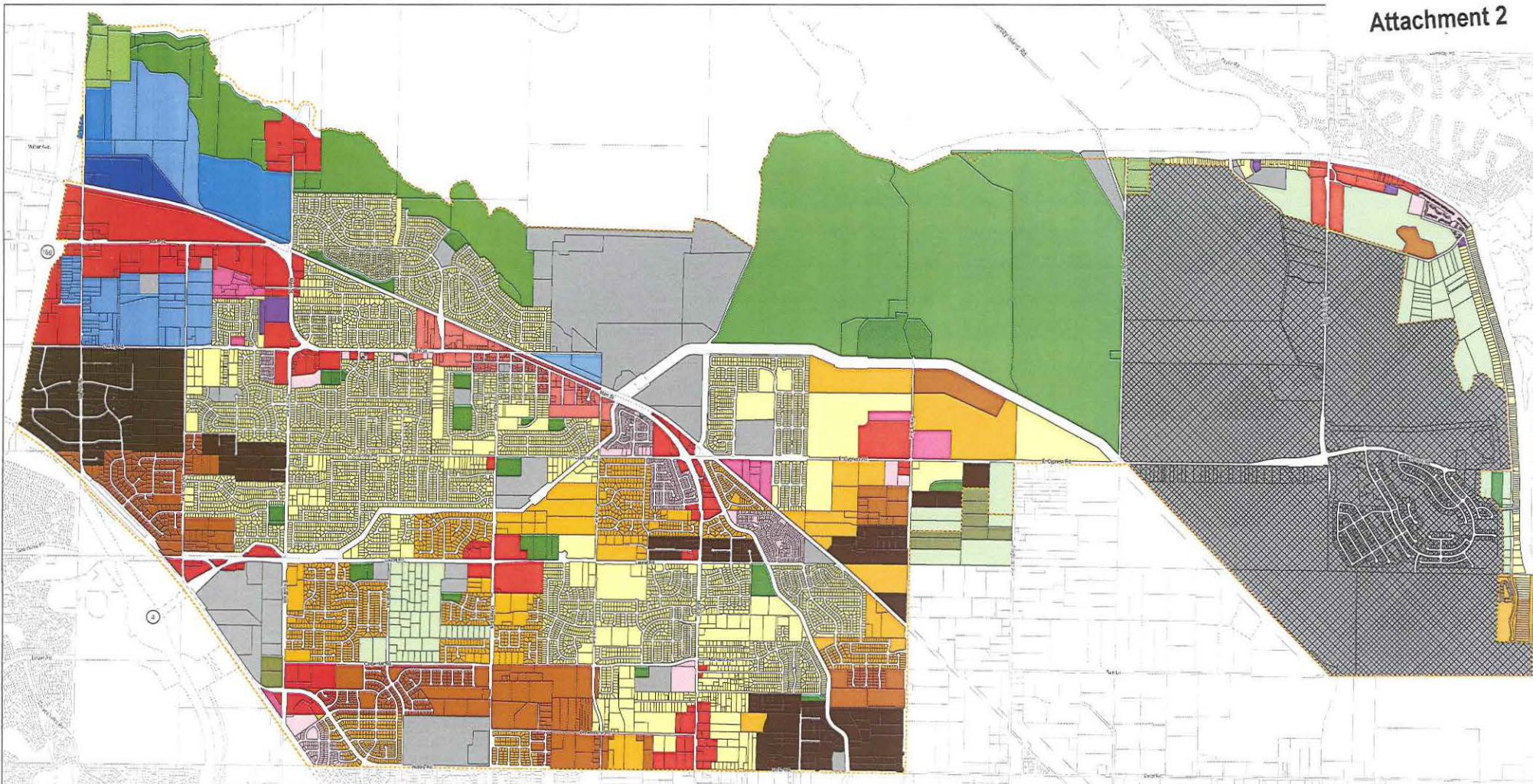
Date: October 27, 2015

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3. Preliminary existing and proposed general plan land use designations for the project site
4. Applicant's Conceptual Site Plan and Elevations

Oakley Gateway Preliminary General Plan Amendment (PA 05-15)
Southwest corner of Laurel Road and Empire Avenue
Portion of APN: 053-071-050





