

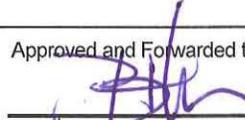


Agenda Date: 08/11/2015
Agenda Item: 4.1

STAFF REPORT

Date: Tuesday, August 11, 2015
To: Bryan H. Montgomery, City Manager
From: Joshua McMurray, Planning Manager
Subject: **5700 Main Street Preliminary General Plan Amendment (PA 03-15)**
APN's: 033-100-004 and 005

Approved and Forwarded to City Council:


Bryan H. Montgomery, City Manager

Summary

This is a work session on a request by Frank Yang ("Applicant") to discuss the merits of a potential project regarding amending the General Plan land use designation from "Single-Family Residential, High Density (5.5 dwelling units per acre maximum density)" and "Single-Family Residential, Medium Density (3.8 dwelling units per acre maximum density)" to "Multi-Family Residential, High Density (16.7 dwelling units per acre maximum)" for the purposes of rezoning the property from the Single-Family Residential R-6 and R-10 District's to the P-1 (Planned Development) District. In addition to the General Plan Amendment and Rezone, the applicant would propose a Zoning Text Amendment to allow Assisted Living facilities at a density higher than what is allowed by the Multi-Family Residential, High Density land use designation in addition to establishing the development standards and approval process for this and other similar projects. The project would also include a commercial component (on the portion of the site that is currently designated and zoned for commercial uses), directly off Main Street, to complement the proposed assisted living use. In addition to the entitlements listed above, the project would also require a Conditional Use Permit and Design Review.

This is an advisory work session. There is no process to approve the project as a result of this work session. Upon conclusion of the work session, 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:

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“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 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 subject site has three existing land uses spanning two lots. The first lot that fronts Main Street shares two land use designations of “Commercial (CO)” and “Single-Family Residential, High Density (SH)”. The application does not include any changes to the CO land use designation. The second lot, adjacent to and directly east of the first lot is designated “Single-Family Residential, Medium Density (SM)”. Descriptions of the existing land use designations proposed to be changes are as follows:

The purpose of the SH Land Use Designation is to provide for moderately dense single-family residential development that is consistent with suburban uses. This designation will allow for a higher density suburban neighborhood with smaller lots that are commonly seen in traditional urban and suburban neighborhoods within Oakley. This designation allows a minimum of 3.8 and a maximum of 5.5 units per gross acre, with parcel sizes range from approximately 6,000 to 8,600 square feet. Primary land uses include detached single-family homes and accessory structures. Secondary uses may include home occupations, small residential care and childcare facilities, churches and other places of worship, and other uses and structures incidental to the primary use. Also, in specified areas of the City with conventional zoning, attached single-family units may be allowed.

The purpose of the SM Land Use Designation is to accommodate moderate density, single-family residential development. These neighborhoods will more closely resemble a typical suburban development with spacious yards and little resemblance to a rural neighborhood. This designation allows for a minimum of 2.3 dwelling units and a maximum of 3.8 dwelling units per acre, with parcel sizes ranging from 8,600 to 14,000

square feet. Primary permitted land uses include detached single-family homes and accessory structures. Secondary uses may include home occupations, small residential care and childcare facilities, churches and other places of worship, and other uses and structures incidental to the primary use.

The proposed preliminary land use designation amendment is to change the SH and SM designations on the two parcels to "Multi-Family Residential, High Density (MH). As stated in the Oakley 2020 General Plan:

"The purpose of the Multi-Family Residential, High Density (MH) Land Use Designation is to provide affordable and rental residential units, and to maximize urban residential space. This designation allows for a typical apartment-style building or a condominium complex. This designation allows a minimum of 9.6 dwelling units and a maximum of 16.7 dwelling units per gross acre....Appropriate primary land uses include attached single-family residences (such as duplexes and duets), multiple-family residences (such as condominiums, town houses, apartments, and mobile home parks), and accessory structures normally auxiliary to the primary uses. Secondary uses may include home occupations, group care and/or childcare facilities, and private schools."

Existing Conditions and Surrounding Land Uses

The project site is located on Main Street, south of East Bolton Road. The site is currently vacant and undeveloped land (See Figure 1. Street View of Project Site). The properties to the north and east are occupied by single family residential use and the property to the south is an existing legal non-conforming auto dismantler (See Figure 2. Aerial of Project Site and Adjacent Properties).

