

**ANNOTATED  
AGENDA  
CITY OF ANTIOCH PLANNING COMMISSION  
ANTIOCH COUNCIL CHAMBERS  
200 "H" STREET**

**WEDNESDAY, JANUARY 18, 2017**

**6:30 P.M.**

**NO PUBLIC HEARINGS WILL BEGIN AFTER 10:00 P.M.  
UNLESS THERE IS A VOTE OF THE PLANNING COMMISSION  
TO HEAR THE MATTER**

**APPEAL**

All items that can be appealed under 9-5.2509 of the Antioch Municipal Code must be appealed within five (5) working days of the date of the decision. The final appeal date of decisions made at this meeting is 5:00 p.m. on **WEDNESDAY, JANUARY 25, 2017**.

If you wish to speak, either during "public comments" or during an agenda item, fill out a Speaker Request Form and place in the Speaker Card Tray. This will enable us to call upon you to speak. Each speaker is limited to not more than 3 minutes. During public hearings, each side is entitled to one "main presenter" who may have not more than 10 minutes. These time limits may be modified depending on the number of speakers, number of items on the agenda or circumstances. No one may speak more than once on an agenda item or during "public comments". Groups who are here regarding an item may identify themselves by raising their hands at the appropriate time to show support for one of their speakers.

**ROLL CALL**

**6:30 P.M.**

Commissioners	Motts, Chair
	Zacharatos, Vice Chair ( <b>absent</b> )
	Parsons
	Mason
	Hinojosa ( <b>absent</b> )
	Husary ( <b>absent</b> )
	Conley

**PLEDGE OF ALLEGIANCE**

**PUBLIC COMMENTS**

**CONSENT CALENDAR**

All matters listed under Consent Calendar are considered routine and are recommended for approval by the staff. There will be one motion approving the items listed. There will be no

separate discussion of these items unless members of the Commission, staff or the public request specific items to be removed from the Consent Calendar for separate action.

**1. APPROVAL OF MINUTES:**

**STAFF REPORT**

**STAFF REPORT**

**STAFF REPORT**

**STAFF REPORT**

**A. May 4, 2016**

**B. September 7, 2016**

**C. October 19, 2016**

**D. November 16, 2016**

**CONTINUED**

**CONTINUED**

**CONTINUED**

**APPROVED**

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END OF CONSENT CALENDAR

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**NEW ITEM**

- 2.** Sand Creek Focus Area – An update on the ongoing General Plan Land Use Element Update, with emphasis on the Sand Creek Focus Area policies. An Administrative Draft will be presented.

**NO ACTION**

**ORAL COMMUNICATIONS**

**STAFF REPORT**

**WRITTEN COMMUNICATIONS**

**COMMITTEE REPORTS**

**ADJOURNMENT 8:03 pm**

**Notice of Availability of Reports**

This agenda is a summary of the discussion items and actions proposed to be taken by the Planning Commission. For almost every agenda item, materials have been prepared by the City staff for the Planning Commission's consideration. These materials include staff reports which explain in detail the item before the Commission and the reason for the recommendation. The materials may also include resolutions or ordinances which are proposed to be adopted. Other materials, such as maps and diagrams, may also be included. All of these materials are available at the Community Development Department located on the 2<sup>nd</sup> floor of City Hall, 200 "H" Street, Antioch, California, 94509, between the hours of 8:00 a.m. and 11:30 a.m. or by appointment only between 1:00 p.m. and 5:00 p.m. Monday through Friday for inspection and copying (for a fee). Copies are also made available at the Antioch Public Library for inspection. Questions on these materials may be directed to the staff member who prepared them, or to the Community Development Department, who will refer you to the appropriate person.

**Notice of Opportunity to Address the Planning Commission**

The public has the opportunity to address the Planning Commission on each agenda item. You may be requested to complete a yellow Speaker Request form. Comments regarding matters not on this Agenda may be addressed during the "Public Comment" section on the agenda.

**Accessibility**

The meetings are accessible to those with disabilities. Auxiliary aids will be made available for persons with hearing or vision disabilities upon request in advance at (925) 779-7009 or TDD (925) 779-7081.

**CITY OF ANTIOCH  
PLANNING COMMISSION**

**Regular Meeting  
6:30 p.m.**

**May 4, 2016  
City Council Chambers**

Vice Chair Zacharatos called the meeting to order at 6:30 P.M. on Wednesday, May 4, 2016 in the City Council Chambers. She stated that all items that can be appealed under 9-5.2509 of the Antioch Municipal Code must be appealed within five (5) working days of the date of the decision. The final appeal date of decisions made at this meeting is 5:00 P.M. on Wednesday, May 11, 2016.

**ROLL CALL**

Present: Commissioners Parsons, Husary, Mason, and Vice Chair Zacharatos  
Absent: Commissioner Hinojosa and Chair Motts  
Staff: Director of Community Development, Forrest Ebbs  
Minutes Clerk, Kitty Eiden

**PLEDGE OF ALLEGIANCE**

**PUBLIC COMMENTS**

None.

**CONSENT CALENDAR**

1. Approval of Minutes: April 20, 2016

*On motion by Commissioner Parsons, seconded by Commissioner Mason, the Planning Commission approved the minutes of April 20, 2016, as presented. The motion carried the following vote:*

**AYES:** Parsons, Husary, Zacharatos, Mason  
**NOES:** None  
**ABSTAIN:** None  
**ABSENT:** Hinojosa, Motts

**NEW PUBLIC HEARING**

2. **UP-15-13, AR-15-13, V-15-05 – ARCO AM/PM Gas Station/Convenience Store** – PM Design Group, applicant, on behalf of Jagdish Kumar Bhalla, property owner, requests Planning Commission approval of a use permit, design review, and a variance for the demolition of the existing gas station and construction of a new gas station with a 3,769 square-foot convenience store.

The variance request would allow the sale of alcoholic beverages within 500' of another alcohol sales outlet, which is ordinarily prohibited by Municipal Code. The project is located at 2610 Contra Loma Boulevard (APN 076-191-038-9).

Director of Community Development Ebbs presented the staff report dated April 27, 2016 recommending the Planning Commission approve UP-15-13, AR-15-13, V-15-05 with the findings and subject to the conditions contained within the staff reports attached resolution.

In response to Commissioner Mason, Director of Community Development Ebbs stated a pole sign would be visible from east bound Highway 4; however, the canopy sign would not.

Vice Chair Zacharatos opened the public hearing.

Ron Jacobs, PM Design Group, representing Jack Bhalla, stated the rebuild of this station would maximize the site and be an enhancement to the area. He discussed the importance of replacing the pole sign as it would allow them to advertise the business to Highway 4. He noted that when Caltrans removed the original sign; it was with the understanding that they would be able to replace it, after the improvements were completed. He stated if the pole sign was not allowed, they would like to bring back a revised sign program.

In response to Commissioner Mason, Mr. Jacobs clarified if they were to revise the signage program, they would add illuminated ARCO letters to the canopy and increase building signage.

In response to Commissioner Parsons, Mr. Jacobs stated the canopy would not be visible from the freeway.

Jody Knight, representing Reuban, Junius & Rose, LLP, stated Jagdish Bahlia would be a good neighbor and strictly enforce the conditions of approval. She noted this business was isolated and not conducive to loitering. She further noted this project would increase employment, upgrade the site, and provide a benefit to the community.

In response to Commissioner Mason, Director of Community Development Ebbs explained highway signage was coordinated through Caltrans.

Commissioner Parsons added no signs were currently planned indicating this off ramp provided services.

Vice Chair Zacharatos closed the public hearing.

Commissioner Parsons spoke in support of the variance for alcohol sales noting this area was unique with no conflicting businesses. Additionally, she noted the signage

should be allowed as it was an established business that previously had a pole sign on their property.

Commissioner Mason stated he felt it was a good project; however, he had reservations for the pole sign as it may set a precedent. He noted the fact there was a pole sign at the business in the past could be justification.

Commissioner Zacharatos spoke in support of allowing the pole sign and the variance for alcohol sales.

Commissioner Husary voiced her support for the pole sign; however, suggested alcohol sales be limited.

Director of Community Development Ebbs stated if the Planning Commission was compelled to support the pole sign, in order to avoid a precedent, language could be added to the finding indicating that this was a unique circumstance as there was a sign on the property that was taken down and there was generally consistency with the General Plan looking at the overall sum of the project. He stated that the Planning Commission could also limit the hours of alcohol sales.

In response to Commissioner Parsons, the applicant indicated he would abide by decisions made by the Planning Commission this evening.

#### **RESOLUTION NO. 2016-08**

***On motion by Commissioner Parsons, seconded by Commissioner Husary, the Planning Commission members present unanimously approved UP-15-13, AR-15-13, V-15-05 with the findings and subject to the conditions contained within the staff reports attached resolution. With the following revisions:***

- A) Adding a finding that the pole sign shall be allowed as it is a replacement for the previous pole sign located at the business.***
- B) Liquor sales shall be allowed from 6:00 A.M. – 12:00 A.M.***

***The motion carried the following vote:***

<b>AYES:</b>	<b><i>Parsons, Husary, Zacharatos, Mason</i></b>
<b>NOES:</b>	<b><i>None</i></b>
<b>ABSTAIN:</b>	<b><i>None</i></b>
<b>ABSENT:</b>	<b><i>Hinojosa, Motts</i></b>

#### **ORAL COMMUNICATIONS**

Director of Community Development Ebbs reminded the Planning Commission that a General Plan Land Use Element Update would be on the May 18, 2016 agenda.

Vice Chair Zacharatos announced she would not be available for the May 18, 2016 Planning Commission meeting.

Jagdish Bahlia thanked the Planning Commission and staff for allowing him to rebuild his ARCO station and noted it would be the gateway to Antioch.

Vice Chair Zacharatos thanked Mr. Bahlia for his interest in Antioch.

Pastor Henry Kelly, representing Grace Temple Church of God in Christ, reported he had not received a notice regarding this meeting or the variances. He expressed concern for the close proximity of the ARCO station to other businesses selling liquor in the area. He stated they had been attempting to clean up the area; however, it was a challenge with the illegal activity occurring.

Commissioner Parsons responded that a new business opening in the area would create more activity and deter criminal activity.

Director of Community Development Ebbs stated he would be available to discuss this matter with Pastor Kelly after the meeting and reiterated that the business would only be selling beer and wine.

Commissioner Mason added that the business was prohibited from selling single serve beer and wine-derived products.

Pastor Kelly stated he was also concerned with unsafe traffic conditions and the fact that on-street parking had been eliminated in the area.

### **WRITTEN COMMUNICATIONS**

None.

### **COMMITTEE REPORTS**

None.

### **ADJOURNMENT**

***Vice Chair Zacharatos adjourned the Planning Commission at 7:08 P.M. to the next regularly scheduled meeting to be held on May 18, 2016.***

Respectfully Submitted,  
Kitty Eiden

**CITY OF ANTIOCH  
PLANNING COMMISSION**

**Regular Meeting  
6:30 p.m.**

**September 7, 2016  
City Council Chambers**

Chair Motts called the meeting to order at 6:31 P.M. on Wednesday, September 7, 2016 in the City Council Chambers. He stated that all items that can be appealed under 9-5.2509 of the Antioch Municipal Code must be appealed within five (5) working days of the date of the decision. The final appeal date of decisions made at this meeting is 5:00 P.M. on Wednesday, September 15, 2016.

**ROLL CALL**

Present: Commissioners Parsons, Mason, Hinojosa, Vice Chair Zacharatos  
and Chair Motts  
Absent: Commissioners Husary and Conley  
Staff: Director of Community Development, Forrest Ebbs  
Contract Planner, Cindy Gnos  
Assistant City Engineer, Lynne Filson  
City Attorney, Michael Vigilia  
Minutes Clerk, Kitty Eiden

**PLEDGE OF ALLEGIANCE**

**PUBLIC COMMENTS**

None.

**CONSENT CALENDAR**

1. Approval of Minutes: August 17, 2016

*On motion by Commissioner Zacharatos, seconded by Commissioner Parsons, the Planning Commission approved the minutes of August 17, 2016, as presented. The motion carried the following vote:*

**AYES:** Parsons, Zacharatos, Mason  
**NOES:** None  
**ABSTAIN:** Hinojosa, Motts  
**ABSENT:** Husary, Conley

## **NEW PUBLIC HEARING**

2. **PD-16-02, UP-16-06, AR-16-03 – Vineyard Self-Storage** – Reid Hamilton, Hamilton Solar, requests approval of a Mitigated Negative Declaration, a rezone to Planned Development District (PD), a Use Permit, and Design Review for the development and operation of a 1,390 square foot office building, 100,943 square foot of self-storage space, and approximately 70,600 square foot of outdoor boat and RV storage space on approximately 6.68 acres. The proposed project also includes off-site sewer improvements.

Staff recommended that this item be continued to September 21, 2016.

***On motion by Commissioner Parsons, seconded by Commissioner Zacharatos, the Planning Commission unanimously continued PD-16-02, UP-16-06, AR-16-03 – Vineyard Self-Storage to September 21, 2016.***

**AYES:** *Parsons, Zacharatos, Mason, Hinojosa and Motts*  
**NOES:** *None*  
**ABSTAIN:** *None*  
**ABSENT:** *Husary, Conley*

3. **UP-15-16 – Delta Courtyard** – Antioch Pacific Companies, requests use permit, design review, and a lot line adjustment approval for the construction of 126-units of affordable rental housing. The project would consist of a three-story and four-story building that combine to house 17 one-bedroom, 38 two-bedroom, 62 three-bedroom units, and 9 four-bedroom units. Based on the R-25 zoning designation, 115 units would be allowed on the site; therefore, the applicant is requesting a density bonus of ten percent in order to allow 126 units. In conjunction with the density bonus, the applicant is requesting approval of an incentive to reduce the required parking from 240 spaces to 187. The proposed project would develop affordable rental housing units on two adjoining parcels located at 701 and 810 Wilbur Avenue (APNs 065-110-006 and -007).

