

CITY OF ALBANY  
PLANNING AND ZONING AGENDA  
STAFF REPORT

Agenda date: 2/10/09

Prepared by: AC

Reviewed by: JB

ITEM/ 6b

**SUBJECT:** Study Session on Planning Application 07-100. **Rezoning. Planned Unit Development. Design Review. Parking Exception.** A request for rezone to San Pablo Commercial, planned unit development, design review and parking exception for a new grocery store and mixed-use development at a site owned by the University of California..

**SITE:** 1030-1130 San Pablo Avenue (University Village at the corner of San Pablo Avenue and Monroe Street)

**APPLICANT/**

**OWNER:** Bob LaLanne with The LaLanne Group for University of California

**ZONING:** SPC (San Pablo Commercial) & R-2 (Residential)

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**STAFF RECOMMENDATION**

Staff recommends that the Commission receive testimony from the applicant and members of the public. Provide direction to staff on issues related to changes in the revised/refined project plans. **No action on the project is to be taken at this meeting.**

**BACKGROUND/PROJECT DESCRIPTION**

The 4.2-acre project site consists of two lots located to the northwest and southwest of the Monroe Street/San Pablo Avenue intersection. The applicant would like to construct a new 55,000 square foot grocery store at the north end of the property and a mixed-use development at the south end of the lot, which includes approximately 30,000 square foot of retail space and approximately 96 independent senior housing units. Originally the project was proposed to have 175 senior/assisted housing units; however, the applicant decided to reduce the number of senior units because of the change in the market and the difficulty in providing all the required parking spaces.

Because the uses are not related to the educational function of the University, city land use policies apply to the proposed project. The properties currently have two zonings, San Pablo Commercial for the first 100' along the eastern side of San Pablo Avenue and Medium Density Residential for the rest of the property. A rezone to San Pablo Commercial for the entire area would be required to consider a project with commercial uses. A planned unit development is requested to allow an increase in height and a parking exception is requested to allow a reduced

number of required parking spaces. This study session is meant to provide an opportunity to focus on the proposed parking solutions. The discussion should focus on whether there is adequate parking and if revisions are necessary.

## **KEY ISSUES**

At previous public meetings, the public and Commission have asked questions and asked for more information on many elements of the project. This study session is an opportunity for the applicant to update the community on the project, but primarily to focus the proposed parking solutions and the approvals required to allow reduced/adjusted parking requirements.

As previously stated there is a grocery store component and a mixed-use development component of the project. There are a total 226 parking spaces proposed for the grocery store, and small 2,000sq.ft. retail space at the northeast corner of the lot, located on a surface lot and in a below-grade parking garage, under the store. The Planning and Zoning Code requires that one parking space be provided for every 400sq.ft. of retail space; therefore, the proposed parking for the grocery store is "over parked" by 83 spaces since 143 are required.

The mixed-use development has 86 parking spaces proposed in a surface-level parking garage, located behind the retail along San Pablo Avenue. There is 28,000sq.ft. of retail spaces, which requires 70 parking spaces at a ratio of one parking space per 400sq.ft. of retail space.

There are 96 independent senior housing units that would require 192 parking spaces since two off-street parking spaces are required per residential unit. The mixed-use development, therefore, requires a total of 268 parking spaces.

Currently the project is being looked at as four separate parcels, if approved as a subdivision. One parcel contains the grocery store; the second parcel contains the retail portion of the mixed-use development; the third parcel contains the senior housing portion of the mixed use development; and the fourth parcel includes Monroe Street and 10<sup>th</sup> Street, both of which provide parking and bio- swales to treat water runoff and to comply with clean water requirements.

There are a total of 44 parking spaces proposed along Monroe Street and 10<sup>th</sup> Street. The applicant would like to allocate the parking along Monroe Street and 10<sup>th</sup> Street to the mixed-use development. If this is allowed, the mixed-use development would have 130 parking spaces, which is 138 parking spaces short of the required 268. It should also be noted that "back-in" parking is proposed along Monroe Street. This is somewhat of a new concept that requires drivers to back into parallel parking spaces instead of pull in, providing greater visibility and safety to bikers (see attachment 2).