- | | | |
|------------------------|------------------------|-------------------|
| Agriculture | Commercial Downtown | Oakley City Limit |
| Agricultural Limited | Commercial Recreation | |
| Single Family High | Business Park | |
| Single Family Medium | Light Industrial | |
| Single Family Low | Utility Energy | |
| Single Family Very Low | Public and Semi-Public | |
| Multi-Family Low | Delta Recreation | |
| Multi-Family High | Parks and Recreation | |
| Mobile Home | SP-4 | |
| Commercial | | |

City of OAKLEY
General Plan Land Use Map City of Oakley
 Contra Costa County, California

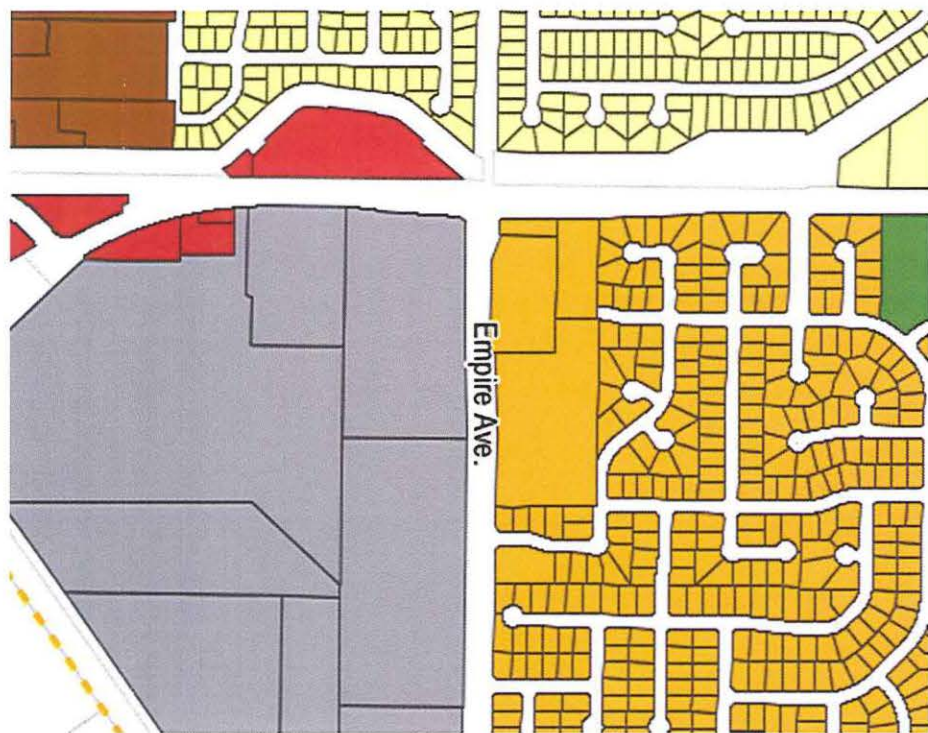
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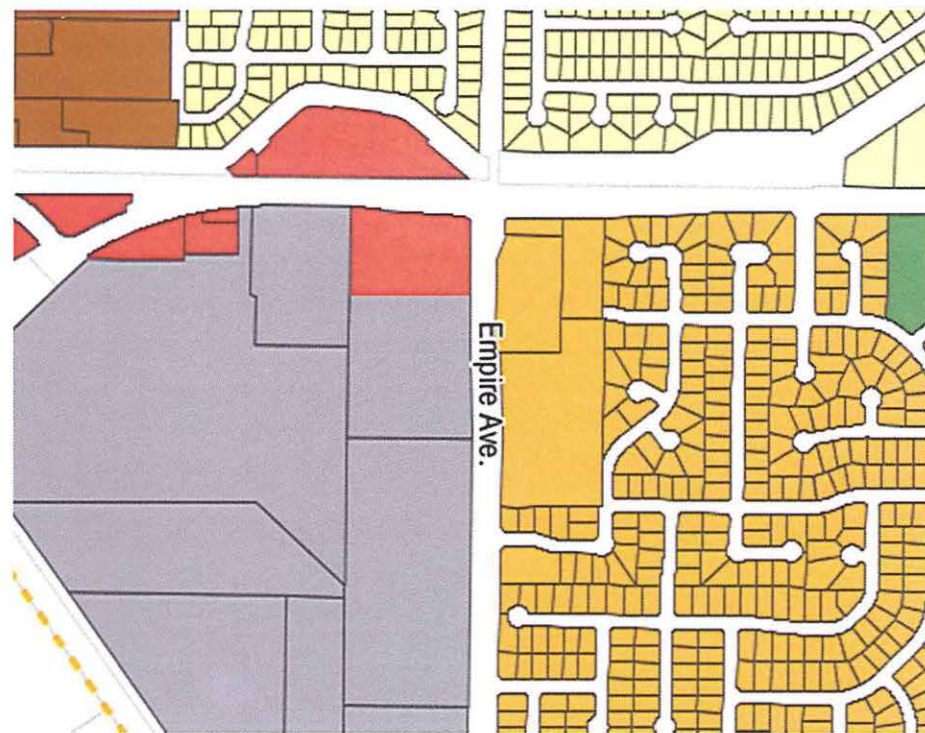
Oakley Gateway Preliminary General Plan Amendment (PA 05-15)
Southwest corner of Laurel Road and Empire Avenue
Portion of APN: 053-071-050