Contract Planner Gnos presented the staff report dated September 2, 2016, recommending the Planning Commission approve the use permit and design review subject to the conditions contained in the staff report's attached resolution. In addition, staff recommended approval of the Density Bonus and would like Planning Commission's further consideration and direction regarding the requested Parking Concession.

In response to Commission Hinojosa, Contract Planner Gnos clarified the property owner to the east has requested a masonry wall along the property line.

Commissioner Hinojosa stated she reviewed the preconstruction survey and there remained a potential for burrowing owls to be present at the time of grading; therefore,



she suggested adding a condition of approval requiring a preconstruction survey and avoidance and minimization measures for the project.

Commissioner Hinojosa suggested the Commission and applicant discuss the potential for adding a gated entry to the project.

In response to Commissioner Hinojosa, Director of Community Development Ebbs cautioned that setbacks for the gate would require careful site planning.

In response to Commissioner Hinojosa, Director of Community Development Ebbs explained requirements necessary to achieve state-mandated concessions. Contract Planner Gnos added that the below market rate housing plan met all the requirements.

Commissioner Mason expressed concern that there was no guest parking and it would be unsafe to park on the other side of Wilbur Avenue as there was no safe crossing. He noted at 28.5 units per acre, this project exceeded the City's requirements per the Municipal Code.

Contract Planner Gnos explained the Density Bonus ordinance allowed the project to reduce the City's parking requirements without a variance as well as exceed the maximum density.

Director of Community Development Ebbs added the Density Bonus was consistent with the provisions in the Municipal Code and the City was compelled to allow the additional units above 25 per acre. In addition, the applicant was allowed to ask for additional concessions, which the City was compelled to give unless the City could make a finding to the contrary.

Vice Chair Zacharatos stated she felt 215-239 parking spaces were reasonable, given the total amount of bedrooms in the project and questioned whether this site was appropriate for housing.

In response to Vice Chair Zacharatos, Director of Community Development Ebbs explained the City was compelled to continually add to their inventory of affordable housing.

Contract Planner Gnos added the Housing Element identified this site for the provision of affordable housing and it was rezoned to R-25 as part of the Housing Element.

In response to Chair Motts and Commissioner Hinojosa's questions regarding the CEQA exemption, Contract Planner Gnos explained criteria used to determine this project as an infill project and noted the project was consistent with the General Plan. Director of Community Development Ebbs added that the City had adopted a community climate action plan, which carried the burden for greenhouse gases through a series of programs and non-development type activities.

In response to Commissioner Hinojosa, Contract Planner Gnos stated the applicant had attempted to mitigate the parking issue through the proposed Parking Management Plan. She noted C3 requirements were State law.

Chair Motts opened the public hearing.

William Spann, Pacific West Communities, Delta Courtyard Apartment Project, presented a PowerPoint presentation which included a background of their company, examples of other projects, overview of amenities, site plan, illustration of materials and project benefits. He explained the Parking Management Plan and discussed the results of the studies that indicated low income families had fewer cars especially in urban areas. He explained funding for the project and noted there was a shortfall and if they were to lose units due to the concern over parking, that shortfall would increase. He noted the installation of a gate would most likely reduce parking spaces; however, he agreed to look at the issue.

In response to Commission Mason, Mr. Spann stated he would discuss a local hire provision with his partner.

Commissioner Mason stated a good faith effort of at least 25% local hire would be preferred.

In response to Commissioner Hinojosa, Mr. Spann explained the onsite property management team enforced provisions of the Parking Management Plan. He discussed their outreach and communication strategies. He expressed concern regarding the requirement to provide bus passes noting he was unaware of the costs associated; however, he offered to research the issue and cooperate if possible.

Director of Community Development Ebbs explained the Antioch Police Department and Code Enforcement would not patrol private property or issue citations for vehicles legally parked on the street; however, if a vehicle was parked in the red zone or on the street for longer than 72 hours, the vehicle could be cited and towed.

Andrew Wheeler, Project Architect, stated onsite managers and maintenance staff lived on the property and their parking would come out of the provided parking.

In response to Chair Motts, Mr. Spann stated they would be amiable to analyzing permeable materials to offset the size of the retention basin and gain more parking area.

Mr. Spann displayed a video flyover of the proposed project.

In response to Commissioner Hinojosa, Mr. Spann explained garages helped the financial performance of the project and physical appearance. He commented that there would be windows so staff could monitor their usage.

In response to Commissioner Mason, Mr. Spann clarified 4-5 managers/maintenance staff would live onsite.

In response to Vice Chair Zacharatos, Mr. Spann explained they had designed a similar project in Gilroy that had comparable parking constraints.

In response to Commissioner Parsons, Assistant City Engineer Filson clarified the project would drain into the C3 basins which then cleaned and slowed down drainage into the public storm drain system. She stated she was unsure if it would drain into Lake Alhambra. She noted the water could not drain any faster and had to be at least as clean as it is in its current undeveloped state. She noted there would not be any impact or deterioration of the existing condition.

Commissioner Parsons spoke in support of increasing the masonry wall height to 8 feet along North Lake Drive.

Andrew Wheeler, Project Architect, explained the project was heavily landscaped on the east elevation as a visual barrier and the majority of the project would be native and drought tolerant plants.

Commissioner Parsons requested the applicant enhance landscaping on the east elevation.

Mr. Spann stated that they could explore planting trees on the Garrow property.

Bill Campbell, Antioch resident, voiced his opposition to the project draining into Lake Alhambra. He suggested draining the project toward Wilbur Avenue and then utilizing the retention basin area for additional parking. He requested an 8 foot masonry wall on North Lake and that the facility is gated. Additionally, he expressed concern for a four story building being constructed adjacent to existing residential development.

Mike Serpa, property owner, discussed the challenges of developing this site. He spoke in support of Pacific West Communities noting they had a reputation for building and managing very successful affordable rental projects. He explained that draining the project toward Wilbur Avenue would not be possible and noted the C3 basin was designed to function efficiently. He offered to fund enhanced landscaping and install an 8 foot masonry wall to address Mr. Campbell's concerns.

Chair Motts closed the public hearing and reopened the public hearing at the request of a speaker.

Greg Piasatelli, expressed concern for the screening of this project from his property along Minaker Drive as well as the project draining into the river. Additionally, he noted he was concerned for parking spilling into the adjacent neighborhood and a low income housing project decreasing his property values. He reported Cupertino Tow utilized Minaker Drive as a main thoroughfare, which was loud and deteriorating the street.

Chair Motts closed the public hearing.

Chair Motts declared a recess at 8:19 P.M. The meeting reconvened at 8:27 P.M. with all Planning Commissioners present with the exception of Commissioners Conley and Husary who were previously noted as absent.

Commissioner Hinojosa listed the following items she would like considered for the conditions of approval:

- Conduct and provide results of a preconstruction survey and implement minimization measures for avoidance for western burrowing owls and nesting birds prior to the grading of the project.
- Installation of an entry gate on site if it could be accommodated and encroachment of the setback would be acceptable without taking away parking
- Submission of an annual report on how the parking management plan is performing, require guest parking passes, and provide bus passes at no cost to the residents
- 
- The masonry wall on the North Lake Drive side shall be increased to 8 feet
- The masonry wall shall be installed on the East property line
- The applicant shall provide additional landscape screening along North Lake Drive

Director of Community Development Ebbs speaking to the parking management plan explained additional language could be added; however, this was a permanent project and there would be no recourse if parking became a problem.

Assistant City Engineer Filson stated if parking on the street became a problem, residents could request a permit parking district.

Director of Community Development Ebbs explained a parking district was not available at this time.

Chair Motts agreed with Commissioner Hinojosa and suggested in the future for C.3 compliance, staff consider permeable materials for projects to free up space for parking.

In response to Commissioner Hinojosa, Director of Community Development Ebbs explained the Planning Commission would be approving the Development Plan and the Density Bonus would go to Council to formalize the contract.

In response to Commissioner Parsons, Director of Community Development Ebbs explained C3 requirements.

Assistant City Engineer Filson stated if water drained into Lake Alhambra, it would go into the very outfall on the north end heading into the river.

In response to Commissioner Mason, Director of Community Development Ebbs clarified the nearest bus stop was east bound 250 feet to the west on the south side of Wilbur Avenue. Assistant City Engineer Filson added if an additional bus stop were needed, Tri Delta would provide one. She noted there were signalized crosswalks at Cavallo Road and Minaker Drive.

Commissioner Mason supported installation of an entry gate for the project, bus passes for residents and extension of the masonry wall to 8 feet. He stated he would prefer 200 parking spaces and questioned if motorcycle spaces were included.

Vice Chair Zacharatos concurred with comments made by Commissioners Hinojosa and Mason.

Director of Community Development Ebbs stated the Commission could ask for a yearly review of the Parking Management Plan; however, the City was limited on what could be done if it was not functioning successfully.

Commissioner Hinojosa shared concerns regarding the parking issue; however, she felt the City was obligated due to State requirements linking back to the concessions. She stated she did not know that she could attribute the necessary findings for denial. She noted that while she felt there would not be adequate parking and they were creating a nuisance for the community, she believed there was a moral and legal obligation to meet the affordable housing requirements and the need within the community. She further noted adding more substance to the parking plan may help address these concerns even though enforcement was limited. She stated she felt this location was good for linking to public transit.

Chair Motts added with the sale of the Gaylord property, there may be potential for employment within the neighborhood. He questioned if there was an ability to encroach into the setback to provide space for the gated entry.

Director of Community Development Ebbs stated if there was consensus for the installation of a gate, a condition could be added that the applicant exhaust all measures to install a gate except reducing parking.

In response to Commissioner Parsons, Assistant City Engineer Filson stated the long term plan for Wilbur Avenue was bike lanes for both sides.

Director of Community Development Ebbs clarified the options for the Planning Commission this evening included approving the project with the conditions as amended, directing staff to develop findings for denial or continue the project for redesign to reduce the impact of the concession.

Following discussion, the Planning Commission agreed the garage doors enhanced the design of the project.

In response to Commissioner Hinojosa, Contract Planner Gnos clarified the applicant addressed the majority of revisions requested by Stantec Architects. Director of Community Development Ebbs noted the removal of the basketball court would not result in additional parking spaces.

Following discussion the Planning Commission agreed that staff should work with the applicant to explore the compact spaces to increase parking.

Contract Planner Gnos stated staff would make sure there was adequate guest parking when reviewing the Parking Management Plan.

### **RESOLUTION NO. 2016-16**

***On motion by Commissioner Hinojosa, seconded by Vice Chair Zacharatos, the Planning Commission approved the use permit and design review subject to the conditions contained in the staff report's attached resolution. With the following modifications and additions:***

- **Modify Condition D3 to eliminate the requirement for the formation of the police services CFD.**
- **Modify Condition J9 to require the installation of entry gates without parking reduction.**
- **Modify Condition J14 to require that garage doors have windows and not be eliminated.**
- **Modify Condition J15 requiring guest parking permits, free bus passes for residents, parking stickers or implement other measures to control parking and require annual monitoring of garages to ensure they are not being used for storage.**
- **Add a Condition requiring preconstruction surveys and minimization and avoidance measures for burrowing owls and nesting birds.**
- **Add a Condition adding two feet on the masonry wall adjacent to N. Lake Drive.**
- **Add a masonry wall along the east side property line.**
- **Add additional landscape screening along N. Lake Drive.**

***The motion carried the following vote:***

<b>AYES:</b>	<b><i>Parsons, Zacharatos, Mason, Hinojosa and Motts</i></b>
<b>NOES:</b>	<b><i>None</i></b>
<b>ABSTAIN:</b>	<b><i>None</i></b>
<b>ABSENT:</b>	<b><i>Husary, Conley</i></b>

In response to Commissioner Parsons, Assistant City Engineer Filson stated she would provide her with information as to where the detention basin water was draining. Commissioner Parsons stated she would like the City to pursue a sewage line that does not drain into Lake Alhambra.

#### **NEW ITEM**

#### **4. PC Training Budget**

Director of Community Development Ebbs reported the training budget for his staff and the Planning Commission was not included in the last budget. He noted the League of California Cities Planning Commissioner's Academy and California Chapter of the American Planning Association Annual Conference would be held in Northern California next fall. He further noted his intent would be to insert at least \$500.00 per Commissioner into next year's budget to ensure they could participate in one of the conferences. He explained that since the local events were not scheduled until next fall, he did not feel it necessary to request a mid-year budget transfer.

Chair Motts reported the American Planning Association held some local weekend training sessions.

Commissioner Hinojosa added that those trainings were free and held in public locations.

Director of Community Development Ebbs encouraged Commissioners to forward any local training opportunities to him so he could disperse the information to other Commissioners.

City Attorney Vigilia added if the Planning Commission were interested in certain training topics, his office could coordinate with outside legal counsel to provide workshops or trainings during a Commission meeting.

Director of Community Development Ebbs added if the Commission had questions regarding the City code or planning issues, he would be happy to provide a report to the Commission.

#### **ORAL COMMUNICATIONS**

In response to Commissioner Hinojosa, Director of Community Development Ebbs clarified that Commissioner Conley had been appointed to an unexpired term and his seat was up for reappointment

#### **WRITTEN COMMUNICATIONS**

None.

## **COMMITTEE REPORTS**

None.