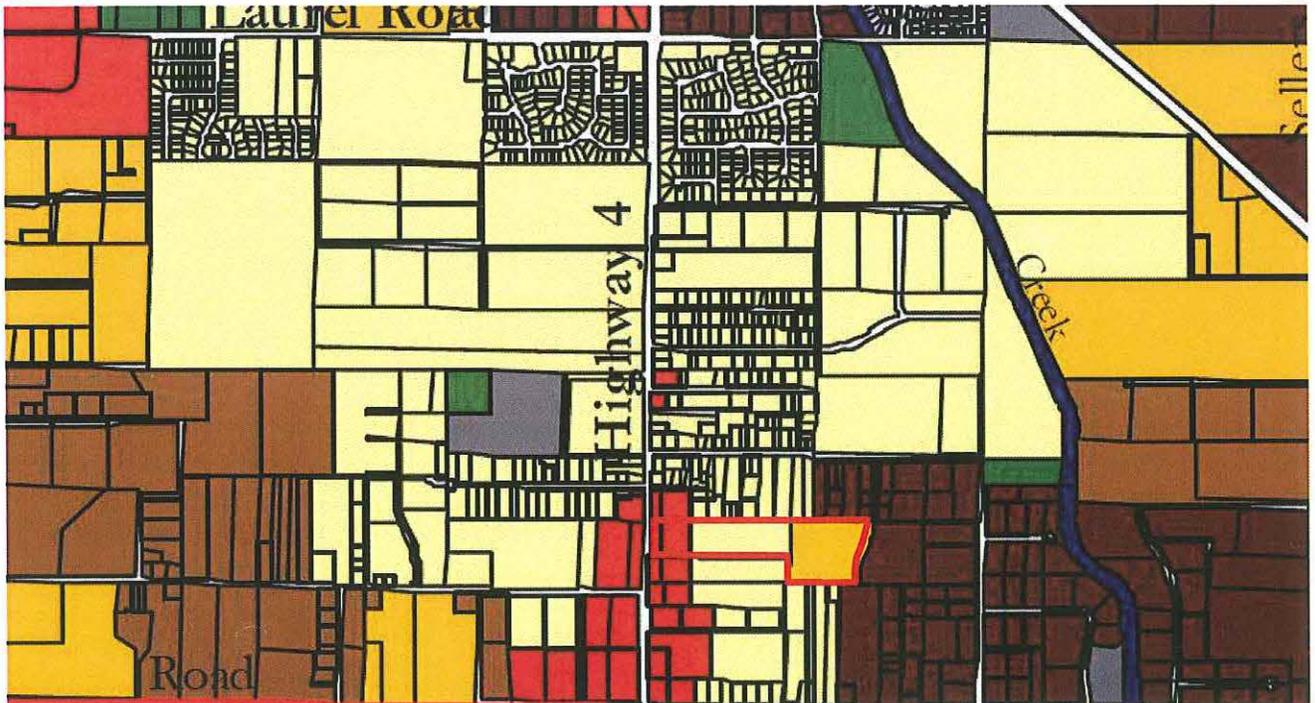
Figure 1. Street View of Project Site



Figure 2. Aerial of Project Site and Adjacent Properties



Figure 3. Land Use Diagram



Analysis

The purpose of this work session 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.

The General Plan caps the maximum density at 5.5 dwelling units per acre within the SH designation and 3.8 dwelling units per gross acre within the SM designation. That means under the current General Plan Land Use Designation and zoning, approximately 55 single family units would be permitted on both parcels. That breaks down to approximately 29 units on the portion designated SH and 26 units on the portion designation SM. As stated above the applicant is not requesting a change to the portion of the property designated for commercial uses and plans to propose a commercial use(s) that would be consistent with the General Plan and zoning.

The proposed change in land use designation to the MH designation would allow for a maximum density of 16.7 dwelling units per acre. That land use designation would allow for approximately 209 multi-family units. As noted in the attached project description, the applicant would request to construct approximately 400 units, which is well above the maximum density permitted by the requested MH designation (works out to be around 32 dwelling units per acre). With that said, Staff has provided an option to the applicant that would require the applicant (with substantial input from the City) to do two things:

1. Submit text that can be added into the General Plan that would allow the City to approve densities higher than typically permitted in the Multi-Family land use designation for projects that provide the City with significant infrastructure improvements or other concessions that provide a community benefit (i.e., school sites, park lands in excess of minimum requirements, or utility infrastructure that exceeds the demand of the proposed project).