Existing and Proposed General Plan Land Uses

Existing



Proposed



LAUREL ROAD

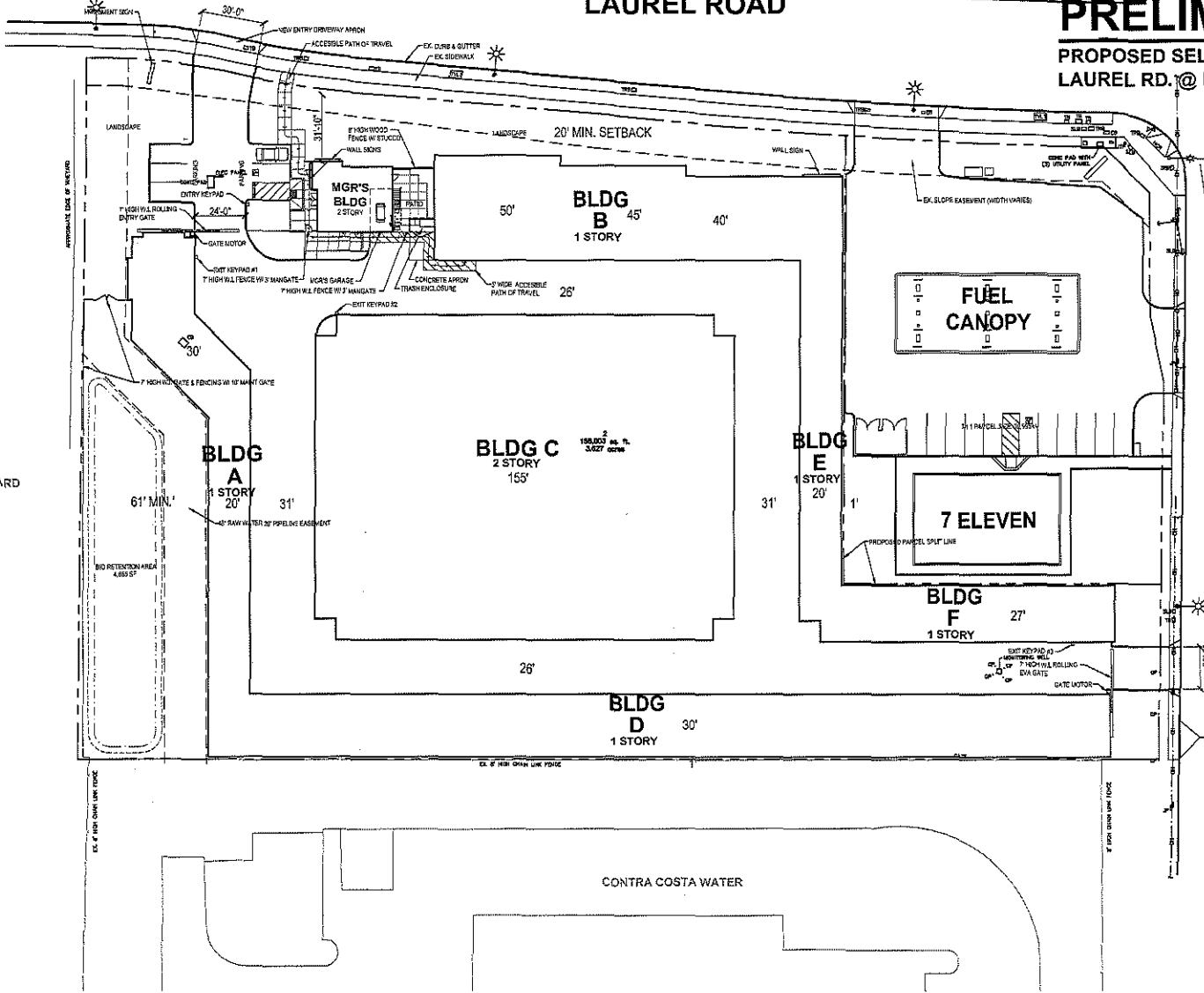
PRELIMINARY SITE PLAN

PROPOSED SELF STORAGE FACILITY
LAUREL RD. @ EMPIRE AVE., OAKLEY

REF.



