

**ANNOTATED
AGENDA
CITY OF ANTIOCH PLANNING COMMISSION
ANTIOCH COUNCIL CHAMBERS
THIRD & "H" STREETS**

WEDNESDAY, SEPTEMBER 17, 2014

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 **THURSDAY, SEPTEMBER 25, 2014.**

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

6:33 P.M.

Commissioners	Hinojosa, Chair
	Motts, Vice Chair
	Baatrup
	Miller (absent)
	Westerman (absent)
	Pinto

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:** September 3, 2014 **APPROVED**

* * * END OF CONSENT CALENDAR * * *

MINUTES

NEW PUBLIC HEARINGS

2. **DAVIDON HOMES** is requesting consideration of amendments to the Development Agreement between the City of Antioch and Davidon Homes to address the timing and funding mechanism for off-site Slatten Ranch Road improvements. The Development Agreement is applicable to the approximately 170 acre property generally located east of Canada Valley Road and west of State Route 4 (bypass). Davidon Homes has entitlements to develop the subject property with 525 single family homes.

STAFF REPORT

Staff recommends that this item be continued to October 1, 2014.

ITEM CONTINUED TO 10/1/14

3. **PDP-14-08 – THE PROMENADE PRELIMINARY DEVELOPMENT PLAN** – GBN Partners LLC requests the review of a preliminary development plan, which is not an entitlement, for the development of approximately 650 single family homes on approximately 141 acres. The project site is located to the east of the future extension of Hillcrest Avenue and to the west of Heidorn Ranch Road (**APNs 057-030-003, 057-030-004, 057-050-017**).

STAFF REPORT

COMMENTS RECEIVED

4. **THE PROMENADE EIR Notice of Preparation.** A scoping session to receive public comments on environmental issues to be addressed in the Environmental Impact Report for The Promenade project.

COMMENTS RECEIVED

ORAL COMMUNICATIONS

STAFF REPORT

WRITTEN COMMUNICATIONS

COMMITTEE REPORTS

ADJOURNMENT (8:32 p.m.)

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 2nd floor of City Hall, 3rd and H Streets, 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 Thursday 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 MINUTES**

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

**September 3, 2014
City Council Chambers**

CALL TO ORDER

Vice Chair Motts called the meeting to order at 6:30 p.m. on Wednesday, September 3, 2014, 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 decision. The final appeal date of decisions made at this meeting is 5:00 p.m. on Thursday, September 11, 2014.

ROLL CALL

Present: Commissioners Pinto, Miller, Baatrup and Westerman
Vice Chair Motts
Absent: Chair Hinojosa
Staff: Senior Planner, Mindy Gentry
City Attorney, Lynn Tracy Nerland
Minutes Clerk, Cheryl Hammers

PLEDGE OF ALLEGIANCE

PUBLIC COMMENTS

None.

CONSENT CALENDAR

1. Approval of Minutes: August 6, 2014

On motion by Commissioner Baatrup, and seconded by Commissioner Westerman, the Planning Commission approved the Minutes of August 6, 2014.

AYES: Motts, Pinto, Miller, Baatrup and Westerman
NOES: None
ABSTAIN: None
ABSENT: Hinojosa

END OF CONSENT CALENDAR

NEW PUBLIC HEARINGS

2. **UP-14-02 – ABC Foodmart** – Gurinder Singh requests the approval of a use permit for a 4,100 square foot convenience store. The business would sell household items, alcohol, lotto/lottery tickets, food, and other miscellaneous items as well as provide money orders and check cashing services. The project site is located at 1201 Auto Center Drive (**APNs 074-160-013**).

Senior Planner Gentry provided a summary of the staff report dated August 28, 2014.

In response to Commissioner Westerman, SP Gentry said that essentially the census tract population establishes what the ABC considers an appropriate amount of licenses, and that now there are currently 11 active offsale licenses which exceeds the 5 allowed by ABC.

Commissioner Miller asked about the other items the store would be selling besides selling tobacco and alcohol being available at any other stores around there to which SP Gentry said that there aren't any in the immediate vicinity.

In response to Commissioner Baatrup, SP Gentry said that the Planning Commission can make a finding of public convenience or necessity but that applicant would have to go through ABC to sell alcohol.

City Attorney Nerland stated that the City's process through the Planning Commission is focused on land use and that the ABC process requires a finding that public convenience and necessity could warrant having this use in this vicinity. She said that Police Captain Orman is here also. She also said that the process stops with ABC if the City doesn't approve.

Commissioner Baatrup asked staff when the tobacco moratorium ends to which SP Gentry said that it was extended on April 22 for up to a year from that date unless City staff brings back an Ordinance to the City Council earlier.

Commissioner Motts asked staff about the area of undue concentration to which SP Gentry said that this is based on the census tract, that parts of Antioch are included, but that she is not sure of the exact boundaries.

Commissioner Pinto asked staff if the applicant, as part of the application, submitted fiscal analysis showing revenue from alcohol and tobacco to which SP Gentry said that Community Development Department does not require that information for a land use application.

In response to Commissioner Pinto, Captain Orman said that they did not do an analysis of crime for that particular area but that he can say that there would be an assumption that area meets the undue concentration or is very close based on crime

occurring in that zone. He said it would appear to him that it would have to be verified crime being the average number of reported crimes, not just calls for service.

OPENED PUBLIC HEARING

Applicant, Gurinder Singh, said that he went on the ABC site, that some of the licenses issued belonged to Target, that Johnny's Market is closed, that the International Wine and Liquor he believes closed last year, but that ABC is still counting them. He said that leaves 8 active licenses. Also, that he will not be selling any tobacco paraphernalia, only cigarettes. He said that he has a gas station in Oakley with no single crime problem and that although crime cannot be stopped, it can be controlled with a conditional license for liquor, with no drinking in the parking lot and alcohol sold in specific sizes.

Vice Chair Motts read Richard "Kenji" Freitas's letter into the record: "We live in the quiet neighborhood directly behind where the proposed convenience store is to be located. We are opposed to the business because of the crime that will likely follow once the store is open. Every other convenience/liquor store in Antioch is frequently associated with robberies, stabbings and shootings and loitering. We don't want that in our neighborhood. We have a toddler and there are lots of other families with children here. There are plenty of other convenient stores located within a two mile radius that people can go to instead."

Karl Dietzel spoke to say that he would like the Planning Commission to deny the application and that he took notes but that the staff report is excellent. He said that this is a high crime area, that there are strip malls with constant crime and that there is no need for this kind of store north of Highway 4. He said that we need to stop building convenience stores and that within a half mile in both directions there are three gas stations that sell whatever you want. We need to reduce those stores if we are serious about fixing Antioch.

Vicky Galloway said that she lives right around the corner from this proposed site, and she works on Second Street and she drives past the Bonfare Market which is disgusting. She said that if you put this store on Auto Center, it will be the same garbage as the Bonfare Market. She said that there are not enough police officers and no more liquor stores or Dollar Trees are needed.

Vice Chair Motts asked the applicant if alcohol and tobacco were a major part of his business plan to which applicant said that beer is the number one seller for a convenience store.

CLOSED PUBLIC HEARING

Commissioner Baatrup said that he has a hard time thinking about approving the project given that it doesn't meet ABC requirements, that a tobacco moratorium still exists, and is uncertain of that outcome and where it will leave the City. He doesn't see the urgency for this project and that he is not inclined to support this project and use permit. He is prepared to deny it.

Commissioner Westerman concurred with Commissioner Baatrup. He said that he doesn't think the applicant has demonstrated necessity or public convenience and that given that this kind of store does generate some demands for police service, with current staffing, he is inclined not to support this project.

Commissioner Pinto said that while he is all for business in Antioch, when it comes to stores that sell alcohol and tobacco in violation of ordinances and state mandates, it is difficult to support. He wished applicant the best but said that applicant should be looking at some other type of business and he said that he will not support this project.

Vice Chair Motts agreed with the other Commissioners. He said that while he is sympathetic to the need for stores in the downtown area, he doesn't feel that convenience marts fill that need. Given the moratorium and the inability to make 3 of the 5 findings, approval of this project would not be appropriate.

RESOLUTION NO. 2014-**

On Motion by Commissioner Baatrup and seconded by Commissioner Westerman, the Planning Commission denies the Use Permit (UP-14-02) for a 4,100 square foot convenience store.

AYES: *Motts, Pinto, Miller, Baatrup and Westerman*
NOES: *None*
ABSTAIN: *None*
ABSENT: *Hinojosa*

- 3. UP-14-04 – Cole Vocational Services Expansion** – Danny Aranda, on behalf of Cole Vocational Services, requests the approval of a use permit for a 1,000 square foot expansion of an adult day care facility. The business provides vocational and independent living training programs for up to 60 adults with developmental disabilities. The project site is located at 2352 Buchanan Road, in an approximately 5,000-square foot retail in the Orchard Square Shopping Center (APN 076-432-027).

SP Gentry provided a summary of the staff report dated August 28, 2014.