It should be noted that the construction of this scale of a project in the southeast section of Oakley would require a substantial amount of infrastructure including storm drain facilities that will serve properties in the vicinity. This would open the door for developments that have either been shelved or not pursued.

2. Submit a Zoning Text Amendment that would add a new section to the Zoning Code to allow for Assisted Living type projects at densities higher than the General Plan allows. Staff has asked the applicant to provide an analysis that justifies the increase in density and relates it back to lower traffic demands, sewer infrastructure usage and any other relevant information. The information will need to specifically explain how a 300-900 square foot assisted living unit with a bedroom (1 or 2), bathroom and kitchenette (not a full kitchen) equate to a typical multi-family unit).

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Although it is anticipated the analysis will provide a solid justification for the density increase, Staff has not had a chance to review any analysis. Staff has shared the concerns with creating a formula that can be backed by facts and therefore the final density numbers may go down based on what is submitted in the future.

A Site Plan has been provided for contextual purposes and may change as a result of this hearing or any changes required through the Staff review of a formally submitted project. With that said it should be noted that the preliminary design has taken advantage of several opportunities to soften the overall bulk and scale of this large project. Garden areas, articulated building footprints, and parking areas all act as either buffers or visual breaks that will reduce the overall massing of the buildings. Staff does believe there is further refinement that can take place, especially since we do not have building elevations to review at this time.

Amending the General Plan in this specific location to allow for a Multi-Family land use instead of the currently anticipated Single-Family land use could be added benefit to the City in terms of providing the City with a use that is currently not offered, job creation and property tax revenues.

Recommendation

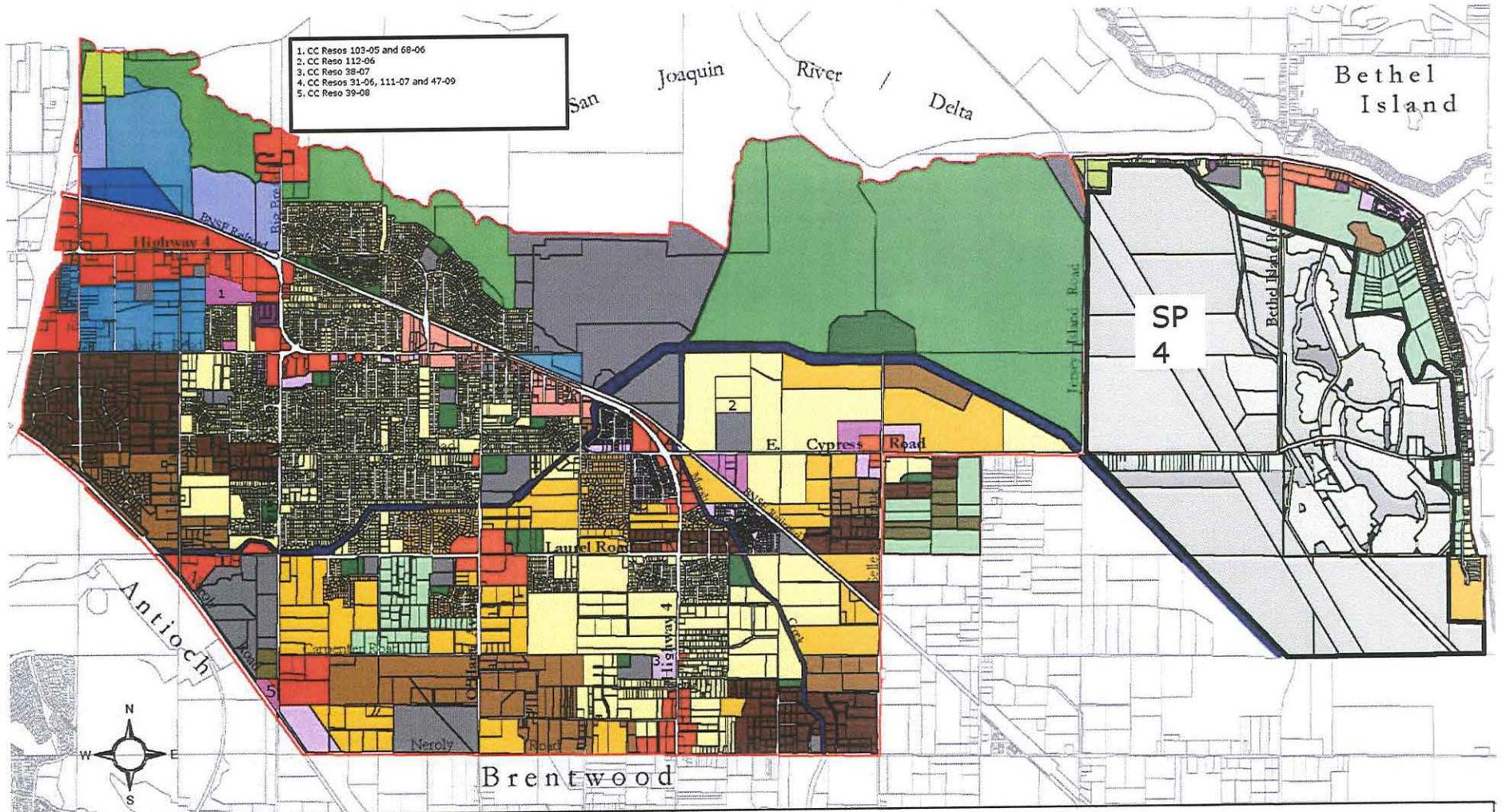
Staff recommends the City Council provide the applicant and staff with feedback regarding the Preliminary General Plan Amendment so that the applicant may decide whether to file an official application.