## **REQUIRED APPROVALS**

In order to approve the parking as proposed, motions approving the following items would need to be made:

Municipal Code 20.28.040.A.3 allows residential parking to be reduced to 1.5 parking spaces per unit, down from 2 parking space per unit if a special finding can be made based on a parking

survey of the site showing that sufficient on-street parking is available to allow a parking reduction. The challenge with making this finding is that the site is not yet developed; therefore, making it difficult to make a finding based on existing conditions, which would vary greatly if the proposed project were approved. It could also, however, be argued that senior housing does not require the same amount of parking as “standard, non-specialized” residential units. If this finding can be made 144 parking spaces would be required for the senior housing component of the mixed-use development. If 144 parking spaces were required for the senior housing and 70 parking spaces were required for the retail then a total of 214 parking spaces would be needed for the mixed-use development, down from 268 required.

Municipal Code Section 20.28.040.B.4 allows shared parking of non-residential uses for other non-residential uses through a major conditional use permit process. A conditional use permit can be approved for a shared parking arrangement between two adjacent non-residential properties. The peak of aggregate parking demand for the combined uses cannot exceed the number of parking spaces provided. If a conditional use permit for shared parking is approved for the “excess” 83 spaces on the grocery store site and the 44 spaces on Monroe Street and 10<sup>th</sup> Street to be allocated to the mixed-use development then there would be a total of 213 parking spaces provided, along with the proposed surface lot in the mixed-use development. A parking study will be needed to verify the peak aggregate demand of parking.

Finally, Municipal Code Section 20.28.040.C allows a major conditional use permit to allow a nonresidential parking to be shared with residential parking. If this is approved the senior housing component of the mixed-use development would need to have 58 grocery store parking spaces and 10<sup>th</sup> Street spaces allocated to it.

The table below shows how parking counts vary with each parking approval, as listed above:

Use	Required Parking	Proposed Parking	Required Parking with Residential Reduction from 2 to 1.5
Grocery	143	226 (garage and surface, excess 83)	143
Mixed-use Retail Component	70	0	70
Mixed-use Residential Component	192	86 (surface and parking structure)	144
Total	394	312	357

**CONCLUSION**

The applicant has made an effort to provide as many parking spaces as possible with the proposed site plan. As described above, there are ways to allow parking reductions and

provide creative parking solutions and still adhere to the Planning and Zoning Code. As proposed, the project would need approval of a special finding to allow a reduction in the required residential parking requirements and two major conditional use permits, one to allow shared parking between two adjacent properties and one to allow non-residential and residential shared parking.

At this time staff recommends that the Commission discuss the parking proposal land solutions and provide feedback to staff and the applicant on the appropriateness of the proposed parking plan and if any revisions are needed.