## **ADJOURNMENT**

***Chair Motts adjourned the Planning Commission at 9:29 P.M. to the next regularly scheduled meeting to be held on September 21, 2016.***

Respectfully Submitted,  
Kitty Eiden



**CITY OF ANTIOCH  
PLANNING COMMISSION**

**Regular Meeting  
6:30 p.m.**

**October 19, 2016  
City Council Chambers**

Vice Chair Zacharatos called the meeting to order at 6:30 P.M. on Wednesday, October 19, 2016 in the City Council Chambers. She stated that all items that can be appealed under 9-5.2509 of the Antioch Municipal Code must be appealed within five (5) working days of the date of the decision. The final appeal date of decisions made at this meeting is 5:00 P.M. on Wednesday, October 26, 2016.

**ROLL CALL**

Present: Commissioners Husary, Mason, Conley and Vice Chair Zacharatos  
Absent: Commissioner Parsons, Hinojosa and Chair Motts  
Staff: Director of Community Development, Forrest Ebbs  
Assistant City Engineer, Lynne Filson  
Contract Planner, Cindy Gnos  
City Attorney, Michael Vigilia  
Minutes Clerk, Kitty Eiden

**PLEDGE OF ALLEGIANCE**

**PUBLIC COMMENTS**

None.

**CONSENT CALENDAR**

- |                         |   |
|-------------------------|---|
| 1. Approval of Minutes: | A. May 4, 2016<br>B. July 20, 2016<br>C. August 17, 2016<br>D. September 7, 2016<br>E. September 21, 2016 |
|-------------------------|---|

***A motion was made by Commissioner Mason, seconded by Commission Husary to approve the May 4, 2016 minutes. The motion carried the following vote:***

***Ayes: Husary, Mason, Zacharatos  
Absent: Parsons, Hinojosa, Motts  
Abstain: Conley***

*Due to the lack of members present to vote in the majority, the Minutes of May 4, 2016, July 20, 2016, August 17, 2016, September 7, 2016 and September 21, 2016 were continued to the next meeting.*

## **NEW PUBLIC HEARINGS**

- 2. AR-16-02 – AVIANO – Aviano Farms, LLC**, requests design review approval and a use permit for phases 2 and 3 of the 533 single family Aviano development, as well as the accompanying mailboxes, landscaping, sound walls, fencing, and entry features. The project site is located west of the current terminus of Hillcrest Avenue, east and north of Dozier Libby Medical High School (APNs 057-050-022 and 057-030-050).

Contract Planner Gnos presented the staff report dated October 14, 2016 recommending that the Planning Commission approve the use permit for phases two and three and the design review application (AR-16-02) for the 533-unit single family subdivision known as Aviano subject to the conditions contained in the attached resolution (see Attachment B).

In response to Commissioner Conley, Director of Community Development Ebbs explained the Antioch Unified School District owned property in the Sand Creek Focus Area, collected fees for school impacts and a school site for this area was in their long range plan.

In response to Commissioner Mason, Director of Community Development Ebbs stated staff felt 42 inches was adequate for fencing around the basins.

Commissioner Mason expressed concern for the height of the fence and the potential of children climbing over it and drowning in the basin.

Assistant City Engineer Filson clarified water would only be in the basin directly after a rain storm; however, the Planning Commission could require the applicant to build a higher fence if they felt it was necessary.

Commissioner Mason stated there were security concerns regarding visibility of the entryways on plan #1 and #4.

Contract Planner Gnos responded that in those instances the applicant had made the front porch larger to enhance visibility. Additionally, the plotting plan indicated the unit with the door on the side would most often be located on a corner lot.

Vice Chair Zacharatos opened the public hearing.

Michael Evans, DeNova Homes Project Manager, gave a brief background of their project and noted this was the final step to entitlement. He reported they had started biological work on the site.

Erik Gellerman, Gates and Associates, gave an overhead presentation of the revised tentative map book which included the illustrative land plan, lifestyle hub and sports zone as well as the landscaping plan and streetscape.

In response to Commissioner Conley, Mr. Evans clarified there would be left and right turn lanes exiting the subdivision.

Steve Bowker, OAG Architects, gave an overhead presentation of the architecture, materials and elevations for the development.

In response to Commissioner Conley, Mr. Bowker stated they would be providing tankless water heaters and air conditioning units would be located in the rear side yards.

In response to Commissioner Mason, Assistant City Engineer Filson explained this was the first project with the new LED street light standard and they would be much brighter.

Mr Bowker noted the new energy code would be implemented in January and the lights in the homes would also be LED.

Vice Chair Zacharatos closed the public hearing.

Vice Chair Zacharatos stated she liked the new elevations and landscaping plan.

Commissioner Husary thanked the applicant for the high quality project and providing options for three car garages and patio covers.

In response to Commissioner Conley, the applicant indicated one HOA would cover the entire development.

Commissioner Mason stated he supported the project and the positive changes brought forth by the applicant. He reiterated his concern regarding the height of the fencing around the basins and requested that they be increased to a minimum of five feet.

In response to Vice Chair Zacharatos, the applicant clarified they were working with the post office for the route and location of the mailboxes.

Commissioner Conley agreed with Commissioner Mason regarding the need to increase the height of fencing around basin.

In response to Commissioner Conley, Michael Evans stated they were in agreement with the conditions of approval including as revised this evening.

A motion was made by Commissioner Conley to approve the use permit for phases two and three and the design review application (AR-16-02) for the 533-unit single family subdivision known as Aviano subject to the conditions contained in the attached

resolution with direction to the applicant to increase the height of the wall adjacent to the detention basins.

Assistant City Engineer Filson explained there were two different types of storm water basins, one to clean the water and one to hold the water. She stated the area being utilized for the dog park, would rarely see standing water of more than 6 inches. She noted the southern basin was anticipated to have more water; however, it was designed for water to soak in or flow out through a pipe during large storm events.

The applicant noted as currently designed all the water in the basin would dissipate within 72 hours.

Following discussion, the motion was revised as follows:

#### **RESOLUTION NO. 2016-21**

***On motion by Commissioner Conley, seconded by Commissioner Mason, the Planning Commission approved the use permit for phases two and three and the design review application (AR-16-02) for the 533-unit single family subdivision known as Aviano subject to the conditions contained in the attached resolution, adding a condition of approval that the applicant increase the wall adjacent to the southern basin to 60 inches. The motion carried the following vote:***

<b>AYES:</b>	<b><i>Husary, Zacharatos, Mason and Conley</i></b>
<b>NOES:</b>	<b><i>None</i></b>
<b>ABSTAIN:</b>	<b><i>None</i></b>
<b>ABSENT:</b>	<b><i>Parsons, Hinojosa and Motts</i></b>

- 3. EMERGENCY SHELTER REZONE** – The City of Antioch is proposing to rezone the 4.89-acre vacant parcel directly south of the intersection of East Leland Road/Delta Fair Boulevard and Century Boulevard from Mixed Commercial/Residential (MCR) District to Mixed Commercial/Residential (MCR) District and Emergency Shelter (ES) Overlay District (APN 074-080-034).

Director of Community Development Ebbs presented the staff report dated October 10, 2016 recommending that the City Council rezone the property denoted as Assessor's Parcel Number 074 - 080-034 from Residential High Density Residential (R-35) to Residential High Density (R-35) and Emergency Shelter (ES) Overlay District.

In response to the Commission, Director of Community Development Ebbs stated staff had not received any applications for a shelter. He noted if another use were approved for this site, the City would be under no obligation to replace it, as they were in compliance; however, they felt this site was much more amenable to a meaningful project.

Vice Chair Zacharatos opened and closed the public hearing with no members of the public requesting to speak.

#### **RESOLUTION NO. 2016-22**

***On motion by Commissioner Conley, seconded by Commissioner Mason, the Planning Commission recommended that the City Council rezone the property denoted as Assessor's Parcel Number 074 - 080-034 from Residential High Density Residential (R-35) to Residential High Density (R-35) and Emergency Shelter (ES) Overlay District. The motion carried the following vote:***

***AYES:***                      ***Husary, Zacharatos, Mason and Conley***  
***NOES:***                    ***None***  
***ABSTAIN:***              ***None***  
***ABSENT:***                ***Parsons, Hinojosa and Motts***

#### **ORAL COMMUNICATIONS**

None.

#### **WRITTEN COMMUNICATIONS**

None.

#### **COMMITTEE REPORTS**

None.

#### **ADJOURNMENT**

***Vice Chair Zacharatos adjourned the Planning Commission at 7:31 P.M. to the next regularly scheduled meeting to be held on November 2, 2016.***

Respectfully Submitted,  
Kitty Eiden

**CITY OF ANTIOCH  
PLANNING COMMISSION**

**Regular Meeting  
6:30 p.m.**

**November 16, 2016  
City Council Chambers**

Chair Motts called the meeting to order at 6:30 P.M. on Wednesday, November 16, 2016 in the City Council Chambers. He stated that all items that can be appealed under 9-5.2509 of the Antioch Municipal Code must be appealed within five (5) working days of the date of the decision. The final appeal date of decisions made at this meeting is 5:00 P.M. on Wednesday, November 23, 2016.

**ROLL CALL**

Present: Commissioners Parsons, Husary, Mason, Conley and  
Chair Motts  
Absent: Commissioner Hinojosa and Vice Chair Zacharatos  
Staff: Senior Planner, Alexis Morris  
Director of Community Development, Forrest Ebbs  
Assistant City Engineer, Lynne Filson  
City Attorney, Michael Vigilia  
Assistant City Manager/Public Works Director/City Engineer, Ron  
Bernal  
Minutes Clerk, Kitty Eiden

**PLEDGE OF ALLEGIANCE**

**PUBLIC COMMENTS**

None.

**CONSENT CALENDAR**

1. Approval of Minutes: A. May 4, 2016  
B. July 20, 2016  
C. August 17, 2016  
D. September 7, 2016  
E. October 19, 2016

***On motion by Commissioner Parsons, seconded by Commissioner Mason, the Planning Commission approved the minutes of July 20, 2016, as presented. The motion carried the following vote:***

**AYES:** *Parsons, Husary, Mason and Motts*  
**NOES:** *None*  
**ABSTAIN:** *Conley*  
**ABSENT:** *Zacharatos, Hinojosa*

***On motion by Commissioner Parsons, seconded by Commissioner Husary, the Planning Commission approved the minutes of August 17, 2016, as presented. The motion carried the following vote:***

**AYES:** *Parsons, Husary, Mason and Conley*  
**NOES:** *None*  
**ABSTAIN:** *Motts*  
**ABSENT:** *Zacharatos, Hinojosa*

*Due to the lack of members present to vote in the majority, the Minutes of May 4, 2016, September 7, 2016 and October 19, 2016 were continued to the next meeting.*

## **NEW PUBLIC HEARING**

- 2. Z-16-01 – Second Residential Units Ordinance Amendment** – The City of Antioch is proposing text amendments to Section 9-5.3805-Second Residential Units of the Zoning Ordinance to comply with new state laws relating to Accessory Dwelling Units, including, but not limited to, changes to definitions related to accessory dwelling units, increases in the maximum square footage allowed for accessory dwelling units, and reduction of some parking requirements. The proposed ordinance would be applicable city-wide. This project is exempt from the California Environmental Quality Act.

Senior Planner Morris presented the staff report dated November 10, 2016, recommending the Planning Commission approve the attached resolution recommending that the City Council adopt the ordinance (Exhibit 1 to the resolution) making text amendments to section 9-5.3905-*Second Residential Units* of the Zoning Ordinance to comply with new state laws relating to Accessory Dwelling Units.

In response to the Commission, Senior Planner Morris explained this action would not change how connection fees were calculated. She noted there was a process to apply for an administrative use permit to legalize non-permitted second units. She further noted under the new law a garage could be converted to a second unit on the condition that parking could be provided somewhere else on the lot. She stated living requirements needed to be provided and the unit needed to be brought up to code for the habitable space.

Director of Community Development Ebbs added the cities could no longer require covered parking for residential units.

Chair Motts opened and closed the public hearing with no members of the public requesting to speak.

Director of Community Development Ebbs stated that 70 sq. ft. per person was required for living space and it could not consist of areas utilized for kitchens, bathrooms or hallways.

Senior Planner Morris stated the City could not ask who was living in a unit other than specifying one of the units was required to be owner occupied.

Chair Motts spoke in support of the state law relating to Accessory Dwelling Units.

### ***RESOLUTION NO. 2016-23***

***On motion by Commissioner Conley, seconded by Commissioner Parsons, the Planning Commission unanimously approved the attached resolution recommending that the City Council adopt the ordinance (Exhibit 1 to the resolution) making text amendments to section 9-5.3905-Second Residential Units of the Zoning Ordinance to comply with new state laws relating to Accessory Dwelling Units.***

***The motion carried the following vote:***

<b>AYES:</b>	<b><i>Parsons, Husary, Mason, Conley and Motts</i></b>
<b>NOES:</b>	<b><i>None</i></b>
<b>ABSTAIN:</b>	<b><i>None</i></b>
<b>ABSENT:</b>	<b><i>Zacharatos and Hinojosa</i></b>

### **NEW ITEM**

#### **3. General Plan Land Use Element – Sand Creek Focus Area Update and Administrative Draft**

Director of Community Development Ebbs gave a Power Point presentation and presented the staff report dated November 8, 2016, recommending the Planning Commission receive an update on the Sand Creek Focus Area portion of the General Plan Land Use Element and the Administrative Draft and provide direction to staff.

In response to Commissioner Conley, Director of Community Development Ebbs explained fire road access in the open space would be addressed in the project development stage.



In response to Commissioner Parsons, Director of Community Development Ebbs explained if land west of Empire Mine Road was acquired by the Parks District and they surrendered development rights, it would free up 169 units that could be reallocated.