Attachments

1. Vicinity Map
2. Oakley 2020 General Plan Land Use Map
3. Preliminary existing and proposed general plan land use designations for the project site
4. Concept Plan's (Site Plan, color Landscape Plan, and concept unit floor plans)
5. Applicant's Project Description

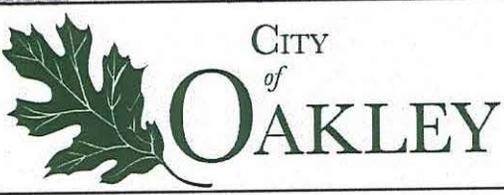
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1. CC Resos 103-05 and 68-06
 2. CC Reso 112-06
 3. CC Reso 38-07
 4. CC Resos 31-06, 111-07 and 47-09
 5. CC Reso 39-08

SP
4



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

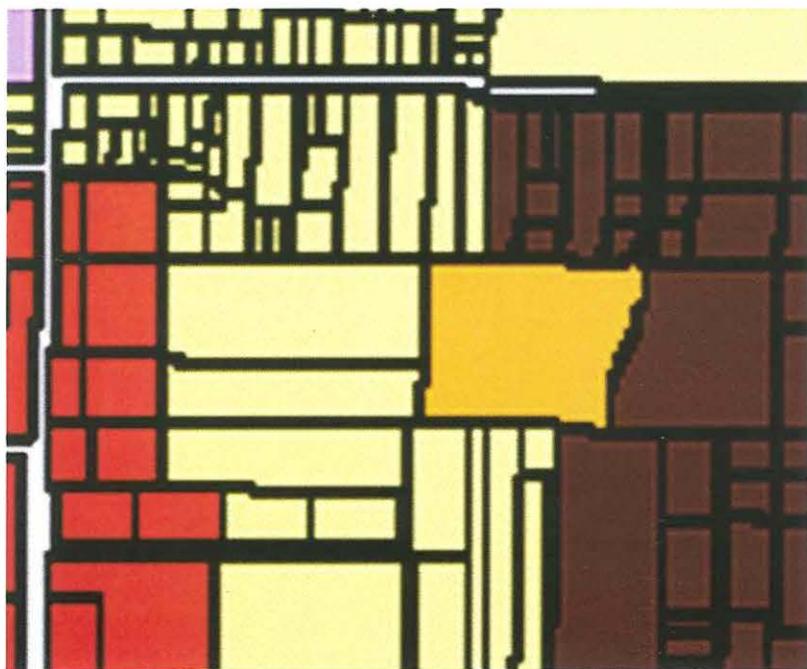
- Roads
- Waterways
- County
- City Boundary
- Expansion Area Boundary
- Cypress Lakes Project