10/8/15

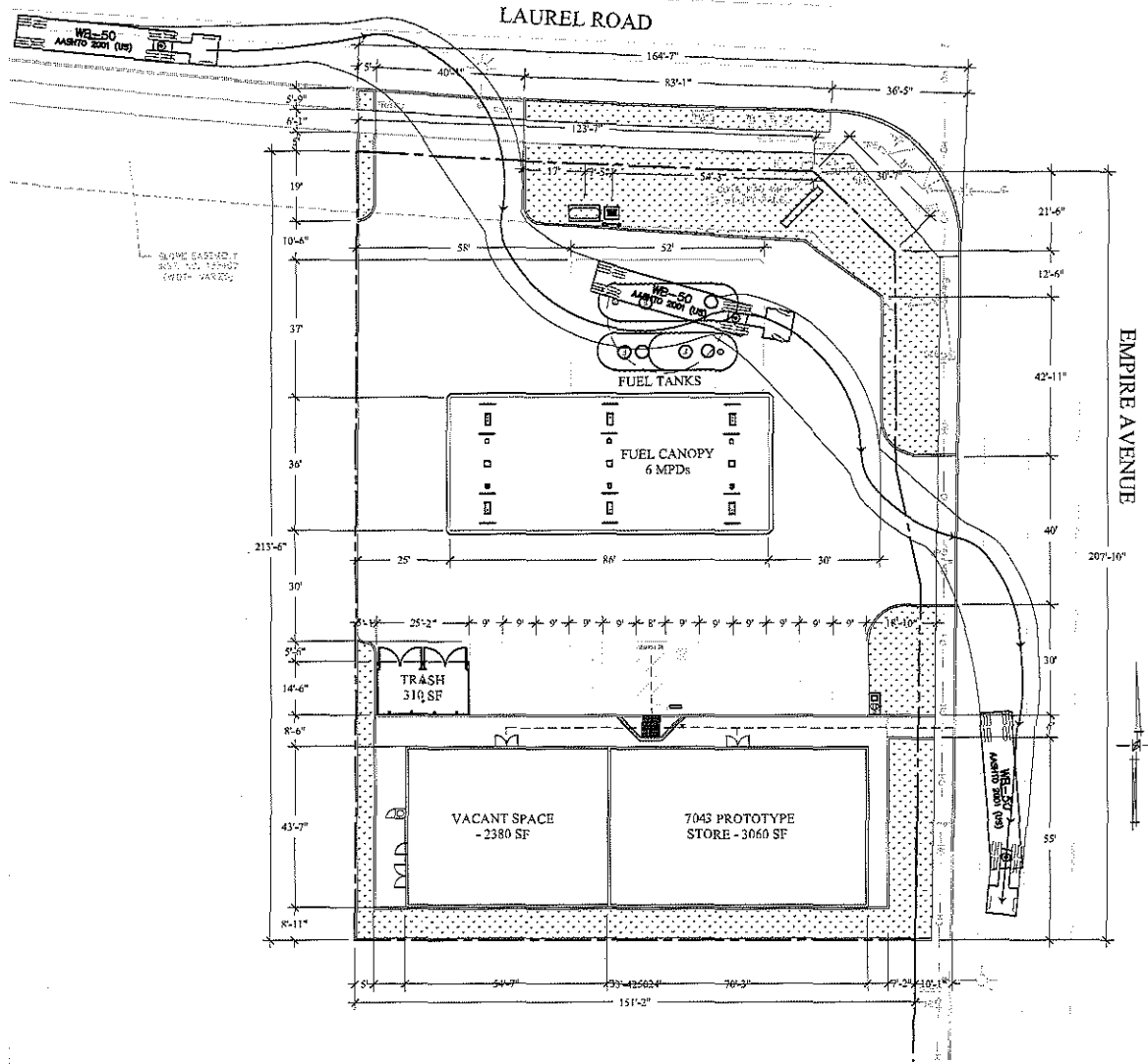


PROJECT DATA SELF STORAGE

1. SITE AREA: (2.917 ACRES) 127,080 S.F.
2. ASSESSOR'S PARCEL # XXX-XXX-XXX
3. ZONING DISTRICT PUBLIC, SEMI-PUBLIC (P)
4. TOTAL BUILDOUT 97,781 S.F.
MGR'S BLDG 2,360 S.F.
BLDG A/D 18,488 S.F.
BLDG B/E/F 15,733 S.F.
BLDG C 61,200 S.F.
5. GROSS STORAGE BLDGS. 95,421 S.F.
6. EST. NET RENTABLE 78,500 S.F.
7. EST. TOTAL # OF UNITS 714
8. EST. AVERAGE UNIT SIZE 110 S.F.
9. SITE COVERAGE / FAR 51.9%/0.77
10. EX. IMPERVIOUS AREA 0 S.F.
11. POST CONST. IMPERVIOUS AREA 100,562 S.F.
12. BIO RETENTION TREATMENT 4,685 S.F. (4.6%)

oakley\cad\3979 empire - oakley - site study.dwg

10/22/15 2:24 PM (\\sdcc-servers\files\share\01-sdcc-general\01-architecture\7-11 noc program\001-projects\1037837-3920 empire -



QUALIFICATIONS:
 THIS SITE PLAN WAS PRODUCED WITH THE BEST INFORMATION AVAILABLE AT DATE OF PRODUCTION.
 NO ALTA/TOPD SURVEY, NO TITLE REPORT, NO EASEMENT RESEARCH WAS AVAILABLE.
 TRANSPORTATION UTILITY, ARCHEOLOGICAL HISTORICAL RESEARCH WAS NOT PERFORMED.

PROJECT NOTES

3979 EMPIRE AVE.
 APN: 053-071-050
 SITE AREA: ±30,895 SF
 LANDSCAPE: ±4,160 SF
 ADA PARKING - 1 SPOTS