In response to Chair Motts, Director of Community Development Ebbs explained cities do not generally use their power of land use authority to convert private property and take away development rights. He noted acquiring the area would improve the goal of the HCP to protect the habitat; however, the City allowing limited development of the site would not be inconsistent with an HCP. He noted funds generated through other participants in the HCP could be utilized to acquire the land and turn it into open space. He clarified if a developer submitted an application prior to an HCP being in place, there would be a full environmental review and if an HCP was in place, it would compare the impacts and the City would need to be consistent with the plan. He reported they were in the process of moving forward with the HCP with the conservancy and County; however, State and Federal agencies indicated their contribution would take approximately 2-3 years. He stated as an interim solution they had proposed allowing development to piggyback on the East Contra Costa HCP; however, their response was that they did not have time to consider that option. He stated the goal was to fund local acquisitions.

Director of Community Development Ebbs continued with the staff report by providing an overview of an example project.

Commissioner Mason requested units derived from the senior bonus be required to be additional senior units.

In response to Chair Motts, Director of Community Development Ebbs explained backing out open space and imposing a minimum lot size created a hybrid of gross and net density for the project area. He stated what was before the Commission was more conclusive and effective at achieving open space goals.

Director of Community Development Ebbs completed the presentation by providing the next steps in the process.

In response to Commissioner Conley, Director of Community Development Ebbs explained that the City collected a General Plan maintenance fee from all development specifically for the purpose of updating the General Plan.

Commissioner Parsons stated she supported Commissioner Mason's request that units derived from the senior bonus be required to be additional senior units.

Chair Motts opened the public hearing.

Erwin Mendoza, Antioch resident, speaking on behalf of Antioch residents and 77 citizens who signed a petition in opposition to The Ranch Project, stated they were opposed to the development due to increased crime rate, shortage of police staffing,

increased traffic congestion, and a shortage of schools. He stated the project also contradicted recommendations in the staff report pertaining to hillside development and increased the risk of soil erosion. He encouraged the Planning Commission to listen to the residents and resolve their concerns.

Chair Motts clarified the preliminary development plan for The Ranch project was considered at the last Planning Commission meeting.

Director of Community Development Ebbs added that The Ranch project was subject to a full project review and would provide the public with an opportunity to speak when they submit a formal application.

Jenny Tsagris, Antioch resident, spoke in opposition to The Ranch project noting the take away of open space would negatively affect property values of existing homes. She expressed concern for noise impacts and suggested an open space buffer between the project and existing development.

Evan Gorman, Antioch resident, questioned why the General Plan designated 4000 units for the Sand Creek Focus Area and why multifamily density was decreased. He stated he appreciated the discussion on open space.

Karen Whitestone, California Native Plant Society, stated she appreciated the discussion this evening related to open space and considerations for future environmental analysis and the HCP. She offered their resources and data basis for analysis. She stated this area overlapped with botanical priority protection area and it would be very important to provide a corridor between the hilltops for the projection of species. She noted preservation of the open space over urban park development was preferred. She further noted locally rare plants offered unique characterizations and incorporating them into local development would be a great opportunity. She offered to work directly with the Planning Commission and provide resources for their consideration.

Chair Motts encouraged Ms. Whitestone to contact members of the Planning Commission.

In response to Chair Motts, Ms. Whitestone stated there were some areas on the botanical priority protection area map that show sandy/alkaline soils indicative of unique species. She recommended the Planning Commission focus on those areas.

Juan Pablo Galvan, Save Mt Diablo, stated he appreciated the Commission's input and staff's work on the General Plan update. He discussed the HCP and the highest acquisition priority areas impact on future development of the area west of Empire Mine Road. He stated the current Administrative Draft did not indicate how the creek setback was determined and suggested increasing the creek buffer to 200 feet on either side. He noted the plan also lacked the hillside transfer policy. He encouraged the City to match the southwest open space corridor to the current designated highest acquisition

priority lands in the East Contra Costa HCP. He provided land use maps that show exact lines of the corridors. He stated the land west of Empire Mine Road was the most diverse and biologically sensitive. He suggested that it could serve as a natural buffer of the highest acquisition priority lands designated by the HCP.

Joel de Valcourt, Greenbelt Alliance, stated he appreciated staff providing information on the Sand Creek Focus Area. He expressed concern regarding how the plan compared with the General Plan and suggested alternative scenarios and the HCP process be incorporated. He questioned how the removal of acreage dedicated for employment uses would affect the City's jobs/housing ratios. He expressed concern that the administrative draft removed all language related to public transportation and transit oriented development densities, which may result in CEQA issues. He suggested the City reach out to residents south of Lone Tree Way to receive their input.

Greg Souza, Antioch resident, suggested a minimum of a 300 foot buffer along Sand Creek and preserving 75% of the tops of the hills. He stated the 4000 maximum unit count should be reduced with the removal of Kaiser, PG&E and Contra Costa property.

Wendi Aghily, Antioch resident, in response to a previous speaker explained The Ranch project had not provided a buffer between their project and the existing development. She stated the 30% open space included the Sand Creek buffer which was required. She reminded the Planning Commission that they were appointed and asked the Commission when they would be considering what the local residents wanted. She requested the Planning Commission suspend their decision and allow the new Mayor the opportunity to provide input.

Gil Murillo, Antioch resident, stated there would be approximately 8000 housing starts approved in the region, which would add to the freeway congestion. He discussed the importance of seeking input from the community and outside agencies to obtain information. He expressed concern with the removal of job generation area and suggested postponing the decision until the new Council is seated and public outreach was conducted.

Director of Community Development Ebbs thanked Juan Pablo Galvan for providing details on the HCP. In regards to development west of Empire Mine Road, he noted it was not the role of staff to determine if it was feasible. He agreed that any development on the parcel would be difficult and challenged; however, current policy assigned some level of development in the area. He stated it was premature to predict the demise of a project that may exist and set policy based on that. He stated the General Plan called for 280 acres of employee producing uses; however, the City Council made a policy shift and elected to convert 108 acres of Business Park to housing, which resulted in this plan being short 35 acres. He reported there had been interest from job producers in the Wilbur Avenue and 18<sup>th</sup> Street areas and the City was committed to finding strategic ways to bring jobs into the City.

Chair Motts closed the public hearing.

In response to Commissioner Parsons, Director of Community Development Ebbs explained there was no legal deadline to complete this process; however, it was Council's direction to proceed with it.

Commissioner Parsons suggested postponing this item until the new City Council was seated.

City Attorney Vigilia stated it was up to the Commission on how they would like to proceed; however, they were not bound by the preliminary results of the election.

Commissioner Parsons stated she felt the residents should be heard and there needed to be more discussion.

Chair Motts agreed with Commissioner Parsons noting change of the City Council would be occurring soon. He spoke in support of more formal public outreach efforts with the stakeholders. Additionally, he noted the discussion was never finalized regarding gross and net density. He expressed concern for any development west of Empire Mine Road and voiced his support for the HCP process moving forward. He stated he supported this item being continued to January, 2017.

Commissioner Conley stated the City Council would be involved in the process and provide their feedback. He stated he supported the project moving forward through the process as the public would have the opportunity to provide feedback through the CEQA review and public hearing process for the Planning Commission and City Council. He stated he was a strong believer in property rights and owners had a fundamental right to develop.

Commissioner Husary stated there were too many unknowns for her to make a decision on a project of this magnitude and she would like more public engagement through workshops. She stated she would like more open space and voiced her support for the hybrid density calculation, taking out areas that are undevelopable and decreasing the total unit count.

Chair Motts reiterated it was premature for an Administrative Draft and there would be no harm in continuing the item. He recommended a structure for discussion and a formal process for the stakeholders.

Commissioner Mason stated he believed the Administrative Draft could be refined further; however, he did not want the process stalled. He noted the scheduling of community input meetings should be considered and afterward they could determine if the Administrative Draft should be modified.

Director of Community Development Ebbs stated it appeared the majority of the Commission supported delaying this process until the new Council was seated. He noted he did not have staff or the budget to create a large public outreach program. He

clarified this was a public meeting with a public comment period to offer the opportunity for residents to provide feedback. He requested further direction from the Planning Commission.

Commissioner Parsons requested the maps of the overlay be provided to the Planning Commission.

Director of Community Development Ebbs discouraged the Planning Commission from taking the East Contra Costa HCP, which the City intentionally chose not to participate in, and applying its policies into the General Plan. He noted the HCP would play itself out with the State and Federal Agencies. He stated he understood the sensitivity of everything west of Empire Mine Road; however, the City was not charged with requiring it to be sold to East Bay Regional Parks. He noted calling it all open space may be forcing it to happen and an argument could be made that it was set up as a taking. He clarified when the project application comes in for the site, there would be a site specific biological analysis that would dictate what could occur in the area. He noted policy could be made with regards to developing in the areas of the mines.

In response to Commissioner Parsons, Director of Community Development Ebbs stated that if Planning Commission decided to move forward with the process, the environmental document would come back in a formal version which would be up for public review and then the Planning Commission would make a recommendation to the City Council. He offered to bring the Administrative Draft to the City Council for their review.

Chair Motts stated he did not believe the discussion regarding the hillside transfer policy, Sand Creek buffer, gross density, housing/jobs ratios and traffic were completed and he supported allowing more time for the public and new Council to weigh in on the issues.

In response to Commissioner Husary, Director of Community Development Ebbs explained that members of the public could host forums and he would provide information requested. He noted Commissioners could be involved to a limited extent relative to the Brown Act.

***On motion by Chair Motts, seconded by Commissioner Parsons, the Planning Commission continued this item to January, 2017.***

***The motion carried the following vote:***

<b>AYES:</b>	<b><i>Parsons, Husary, Mason and Motts</i></b>
<b>NOES:</b>	<b><i>Conley</i></b>
<b>ABSTAIN:</b>	<b><i>None</i></b>
<b>ABSENT:</b>	<b><i>Zacharatos and Hinojosa</i></b>

Director of Community Development Ebbs agreed to present this item to Council after the January meeting.

### **ORAL COMMUNICATIONS**

City Attorney Vigilia stated if there were independent town hall type meetings on the previous item and Commissioners wanted to participate, he would caution a quorum participating to avoid violating the Brown Act. He noted if the Commission had any questions regarding this issue, he would be available to discuss the issues.

Chair Motts announced his granddaughter was born last night.

### **WRITTEN COMMUNICATIONS**

None.

### **COMMITTEE REPORTS**

Chair Motts reported on his attendance at the Transplan meeting.

### **ADJOURNMENT**

***Chair Motts adjourned the Planning Commission at 8:51 P.M. to the next regularly scheduled meeting to be held on December 7, 2016.***

Respectfully Submitted,  
Kitty Eiden

**STAFF REPORT TO THE PLANNING COMMISSION  
FOR CONSIDERATION AT THE MEETING OF JANUARY 18, 2017**

**Prepared by:** Forrest Ebbs, Community Development Director



**Date:** January 11, 2017

**Subject:** General Plan Land Use Element – Sand Creek Focus Area Update  
and Administrative Draft

**RECOMMENDATION**

It is recommended that the Planning Commission receive an update on the Sand Creek Focus Area portion of the General Plan Land Use Element and the Administrative Draft, and provide direction to staff.

**GENERAL PLAN UPDATE**

On May 18, 2016, the Planning Commission continued its discussion of the Sand Creek Focus Area and provided staff with the following direction:

1. Use both a density standard and a minimum/average lot size standard;
2. Identify the Sand Creek Buffer area on the map as Open Space;
3. Identify ridgelines on the map with appropriate development restrictions;
4. Provide a development schedule with minimum lot sizes and an average required lot size;
5. Develop specific standards for senior housing.

On September 21, 2016, the Planning Commission again received an update on the General Plan Land Use Element and provided additional direction. This direction was limited to a request that the hillside designations potentially receive a reduced development yield potential to further discourage development on hillsides.

On November 16, 2016, the Planning Commission received an update on the Sand Creek Focus Area policies and requested that the item be continued due to unresolved questions and concerns expressed by the Commissioners.

**Density Calculation**

At its November 16, 2016 meeting, the Planning Commission questioned the methodology for applying and calculating residential density in the Sand Creek Focus Area (SCFA). The following discussion will hopefully provide addition insight into the proposed method.

Section 4.4.1.2 of the current General Plan Land Use Element states the following:

“Densities are stated as the maximum permissible number of dwelling units per net acre that exists within the project site *prior* to any new dedication requirements. Development is assumed to accrue only to lands that are “developable.” Developable lands acres are those that are not encumbered by prior dedications of easements or rights-of-way, and are not so steep (generally over 25%) unstable, flood-prone or subject to other hazards as to be able to support new development.”

Based off of this definition, density would apply to the entirety of the acreage in an area prior to any dedications and excluding any undevelopable lands. In the SCFA, there are very few existing dedications - Deer Valley Road, Empire Mine Road, and a small segment of Sand Creek Road near the Kaiser Hospital. The proposed method does not apply density to these existing rights-of-way. The determination of developable lands is a broader, but sufficient guidance is provided in this definition to appropriately eliminate hills and the Sand Creek Corridor.

The proposed density calculation method is wholly consistent with the above General Plan density definition contained in the Land Use Element. As proposed, density applies to the entirety of a project site prior to any new dedication requirements, as prescribed in this definition. Density does not apply to undevelopable lands, which were determined by the Planning Commission to be the 250' wide Sand Creek corridor and the upper 25% of hills, as described on the map. Both the Sand Creek corridor and the hilltops are assigned Open Space designations on the draft Land Use Map, which excludes them from development or density yield calculations. This greater specificity is provided to acknowledge the additional language contained in the SCFA policies that further emphasize the importance of hillside and hilltop protection. This interpretation is consistent with the existing definition, which addresses hills and suggests a steepness determination of 25%. This steepness determination is qualified as “generally over 25%”, which suggests that other comparable methods would be appropriate if they achieve comparable results. The proposed method accomplishes this.

In summary, the proposed density calculation method is a refinement of the existing density language in the General Plan. It is entirely consistent, but also provides greater detail to avoid inconsistent interpretation for future projects.