City of Oakley
 General Plan 2020
 Figure 2-2 - Land Use Diagram
 December 11, 2002
 Updated Through October 2009

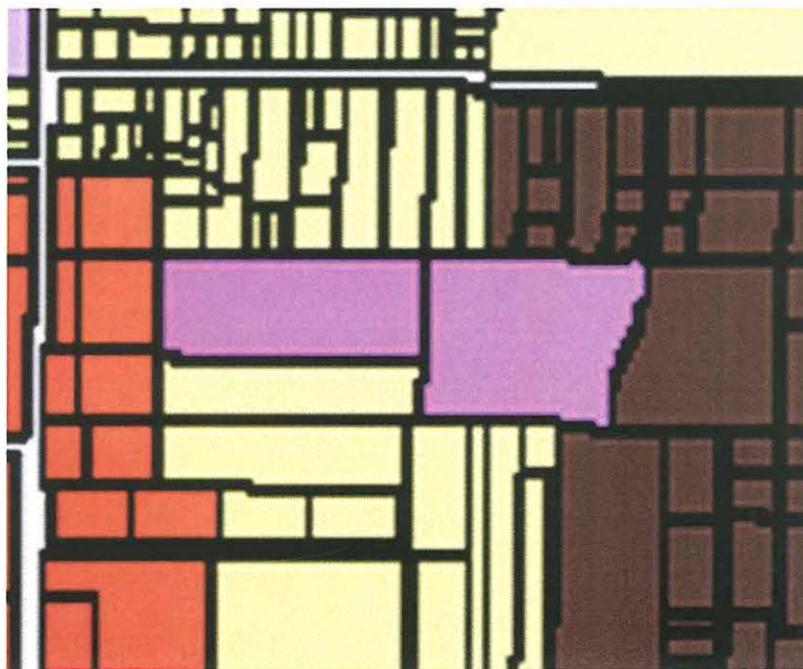
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Existing and Proposed General Plan Land Uses