In response to Commissioner Pinto, SP Gentry said that the facility has been at this location since 2002 or 2003 and that she is not aware of any issues.

In response to Vice Chair Motts, SP Gentry said that while she was unable to find an original use permit, they do have a valid business as they have a business license with the City, and that a use permit is required for this expansion.

OPENED PUBLIC HEARING

The applicant, Danny Aranda, said that they have been at their current location since 2000. The use serves people with disabilities and they currently have 43 clients and

there is a demand for more clients so they are looking to expand to move up to 60 clients.

In response to Commissioner Pinto, the applicant said that this expansion will increase their need for staff to maybe ten staff members.

SP Gentry stated that this shopping center is mostly retail with most business conducted on the weekends. She said that this project's program hours are more your typical 9 to 5 office use and that she does not think it will not create a conflict with parking.

Applicant said that part of the program is that clients do go out for outings and staff accompanies them; therefore, staff is not there all day.

In response to Commissioner Pinto, applicant stated that they currently have one van and the Regional Director of the Cole Vocational Services said that there are actually three vans but that two have tie downs for wheelchairs with the biggest capacity being six people. She said that occasionally the vans are parked there over night.

In response to Commissioner Baatrup the Regional Director said that their license with the state is based on restrooms and that this expansion is due to supply and demand.

Commissioner Miller asked staff if the expansion would allot extra parking spaces to which SP Gentry said that parking is based on square footage and applicant has indicated that they will need 25 spaces.

In response to Commissioner Pinto, the Regional Director clarified that they would be looking to hire 3 to 5 additional staff members.

CLOSED PUBLIC HEARING

Commissioner Westerman said that this looks like a fairly straight forward request and they have been doing business there a long time. They are just enlarging the space and he is in support of this proposal.

Commissioner Pinto said that he supports this request to expand the business by 1000 s.f., and he thinks this business has been a very good business for Antioch. He thinks that the services they provide are important services, and that he is in 100% support of the project.

Vice Chair Motts said that he feels the same as Commissioners Baatrup and Pinto and that he is in support of this project.

RESOLUTION NO. 2014-**

On Motion by Commissioner Miller and seconded by Commissioner Baatrup, the Planning Commission approves the Use Permit (UP-14-04) for an adult day program, subject to all conditions.

AYES: *Motts, Pinto, Miller, Baatrup and Westerman*
NOES: *None*
ABSTAIN: *None*
ABSENT: *Hinojosa*

Commissioner Baatrup expressed his concern that the City will lose opportunities for retail in these locations. He said that there are market drivers for lots of things that may not be good for the City and that perhaps we should begin to question allowing some of these non retail uses in retail spaces in the City.

SP Gentry Mindy said that from Community Development's perspective, there are lots of vacancies and if retailers want to come in, there are many spaces for them to locate. There will be a market demand which will determine where retail will go. She said that this question might be something the City would want to entertain when vacancies are hard to come by but that she doesn't think that it is an issue currently. The role of the Commission is to determine if a use is an appropriate use for a particular location.

CA Nerland added that this is a frustration throughout California and that it is more challenging in California to weight land uses.

Vice Chair Motts said that he thinks Commissioner Baatrup's comments are well taken, that Chair Hinojosa had asked about a venue for Planning Commission, Council and staff to explore some of these issues for direction, that it seems like we could come up with a way to streamline what we are looking at, and that he would hope that we may be able to go forward.

SP Gentry said that they are currently talking to Chair Hinojosa regarding a subcommittee but have nothing to report back yet. She said that it is somewhat out of staff's hands regarding variances and that applicant can make an application which staff analyzes and brings forward. She said that the City is currently starting to work on a downtown specific plan, as well as a land use update to the General Plan, which could assist with direction and streamlining.

ORAL COMMUNICATIONS

None.

WRITTEN COMMUNICATIONS

None.

COMMITTEE REPORTS

Vice Chair Motts said that there was a Transplan meeting was held on August 16, and that the Contra Costa Transportation Plan is calling for input on what we want to see in Countywide transportation.

CA Nerland said that the Lake Alhambra residents appealed the Mission-Hope use permit and it will be heard by City Council on September 23. She said that City Council approved a moratorium extended for another year for entrepreneurial bingo operations.

Commissioner Baatrup asked staff about the status of Walmart to which SP Gentry said that they have addressed the burrowing owl issue and should be pursuing a building permit soon. CA Nerland said that they already had use rights for the expansion and it was just the design that was contemplated by the City. The appellate court found in favor of the City.

ADJOURNMENT

Vice Chair Motts adjourned the Planning Commission at 7:35 p.m.

Respectfully Submitted,
Cheryl Hammers

**STAFF REPORT TO THE PLANNING COMMISSION
FOR CONSIDERATION AT THE MEETING OF SEPTEMBER 17, 2014**

Prepared by: Ron Bernal, Public Works Director/City Engineer

Date: September 9, 2014

Subject: **DAVIDON HOMES** is requesting consideration of amendments to the Development Agreement between the City of Antioch and Davidon Homes to address the timing and funding mechanism for off-site Slatten Ranch Road improvements. The Development Agreement is applicable to the approximately 170 acre property generally located east of Canada Valley Road and west of State Route 4 (bypass). Davidon Homes has entitlements to develop the subject property with 525 single family homes.

DISCUSSION

It is recommended that the Planning Commission open the public hearing, take public comments if members of the public do not want to attend a future Planning Commission meeting, and continue the hearing and this item to October 1, 2014.

**STAFF REPORT TO THE CITY OF ANTIOCH PLANNING COMMISSION
FOR CONSIDERATION AT THE MEETING OF SEPTEMBER 17, 2014**

Prepared by: Cindy Gnos, Contract Planner

Approved by: Tina Wehrmeister, Community Development Director *TW*

Date: September 11, 2014

Subject: Preliminary Development Plan for the Promenade Project

RECOMMENDATION

It is recommended that the Planning Commission provide feedback to the applicant and staff regarding the proposal and to provide direction to the applicant for the Final Development Plan submittal.

REQUEST

The applicant is requesting preliminary plan review of a proposal to develop up to a 650 unit single-family residential subdivision on approximately 141 acres including 31.6 acres of parks and landscaped areas. The project site is located in southeast Antioch in the Sand Creek Focus Area of the Antioch General Plan. The site is currently zoned Study District (S) and identified by the following Contra Costa County Assessor's Parcel Numbers (APNs): all of 057-030-003, a portion of 057-030-004, and a portion of 057-050-017.

The purpose of a preliminary plan is to gather feedback from the Planning Commission and others in order for the applicant to become aware of concerns and/or issues prior to final development plan and tentative map submittal. As standard practice, preliminary plans are not conditioned; rather a list of needed items, information, and issues to be addressed is compiled for the applicant to address prior to a final development plan hearing.

ENVIRONMENTAL

Preliminary plan review is a non-entitlement action and does not require environmental review. The Final Development Plan would require compliance with the California Environmental Quality Act (CEQA). An Environmental Impact Report is being prepared and the scoping meeting is an item on the Planning Commission agenda.

BACKGROUND

The subject site is within the 2,700-acre Sand Creek Focus Area located in the southern portion of the City of Antioch, and as shown on the City's General Plan Land Use Map. The General Plan anticipates this Focus Area to evolve into a large-scale planned community that provides a mix of housing and commercial opportunities.

ANALYSIS

Issue #1: Project Overview

The preliminary plan for the proposed project consists of up to 650 single family homes on approximately 141 acres north of Sand Creek Road. The average density of the residential development would be approximately 4.6 units per gross acre. The site is arranged into two main phases arranged into six neighborhoods. Phase 1 includes three of the six neighborhoods located on the north half of the project site, and phase 2 includes the remaining three neighborhoods on the south half of the project site. Residential development is not proposed in the southern portion of the site, south of Sand Creek Road. South of the residential area, the project would include the construction of a detention basin, the continuation of the Sand Creek Trail, some vineyard plantings and undeveloped open space. The property boundary is outside of the creek buffer area required by the Sand Creek Resource Management Plan in the City's General Plan. In addition, the preliminary plan for the proposed project includes the development of recreational, park, and landscape areas within the residential area.

Staff's recommendation is that a homeowner's association (HOA) be formed for the project, which would be responsible for maintaining all open space, internal streets, street lighting, perimeter landscaping, and water quality basins. The HOA would also be responsible for enforcing parking restrictions.

Issue #2: Consistency with the General Plan

The General Plan currently designates the majority of the project site (103 acres) as Business Park, 10 acres as Public/Quasi-Public, and 28 acres south of where the Sand Creek Road right-of-way traverses the site is designated for Senior Housing and Open Space.

The proposed project would require a General Plan Amendment to change the land use designations of the site from Business Park and Public/Quasi-Public to Medium Low Density Residential (MLDR) and Open Space. Currently, the Sand Creek Focus Area does not include a MLDR designation as a single-family detached residential designation; therefore, the applicant is requesting MLDR to be added to the focus area.