**Attachments:**

1. Project site plan and Parking table
2. Back in parking

CITY OF ALBANY

FEB 02 2009

COMMUNITY DEVELOPMENT  
DEPARTMENT

Pyatok Architects

University Village at San Pablo  
Parking Summary - January 30, 2009

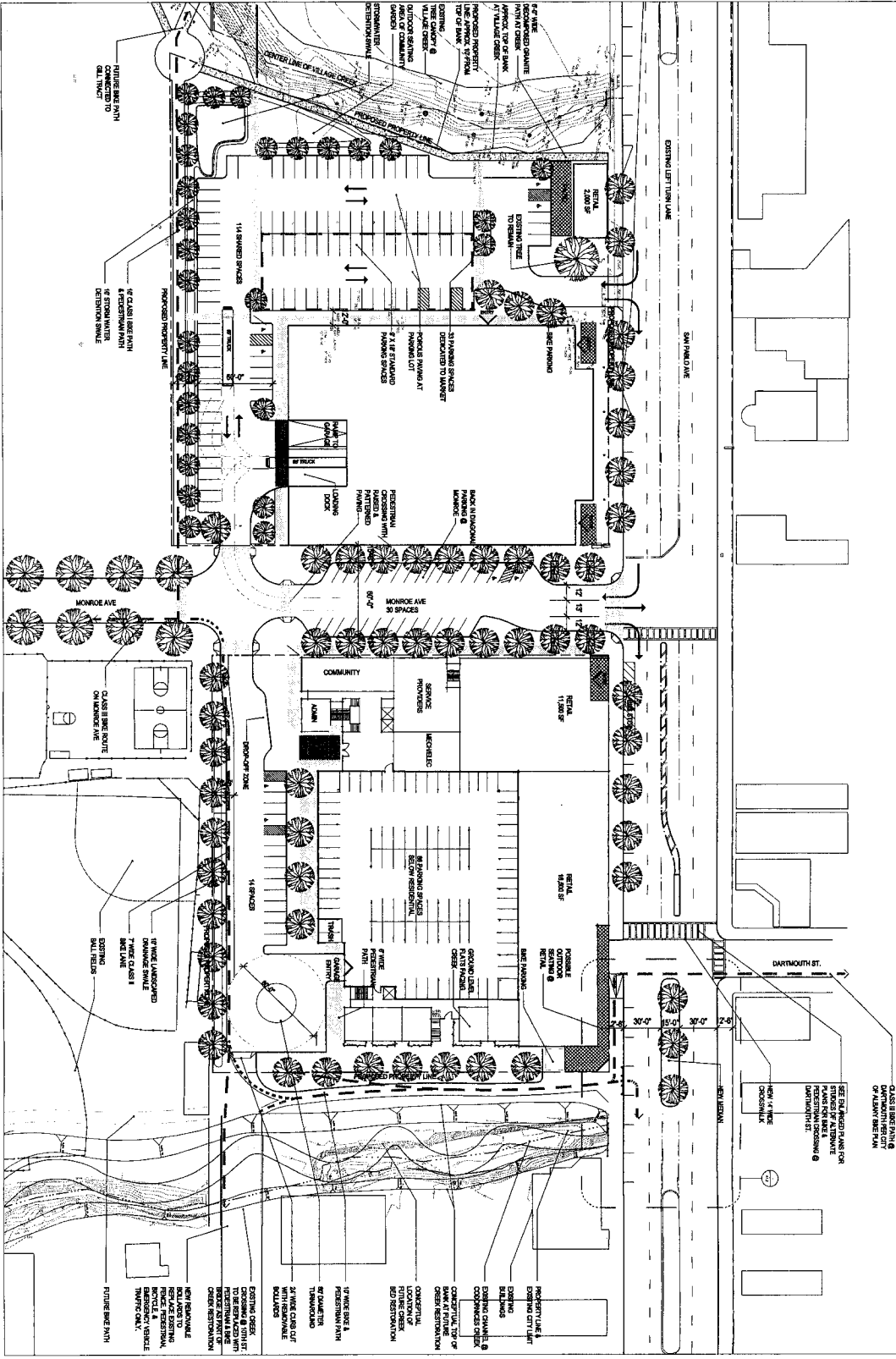
Use	Parking required by zoning	Parking provided on each site	Shared-use parking	Attribution of parking to meet zoning requirements	Additional on-street parking at San Pablo Ave. Frontage
<b>Block A – Whole Foods</b>					
Whole Foods 55,000 GSF	138 2.5 per 1,000 SF	221	83 Surplus spaces available for shared use	138 Dedicated spaces	
Retail at Village Creek 2,000 GSF	5 2.5 per 1,000 SF	5 Surface spaces	-	5 Dedicated spaces	
Total Block A	143	226	83 Surplus spaces available for shared use	143 Dedicated spaces	
<b>Block B – Mixed use, (including Monroe Ave.)</b>					
Retail at San Pablo 28,000 GSF	70 2.5 per 1,000	30 Spaces on Monroe Ave (Private Street)	(40) Shared use parking required to meet zoning	70 Including 40 shared use spaces	12
Senior Housing 96 Independent Living units	143 Based on 1.5 spaces per unit.	100 86 spaces in parking garage 14 spaces at 10 <sup>th</sup> St.	(43) Shared use parking required to meet zoning	143 Including 43 shared use spaces	-
Total Block B	213	130	-	213 Combination of dedicated and shared spaces	
Total for both Blocks	356	356	83 Shared use spaces	356	