Existing

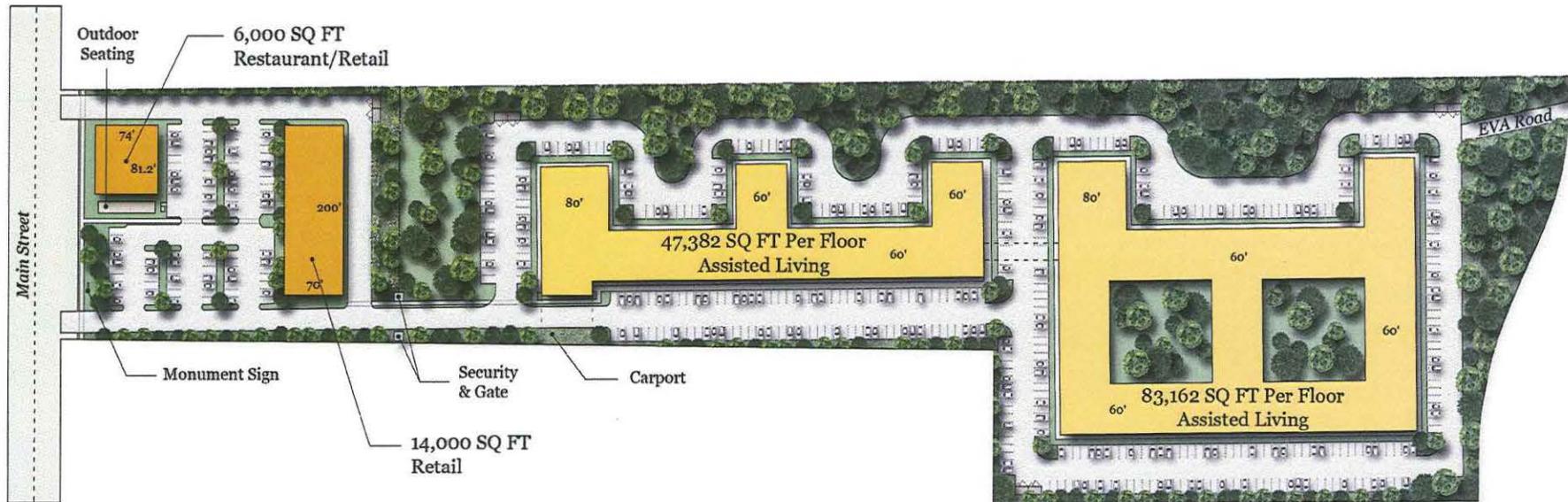


Proposed



5700 MAIN STREET

OAKLEY, CA 94561

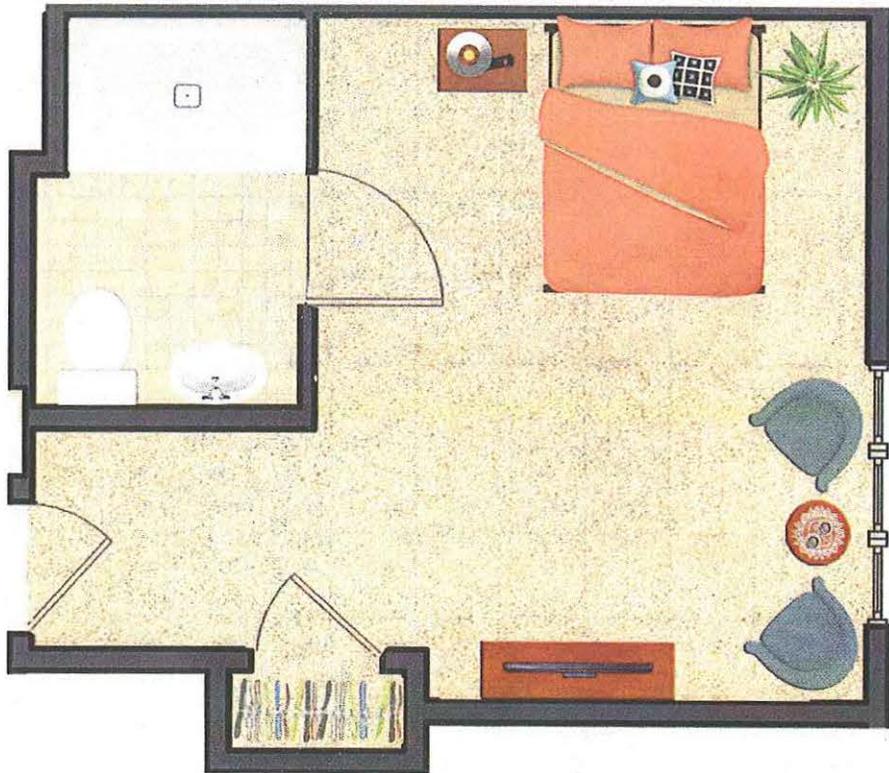


SITE PLAN
14.61 ACRES



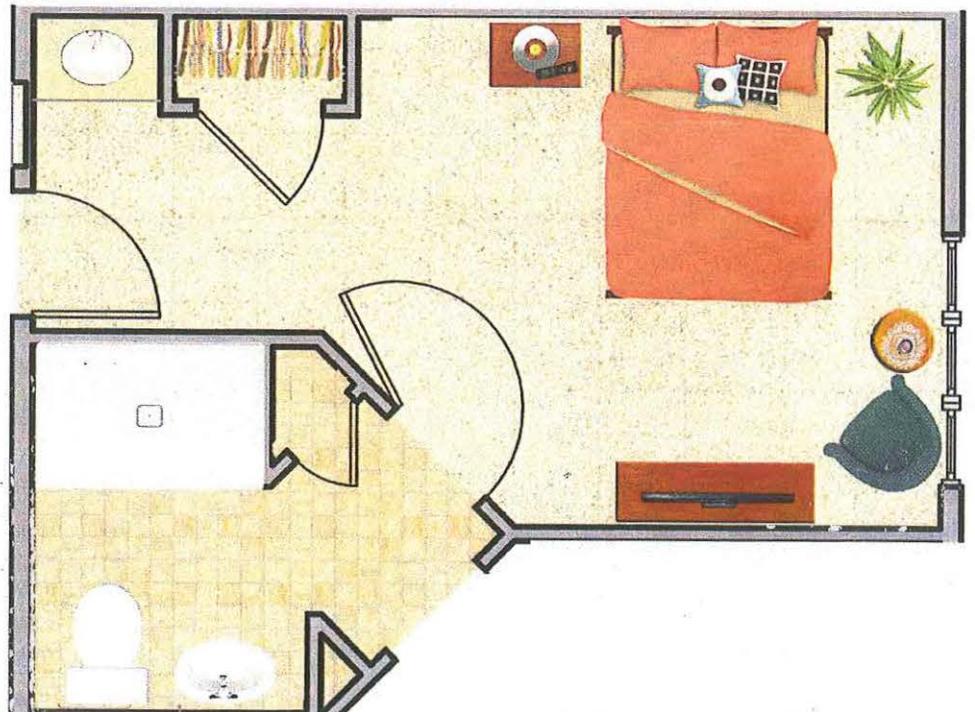
Rendering by Floor Plan Visuals.
All measurements are approximate. While deemed reliable, no information on these floor plans should be relied upon without independent verification.