The change in designation from Business Park is being requested because the market does not support business park development in this location. Business park, as well as other types of commercial/office development, is a market that is sensitive to optimum

location, visibility, and accessibility. This site is surrounded on three sides by residential development and on the fourth by open space. The site would only have freeway visibility if taller buildings were developed onsite. The City has many large areas designated for business park development that would fit these criteria and are identified in the Strategic Plan as priority areas for development. These areas include the Hillcrest Station Specific Plan area which designates 36.6 acres for Office/TOD development and estimates 1,200,000 s.f. of office space at build-out; the remainder of the East Lone Tree Specific Plan area which has approximately 60 acres of Regional Retail/Employment generating vacant land to develop which could accommodate approx. 1,307,000 s.f. of office space. There are also other areas that could accommodate office development including Rivertown, the Lone Tree Way/A Street corridor, vacant areas near Costco, the new Wilbur Annexation area which will likely see supportive or complementary office uses with future industrial development, and the E. 18th Street corridor just south of the Wilbur area. The City currently has a significant amount of vacant land/buildings suitable for office and business park development/redevelopment. The City is embarking on a General Plan Land Use update that includes market analysis which will be informative for the Planning Commission when the final entitlements are heard.

MLDR is characterized in the General Plan as a typical subdivision, as well as other detached housing such as zero lot line units and patio homes. Areas designated as MLDR are typically located on level terrain with relatively few geological or environmental constraints. The maximum allowable density is six dwelling units per acre. According to the preliminary plan for the proposed project, the density is 4.6 dwelling units per acre, which is under the maximum density allowed under the General Plan.

The single-family detached residential designations currently in the Sand Creek Focus Area are Senior Housing, Hillside, Estate, Executive, and Low Density Residential. According to the Antioch General Plan, the non-senior designation allows a maximum density of 4 dwelling units per acre, which would result in approximately 564 units on the project site.

According to the General Plan, achievement of maximum densities are not guaranteed nor implied. The final density is determined by development design, any onsite constraints such as physical or environmental, available infrastructure, and other factors. Lastly, the development standards in the zoning code could also influence the number of lots thereby limiting the maximum allowable densities.

The General Plan includes standards for police staffing in the City, which are currently not met. Adding residents to the City creates a new demand for Police services, which will need to be addressed in the project's submittal. Currently, residential projects have been conditioned to participate in a funding mechanism to address this deficiency based upon the project's impact.

Issue #3: Site Plan

The preliminary proposal consists of up to a 650 small lot single-family unit subdivision on approximately 141 acres including 31.6 acres of parks and landscaped areas. The residential development would be located north of the future alignment of Sand Creek Road. The proposed average density of the residential development would be approximately 4.6 units per gross acre. The applicant is proposing a gated community and would like feedback from the Planning Commission regarding the gates.

As mentioned previously, the preliminary project site is arranged into two main phases arranged into six neighborhoods. Phase 1 includes neighborhoods 1A, 1B and 1C in the north half of the site, and phase 2 includes neighborhoods 2A, 2B and 2C in the southern half. At least six different models with three different elevations would be constructed, on lots ranging from approximately 4,200 to 5,160 square feet. Lot sizes are smallest in neighborhood 1A and 2A, and largest in neighborhood 1C and 2C. Due to the density of the project, all of the homes would be two-story, and all would have two car garages. Residential development is not proposed in the southern portion of the site, south of Sand Creek Road. A 6-foot tall sound wall is proposed behind the home lots backing up to the major thoroughfares (Hillcrest Road, Sand Creek Road and Heidorn Ranch Road).

The project would require the approval of a Final Development Plan and Planned Development (PD) Rezone. The Final Development Plan and PD District would list the development standards applicable to the project site, including setbacks, lot sizes and building heights. The applicant has not yet submitted the planned development standards so this discussion today is very general. Ultimately, the PD zoning would allow flexibility with development standards and the Commission will have the ability to review these at the time the PD development standards are submitted.

The applicant has not provided architecture for review. In anticipation of receiving more detailed site planning and house placement information from the applicant, staff requests that the Planning Commission provide feedback on the preliminary site plan and setbacks to the applicant for inclusion in their Final Development Plan and staff recommends that the applicant consider:

- Staggering the placement of the homes to provide a more varied streetscape. Providing a varied front setback is consistent with General Plan Community Image and Design policy 5.4.7 b: *Provide recognizable variations in front and side yard setbacks within single-family residential neighborhoods.*
- Varying the side yard setbacks. According to the Antioch Zoning Code: *For at least 25 percent of the lots in a given subdivision, one side yard of an interior lot shall be 10 feet in width and the other side yard can be five feet. The 10 foot side yard area shall remain as unrestricted open area. This shall also apply to all two-story single-family residential lots.*

- Evaluating the length of some of the longer internal streets included in the preliminary plan. According to the City of Antioch's Residential Design Guidelines for single-family residential, the length of blocks within single-family subdivisions should be between 300 and 400 feet. And according to the Zoning Ordinance (9-4.204) the length should not exceed 1000 feet.
- Including the use of more cul-de-sacs where they can be incorporated appropriately into the site design.

Issue #4: Open Space and Park

The preliminary site plan includes a 2.1-acre central park area, a 4.0-acre park and a 3.5-acre water quality detention basin in the southeastern corner of the development, and a large open space and water quality detention basin on the southern portion of the site across Sand Creek Road adjacent to Sand Creek. Approximately 25 percent of the site would be set aside for these uses. The open space and park uses for the project site should all link to provide pedestrian connection. Typically, public parks are maintained by a Lighting and Landscape District (LLD) and private parks are maintained by a HOA. Should the project become a gated neighborhood, the parks within the development would be considered private.

While an amount of grass area in parks is typically desired for family neighborhoods, outside of field areas, the project would include a notable focus on drought-tolerant and adaptive plant species.

An element that is not contained within the preliminary site plan is a trail connection from the residential area and parks to the Sand Creek Trail. Staff would recommend that the applicant identify a connection to promote accessibility to the open space adjacent to Sand Creek to the south.

Issue #5: Parking and Circulation

The preliminary site plan shows two entrances into the project site. The outcome of the traffic analysis currently being prepared will provide data to determine whether or not two access points for 650 single-family homes is adequate. The applicant has noted that the internal streets would have sidewalks on only one side of the street. This could be considered for a gated community. However, should the project not become a gated neighborhood, the internal street system shall meet City standards, including providing sidewalks on both sides of the street.

The City's Zoning Ordinance requires two covered parking spaces plus one on-street guest parking space per unit in close proximity. The City's Zoning Ordinance doesn't specify the placement of the spaces, but subdivisions are typically conditioned to provide an on-street guest parking space within 200 feet of the unit it is serving. The preliminary site plan does not show this detail and staff typically recommends as part of

the Final Development Plan submittal that a parking plan be provided. In addition, parking plans typically show where garbage cans could be located on the residential streets for trash pickup days.

The Zoning Ordinance requires unrestricted access to the rear yard for recreational vehicles (RV) for 25 percent of single-family lots. The proposed preliminary site plan makes it difficult to provide the required number of RV parking spaces. Requiring RV parking may not be practical for this type of development and could be appropriately excluded by prohibiting RV parking in the development's Covenants, Codes and Restrictions (CC&Rs). Prohibiting RV parking is consistent with other approved subdivisions with similar constraints. The ultimate PD zoning would include any variation from these development standards; therefore, the Commission would have the ability to allow flexibility with RV parking for this project. Staff requests Planning Commission provide feedback on RV parking.

Issue #6: Infrastructure and Off-Site Improvements

The developer is required to provide all infrastructure necessary to serve the site, including utility tie-ins such as water, streets, sanitary sewer and storm drainage systems. The General Plan identifies this property as surrounded by three major roadways including Hillcrest Avenue, Sand Creek Road and Heidorn Ranch Road. Additionally, major trunkline sewer and water lines that ultimately serve the entirety of the Sand Creek Focus Area are planned to traverse the site. Both staff and the applicant understand that this infrastructure is expensive to build upfront, and has thus far been the largest impediment to the ultimate development of the area. After the Planning Commission provides its comments on the preliminary site plan, and the Traffic Analysis is complete, staff will be meeting with the applicant to thoroughly evaluate the roadway and utility improvements necessary to serve the development. Discussions with the applicant will include at minimum: the extension of Hillcrest Avenue, Heidorn Ranch Road and its future southerly extension, intersections at Sand Creek Road and Sand Creek itself.

The developer would be required to connect to the existing underground utilities adjacent to the project site; however, a utility plan has not yet been submitted. The Final Development Plan, including a utility plan, would show all utilities located within a street right-of-way and would minimize the need to locate public easements on private properties.

Issue #7: Architecture, Landscaping and Walls

The applicant has not included any architecture, landscaping, or wall designs with this preliminary plan application, however, they will be bringing a presentation with graphics to the meeting. The City's Design Guidelines for single-family residential discusses having entries that incorporate special paving, architectural elements, and landscaping to set the overall tone for the community's character. In addition, the City's Design Guidelines promote high quality architectural design for single-family residential units

including: windows, doors, entries with front porches; roof and upper story details; garages; and building materials and finishes. Furthermore, staff would like the applicant to consider screening the detention basins visible to the public with landscaping or other enhancements.

