



Hacienda Business Park TOD Planning General Plan Review

Introduction

The City of Pleasanton's General Plan sets the overall land use and planning policy affecting development in the City, including Hacienda Business Park. Pleasanton is currently in the process of updating its General Plan; Plan adoption is anticipated in Spring, 2008. Concurrent with this process, the Pleasanton City Council directed the Pleasanton Planning Staff to continue to work with Hacienda in exploring development options in the park as part of the General Plan update process. The planning process for Hacienda is directed towards exploration of development opportunities to introduce more housing and mixed-use development, promote greater integration of jobs, housing, and transit, and create an improved pedestrian environment.

This memo provides the following:

- Reviews the draft elements of the General Plan
- Identifies policy direction which will guide future development in Hacienda
- Demonstrates consistency between General Plan policy and the envisioned future development in Hacienda, and
- Suggests options for allowing transit-oriented development to progress in Hacienda Business Park, consistent with General Plan direction, including suggestions for an alternative planning process other than a Specific Plan document.

This review addresses all elements included in the General Plan Update process to date (Land Use, Circulation, Energy, Public Facilities and Community Programs, Conservation and Open Space, Public Safety, Subregional Planning, Community Character, and Economic and Fiscal). Review of the Noise, Air Quality, and Water elements will be conducted, following their release for public review.

All of the General Plan elements contain relevant policy direction for the future development of Hacienda Business Park. Several of the elements (Land Use, Circulation, Community Character, and Subregional Planning) contain specific direction regarding infill, TOD, sustainability, alternative transportation modes, and the pedestrian environment, all of which directly relate to current planning efforts in Hacienda. This memo includes a detailed analysis of the most relevant elements. It is important to note



that this memo has been prepared in consideration of the overall future vision for Hacienda, and does not focus on site specific development characteristics.

Summary of Findings

This review suggests that the draft General Plan elements show strong support and encouragement of Transit Oriented Development and mixed-use development in Hacienda Business Park. The following list summarizes the major findings of this review related to future development in Hacienda.

- The overarching General Plan policy direction strongly encourages compact, infill development, and embraces sustainability, walkability, and alternative modes of transportation (besides the single-occupancy automobile).
- One of the major themes of the General Plan is sustainability, which is woven throughout all of the elements, and is included as a citywide priority in the General Plan Vision Statement. Sustainability is one of the major planning principles for Hacienda Business Park, in terms of creating a compact development footprint, reducing automobile trips, and enhancing the pedestrian environment.
- The vision for Hacienda and the planning efforts that have occurred to-date are consistent with General Plan policy direction found in all elements. Specifically, the Land Use Element contains detailed direction for Hacienda, including higher density development around BART stations, and emphasizes the importance of affordable housing, walkability, and reducing traffic congestion.
- The General Plan elements consistently support and embrace TOD community development opportunities within Hacienda, and refer to a Specific Plan as a way to implement the envisioned TOD and associated community character elements. However, this memo will suggest that planning alternatives are available which can also outline the overall vision and set of guidelines for future development within the Park, consistent with General Plan policy direction.
- An important conclusion of the analysis, as will be shown in this memo, is that the future vision for Hacienda could be implemented through an alternate planning mechanism to a Specific Plan, such as PUD zoning. The analysis has shown that much of the policy framework that would be used in a Specific Plan document to help define details of future development at Hacienda is already included in the General Plan. Because of the support of TOD and sustainability contained in the General Plan Update, the City has the opportunity to expedite Hacienda planning through the



PUD zoning technique, described in the GPU Land Use element as a method to implement the Mixed-Use land use designation.

Overview of the General Plan Elements

Land Use Element

The land use element provides policies and a land use map indicating the planned location, amount and intensity of residential, commercial, and industrial lands, and provides guidance for the use of public and open-space lands. The draft land use element provides significant support for TOD development within Hacienda, and encourages a mixed-use, transit supportive land use program on specific sites within the Plan area.

Following is an overview of the policy direction in the Land Use Element that describes and supports TOD development within the Hacienda Business Park. This discussion refers to both general policy directions that support “TOD principles” (such as smart growth, walkability, provision of mixed-income housing), as well as specific policies and action items that refer to the future development of Hacienda Business Park.