#### Total Development Yield – Sand Creek Focus Area

From the very beginning of discussion regarding the Sand Creek Focus Area General Plan Land Use Element Update, the Planning Commission has consistently supported staff's recommendation that the total development yield for the focus area remain unchanged at 4,000 total units. This constraint has posed a consistent challenge as many of the policies in both the current General Plan and the evolving drafts resulted in development yields in excess of 4,000 units, depending on interpretation and application. In addition, the two projects approved to date (Vineyards at Sand Creek and Aviano) both reflect densities that are not sustainable if replicated in future projects.



The current Administrative Draft provides a total development yield of approximately 3,970 units, which can reasonably be rounded to 4,000 units. The current General Plan does not allocate the placement of the units or provide adequate density standards to predict the allocation of the units. Rather, it relies on a project-by-project analysis to determine the maximum development yield for each project. Unfortunately, this would likely result in the entirety of the 4,000 units being distributed to early projects before all of the projects are even considered. At the point, the City would be inclined to increase the 4,000 unit ceiling, which is inconsistent with policy to date.

The Administrative Draft is intentionally more specific, providing land use designations consistent with the remainder of the City and reflective of the natural and topographic constraints present in the Sand Creek Focus Area and identified by the Planning Commission. The proposed Land Use Map for the Sand Creek Focus Area uses a total of twelve land use designations, which are as follows:

Land Use Designations - SCFA		
<b>Designation</b>	<b>Description</b>	<b>Density</b>
SC-V	Vineyards at Sand Creek	5.94
SC-AV	Aviano	3.87
SC-MD	Medium Density Residential	3.0
SC-MD-H	Medium Density Residential – Hillside	1.5
SC-LD	Low Density Residential	2.0
SC-LD-H	Low Density Residential - Hillside	1.0
SC-VLD	Very Low Density Residential	1.0
SC-VLD-H	Very Low Density Residential – Hillside	0.5
SC-MU	Mixed Use	6.0
SC-MED	Medical Use	-
SC-OS	Open Space	-
SC-OS-H	Open Space – Hillside	-

Using the above designations and the corresponding land use designation map, the total acreage and unit counts are as follows:

Total Acreage and Units - SCFA			
<b>Designation</b>	<b>Acres</b>	<b>Density</b>	<b>Units</b>
SC-V	108	5.94	641
SC-AV	138	3.87	533
SC-MD	190	3.0	571
SC-MD-H	93	1.5	139
SC-LD	696	2.0	1,393
SC-LD-H	201	1.0	201
SC-VLD	135	1.0	135
SC-VLD-H	69	0.5	34
SC-MU	54	6.0	322
SC-MED	83	-	0

SC-OS	958	-	0
SC-OS-H	56	-	0
<b>Total</b>	<b>2,781</b>	<b>Avg. 1.43</b>	<b>3,970</b>

With the above land use designations in place, the City could reasonably expect to develop the entire 4,000 units in an equitable and predictable manner throughout the Sand Creek Focus Area. The Total Development Yield is an exercise that is intended to generate the total number of units that can be built for a particular project based on the composite of the designated lands contained within its boundaries. The following table represents an example of a project and the results of the Total Development Yield.

Total Development Yield - <i>Example Project</i>			
<b>Designation</b>	<b>Acres</b>	<b>Density</b>	<b>Units</b>
SC-MD	10	3.0	30
SC-MD-H	6	1.5	9
SC-LD	20	2.0	40
SC-LD-H	2	1.0	2
SC-VLD	1	1.0	1
SC-VLD-H	-	0.5	-
SC-MU	2	6.0	12
SC-MED	-	-	-
SC-OS	15	-	-
SC-OS-H	3	-	-
<b>Total</b>	<b>59</b>	<b>Avg. 1.6</b>	<b>94</b>

It is important to note that the Total Development Yield does not dictate where geographically the units must be constructed – the units may only be placed on any residentially-designated lands. They must, however, conform to the minimum and average lot sizes of the underlying land, which is described below.

#### Minimum and Average Lot Sizes

In addition to the basic residential densities, which are primarily used to derive a Total Development Yield, the Planning Commission has requested minimum and average lot sizes to guide the character of the neighborhoods in the Sand Creek Focus Area. These lot sizes are as follows:

Minimum and Average Lot Sizes		
<b>Designation</b>	<b>Minimum Lot Size</b>	<b>Average Lot Size (sf)</b>
SC-V	-	-
SC-AV	-	-
SC-MD	4,000 sf	5,000 sf
SC-MD-H		
SC-LD	5,000 sf	7,000 sf
SC-LD-H		

SC-VLD	8,000 sf	12,000 sf
SC-VLD-H		
SC-MU	-	-
SC-MED	1 acre	-
SC-OS	-	-
SC-OS-H	-	-
Senior Housing (all districts)	4,000 sf	-

All units placed within the geographical boundaries of a certain land use designation, as identified on the Land Use Map, must adhere to the minimum and average lot sizes of that district.

### Open Space

The Administrative Draft identifies 1,014 acres as either Open Space or Open Space – Hillside. In total, this constitutes 37% of the total land area (2,781 acres) for the Sand Creek of Focus Area. The text of the current General Plan suggests that no less than 25% (695 acres) of the total land area be preserved in open space, exclusive of the golf course. The Administrative Draft increases the amount of preserved open space by 319 acres, or 46%, over the current General Plan. This area consists of protected hilltops, the Sand Creek Corridor, and the area identified by the current General Plan as Open Space in the southwest corner of the Sand Creek Focus Area. This area, commonly identified as the Kit Fox Habitat, is also noted in the East Contra Costa County Habitat Conservation Plan.

In addition, the Administrative Draft imposes a *minimum* setback from the centerline of Sand Creek of 125'. This 250'-wide corridor extends for the entire length of the creek and is designated as Open Space. Within this Open Space corridor, trails and minimal support infrastructure are encouraged and road crossings are discouraged. Additional descriptive text is provided to encourage access, visibility and interaction with Sand Creek.

### Senior Housing

The Administrative Draft encourages Senior Housing throughout the Sand Creek Focus Area and offers a reduced minimum lot size of 4,000 square feet for this use. It also omits a required average lot size for Senior Housing. The document does not cap Senior Housing, nor does it prescribe precise locations for it. Rather, it allows for market timing and availability of developable land to determine the location.

Although the Senior Housing provisions allow for a smaller lot size, they do not automatically increase the underlying residential density or Total Development Yield. Rather, the Draft defers to the City's existing Senior Housing and Density Bonus provisions, which automatically provide for increased densities for qualifying projects. The basis for a Density Bonus is, according to State law, the residential density prescribed in the General Plan. The Density Bonus is then layered on top of that figure

to determine the final density. A market-rate senior project could expect a Density Bonus of 20%, which would be factored in during the Total Development Yield calculation. To facilitate this, the Draft calls for the forthcoming Zoning Map to designate the residential lands of the Sand Creek Focus Area with a Senior Housing Zoning Overlay.

### Implementation

The General Plan is intended to be a strong guiding document for the physical development of a community. The Zoning Ordinance, the public review process, and the environmental review process, all provide project-specific review at a much greater detail. Language is included in the draft document

### Next Steps

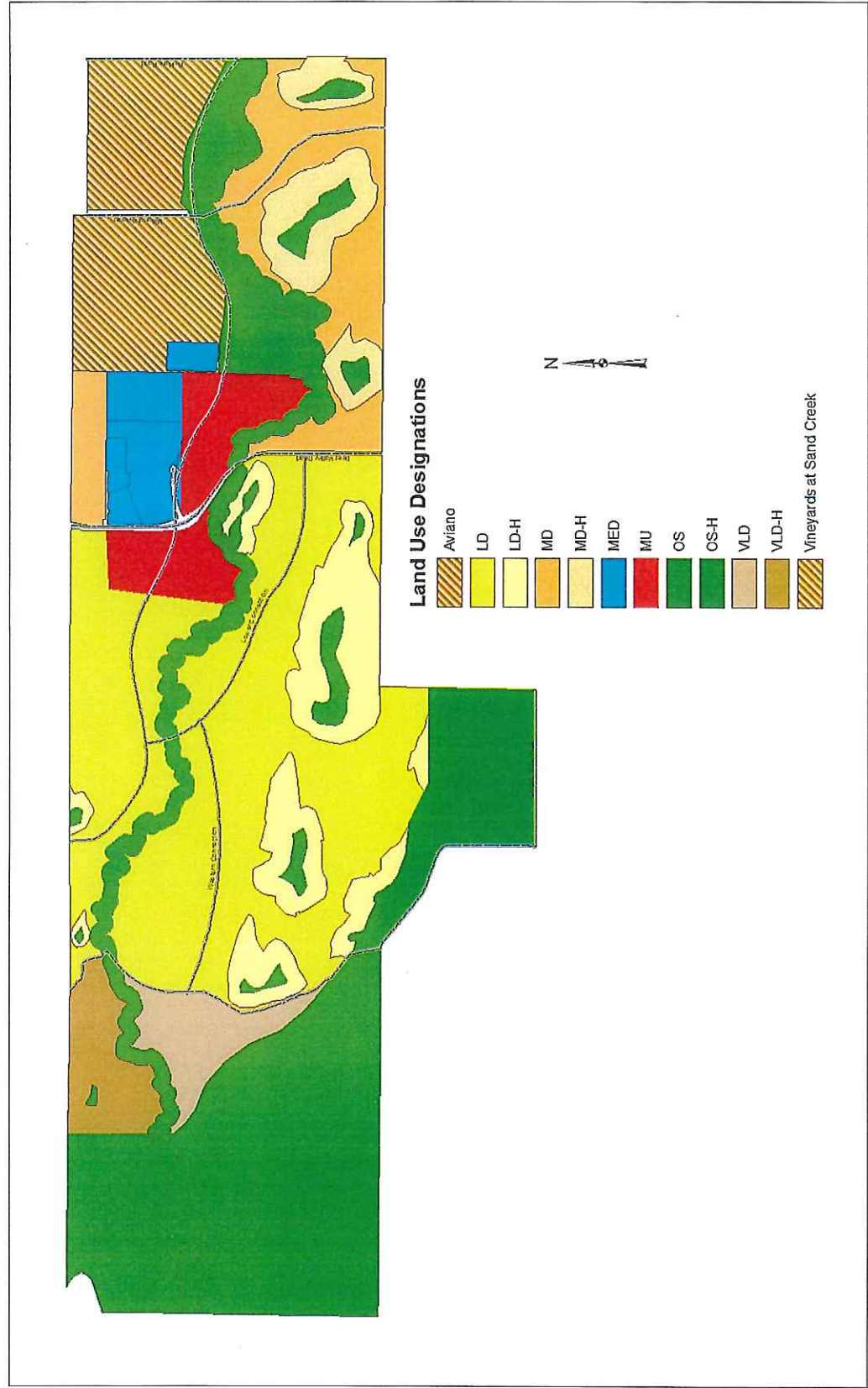
Following this presentation to the Planning Commission, staff intends to provide a comprehensive update to the City Council during the month of February. This update will provide the new City Council with a status of the work completed by staff and the Planning Commission to date and staff will also solicit any comments or direction from the Council members. Staff will then consult with the Planning Commission before designing a path forward with the environmental review process.

Staff has elected to divide the General Plan Land Use Element Update CEQA review and City approval processes. There will be separate CEQA documents and approval processes for the Sand Creek Focus Area and for the Land Use Element pertaining to the remainder of the City. Whereas the Sand Creek Focus Area discussion is complex and includes large undeveloped tracts of land, the remainder of the Land Use Element addresses existing developed areas, which warrant a different and simpler discussion. These two tracts will allow for independent consideration of the two unique efforts. However, both efforts will ultimately be consolidated into a single Land Use Element document to ensure that information is consistent and accessible.

### ATTACHMENTS

- A. Sand Creek Focus Area Land Use Map
- B. Administrative Draft of Update to the General Plan Land Use Element for the Sand Creek Focus Area
- C. Copy of Current Sand Creek Focus Area policies

# ATTACHMENT “A”



# ATTACHMENT “B”

**4.4.6.7 Sand Creek.** The Sand Creek Focus Area encompasses approximately 2,781 acres in the southern portion of the City of Antioch.

This Focus Area is bounded by existing residential neighborhoods to the north, Black Diamond Mines Regional Preserve to the west, the city limits to the south, and the City of Brentwood to the east. Empire Mine Road and Deer Valley Road run in a general north-south direction through the Focus Area, dividing it roughly into thirds.

**a. Purpose and Primary Issues.**

Sand Creek, as well as natural hillsides and canyons within the Sand Creek Focus Area, contain habitats for sensitive plant and animal species, as well as habitat linkages and movement corridors. Overall, the western portion of the Focus Area is more environmentally sensitive than the eastern portion in terms of steep topography, biological habitats and linkages, the existence of abandoned coal mines, and proximity to public open space at Black Diamond Mines Regional Preserve. The west end of the Sand Creek Focus Area serves as a linkage between two regionally significant blocks of grassland. Decades of urban and agricultural use have greatly reduced the width of this linkage, substantially increasing the ecological importance of the remaining linkage within the Sand Creek Focus Area. Land has been preserved in regional parks and permanent open space, primarily in extensive grassland to the immediate west and northwest, as well as south of the Sand Creek Focus Area. These preserves represent a significant investment of public resources, and are a valued public asset.

Stream and riparian communities occupy a small portion of the Focus Area, but are widely distributed. Because of their high biotic value, stream and riparian communities within the Focus Area are considered to be a sensitive resource. The Focus Area also includes an oak woodland and savanna community, which, because of its high wildlife value, is considered to be a sensitive resource.

**b. Policy Direction.**

The environmental sensitivity of portions of the Sand Creek Focus Area has been recognized in the prior General Plans; however, policy direction was very general. The following policy discussion and policies for the Sand Creek Focus Area are intended to provide clear direction for the future development and environmental management of the area.