The Antioch Municipal Code states that any fences between residential and nonresidential uses shall be of masonry construction. In addition, the City's Design Guidelines for single-family residential states walls and fences shall be coordinated with the style, color, and material of the homes.

Issue # 8: Other Issues

Outside Agency Comments

To date, staff has received comments on the Preliminary Development Plan from Chevron and the City of Brentwood. The following summarizes their comments:

- Chevron has concerns regarding project construction access impacting their existing pipeline located off-site.
- The City of Brentwood has concerns regarding traffic and circulation, school capacity, police and fire service, and the loss of employment potential due to the change in land use designation from Business Park to MLDR.

CONCLUSION

The purpose of a preliminary plan is to gather feedback from the Planning Commission and others in order for the applicant to become aware of concerns and/or issues prior to Final Development Plan submittal. As standard practice, preliminary plans are not conditioned; rather a list of needed items, information, and issues to be addressed is compiled for the applicant to address prior to a final plan hearing. Staff suggests the following, along with any issues brought up by the Planning Commission at the September 17th meeting, be addressed in the Final Development Plan submittal:

1. The Final Development Plan should identify private parks and public parks. The applicant can anticipate public parks being maintained by the LLD and private parks being maintained by the HOA, if formed.
2. The applicant can anticipate that the HOA would maintain all internal open space, internal streets, street lighting, perimeter landscaping, and water quality basins.
3. The Final Development Plan should identify if the project is a gated community.
4. The Final Development Plan should include a Parking Plan that additionally identifies trash day garbage can locations on residential streets.

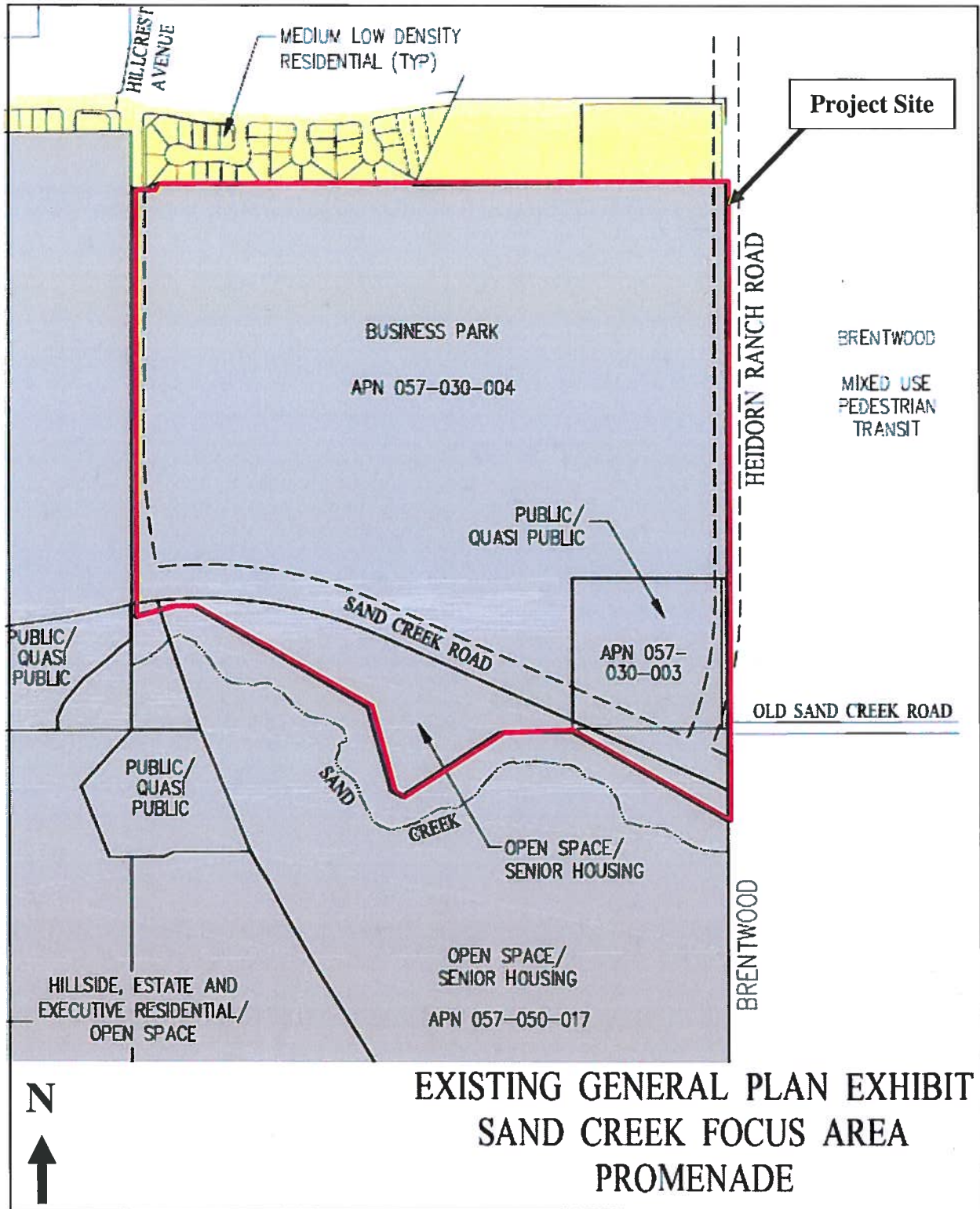
5. The Final Development Plan should include storm drain facilities that adequately collect and convey storm water entering or originating within the development to the nearest adequate man-made drainage facility or natural watercourse, without diversion of the watershed, per Title 9 of the County Ordinance Code.
6. The Final Development Plan should show all utilities and roadways serving the site including any phasing of infrastructure elements, and any access or design improvements deemed necessary by the traffic analysis. The plan should also show all utilities located within a street right-of-way and minimize the need to locate public easements on private properties.
7. The Final Development Plan should include project entry features and landscaping to set the overall character of the development. The Design Guidelines suggest incorporation of some of the following: lighting, public art, large specimen trees, stone wall features, or architectural monumentation.
8. The Final Development Plan should identify a connection(s) between the project and the Sand Creek Trail to the south.
9. The Final Development Plan should provide additional detail regarding the public and private park amenities, and landscaping of the open space, around the Sand Creek Trail, and detention basin areas.
10. The Final Development Plan should include landscaping or other treatment of the triangular parcel at the northeast corner of Heidorn Ranch Road and Sand Creek Road.

ATTACHMENTS

- A. Existing General Plan Designations
- B. Proposed General Plan Designations
- C. Preliminary Site Plan

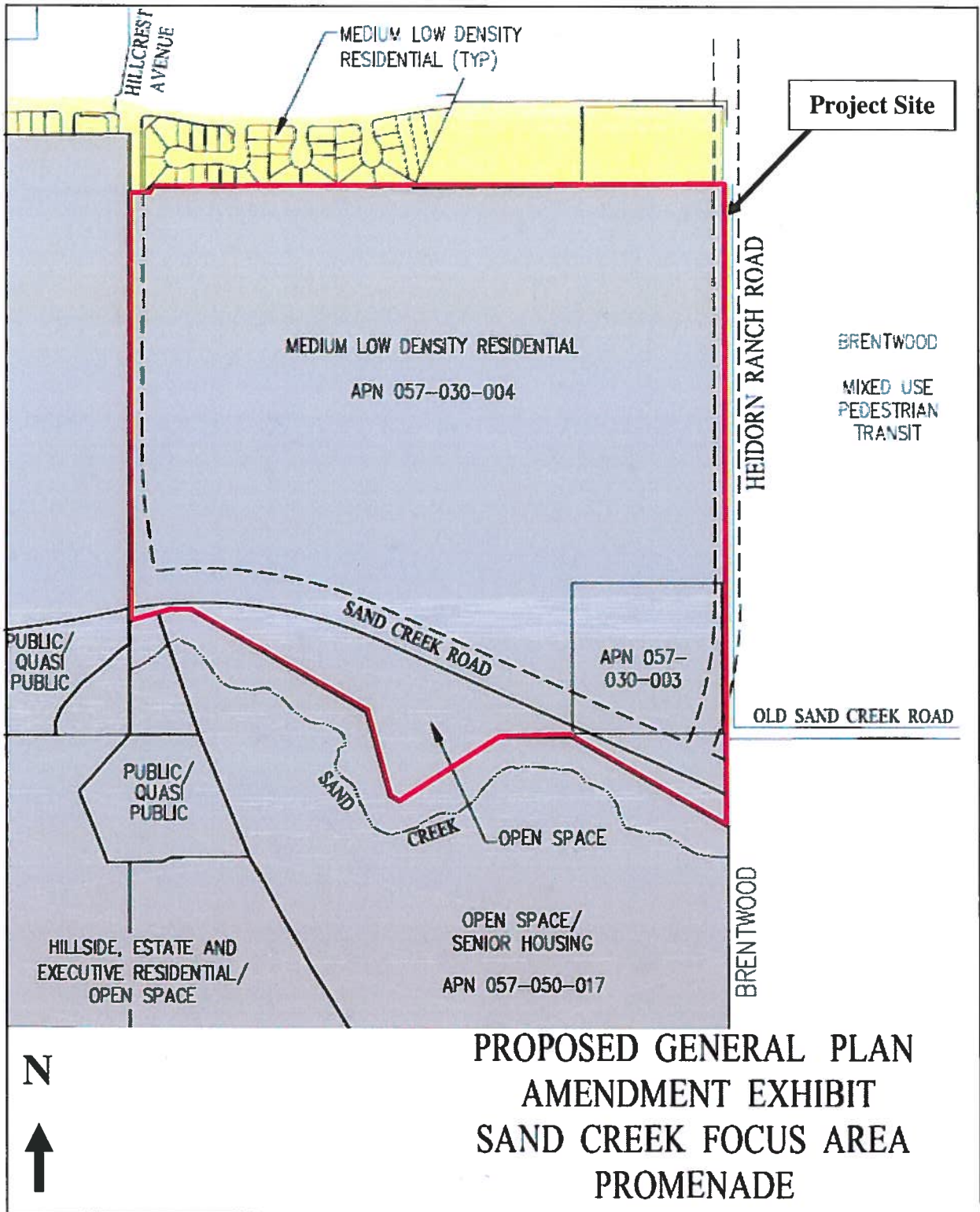
ATTACHMENT "A"