Overview

- **Sustainability.** The Land Use Element includes an over-arching discussion about sustainability (page 2-1), which states that “the City of Pleasanton embraces the concept of sustainable development...Relating the concept of sustainability to land use includes encouraging infill development and planning the city such that its layout would increase walking and bicycle riding, and minimize vehicle-miles traveled and energy usage.”
- The Land Use element also refers to creating new opportunities in the City to create **mixed-use and transit-oriented development (TOD)** and to create more pedestrian, bicycle, and public transit connections (page 2-4). The mixed-use, transit-oriented development envisioned for Hacienda is consistent with the City’s **sustainability** focus for new development and building, specifically promoting pedestrian and transit use, and reducing dependency on the single-occupancy vehicle.
- Preparation of the **Hacienda Business Park Transit-Oriented Development Specific Plan** is recognized as an opportunity to achieve optimum potential benefits associated with the park’s proximity to BART (page 2-14). The Plan will focus on

improving convenient connections to transit, and carefully locating the most transit-supportive land uses proximate to the BART station.

- The Land Use element includes a discussion of the **relationship between jobs and housing** within Pleasanton and within the Tri-Valley (pages 2-17, 18). Pleasanton is known as a regional employment center, and also contributes to its share of housing in the Tri-Valley, and must continue to do so in the future. A mix of residential and commercial uses in Hacienda Business Park can contribute to a balanced mix of jobs and housing within the City, and within the region.
- **Smart Growth** planning strategies are guiding land use concepts included in the Pleasanton General Plan. These strategies include mixed-use development and TOD, and are intended to address provision of housing choices and reducing traffic congestion, and contributing to creating a sustainable and efficient development pattern in Pleasanton (page 2-20). The future development goals for Hacienda Business Park are consistent with smart growth planning strategies, and can help contribute to an overall balanced growth pattern within Pleasanton.
- Expanding **mixed-use development** opportunities in Pleasanton is identified as one of the guiding land use concepts in the Land Use element (page 2-21). Mixed-use development is a component of sustainability and smart growth, as it contributes to walkability, efficient land development patterns, and reduction of automobile trips. The mixed-use, transit-oriented, infill development envisioned for Hacienda Business Park is consistent with the City's overall concept of implementing mixed-use development in Pleasanton.
- The General Plan **Mixed-Use land use designation** allows a combination of uses in a single building or on a single site, where the uses are integrated and include a functional inter-relationship and a coherent physical design (page 2-23). The Land Use element encourages higher-density uses (30 du+/ac) in locations proximate to BART stations, and other areas near transit (although not precluded in other areas designated Mixed-Use). The General Plan states that the location of Mixed-Use designated areas is determined by the **associated PUD zoning, or specific plan**.
- Similarly, **transit-oriented development** is characterized in the Land Use element as development that is focused around major transit facilities such as BART (or other rail) stations and bus lines (page 2-21). The Land Use element's description of transit-oriented development is consistent with the future development patterns envisioned for Hacienda: "walkable communities with mixed-use development that

includes shops, public services, schools and a variety of housing types and prices within each neighborhood. These areas are often job centers. Transit-oriented communities are designed for walking and bicycling, with attractive sidewalk conditions and with good street connectivity and traffic-calming features.” The Land Use element also includes a discussion of the benefits of TOD, including reduction of traffic and parking areas, increased walkability, reduction of energy usage, and reduced air pollution. The mixed-use, TOD development patterns envisioned for Hacienda Business Park will contribute to the City’s TOD focus, as well as towards realizing the overall benefits of TOD (vs. conventional development).

Goals, Policies and Programs

The General Plan Land Use Element contains goals, policies, and programs which relate to the future development patterns within Pleasanton. Following is a discussion of goals, policies, and programs which relate to future development of Hacienda Business Park, either specifically or more generally in terms of desired growth and development patterns.

- **Special Interest Areas.** The Land Use element includes policies and programs related to Special Interest Areas, which are undeveloped and underutilized areas of Pleasanton that are changing or have the potential to change (such as the Hacienda Business Park). Program 3.2 states “Work with the Hacienda Owners Association to prepare a Specific Plan for the Hacienda Business Park”.
- **Residential.** The Land Use element includes policies and programs related to new residential development, several of which are applicable to the future of Hacienda. Policy 6 recommends developing new housing in infill and peripheral areas which are adjacent to residential development, near transportation hubs, or local-serving commercial areas. Program 6.1 encourages densities which support development and affordable housing, while respecting the character of surrounding uses. Both of these directives point to Hacienda Business Park as a logical location for high quality, new residential infill development.
- **Industrial, Commercial, and Office.** The General Plan policy direction (Program 12.3) discourages the re-designation of commercial, business park, and industrial land use to residential use, except for the area surrounding the BART Stations (i.e Hacienda Business Park). Hacienda Business Park contains ample opportunities to

re-designate land to Mixed-Use, to encourage a range of compatible uses within the Park.