 FUEL PARKING - 12 SPOTS
 STANDARD PARKING - 10 SPOTS
 TOTAL PARKING - 23 SPOTS

REQUIRED APPROVALS

Company	Name	Signature
Dimension Group	Tanner Kinde	
SEI Fuels	Scott Kennedy	
7-Eleven	Ben Rajabi	



1038734 - 7-ELEVEN
 NEW STORE
 3979 Empire Ave.
 Oakley, CA

APN: 053-071-050
 OWNER:

SITE PLAN -
 LAYOUT 3C

Sheet 1 of 2 - 15' @ 22'x31'
 Scale 1/8" = 1'-0" @ 11x17

A103

10/22/15 SITE DESIGN 3



Date _____
 Description _____
 Scale _____
 Date _____
 Drawn By _____
 Checked By _____
 Project No. _____
 Drawing No. _____
 Sheet No. _____

7-ELEVEN, INC
 ONE RTE PLAZA, 1752 ROUTE 156, DALLAS, TEXAS 75221
 STORE NO. 37217
 1501 WOLFE AVE, SACRAMENTO, CA 95825
 COLOR PERSPECTIVE

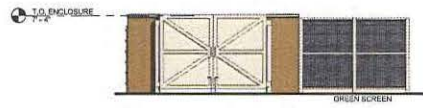


CORE STATES GROUP
 1752 Industrial Drive, Suite 8
 Sacramento, CA 95825
 Phone (916) 438-4600
 Fax (916) 438-4601

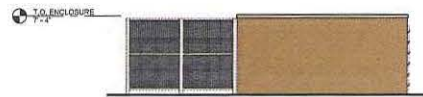
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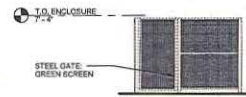
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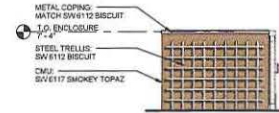
9 EAST ELEVATION (HOME WAY) DUMPSTER ENCLOSURE
3/16" = 1'-0"