EXISTING GENERAL PLAN DESIGNATIONS

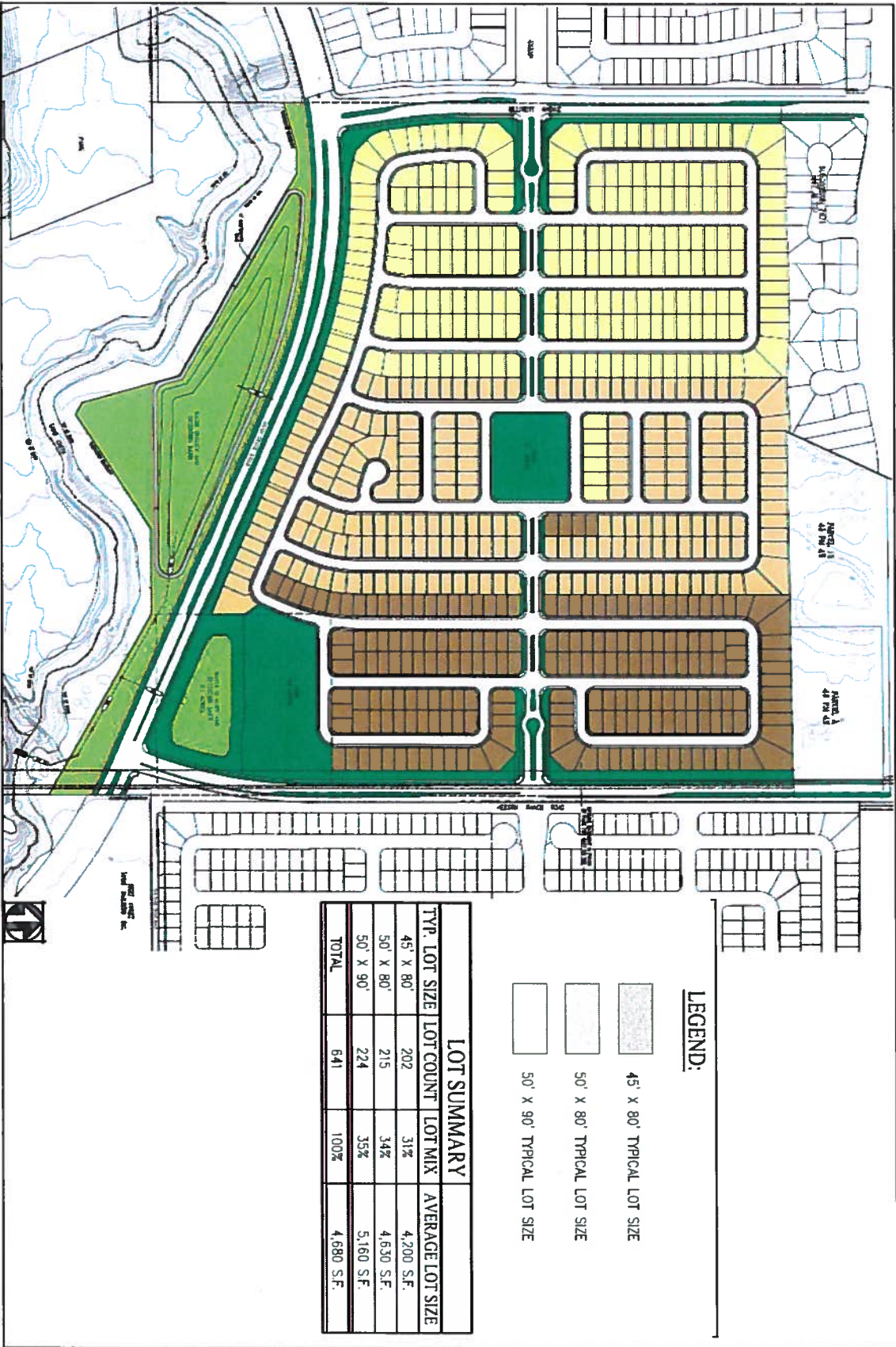


ATTACHMENT "B"

PROPOSED GENERAL PLAN AMENDMENT




ATTACHMENT "C"



PRELIMINARY SITE PLAN

**STAFF REPORT TO THE CITY OF ANTIOCH PLANNING COMMISSION
FOR CONSIDERATION AT THE MEETING OF SEPTEMBER 17, 2014**

Prepared by: Cindy Gnos, Contract Planner

Approved by: Tina Wehrmeister, Community Development Director 

Date: September 11, 2014

Subject: Notice of Preparation scoping meeting for the Promenade Project

RECOMMENDATION

Staff recommends that the Planning Commission receive public comments on the Notice of Preparation (NOP) (see attached) of the Draft Environmental Report (EIR) for the Promenade Project.

DISCUSSION

The City of Antioch is preparing an EIR for the Promenade Project. The California Environmental Quality Act (CEQA) requires the preparation of a NOP for the purpose of soliciting comments on the scope of the EIR. CEQA requires the NOP be distributed for a 30 day public review period, which began on September 9, 2014 and ends on October 9, 2014. Comments may be submitted in writing to the City by 5:00 by October 9, 2014. In addition, CEQA requires a public scoping meeting to record verbal comments on the scope of the EIR. The scoping meeting is not to debate or discuss the merits of the project, but to receive input on the scope of the EIR. An action from the Planning Commission is not needed at this time other than receiving of public comments.

ATTACHMENT

A. NOP for the Promenade Project

ATTACHMENT "A"



NOTICE OF PREPARATION

DATE: September 9, 2014

TO: State Clearinghouse
1400 10th Street, Suite 222
Sacramento, CA 95814
(916) 445-0613

FROM: City of Antioch

SUBJECT: Promenade Project
Notice of Preparation of a Draft Environmental Impact Report

LEAD AGENCY: City of Antioch
Community Development Department
Contact: Tina Wehrmeister
P.O. Box 5007
Antioch, CA 94531-5007
(925) 779-7035
twehrmeister@ci.antioch.ca.us

PROJECT APPLICANT: GBN Partners LLC

Notice is hereby given that the City of Antioch will be the Lead Agency and will prepare an environmental impact report (EIR) for the proposed Promenade project. We are requesting comments on the scope of topics addressed in this EIR.

Please provide comments on the scope of the EIR to Tina Wehrmeister, Community Development Director, at the address listed above. Due to the time limits mandated by State law, your response must be sent at the earliest possible date, but not later than 5:00 PM on October 9, 2014. In your response, please identify a contact person in your agency for future correspondence.

The Lead Agency will hold a public scoping meeting to receive verbal comments on Wednesday, September 17, 2014 at 6:30 PM in the City of Antioch Council Chambers, Third and "H" Streets, Antioch, CA 94509.

INTRODUCTION:

The purpose of an EIR is to inform decision-makers and the general public of the environmental effects of a proposed project. The EIR process is intended to provide environmental information sufficient to evaluate a proposed project and its potential to cause significant effects on the environment; examine methods of reducing adverse environmental impacts; and consider alternatives to the proposed project. The Promenade Project EIR will be prepared and processed in accordance with the California Environmental Quality Act (CEQA) and the CEQA Guidelines. The EIR will generally include the following:

- Description of the project;

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- Description of the existing environmental setting for each topic, potential environmental impacts of the project, and mitigation measures;
 - Cumulative impacts; and
 - Alternatives to the project.