**A MARKET**  
2.7 acres

AREAS:	44,000 SF	PARKING:	112 SPACES
1ST FLOOR:	11,000 SF	SURFACE:	114 SPACES
MEZZANINE:	50,000 CSF	GARAGE:	228 SPACES
TOTAL:		TOTAL:	

**B MIXED-USE BLDG.**  
2.7 acres

4 STORIES	PARKING:	14 SPACES
42' MAX. HEIGHT	SURFACE:	88 SPACES
30,000 SF ± RETAIL	GARAGE:	100 SPACES
99 UNITS SENIOR HOUSING	TOTAL:	



University Village at San Pablo  
Albany, CA

Client: The Labare Group  
 Plot: 38  
 Site Architect: San Francisco  
 CA 94107  
 P/N: (415) 908-1500

Scale: 1/8" = 1'-0"

Sheet: A1.1

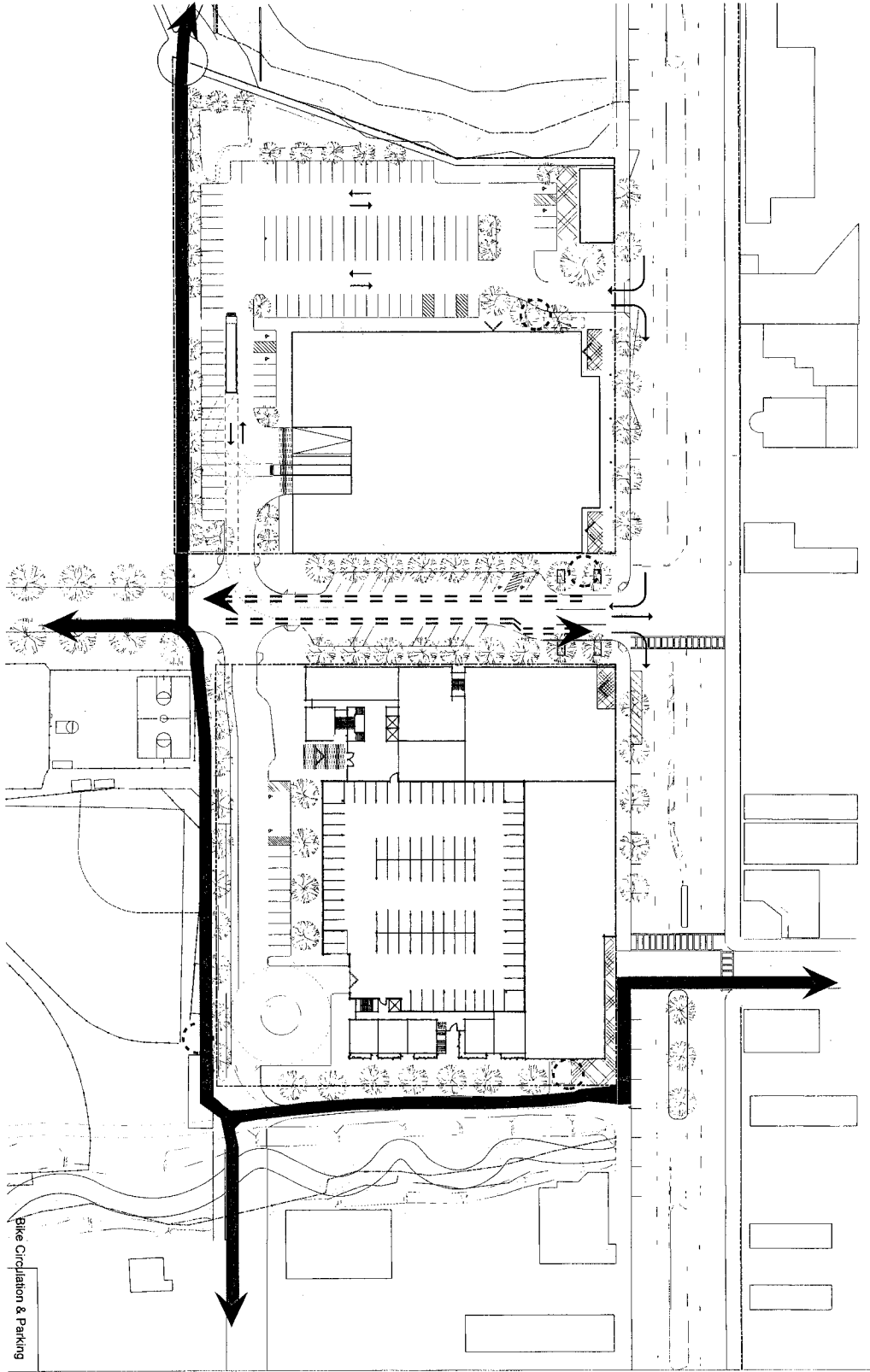
Project: 2007  
 Drawn by: JLL  
 Checked by: PWR  
 Date: 20 JUN 08  
 Scale: 1/8" = 1'-0"