Memory Care Floor Plans



Private bathroom unit (321 sq.ft.)

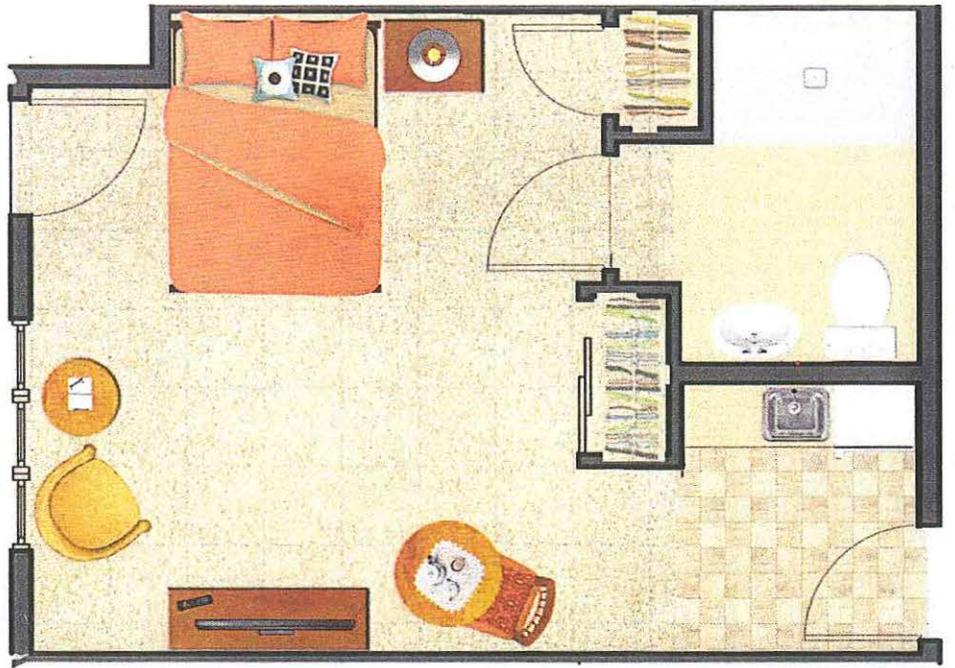
Shared bathroom unit (281 sq.ft.)