PROJECT LOCATION:

The Promenade Project (proposed project) is located in the southeastern portion of the City of Antioch in eastern Contra Costa County, California (see Figure 1, Regional Project Location, and Figure 2, Project Vicinity). The City of Antioch is bordered to the north by the San Joaquin River Delta; to the east by the City of Brentwood and the City of Oakley; to the west by the City of Pittsburg and unincorporated portions of Contra Costa County; and to the south by unincorporated portions of Contra Costa County. In addition, the project site is located within the northeastern corner of the Sand Creek Focus Area, or Future Urban Area (FUA-1), which contains lands designated by the Antioch General Plan for open space, residential, business park, commercial, and mixed-use development. The project site is bounded by a residential subdivision to the north, Sand Creek to the south, Heidorn Ranch Road and City of Brentwood City limits to the east, and future Hillcrest Avenue extension and vacant residential land to the west. The site is identified by the following Contra Costa County Assessor's Parcel Numbers (APNs): all of 057-030-003, a portion of 057-030-004, and a portion of 057-050-017.

The project site consists of approximately 141 acres of undeveloped, farm land, designated as Business Park, Public/Quasi Public, and Open Space/Senior Housing within the Sand Creek Focus Area of the City of Antioch General Plan. The site is zoned Study Zone in the Antioch Zoning Ordinance. The project site is surrounded by a mixture of uses including existing single-family residential uses to the north; the undeveloped but approved Aviano residential project to the west, undeveloped land planned for future residential, mixed use, and commercial development in Brentwood to the east; and Sand Creek, a PG&E facility, and undeveloped farm land to the south (planned for future residential in the City of Antioch's General Plan). The project site's existing General Plan land use designations are shown in Figure 3, Existing General Plan Designations. The proposed land uses in the vicinity of the project site are shown in Figure 4, Proposed General Plan Designations.

PROJECT SITE CHARACTERISTICS:

The project site consists of both on-site (referred to as the "project site") and off-site impact areas. Both areas are described in detail below.

- *Project Site.* The 141-acre project site is comprised of two parcels, collectively called the Promenade Project. The southeastern 10 acres of the project site is known as the Aera property, which is identified by APN 057-030-003. The remaining 131 acres of the project site is identified by a portion of APN 057-030-004 and a portion of 057-050-017. The project site is primarily covered with non-native vegetation and historic aerial photos show the property has been farmed and disked since the 1930's. The project site previously contained three oil/gas wells that were abandoned by plugging in 1981 and 1991. The site is generally rectangular; however, the southern boundary shifts north and south in an irregular shape, as shown in Figure 2. The site's terrain is generally flat and the existing topography falls from southwest to southeast at approximately one percent slope with elevations ranging from 150 to 175 feet above mean sea level. Sand Creek, a tributary of Marsh Creek, flows in a northeastern direction and is located south of the project site. A 25-foot wide Shell Oil Company easement runs in an east-west direction across the southern portion of the site. An above-ground Calpine dehydration station servicing a 10-inch Calpine gas line is located at the far southeast corner of the Aera property.

The dehydration station is active, will remain active, and is regularly checked by Calpine employees. The above-ground facilities at the station include piping and cabinets with an approximate 80-foot by 20-foot footprint, standing approximately five feet tall. An approximately 58-foot wide PG&E pipeline easement with a 36-inch pipeline below ground runs in a north-south direction across the eastern edge of the project site adjacent to Heidorn Ranch Road.

- *Off-Site Impact Areas.* The proposed project would construct off-site improvements (i.e. roadways and utilities) that would affect two off-site, adjacent properties totaling approximately 6.47 acres. One off-site area to the north and east includes an approximately 6.02-acre portion of Heidorn Ranch Road (a dedicated public roadway in Antioch). The proposed project may affect the frontage of five private properties along the roadway alignment. The five adjacent properties are primarily flat and consist of private homes with ornamental plantings and, in one case, land planted in row crops. The second off-site area of approximately 0.4 acres to the southeast includes a portion of Sand Creek. Storm drain lines from the project's southern detention basin and a new storm drain outfall are proposed within the 0.4-acre off-site area. The off-site area is also primarily flat up to the creek top-of-bank, and a paved PG&E access road to a nearby PG&E facility traverses the alignment south of the site.

PROJECT DESCRIPTION:

The applicant is proposing to construct a residential development, including up to 650 single-family residential units on 127.5 acres; 31.6 acres of parks and landscaped areas; extension of Heidorn Ranch Road, Hillcrest Avenue, and Sand Creek Road; extension of a portion of the Sand Creek Trail for connection to other City and regional trails with associated parking; and utility improvements (see Figure 5, Preliminary Site Plan). The following provides a summary of the project's primary components.

- *Residential Concept.* The proposed project includes development of up to 650 single-family residential units on approximately 127.5 acres north of the future alignment of Sand Creek Road. The average density of the residential development would be approximately 5.03 units per gross acre. The proposed project would be constructed in two main phases arranged into six neighborhoods. At least six different housing layouts with three different elevations would be constructed on lots ranging from approximately 4,200 to 5,160 square feet.
- *Recreation, Landscaping and Open Space.* The proposed project includes the development of recreational, park, and landscape areas within the residential area. The proposed project would include the construction of a detention basin south of the residential area and extension of the Sand Creek Trail, with the remaining acreage as undeveloped open space adjacent to the Sand Creek buffer area. In addition, the proposed project would include a focus on drought-tolerant and adaptive plant species. Approximately 25 percent of the site would be set aside for open space and buffer uses, as described in detail below:
 - *Promenade Central Park.* An approximate 2.1-acre park space would be located in the middle of the project site. Separate parking would also be provided if recreational facilities, such as a community building or pool were incorporated in the Promenade Central Park.
 - *Promenade Southeastern Park.* An approximate 7.5-acre park space with a 3.5-acre detention basin would be located in the southeastern corner of the project site.
 - *Sand Creek Regional Trail.* A segment of the Sand Creek Regional Trail would be constructed within the project site. The trail would connect to the planned trail to the west, by the Aviano Project, and would transition to the public sidewalk to the east along Sand Creek Road.

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- *Southern Detention Basin Surrounding Open Space.* Approximately 5.7 acres of open space would be included around and adjacent to the detention basin located south of Sand Creek Road.
 - *Landscaping.* Landscaping would be provided throughout the project site on a total of approximately 31.6 acres.
 - *Circulation, Parking and Streetscape.* Vehicular entrances and exits to the project site would be provided along the east side of the project site by improving up to 2,380 linear feet of Heidorn Ranch Road to a four-lane divided roadway from south of the East Bay Municipal Utility District (EBMUD) Mokelumne Aqueduct right-of-way to the main entrance. In addition, Heidorn Ranch Road would be extended to intersect with Sand Creek Road.

On the west side of the project site, a 1,265 linear foot improvement to Hillcrest Avenue as a four-lane divided roadway (previously approved and permitted by the Aviano Residential project) would be provided as a second entrance along the westerly boundary of the site.

The Sand Creek Road four-lane divided roadway would be graded and constructed to include the northern curb and gutter, sidewalk, and landscaping, but construction of the roadway would not occur until the lanes are warranted. Traffic signals would be installed at the project entries and eventually at the major intersections (Hillcrest Avenue and Heidorn Ranch Road) with Sand Creek Road, when warranted. Pedestrian access to the site would be provided by sidewalks located on the roadways adjacent to the project site.

Interior vehicular circulation would be provided by a traditional grid pattern of two-way streets that connect back to a wider, central spine entry street, referred to as a Promenade. Each residential unit would have a two-car garage and driveway with additional street parking. Roadway and pedestrian facilities are depicted in Figure 5.

- *Utilities and Infrastructure.* Public utilities, including potable water, sanitary sewer, stormwater drainage, power, and telecommunication services, are not currently provided on the project site. The following section describes how the proposed project would improve the site to provide standard services.
 - *Water Service.* Potable water would be distributed to the project site by an existing 12-inch Zone III trunk line beneath Heidorn Ranch Road. The line would be extended within Heidorn Ranch Road south to Sand Creek Road and west within Sand Creek Road to create a loop to connect with the 16-inch Zone III trunk line in Hillcrest Avenue.
 - *Sanitary Sewer.* If not already completed by the adjacent developer (the sewer line was previously approved and permitted for the Aviano Residential project), the proposed project would extend the existing 24-inch sanitary sewer pipe, located at Heidorn Ranch Road, northeast of the project site. The pipe would be extended south along the future alignment of Heidorn Ranch Road to the project entry and west through the Promenade to the Hillcrest Avenue entry.
 - *Storm Water.* Approximately one-third of the eastern part of the site (approximately 35 acres) would drain to the smaller proposed stormwater detention/water quality basin located within the Promenade southeastern park. The balance of the site would drain to the larger proposed stormwater detention/water quality basin south of Sand Creek Road. The basins would then drain through engineered outlets to Sand Creek. The basins would provide mitigation for detention, water quality, and hydromodification.
 - *Power and Communications.* Electricity to the project site would be provided by PG&E. AT&T provides telephone and internet service and Comcast and Astound provide cable

television and internet services city-wide. Dry utilities, electrical, gas, and technology lines would be extended from the existing lines beneath Heidorn Ranch Road and Hillcrest Avenue and looped between the two through Sand Creek Road.