The Sand Creek Focus Area is intended to function as a large-scale planned community, providing needed housing and support services. Residential development within the Sand Creek Focus Area will provide for a range of housing types, including medium and large-lot single-family homes and senior housing.



The following policies apply to development within the Sand Creek Focus Area.

**1. Development Yield**

- a. The development yield for the Sand Creek Focus Area shall not exceed 4,000 dwelling units.
- b. The Total Development Yield for an individual development project shall be based on the Land Use Map for the Sand Creek Focus Area and the following policies:
  - i. The Total Development Yield establishes the maximum number of residential units that may be built over a specified geographic area or project site.
  - ii. The Total Development Yield is derived by multiplying the area, in acres, by the specified density for each land use area, or portion thereof, as presented on the Land Use Map for the Sand Creek Focus Area.
  - iii. The Total Development Yield for a project is the sum of the units derived from each land use area contained within the project site.
  - iv. The unit count resulting from the Total Development Yield do not need to be sited within the land use designation area from where they were derived, but may be located in any residential or mixed use land use area within the project site.
  - v. All units sited within a residential land use area must conform to the underlying minimum lot size and other development standards, if applicable, of that land use area.
  - vi. The following table contains the approximate acreage and anticipated development yield for the various Land Use Designations for the Sand Creek Focus Area. These figures are estimated and may be evaluated with more precision with a project application.

<b>TABLE A: TOTAL DEVELOPMENT YIELD</b>			
<b>Land Use Designation</b>	<b>Acres</b>	<b>Units</b>	<b>Density</b>
SC-AV	138	533	3.9
SC-V	108	641	5.9
SC-MU	54	322	6
SC-MD	190	571	3
SC-LD	696	1393	2
SC-MD-H	93	139	1.5
SC-LD-H	201	201	1
SC-VLD	135	135	1
SC-VLD-H	69	34	0.5
SC-MED	83	0	0
SC-OS	958	0	0
SC-OS-H	56	0	0
<b>Total</b>	<b>2,781</b>	<b>3,970</b>	<b>1.4</b>

## 2. Land Use Designations

- a. Land Use Designations are intended to provide a basic description of their purpose and basic development standards. The Planned Development (PD) process will determine project-specific standards. The designations are described in the following table:

<b>TABLE B: LAND USE DESIGNATIONS</b>	
<b>Land Use Designation</b>	<b>Description</b>
SC-V	The Vineyards at Sand Creek project was approved in 2016 and is designated as approved. Any changes to the project will require a General Plan amendment.
SC-AV	The Aviano project was approved in 2015 and is designated as approved. Any changes to the project will require a General Plan amendment.
SC-MD	These designations are intended for the development of single-family neighborhoods on mid-size lots with opportunities for clustering or condominium-style development.
SC-MD-H	
SC-LD	These designations are intended for the development of single-family neighborhoods on large lots with associated suburban neighborhood amenities.
SC-LD-H	
SC-VLD	These designations are intended for the development of single-family neighborhoods on very large lots for estate or executive-style properties.
SC-VLD-H	
SC-MU	This designation allows for development of commercial and residential uses in a Town Center environment. Residential uses should occupy no more than 50% of the site, but may be built as attached condominiums or apartments.
SC-MED	This designation reflects the existing Kaiser Permanent Antioch Medical Center and the adjacent medical high school.
SC-OS	These designations identify the various open space and protected natural areas, including the Sand Creek corridor, the sensitive habitat at the southwest corner of the site, the large drainage basin and future regional park, and protected hilltops.
SC-OS-H	

- b. Land Use Designations are assigned based on topography, natural features, and proximity to major transportation routes. These designations, and their corresponding maximum densities, allow for the equitable and predictable disbursement of units to ensure that the total development yield for the Sand Creek Focus Area does not exceed 4,000. As such, any proposed amendment to the General Plan that increases the total development yield of the site will preclude other development sites from reaching their development potential. Such a practice is strongly discouraged and should only be accomplished if development rights are transferred from another parcel. Transferring units from one property owner to another will allow for greater creativity and consolidation of units. The following rules describe how a development transfer might occur:
- i. Owners of both properties must apply concurrently for the development transfer.

- ii. A deed restriction or other legal notice assigned to the deed of the property must be recorded concurrently with the development transfer.
  - iii. The development transfer must be approved concurrently with the approval of the project and the entire action must be considered during the environmental review process.
  - iv. The development transfer may not be used to transfer units obtained through the Density Bonus process. Similarly, the above rules do not preclude ordinary use of the Density Bonus process.
- c. Senior housing is strongly encouraged throughout the Focus Area.
  - i. The Density Bonus process may be used to increase the density for applicable senior projects.
  - ii. Any project providing a minimum of 30% of the total units for Senior Housing may be entitled to a 20% Density Bonus.
  - iii. Senior housing may be developed on smaller lots as described in the Land Use Designation Table for the Sand Creek Focus Area.
- d. The commercial component of the Mixed Use land use designation must conform to the land use standards of the Neighborhood Commercial (C-N) Land Use designation.

<b>TABLE C: DEVELOPMENT STANDARDS</b>		
<b>Designation</b>	<b>Minimum Lot Size</b>	<b>Average Lot Size (sf)</b>
SC-V	-	-
SC-AV	-	-
SC-MD	4,000 sf	5,000 sf
SC-MD-H		
SC-LD	5,000 sf	7,000 sf
SC-LD-H		
SC-VLD	8,000 sf	12,000 sf
SC-VLD-H		
SC-MU	-	-
SC-MED	1 acre	-
SC-OS	-	-
SC-OS-H	-	-
Senior Housing (all districts)	4,000 sf	-

### **3. Financial Analysis**

- a. All non-public projects shall be demonstrated to be financially sustainable and not requiring ongoing expense to the City of Antioch that exceeds tax and other financial benefits from the project. A Fiscal Impact Analysis shall be provided that demonstrates sustainability over 10, 20, and 30-year timeframes.
- b. Private streets and utilities are encouraged to achieve financial sustainability.

### **4. Open Space and Recreation**

- a. A minimum of 30% of the Sand Creek Focus Area shall be dedicated Open Space.
- b. A comprehensive trail system shall be installed throughout the Sand Creek Focus Area that connects to Black Diamond Mines Regional Preserve and, ideally, to other regional trails. The trail system should avoid roadway-adjacent sidewalks and connect neighborhood parks, communities, commercial centers, and other area features. The trail system should follow ridgelines and designated open space areas and should be open to the general public to the greatest extent possible. The trail system should also traverse the Sand Creek corridor.
- c. A public staging area shall be developed as near as possible to Black Diamond Mines Regional Preserve to allow for public access.
- d. All projects should provide full park acreage dedication requirements and in-lieu fees are strongly discouraged. Neighborhood parks should contain a variety of passive and active facilities and should be sited so as to have direct access to the trail system.
- e. The entire length of Sand Creek shall contain a 125'-wide buffer. Development shall be prohibited within this buffer area, with the following exceptions:
  - i. Bridges,
  - ii. Benches, shade structures, interpretive monuments, or similar park features,
  - iii. Trails.
- f. Careful attention should be given to the experience within the Sand Creek corridor and, especially, along the trails. One-sided residential streets with open views to the creek corridor and neighborhood parks are encouraged to be located adjacent to the Sand Creek corridor. High traffic roadways, residential backyard fences, sound walls, the rear of commercial buildings, visible basins, or similar offensive features are strongly discouraged adjacent to the Sand Creek corridor.
- g. A viable, continuous grassland corridor between Black Diamond Mines Regional Preserve and Marsh Creek State Park shall be retained using linkages in the southwestern portion of the Lone Tree Valley (within the Sand Creek drainage area), Horse Valley, and the intervening ridge. The primary goal of preserving such a corridor is to allow for wildlife movement between Black Diamond Mines Regional Preserve and Marsh Creek State Park.

Completion of such a corridor is contingent upon the cooperation with the City of Brentwood and Contra Costa County, each of whom may have land use jurisdiction over portions of this corridor. To preserve this corridor and in view of other significant development constraints, certain lands in the southwestern portion of the Focus Area are designated as "Open Space," as depicted in the Land Use Map for the Sand Creek Focus Area.

- h. Each project shall submit an Open Space management plan concurrent with the application indicating how open space lands will be owned, managed, and maintained.
- i. A large regional park or sports complex shall be developed within the detention basin owned by Contra Costa County Flood Control District. The City of Antioch shall work with the District in its development, as provided in the approved Sand Creek Basin Master Plan.

## **5. Circulation**

- a. The development of the Sand Creek Focus Area shall contain the roadways identified on the Land Use Map for the Sand Creek Focus Area. The exact alignment of the identified roadways may be altered as long as important connections are ultimately made.
- b. The extension of Dallas Ranch Road shall be called Sand Creek Road for continuity throughout the Focus Area.
- c. Sand Creek Road, Deer Valley Road, and Hillcrest Avenue, at minimum, shall contain adequate turn-outs and similar facilities for bus systems.
- d. Sand Creek Road, Deer Valley Road, and Hillcrest Avenue shall all have paved Class I bike paths, unless an alternate nearby parallel path exists within the broader Open Space trail system.
- e. Sidewalks on Sand Creek Road, Deer Valley Road, and Hillcrest Avenue shall be separated from the back of curb by at least ten feet.
- f. Roundabouts and traffic circles should use wherever practical to avoid unnecessary stops.
- g. Empire Mine Road should be limited to emergency vehicle access and use by pedestrians or cyclists. Through traffic should be absolutely limited to property owners reliant on Empire Mine Road for access.
- h. Bridges over Sand Creek shall be limited and used only where necessary. Consolidation of vehicle bridges is strongly encouraged and bridge locations should be limited to the following:
  - i. Empire Mine Road
  - ii. Southward from Sand Creek Road
  - iii. Deer Valley Road
  - iv. Hillcrest Avenue Extension

## **6. Community Design**

- a. Neighborhoods, roadways, trails, medians, parks, commercial centers, and other features should reflect a cohesive design theme, which is unique to the Sand Creek Focus Area and reflective of its character.

- b. Individual projects should use similar or identical exterior treatments facing major roadways to avoid non-cohesive or trendy exterior designs.
- c. Drainage facilities should be designed to have a natural appearance and to avoid the appearance of heavy concrete structures.
- d. Water collection/detention basins shall be designed to resemble natural ponds or similar water bodies and shall have irregular shapes and complementary planting. The entire basin shall be designed such that any required fencing is minimally visible or screened by heavy planting.
- e. Chain link fencing may not be used for any purpose throughout the Sand Creek Focus Area. Split-rail or other rustic fencing may be an appropriate material.
- f. Existing stands of oak trees, individual oak trees, or other unique natural features, shall be retained and integrated into parks, medians, or similar public areas.
- g. Exotic landscaping, such as palm trees and large grass expanses (except for playfields), should be avoided in public areas. New landscaping should utilize native plant species, natural design, and water-efficient methods throughout.