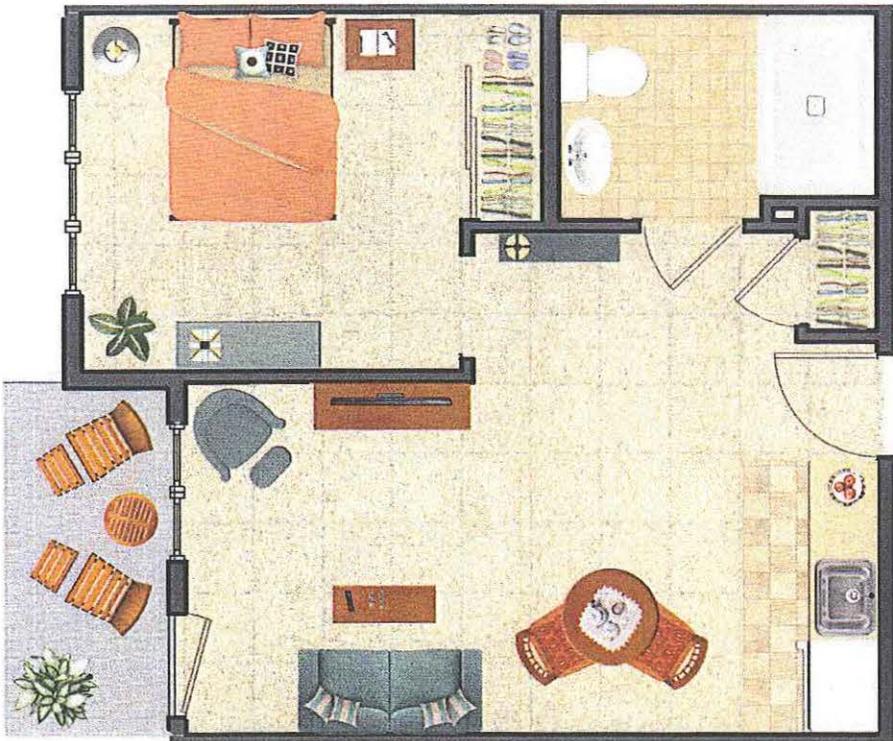
SCALE

One box = 2 ft. x 2 ft.

Studio unit (450 sq.ft.)



SCALE
One box = 2 ft. X 2 ft.



Smaller one-bedroom
unit (478 sq.ft.)



Larger one-bedroom
unit (539 sq.ft.)

SCALE

One box = 2 ft. x 2 ft.



Two bedroom units (up to 885 sq.ft.)

The Golden Manor Oakley Development Project will construct and operate a large-scale assisted living facility, senior housing and an adjacent small-scale commercial retail and professional services plaza. The project site is located at 5700 Main Street, Oakley, California, 94561. The commercial plaza will front onto Main Street with the assisted living, senior housing (AL) facility, with gardens and parking located as a gated community behind the plaza.

The commercial plaza and the Assisted Living facility with 150-beds, gardens and parking will be constructed first (taking 12 months) and placed into operation to generate revenue. An additional 250-bed AL unit will then be added (taking 12 months), co-located with the first AL unit. The total square footage of 398,000 consists of 378,000 SF for the assisted living/senior housing facility, and 20,000 SF for the commercial components.

The commercial plaza will contain retail and professional services that will be utilized by the AL community residents as well as the general public from the surrounding towns and neighborhoods.

The construction of the commercial space and AL facility will provide construction, and furnishing /finishing related employment opportunities for 2+ years, and ongoing full-time and part-time positions. A conservative scenario within this analysis suggests:

- Construction jobs = approximately 380
- Operational jobs = approximately 520

The total project costs are approximately \$73m.

The Golden Manor Assisted Living/Senior Housing facility will provide residents as much independence as they desire with personal care and support facilities available as needed to provide assistance in activities of daily living such as bathing, grooming, dressing, etc. Medication assistance and access to medical services are provided but complex medical services as in a nursing home, will not be offered.

Facilities will include:

- Private studio, single and double rooms with bathroom, refrigerator & microwave, TV and Internet
- Housekeeping and laundry services
- Assisted Daily Living services (ADL's) provided by professionally trained staff
- Medication Management
- Two dining rooms/restaurants, 3 meals/day and snacks/refreshments available 24/7, personal nutrition/diet program
- Wellness Center with 24/7 nursing care
- Fitness Center

- Community lounge and reading room
- Recreation and Entertainment programs
- Local Transportation and travel arrangements
- Gardens and walking path, with hands-on gardening opportunity
- Small-Pet Services
- Access to hair and beauty services in the plaza with in-call available for patients with limited mobility

Memory care - part of the facility will be designed with specialized features that cater to the care needs of persons living with various forms of dementia such as **Alzheimer's**. Structured activities and routines and a secure, safe living environment are the key features. At this time it is not anticipated to include a lock-down unit for patients with severe symptoms.

The commercial space will be leased out to local enterprises as well larger chains. Ideally, this will include:

- Medical Center with Emergency, MD, dental, optometry, pharmacy/drug store services;
- Fast food/diner-chain restaurant
- Barber, beauty salon, and nails services.
- Dry cleaner/laundry
- Flower/gift shop
- Health and fitness center for exercise, yoga, etc.