7 WEST ELEVATION DUMPSTER ENCLOSURE
3/16" = 1'-0"



8 NORTH ELEVATION DUMPSTER ENCLOSURE
3/16" = 1'-0"



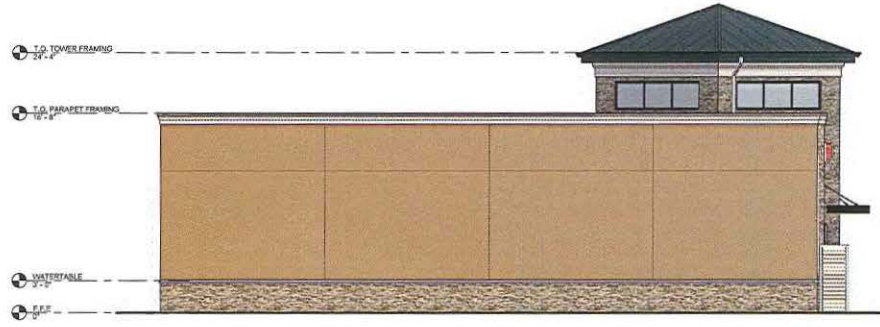
6 SOUTH ELEVATION (HURLEY WAY) DUMPSTER ENCLOSURE
3/16" = 1'-0"



5 SOUTHEAST ELEVATION (CORNER OF HURLEY AND HOWE WAY)
3/16" = 1'-0"



4 SOUTH ELEVATION (HURLEY WAY)
3/16" = 1'-0"



3 WEST ELEVATION
3/16" = 1'-0"



2 NORTH ELEVATION
3/16" = 1'-0"



1 EAST ELEVATION (HOWE WAY)
3/16" = 1'-0"

No.	Description

PROTO 1ST QTR 05-14

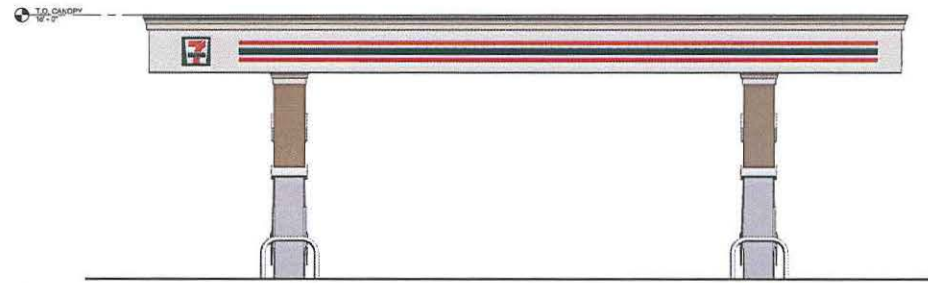
7-ELEVEN, INC
 1728 WEST HURLEY STREET DALLAS, TEXAS 75201
 STORE NO. 37217
 1901 HOWE AVE. SACRAMENTO, CA 95833
 COLOR ELEVATIONS



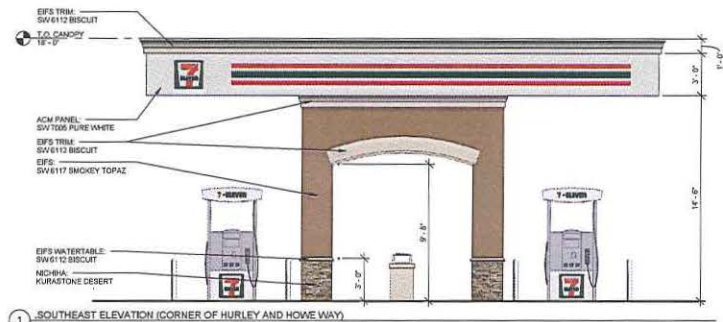
PROJECT #:	SE116202.09	DATE:	9/1/2015
SCALE:	3/16" = 1'-0"	DRAWN BY:	DBS
DATE:	9/1/2015	CHECKED BY:	CS

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SHEET:
RBE



2 SOUTHWEST ELEVATION
1/4" = 1'-0"



1 SOUTHEAST ELEVATION (CORNER OF HURLEY AND HOWE WAY)
1/4" = 1'-0"

No.	Description	Date

PROTO 1ST QTR 03-1-14

7-ELEVEN, INC
 DIE AND FABRICATION ADMINISTRATION, DALLAS TEXAS 75201
 STORE NO. 37217
 1301 HOWE AVE, MCKINNEY, TX 75069
 COLOR ELEVATIONS



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 Scale: 1/4" = 1'-0"
 Date: 9/1/2015
 Drawn By: DS
 Checked By: CS

SHEET:
RBEF