- *Project Construction.* Project grading would be balanced onsite. Construction of the proposed project would be conducted in two main phases arranged into six neighborhoods. Phase 1 of the project would most likely commence in 2017; and Phase 2 of construction is expected to be completed in 2022.

PROJECT ENTITLEMENTS AND APPROVALS:

Requested project entitlements are anticipated to include the following:

- *General Plan Amendment.* The project would require the approval of a General Plan Amendment of the Sand Creek Focus Area from Business Park, Public/Quasi-Public, and Open Space/Senior Housing designations to Medium Low Density Residential.
- *Planned Development Rezone.* The project would require the approval of a Master Development Plan and Planned Development Rezone. The Master Development Plan and Planned Development District would list the development standards applicable to the project site, including setbacks, lot sizes, and building heights.
- *Tentative Map.* Tentative Map approval is required to authorize the subdivision of the project site into multiple parcels to accommodate up to 650 single-family residential units as well as recreational, parks, and open space parcels.
- *Use Permit.* A Use Permit is required to further clarify the details of each phase of the proposed project and to ensure that each component complies with established provisions of the proposed Planned Development District.
- *Design Review.* Design Review is required to authorize the proposed conceptual architecture, landscaping, and site design of the residential community and to ensure consistency with the City of Antioch's General Plan and Zoning Ordinance design policies and criteria, except where specifically amended by the approvals.
- *Development Agreement.* The Development Agreement approval allows the City and an applicant to enter into an agreement, which will assure the City that the proposed project will proceed to its completion in compliance with the plans submitted by the applicant.

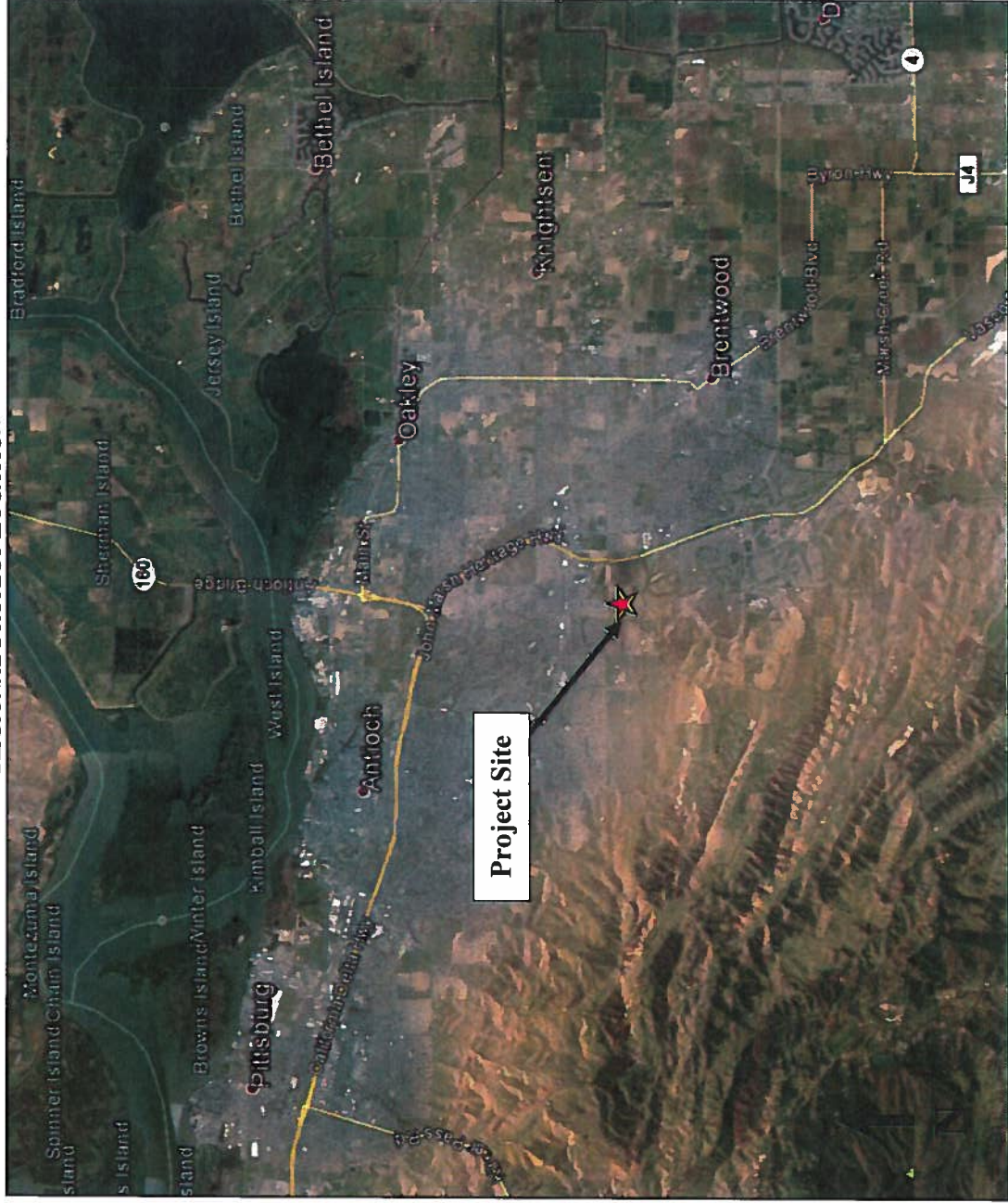
PROBABLE ENVIRONMENTAL EFFECTS:

The City has reviewed the proposed project application and has determined that an EIR should be prepared for the proposed project because it may have a significant effect on the environment. The City has concluded that the EIR should address potential project-related impacts to the resources identified below. Each resource area chapter will include a discussion of the existing setting, thresholds of significance, evaluation of potential impacts, and if necessary, feasible mitigation measures to reduce or eliminate potentially significant impacts to the applicable resource.

- Aesthetics
- Air Quality and Greenhouse Gas Emissions
- Biological Resources
- Cultural Resources
- Geology and Soils
- Hazards and Hazardous Materials

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- Hydrology and Water Quality
 - Land Use and Planning / Agricultural and Forestry Resources / Population and Housing
 - Noise
 - Public Services and Utilities
 - Transportation and Circulation
 - Statutorily Required Sections
 - Alternatives