- General Plan Policies 13, 14, and Program 14.1 encourage **mixed-use development** around BART stations, and at densities that encourage affordable housing, and a pedestrian-friendly environment. Consistent with other General Plan policy direction, the mixed-use policies support the envisioned transit-oriented development in Hacienda.
- The Land Use Element contains goals, policies, and programs that emphasize **sustainability and environmental quality**. The envisioned development for Hacienda Business Park embodies the sustainable development characteristics that the General Plan embraces, including high quality neighborhood design, proximity to transit, walkability, and a balanced mix of uses. Policies and programs in this section refer specifically to transit-compatible development near BART stations and in business parks, and encourage community design techniques such as enhanced access, connections, and road design to facilitate alternative transportation usage and pedestrian mobility.

Circulation Element

The Circulation Element provides policies and maps which indicate the general location and extent of existing and proposed circulation routes and facilities. The Circulation Element measures planned land uses against future transportation conditions, and provides mitigation measures for critical intersections which will be problematic in terms of traffic volume under buildout conditions.

While the Circulation Element does not focus on policy direction relating to the future development of Hacienda Business Park, it does include direction and policies related to sustainable development, design of facilities, and improvements that address and provide input to land uses within Hacienda. Future transit-oriented development within Hacienda is intended to provide significant transportation improvements, provide transportation alternatives, and reduce trip generation, all of which are consistent with the Circulation Element's policy direction.

Overview

- The draft Circulation Element contains a discussion of **sustainable development and planning**, and encourages alternatives to fossil-fuel consumption, and encourages alternative transportation (page 3-1). Trip reduction and the use of alternative transportation are central elements of future planning for Hacienda, consistent with the direction of the General Plan.
- **Parking requirements** are discussed in the draft Circulation Element (implemented through the Zoning Ordinance), including a consideration of reduction of parking standards for mixed-use projects on a case-by-case basis (page 3-9). The Circulation Element does not contain a discussion of a reduction of parking standards for transit-oriented projects; this consideration would be appropriate for future development within Hacienda Business Park.
- The Circulation Element includes a discussion of **pedestrian and bicycle facilities**, and highlights the importance of ensuring that walking and bicycling are viable alternatives to the automobile within Pleasanton (page 3-37). The Circulation Element highlights existing and proposed trails, paths, and bikeways that are included in the City's proposed pedestrian and bicycle master plan. The envisioned future development of Hacienda includes significant pedestrian and bicycle improvements, (not currently illustrated or discussed in the Circulation Element), and will contribute significantly to mobility within the Park, and improved access to surrounding neighborhoods and regional facilities (such as the Iron Horse Trail).
- **Transportation Demand Management (TDM)** refers to policies and measures to reduce the total volume of traffic or to promote shifts towards more sustainable modes of transportation (page 3-37). City policy focuses on commute alternatives such as walking, biking, telecommuting, carpooling, vanpooling, and utilizing public transportation to help reduce traffic generation. Current Hacienda Business Park practices include TDM strategies. Future development in the Park will continue to enhance existing strategies, and will incorporate additional TDM measures to address mixed-use development. A discussion of Hacienda's TDM program could be incorporated into the General Plan policy discussion, highlighting innovative solutions and alternatives.



Goals, Policies and Programs

The General Plan Circulation Element contains goals, policies, and programs which are intended to meet the City's future objectives regarding circulation systems. Following is a discussion of goals, policies, and programs which relate to future development of Hacienda Business Park.

- Policy 1 and Program 1.1 relate to completing the City's planned street and highway system, and requiring new development to pay its fair share towards improvements. Hacienda Business Park will work with the City to determine fair share requirements for future needs resulting from development within the Park.
- Policy 2 and the associated programs relate to phasing development and roadway improvements to ensure that levels of service at major intersections to not exceed LOS D at major intersections outside Downtown and gateway intersections. Planning for future development in Hacienda includes mitigation measures that will return affected intersections to LOS D, and the Hacienda stakeholders will work with the City to determine mitigation measures, and include them in the General Plan.
- Policy 6 and Program 6.1 both address design of streets to minimize traffic-related impacts on land uses. Design guidelines and development standards for Hacienda Business Park will include site planning and landscaping standards required to create a safe and attractive pedestrian environment within the Park, and minimize conflicts between transportation modes.
- Program 10.1 discusses the potential for shared parking, or reductions in parking standards for development located proximate to transit. Future development within Hacienda Business Park should be evaluated for reduced parking standards, based on the adjacency to the BART station.
- Goal 4, and the associated policies and programs, all relate to the provision of a multi-modal transportation system which creates alternatives to the single-occupancy vehicle. Transit-oriented development in Hacienda is consistent with this policy direction, as planned elements include enhanced pedestrian and bicycle connections and facilities, enhanced transit connectivity, and land use patterns designed to reduce trips.