NON-RESPONSIBLE FOR THE DESIGN OF THE RETAIL AND SENIOR HOUSING PORTIONS OF THIS PROJECT. THE DESIGN OF THESE PORTIONS IS THE RESPONSIBILITY OF THE ARCHITECT OF RECORD.

DESIGNATION & PARKING PLAN

**LEGEND**

- PRIMARY BIKE CIRCULATION
- ▨ ALTERNATE BIKE CIRCULATION
- BIKE PARKING



Bike Circulation & Parking

# University Village at San Pablo Albany, CA

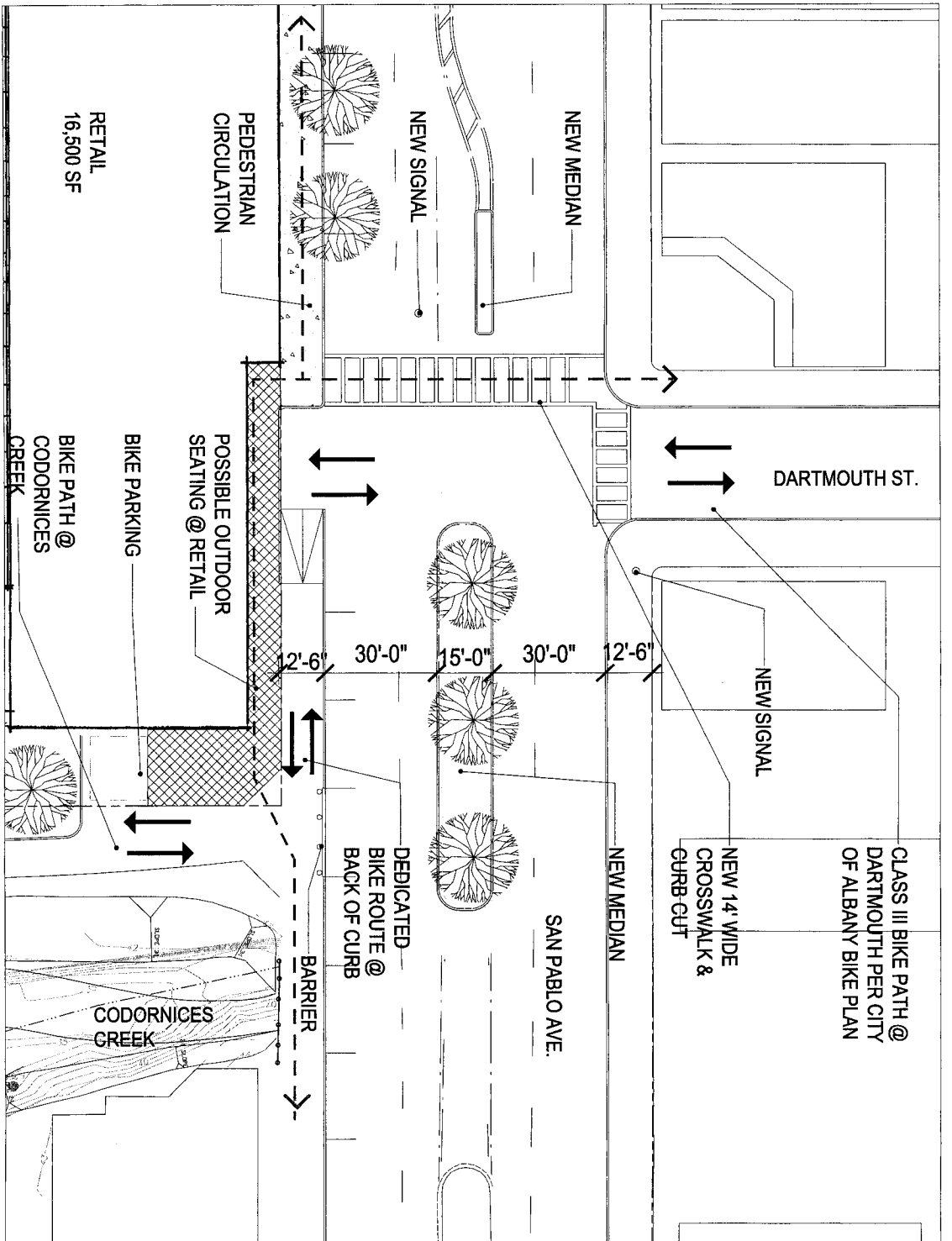
Client:  
The Labare Group  
Pav. 38  
The Embarcadero  
San Francisco,  
CA 94107  
Phone: (415) 908-1500

Site Name:  
UNIVERSITY VILLAGE AT SAN PABLO  
PLANNING COMMISSION  
1500 EMBARCADERO, SAN FRANCISCO, CA 94107

Project: 0007  
Design by: AIA  
Checked by: PM/LLI  
Date: 30 JAN 09  
Scale: 1"=30'  
7/06

Sheet:  
PRELIMINARY  
NOT FOR CONSTRUCTION

PROJECT: UNIVERSITY VILLAGE AT SAN PABLO  
DATE: 30 JAN 09  
SCALE: 1"=30'  
SHEET: 7/06



Patrick Architects, Inc.  
 401 California Street, Suite 200  
 Albany, CA 94706  
 Phone: (415) 533-1111  
 Fax: (415) 533-1112  
 www.patrickarchitects.com