**FIGURE 1
REGIONAL PROJECT LOCATION**



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FIGURE 3
EXISTING GENERAL PLAN DESIGNATIONS

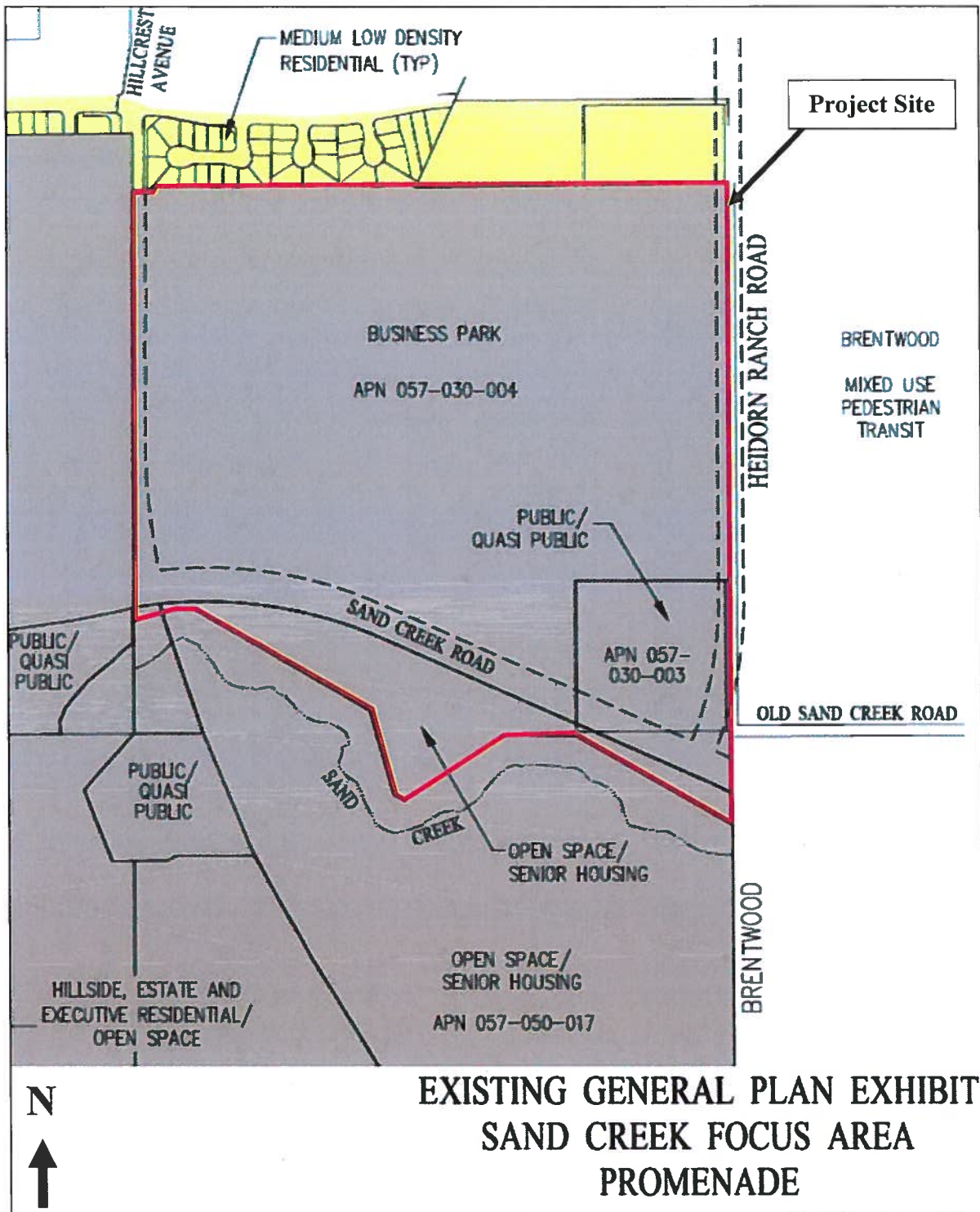


FIGURE 4
PROPOSED GENERAL PLAN AMENDMENT

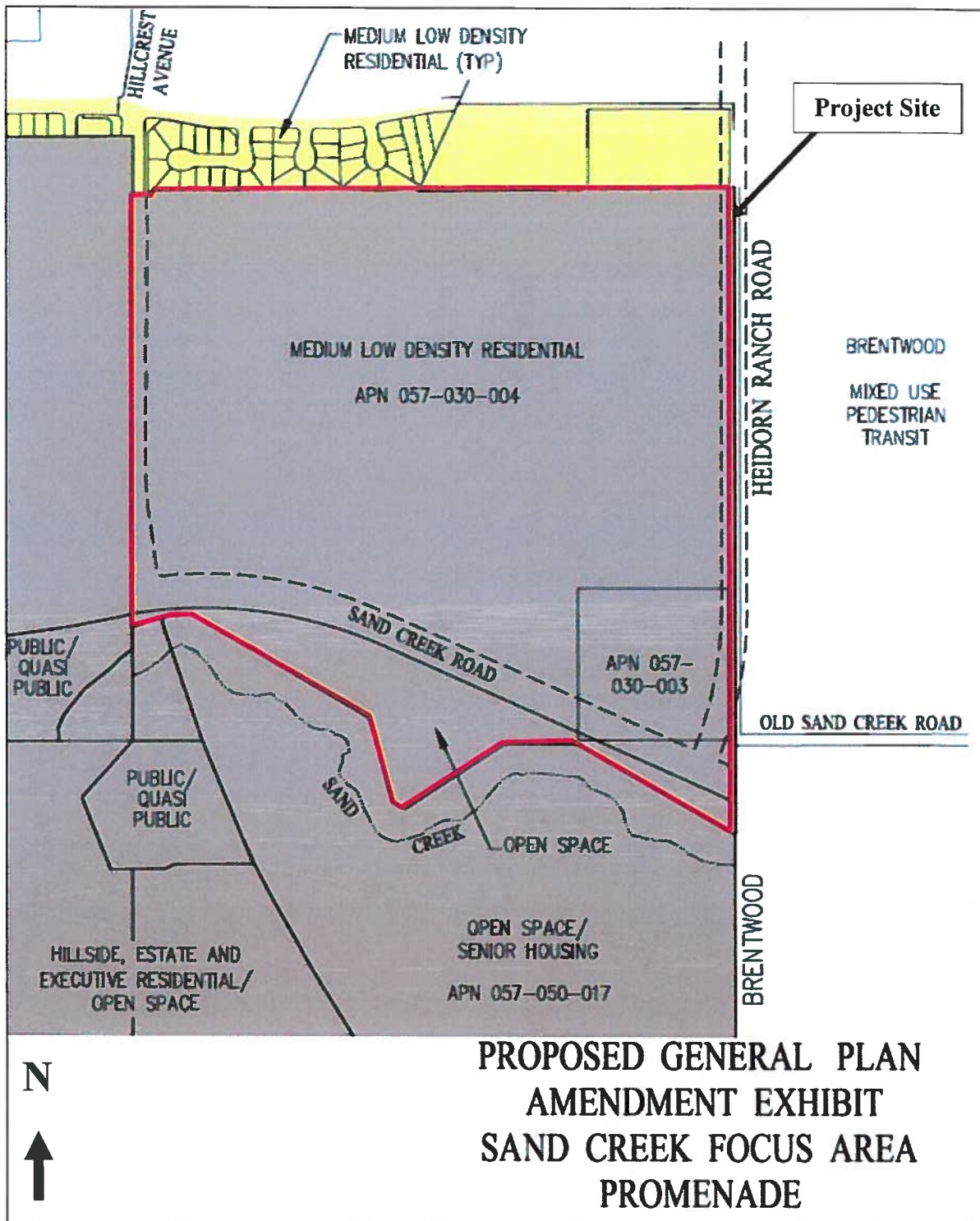
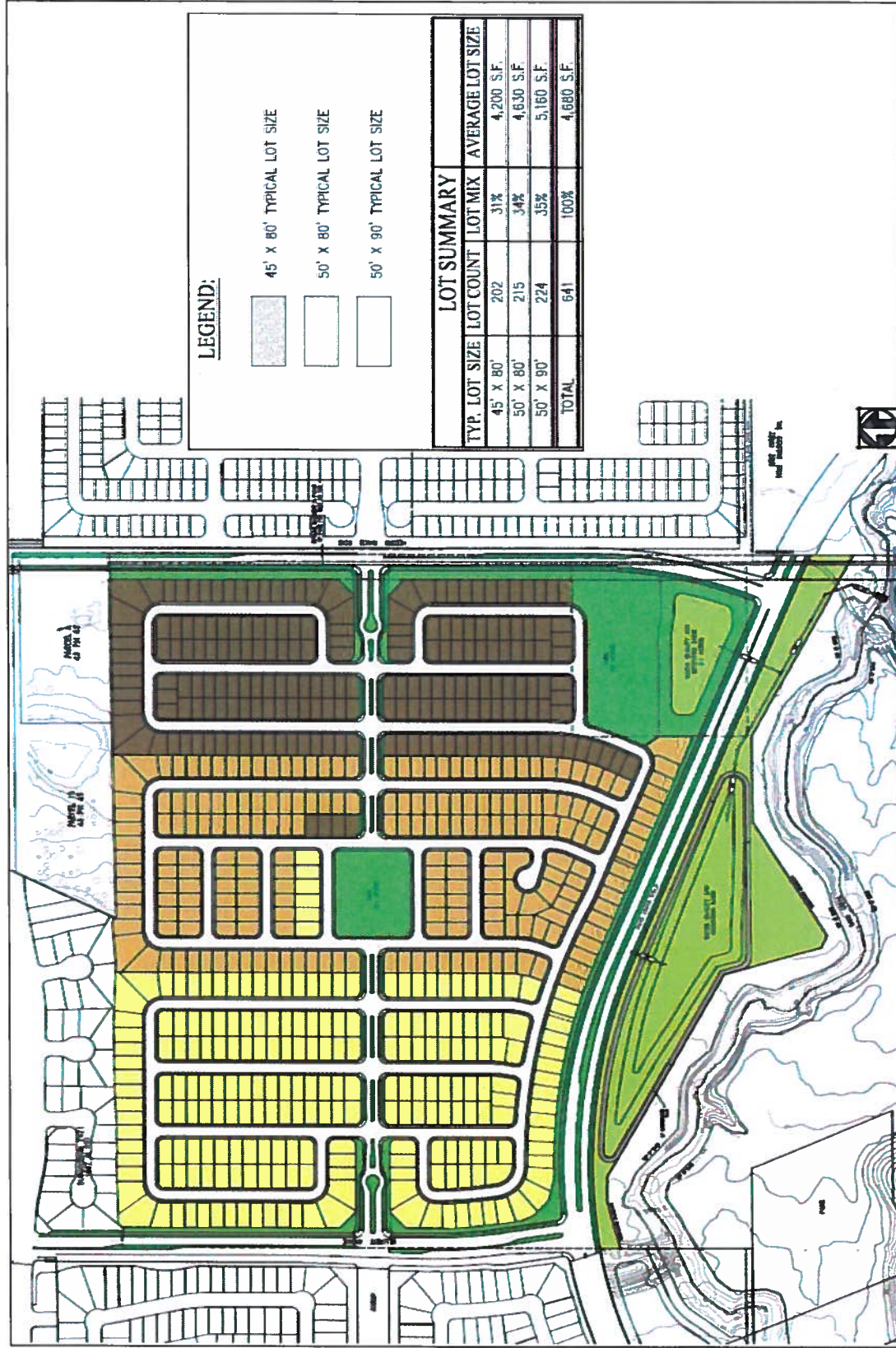


FIGURE 5
PRELIMINARY SITE PLAN



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