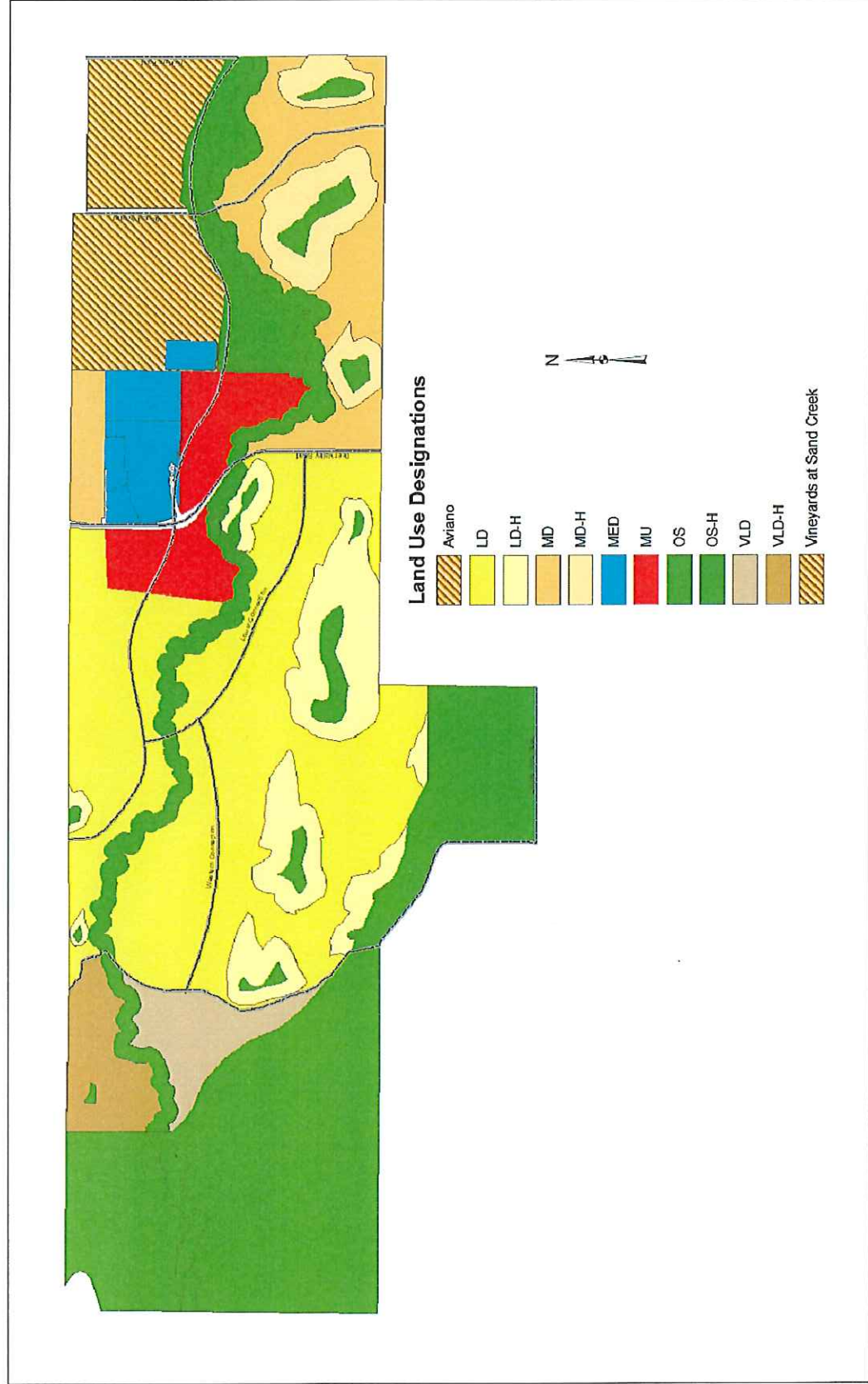
## **7. Hillside and Hilltops**

- a. Hilltop areas designated as Open Space on the Land Use Map for the Sand Creek Focus Area shall be retained in their natural condition. They may not be graded, used for crop production, or otherwise altered.
- b. The precise outlines of the protected Hilltops are provided herein and are approximations based on the best available information. The shapes represent the top 25% of the hill, which is derived from subtracting the base elevation of the hill from the uppermost elevation, finding the upper 25%, and tracing the corresponding topographic mark. More precise shapes may be considered during a project application.
- c. Hillside, designated with “-H”, are available for development subject to the following:
  - i. All grading and development should use a “landform grading” approach, whereby the terrain can be graded or modified, but the final appearance must be that of a natural hillside with organic contours, inconsistent slopes, curving topography, natural plantings.
  - ii. Disturbed hillsides must be treated with native grasses or similar treatment to avoid run-off or erosion.
  - iii. The planting of oak trees and other native plants is strongly encouraged for modified hillsides.
- d. Where retaining walls are used, the materials must be natural in appearance and stepped to prevent a severe drop-off. A maximum individual wall height of 6' is recommended.
- e. Except where described in this section, the treatment of hillsides should generally adhere to the Hillside Design Policies contained in Section 5.4.14.
- f. Houses or other structures should not be sited so as to create an artificial skyline or profile visible beyond the ridgeline or hilltop.

## 8. Other

- a. All applications for development within the Sand Creek Focus Area are subject to review through the Planned Development District process, as described in Article 23 of the Zoning Ordinance.
- b. The maps contained within this General Plan are intended for general purposes and it is expected that future development applications will provide specific mapping, surveying, and analysis of geographical, biological, and other natural constraints. This specific mapping may be used to modify the boundaries of land use designations only if such a modification does not increase overall development yield and is otherwise consistent with the General Plan.
  - i. Any boundary adjustments made to the areas west of Empire Mine Road shall be minor, shall not create islands of residential development, and shall not result in an increased development yield. These adjustments shall only be made to reflect new or more specific information related to the unique habitat and biological constraints related to the southern portion of this area.
- c. The text contained in the General Plan, along with the maps and land use designations, are not a guarantee of development rights, but are intended to provide general guidance for future growth. The City of Antioch acknowledges that any development in this area will be subject to review and approval by other State and federal agencies and does not suppose in this General Plan that all areas designated for development will ultimately receive adequate approvals from all agencies to achieve the level of development suggested in this General Plan.





# ATTACHMENT “C”

- Future multifamily residential, if provided, is to be developed as part of a mixed-use office/residential development.
- d. Because of the highly visible nature of the Focus Area, office development at the intersection of Delta Fair and Century boulevards should be mid-rise (three to five stories), and display high quality architecture.
  - e. Adequate separation shall be maintained between new office and multi-family uses and existing residential neighborhoods. If parking areas are located along the residential edge, sufficient noise mitigation shall be provided.
  - f. As part of the development of this Focus Area, community gateway monumentation is to be established at the northwest corner of Delta Fair and Century Boulevards, including distinctive signage and landscaping and expressing the theme of Antioch as "Gateway to the Delta." Such signage and monumentation must portray a high quality design image for the City.<sup>1</sup>

**4.4.6.7 Sand Creek.** The Sand Creek Focus Area encompasses approximately 2,712 acres in the southern portion of the City of Antioch (Figure 4.8).

This Focus Area is bounded by existing residential neighborhoods to the north, Black Diamond Mines Regional Preserve to the west, the city limits to the south, and the City of Brentwood to the east. Empire Mine Road and Deer Valley Road run in a general north-south direction through the Focus Area, dividing it roughly into thirds.

**a. Purpose and Primary Issues.** The Sand Creek Focus Area combines two existing policy and planning areas identified in the previous General Plan: the southern portion of "Focused Policy Area 18" and the entirety of Future Urban Area 1." Previous General Plan policy tied the timing of development within this Focus Area to progressive build out of the land immediately to the north (the area generally known as Southeast Antioch), and to

agreement on an alignment for the SR-4 bypass.

Through the 1990s, build out of Southeast Antioch was largely completed, an alignment for the SR-4 bypass was selected, and financing for construction of the bypass was developed. As a result, the City stepped up its planning efforts for the Sand Creek Focus Area with area landowners. Because of the multiple ownerships within the Sand Creek Focus Area, detailed coordination of access and infrastructure, along with the establishment of workable financing mechanisms was necessary in addition to land use planning.

Sand Creek, as well as natural hillsides and canyons within the Sand Creek Focus Area, contain habitats for sensitive plant and animal species, as well as habitat linkages and movement corridors. Overall, the western portion of the Focus Area is more environmentally sensitive than the eastern portion in terms of steep topography, biological habitats and linkages, the existence of abandoned coal mines, and proximity to public open space at Black Diamond Mines Regional Preserve. The west end of the Sand Creek Focus Area serves as a linkage between two regionally significant blocks of grassland. Decades of urban and agricultural use have greatly reduced the width of this linkage, substantially increasing the ecological importance of the remaining linkage within the Sand Creek Focus Area. Land has been preserved in regional parks and permanent open space, primarily in extensive grassland to the immediate west and northwest, as well as south of the Sand Creek Focus Area. These preserves represent a significant investment of public resources, and are a valued public asset.

Stream and riparian communities occupy a small portion of the Focus Area, but are widely distributed. Because of their high biotic value, stream and riparian communities within the Focus Area are considered to be a sensitive resource. The Focus Area also includes an oak woodland and savanna community, which, because of its high wildlife value, is considered to be a sensitive resource.

<sup>1</sup> See the Community Image and Design Element.

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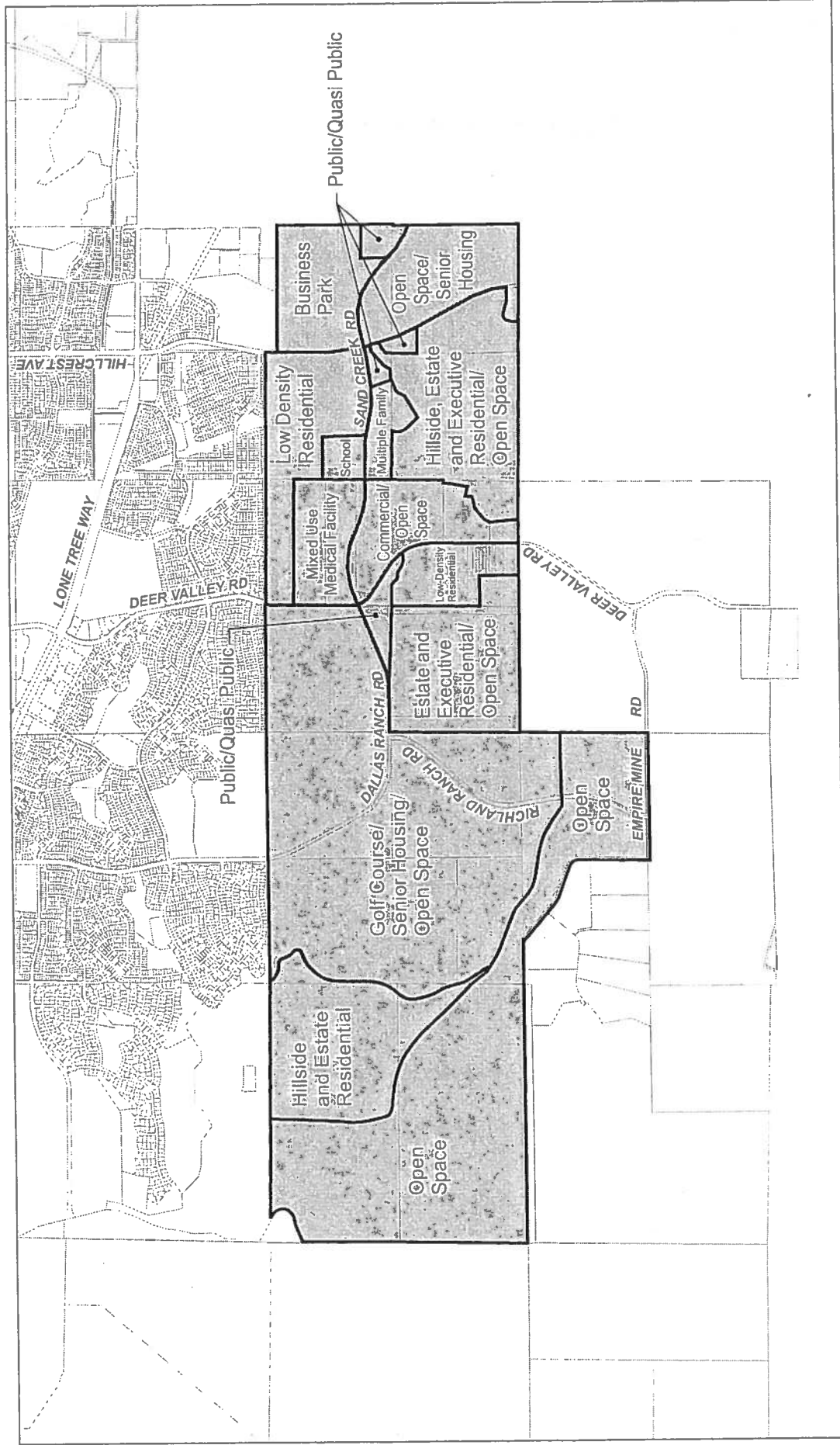


FIGURE 4.8

LSA



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**b. Policy Direction.** The environmental sensitivity of portions of the Sand Creek Focus Area was recognized in the City's previous General Plan; however, policy direction was very general. As an example, the previous General Plan did not provide any indication of the maximum allowable development intensity for Future Urban Area 1. The previous General Plan also stated that while the area between Contra Loma Boulevard and Empire Mine Road was designated Estate Residential, "the actual density should be based on a development plan that ensures that the special characteristics of the area, including steep slopes, riparian habitat, and other environmental constraints, are accommodated."

The following policy discussion and policies for the Sand Creek Focus Area are intended to provide clear direction for the future development and environmental management of the area.

The Sand Creek Focus Area is intended to function as a large-scale planned community, providing needed housing and employment opportunities. This Focus Area is also intended to provide substantial employment opportunities. Up to approximately 280 acres are to be devoted to retail and employment-generating uses, which will result in the creation of up to 6,500 jobs at build out. Residential development within the Sand Creek Focus Area will provide for a range of housing types, including upper income estate housing, golf course-oriented age-restricted housing for seniors, suburban single-family detached housing, and multifamily development.

The following policies apply to development within the Sand Creek Focus Area.

- a. Prior to or concurrent with approvals of any development applications other than major employment-generating uses (including, but not limited to a medical facility on the Kaiser property), a specific plan or alternative planning process as determined by the City Council, shall be prepared and approved for the Sand Creek Focus Area. Such specific plan or alternative planning process shall identify and provide for project for project-related
- land uses, financing of required public services and facilities, open space preservation, community design, recreational amenities, and community improvements within the area proposed for development.
- b. Sand Creek Focus Area development shall make a substantial commitment to employment-generating uses. Up to 280 acres are to be devoted to employment-generating uses within the areas shown for Business Park and Commercial/Open Space, in addition to the area shown as Mixed Use Medical Facility. Appropriate primary land uses within employment-generating areas include:
  - Administrative and Professional Offices
  - Research and Development
  - Light Manufacturing and Assembly
  - Hospital and related medical uses
- c. Secondary, support and ancillary uses within employment-generating areas include:
  - Banks and Financial Services
  - Business Support Services
  - Eating and Drinking Establishments
  - Health Clubs and Spas
  - Lodging and Visitor Services
  - Storage and Distribution – Light
  - Civic Administration
  - Cultural Facilities
  - Day Care Centers
- d. The maximum development intensity for employment-generating lands shall be an overall FAR of 0.5.
- e. A maximum of 95 acres of retail commercial uses designed to service the local community may be developed within the areas shown for Commercial/Open Space, with a maximum overall development intensity of a 0.3 FAR.
- f. Up to 1.24 million square feet of retail commercial uses may be constructed.