Subregional Planning Element

The purpose of the Subregional Planning Element is to facilitate Pleasanton's involvement in the cooperative planning of the Tri-Valley area. The City of Pleasanton is involved in many inter-agency regional planning efforts, which look at the overall goals and issues of the region, and develop regional planning strategies to address challenges facing the Bay Area.

Pleasanton has recently participated in the Focusing Our Vision (FOCUS) program, the purpose of which is to plan for expected population and job growth for the next 20 years and grow in a way that improves the quality of life for all Bay Area residents, protects and preserves the environment, and is fiscally sound. The Subregional Element lists principles to advance the vision of the FOCUS program; several of which are directly related to future TOD in Hacienda Business Park, including: encourage compact, complete, well-designed communities, increase housing supply and choices, improve housing affordability, increase transportation choices and efficiency, improve social and economic equity, promote efficiency and fiscal health, and promote sustainability (page 14-4).

The Subregional Element also includes more specific strategies to achieve the goals of the FOCUS program (page 14-5), which also strongly support TOD in Hacienda, such as: encourage infill development and the efficient use of land, provide for compact communities proximate to transit and other resources, provide opportunities for people to live near their jobs, encourage a mix of land uses, encourage development in areas served by frequent transit, and use existing infrastructure capacity. All of these principles and strategies strongly support mixed-use TOD in Hacienda.

Community Character Element

The purpose of the Community Character Element is to identify the physical and social aspects of Pleasanton's identity and to establish goals, policies, and programs to preserve and enhance those aspects which make the city special and distinct. This element helps to guide the look and feel of development in Pleasanton, and ensure that it is context-sensitive, attractive, and supports the city's character.



The TOD envisioned for Hacienda Business Park will be guided by a set of design guidelines and development standards that will be based on the direction set in the Community Character Element. Guidelines and standards for future development will be designed to enhance the pedestrian environment and connectivity, provide attractive public and private open spaces, enhance access to transit, and ensure that the architectural style of future development is compatible with the community context.

Goals, Policies, and Programs

Specific goals, policies, and programs in the Community Character Element that will help direct future development in Hacienda include the following:

- Policy 15: Encourage new commercial area development and redevelopment ... to incorporate attractive architectural and site-design features.
- Policy 17: Maintain, enhance, and protect the quality, character, and distinctiveness of residential neighborhoods.
- Program 17.2: In high-density developments, encourage design treatments that enhance the attractiveness of the streetscape and other publicly accessible areas through architectural detail, neighborhood and public gathering areas, gardens, and public art.
- Policy 18: Evaluate land-use changes in the context of overall City welfare and goals, as well as the desires of the surrounding neighborhoods.

Economic and Fiscal Element

The Economic and Fiscal Element's policies do not direct the physical form of new development in Hacienda; however, policies relating to a strong economy are relevant to the continued success of Hacienda as a vibrant regional employment center. Future development in Hacienda should be balanced, ensuring for a range of residential opportunities, as well as continued expansion of office and commercial uses.

Additional Elements

The Energy, Public Facilities and Community Programs, Public Safety, and Conservation and Open Space Elements were all reviewed as part of this analysis. The policy direction contained in these elements does not specifically relate to planning and design for TOD in Hacienda. However, all future development in Hacienda Business Park will be consistent with these elements, and will specifically support sustainability, which is an overarching theme throughout all of the General Plan elements.



Conclusion

Following are conclusions and recommendations to consider in moving forward with the planning process for Hacienda Business Park, based on a review of the Draft General Plan elements.

- The General Plan policy direction is consistently very supportive of planning efforts to-date, and envisioned TOD in Hacienda, throughout the draft elements.
- The General Plan directs the development of a Specific Plan for Hacienda Business Park. However, the Land Use Element indicates flexibility in terms of using a PUD to implement the Mixed-Use land use designation (which would be applied to Hacienda). This potential flexibility may provide helpful in moving forward with implementation options for Hacienda, since a PUD update may be an appropriate planning tool, given the high level of consistency between the envisioned development for Hacienda and the General Plan policy direction.
- Given the direction of the planning efforts to-date for Hacienda and consistency with the General Plan policy direction, there are opportunities to pursue an alternate planning process that would expedite moving forward individual development plans under the umbrella of a comprehensive planning process for Hacienda Business Park.