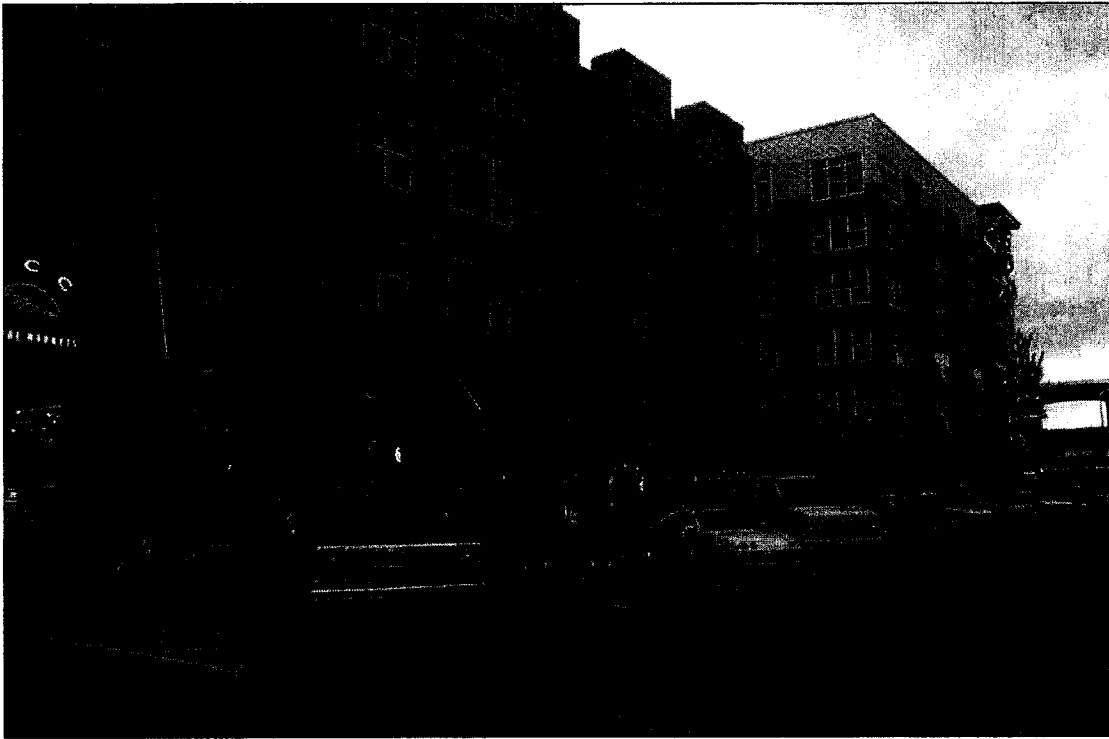
# University Village at San Pablo Albany, CA

Client:  
 The Leding Group  
 PwC 38  
 The Embarcadero  
 San Francisco,  
 CA 94107  
 Ptn: (415) 908-1500  
 Site Number

Project 0007  
 Drawn by: TML  
 Checked by: PVA/S  
 Date: 02.24.09  
 Scale: 1"=10'

SHEET  
**A1.2**  
 PRELIMINARY -  
 NOT FOR CONSTRUCTION





**Figure 9.11** Reverse (back-in) angled parking improves driver visibility of bicyclists. Source: Dan Burden, Walkable Communities Inc.

- Where possible on one-way streets, angled parking can be implemented on the left side of the street while the bicycle lane remains adjacent to parallel parking on the right side of the street. Some communities use reverse (back-in) angled parking, which is thought to improve driver visibility of bicyclists (Figure 9.11).
- Avoid providing bicycle lanes between on-street parking and curbs or other roadside barriers unless the bicycle lane is at least 12-ft. wide because bicyclists can become trapped and might collide with opening doors of vehicles.
- Removing parking from one side of the street and narrowing excessively wide lanes might provide enough width for bicycle lanes. Converting excessively wide travel lanes (16-plus ft.) to 10 or 11 ft. will create enough space for bicycle lanes.
- Bicycle travel on sidewalks should be discouraged even if the sidewalk width meets the width requirements of a shared multi-use path. Bicycles on sidewalks travel at higher speeds, creating the

potential for serious injury to pedestrians. Bicyclists might collide with numerous obstacles on sidewalks including street furniture, sign posts, etc. Additionally, drivers do not expect bicyclists on sidewalks, creating conflicts at intersections and driveways. Therefore it is important to provide convenient alternatives that will limit the attraction of sidewalk riding. While on-street facilities designed to the guidelines above are preferred, alternative routes on parallel streets may be a better choice in some situations. It might also be possible to provide a separated off-street multi-use path.

Once the decision has been made to provide bicycle facilities on a major urban thoroughfare, the street designer has less flexibility in the width of such facilities than with other design elements such as a sidewalk or median. This is not to say there are not innovative design treatments that can be applied to bicycle facilities. The ITE informational report *Innovative Bicycle Treatments* (2002) summarizes