Within areas designated for retail use (areas shown for Commercial/Open Space), office development may be developed at a maximum FAR of 0.5.

g. Appropriate uses within the retail portions of this Focus Area include:

- Administrative and Professional Offices
- Automotive Uses
- Banks and Financial Services
- Business Support Services
- Eating and Drinking Establishments
- Food and Beverage Sales
- General Merchandise
- Health Clubs and Spas
- Personal Services
- Personal Instruction
- Theaters
- Civic Administration
- Cultural Facilities
- Day Care Centers
- Residential development as part of a mixed-use medical facility

h. Commercial areas shall be designed as cohesive centers, and not in narrow corridors or commercial strips.

i. Each commercial center shall establish an identifiable architectural theme, including buildings, signage and landscaping.

j. Commercial and employment-generating developments shall be designed to accommodate public transit and non-motorized forms of transportation.

k. A maximum of 4,000 dwelling units may be constructed within the Sand Creek Focus Area. Appropriate density bonuses may be granted for development of age-restricted housing for seniors; however, such density bonuses may not exceed the total maximum of 4,000 dwelling units for the Sand Creek Focus Area.

l. It is recognized that although the ultimate development yield for the Focus Area may be no higher than the 4,000 dwelling unit maximum, the actual development yield is not guaranteed by the General Plan, and could be substantially lower. The actual residential development yield of the Sand Creek Focus Area will depend on the nature and severity of biological, geologic, and other environmental constraints present within the Focus Area, including, but not limited to constraints posed by slopes and abandoned mines present within portions of the Focus Area; on appropriate design responses to such constraints, and on General Plan policies. Such policies include, and but are not limited to, identification of appropriate residential development types, public services and facilities performance standards, environmental policies aimed at protection of natural topography and environmental resources, policies intended to protect public health and safety, and implementation of the Resource Management Plan called for in Policy "t," below.

m. As a means of expanding the range of housing choices available within Antioch, three types of "upscale" housing are to be provided, including Hillside Estate Housing, Executive Estate Housing, and Golf Course-Oriented Housing.

Hillside Estate Housing consists of residential development within the hilly portions of the Focus Area that are designated for residential development. Appropriate land use types include Large Lot Residential. Within these areas, typical flat land roadway standards may be modified (e.g., narrower street sections, slower design speeds) to minimize required grading. Mass grading would not be permitted within this residential type. Rough grading would be limited to streets and building pad areas. Residential densities within Hillside Estate Areas are to be limited to one dwelling unit per gross developable acre (1 du/ac), with typical lot sizes ranging upward from 20,000 square feet. The anticipated population density for this land use type is up to four persons per developed acre. Included in this category is



custom home development, wherein semi-improved lots are sold to individuals for construction of custom homes. Approximately 20 percent of Hillside Estate Housing should be devoted to custom home sites.

Executive Estate Housing consists of large lot suburban subdivisions within the flatter portions of the Focus Area. Appropriate land use types include Large Lot Residential. Densities of Executive Housing areas would typically be 2 du/ac, with lot sizes ranging upward from 12,000 square feet. The anticipated population density for this land use type is up to eight persons per developed acre.

Golf Course-Oriented Housing consists of residential dwelling units fronting on a golf course to be constructed within the portion of the Focus Area identified as Golf Course/Senior Housing/Open Space in Figure 4.8. Appropriate land use types include Single Family Detached and Small Lot Single Family detached for lots fronting on the golf course. Maximum densities for golf course-oriented housing would typically be 4 du/ac, with lot sizes as small as 5,000 square feet for lots actually fronting on the golf course. Given the significant environmental topographic constraints in the portion of the focus area west of Empire Mine Road, the minimum lot size for executive estate housing within this area shall be a minimum of 10,000 square feet. This would allow additional development flexibility in situations where executive estate housing needs to be clustered in order to preserve existing natural features. In no case shall the 10,000 square foot minimum lot size constitute more than 20 percent of the total number of executive estate housing units in the area west of Empire Mine Road. The anticipated population density for this land use type is up to eight to twelve persons per acre developed with residential uses. Should the City determine as part of the development review process that development of a golf course within the area having this designation would be infeasible, provision of an alternative open space program may

be permitted, provided, however, that the overall density of lands designated Golf Course/Senior Housing/Open Space not be greater than would have occurred with development of a golf course.

- n. Single-Family Detached housing within suburban-style subdivisions with lot sizes ranging from 7,000 square feet to 10,000 square feet may also be developed within the Sand Creek Focus Area within areas shown as Residential and Low Density Residential in Figure 4.8. The anticipated population density for this land use type is up to eight to twelve persons per acre developed with residential uses.
- o. A total of 25 to 35 acres is to be reserved for multi-family housing to a maximum density of 20 du/ac. Areas devoted to multi-family housing should be located adjacent to the main transportation routes within the Focus Area, and in close proximity to retail commercial areas. The anticipated population density for this land use type is up to forty persons per acre developed with residential uses.
- p. Age-restricted senior housing should be developed within the Focus Area as a means of expanding the range of housing choice within Antioch, while reducing the Focus Area's overall traffic and school impacts. Such senior housing may consist of Single Family Detached, Small Lot Single Family Detached, of Multi-Family Attached Housing, and may be developed in any of the residential areas of the Sand Creek Focus Area. Within areas identified in Figure 4.8 specifically for senior housing, limited areas of non-senior housing may be permitted where environmental or topographic constraints would limit development densities to a range more compatible with estate housing than with senior housing.
- q. Areas identified as Public/Quasi Public and School in Figure 4.8 are intended to identify locations for new public and institutional uses to serve the future development of the Sand Creek Focus Area. Development within these areas is to be consistent with the provisions of the Public/In-

stitutional land use category described in Section 4.4.1.4 of the Land Use Element.

- r. Sand Creek, ridgelines, hilltops, stands of oak trees, and significant landforms shall be preserved in their natural condition. Overall, a minimum of 25 percent of the Sand Creek Focus Area shall be preserved in open space, exclusive of lands developed for golf course use.
  - s. Adequate buffer areas adjacent to the top of banks along Sand Creek to protect sensitive plant and amphibian habitats and water quality shall be provided. Adequate buffer areas shall also be provided along the edge of existing areas of permanently preserved open space adjacent to the Sand Creek Focus Area, including but not limited to the Black Diamond Mines Regional Park. Buffers established adjacent to existing open space areas shall be of an adequate width to minimize light/glare, noise, fire safety, public safety, habitat, public access impacts within the existing open space areas, consistent with the provisions of Section 10.5, Open Space Transitions and Buffers Policies of the General Plan.
  - t. Because of the sensitivity of the habitat areas within the Sand Creek Focus Area, and to provide for mitigation of biological resources impacts on lands in natural open space, as well as for the long-term management of natural open space, a Resource Management Plan based on the Framework Resource Management Plan attached as Appendix A to this General Plan shall be prepared and approved prior to development of the Sand Creek Focus Area.
  - u. A viable, continuous grassland corridor between Black Diamond Mines Regional Preserve and Cowell Ranch State Park shall be retained using linkages in the southwestern portion of the Lone Tree Valley (within the Sand Creek drainage area), Horse Valley, and the intervening ridge. The primary goal of preserving such a corridor is to allow for wildlife movement between Black Diamond Mines Regional Preserve and Cowell Ranch State Park. Completion of such a corridor is contingent upon the cooperation with the City of Brentwood and Contra Costa County, each of whom may have land use jurisdiction over portions of this corridor.
- To preserve this corridor and in view of other significant development constraints, certain lands in the southwestern portion of the Focus Area shall be designated as "Open Space," as depicted in Figure 4.8. Limited future adjustments to the boundaries of this "Open Space" area may occur as part of the Specific Plan and/or project level environmental review processes, provided that such adjustments: (a) are consistent with the goals and policies outlined in the Framework for Resource Management set forth in Appendix A; (b) are based upon subsequently developed information and data relating to environmental conditions or public health and safety that is available at the Specific Plan stage, the project-level development plan stage, or during the permitting processes with federal, state or regional regulatory agencies; and (c) would not cause the "Open Space" area west of Empire Mine Road to be less than 65 percent of the total lands west of Empire Mine Road. Any open space and otherwise undeveloped areas west of Empire Mine Road that are within the area designated as "Hillside and Estate Residential" shall not count towards meeting this 65 percent minimum "Open Space" requirement.
  - All areas designated as "Open Space" within the Focus Area may be utilized for mitigation for loss of grassland and other project-level impacts by projects within the Focus Area.
  - Due to the varied and complex topography west of Empire Mine Road the exact boundary between the "Hillside Estate" residential area and "Estate" residential area shall be determined as part of the project-level entitlement process.

- It is anticipated that there will be only minor adjustments to the boundary between the open space area and the hillside and estate residential area shown in Figure 4.8. Minor adjustments may be made to this boundary provided that such adjustments shall not create islands of residential development within the area designated open space in Figure 4.8..
- In order to ensure adequate buffering of the Black Diamond Mines Regional Park from development in the Sand Creek Focus Area, no residential development shall be allowed north of the Sand Creek channel between the area designated "Hillside and Estate Residential" in Figure 4.8 west of Empire Mine Road and the existing Black Diamond Mines Regional Park boundary.
- v. The construction of facilities necessary to ensure adequate public access across Sand Creek west of Empire Mine Road, including the bridging of Sand Creek, an appropriately sized parking lot and staging area, and any trails needed to ensure public access to Black Diamond Mines Regional Park shall be implemented as an infrastructure component of development in the Focus Area.
- w. To mitigate the impacts of habitat that will be lost to future development within the Focus Area, an appropriate amount of habitat shall be preserved on- or off-site per the compensatory provisions of the Framework Resource Management Plan prepared for the Sand Creek Focus Area (attached as Appendix A of the General Plan).
- x. Ponds, wetlands, and alkali grassland associated with upper Horse Creek shall be retained in natural open space, along with an appropriate buffer area to protect sensitive plant and amphibian habitats and water quality. If impacts on the Horse Creek stream and riparian downstream are unavoidable to accommodate infrastructure, appropriate compensatory mitigation shall be required off-site per the provisions of the Resource Management Plan attached as Appendix A to this General Plan.
- y. Chaparral, scrub, and rock outcrop community within the western portion of the Focus Area (west of Empire Mine Road), as well as adjacent grassland community that is suitable habitat for the Alameda whipsnake (*masticophis lateralis euryxanthus*) shall be retained in natural open space. Within other portions of the Focus Area, the chaparral, scrub, and rock outcrop shall be retained in natural open space contiguous to the required grassland linkage to function as a buffer and protect the grassland linkage south of the chaparral, scrub, and outcrop community.
- z. Within the western portion of the Focus Area (west of Empire Mine Road), the oak woodland and savanna community shall be preserved in natural open space. Within other portions of the Focus Area, the oak woodland and savanna community shall be preserved in natural open space where it overlaps the rock outcrop community.
- aa. As appropriate and necessary to protect public health and safety, abandoned mines shall be included within required natural open space areas, along with appropriate buffer areas and measures to prevent unauthorized entry.
- bb. Mass grading within the steeper portions or the Focus Area (generally exceeding 25 percent slopes) is to be avoided.
- cc. Impacts of residential development on the Antioch Unified School District and Brentwood school districts will be mitigated pursuant to a developer agreement with the District.
- dd. Project entry, streetscape, and landscape design elements are to be designed to create and maintain a strong identification of the Sand Creek Focus Area as an identifiable "community" distinct from Southeast Antioch.
- ee. The Sand Creek Focus Area is intended to be "transit-friendly," including appropriate

provisions for public transit and non-motorized forms of transportation.

- ff. subject to its financial feasibility (see Policy "m"), a golf course shall be provided within the Focus Area, designed in such a way as to maximize frontage for residential dwellings. The golf course may also be designed to serve as a buffer between development and open space areas set aside to mitigate the impacts of development.

The golf course shall be designed to retain the existing trail within Sand Creek.

The golf course and Sand Creek corridor shall function as a visual amenity from the primary access road within the Focus Area (Dallas Ranch Road/Sand Creek Road). As part of the golf course clubhouse, banquet and conference facilities shall be provided.

- gg. A park program, providing active and passive recreational opportunities is to be provided. In addition to a golf course and preservation of natural open space within Sand Creek and the steeper portions of the Focus Area, the development shall meet the City's established park standards. A sports complex is to be developed.

A sports complex is to be developed. The sports complex is intended to be located within the Flood Control District's detention basin.

Neighborhood park facilities may be privately maintained for the exclusive use of project residents. The sports complex within the Sand Creek Detention Basin will be maintained by the City.

- hh. Development of an appropriate level of pedestrian and bicycle circulation throughout the community is to be provided, including pathways connecting the residential neighborhoods, as well as non-residential and recreational components of the community. Sand Creek Focus Area development should also provide recreational trail systems for jogging and bicycling, including areas for hiking and mountain biking. Trails along Sand Creek and Horse Valley Creek shall be designed so

as to avoid impacting sensitive plant and amphibian habitats, as well as water quality.

#### **4.4.6.8 East Lone Tree Specific Plan Area.**

The East Lone Tree Specific Plan Focus Area encompasses approximately 796 acres in the eastern portion of the City of Antioch. It is bounded by Lone Tree Way on the south, Empire Avenue and the Southern Pacific rail line on the east, the Contra Costa Canal on the north, and existing residential subdivisions on the west (Figure 4.9). The City's previous General Plan identified the East Lone Tree Specific Plan Area as "Future Urban Area 2." The alignment of the SR-4 bypass runs through the center of the Focus Area, with interchanges proposed at Lone Tree Way and at the extension of Laurel Road.

**a. Purpose and Primary Issues.** City General Plan policy has long held that the lands within the East Lone Tree Focus Area should be developed for employment-generating uses, with the majority of the area developed with suburban-type business parks, incorporating major office complexes and light industrial uses, all developed in accordance with high development standards. The SR-4 By-pass runs through the middle of the Focus area, along the base of rolling hills. The eastern portion of the area is relatively flat, while the western portion of the area consists of rolling hills.

The East Lone Tree Specific Plan was adopted by the City in May 1996. The Specific Plan supports long-standing General Plan goal of a new employment center by devoting the flat eastern portion of the Focus Area to employment-generating uses. At the heart of the employment center is a proposed retail nucleus of restaurants, shops, and service providers. The Specific Plan identifies the purpose of this retail nucleus as providing a "sense of vitality and urbanity to what is otherwise a low, spread-out campus of largely internalized workplaces." The Specific Plan also encourages a commuter rail station along the existing Southern Pacific rail line to link the proposed employment center with the proposed commuter rail system. The