

**CITY OF ALBANY
PLANNING AND ZONING AGENDA
STAFF REPORT**

Agenda date: January 11, 2011
Prepared by: Jeff Bond

ITEM/ 6c

SUBJECT: **1030-1130 San Pablo Avenue (University Village). Planning Application #07-100.**
A request for rezoning, subdivision, affordable housing agreement, planned unit development, conditional use permit, design review and parking exception for a new grocery store and mixed-use development at a site owned by the University of California.

APPLICANT/OWNER: **University of California**

ZONING: **SPC (San Pablo Commercial) and R-2 (Medium Density Residential)**

Recommendation

Staff recommends that the Planning and Zoning Commission take testimony from the public, discuss the proposed project, and provide direction to the applicant. No action by the Commission will be taken at this meeting

Background on Application

The subject area comprises two blocks owned by the University of California that have a combined area of approximately 5.2 acres. The draft environmental impact report described the project as a new 55,000 sq ft grocery store at the north end of the property, which includes a below grade parking structure, and a mixed-use development at the south side of Monroe, which includes 28,000 sq ft of retail and 100 senior housing units and 75 assisted living units. 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 R-2 medium density residential for the rest of the property. Expansion of the San Pablo Commercial designation westward into the R-2 district is required for the proposed project. In addition, 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 review is a study session, and no action will be taken by the Commission.

Summary of Key Issues

A. Policy Issues & Project Setting

In 1992, the City adopted a General Plan that designated the project area as "Residential/Commercial." In 2004, the City's zoning map was amended to change the zoning on the portion of the parcel along San Pablo Avenue from R-2 to San Pablo Commercial. The area changed was from San Pablo Avenue westward 100 feet into the middle of the block. The application under consideration is to extend the San Pablo Commercial designation another 100 feet westward to 10th street.

Normally a General Plan would provide guidance on the evaluation of an application of this scope. The city's General Plan, however, is approaching the end of its planning horizon and thus, there is a less effective tool for long-term policy direction. Despite the status of the General Plan, the Commission should consider the larger planning and urban design context associated with this area of the City. For example, this site is located at the southern gateway to the City on an arterial street. Thus, it is one of the few sites in Albany that might be suitable for larger scale mixed-use development. In addition, the project could serve as a catalyst for long-term upgrades and improvements in other nearby portions of San Pablo Avenue. The project also could be expected to help connect University Village into the fabric of the remaining City, both in terms of urban design and in terms of pedestrian, auto and bike access. Finally, there are expected to be significant fiscal benefits to the project.

It is important to acknowledge that the future of the adjacent Gill Tract has been raised as a community issue. The University's master plan for the Gill Tract calls for its use as "Recreation and Open Space." This designation could include a wide range of activities including future relocation of University Village recreation facilities now located on Jackson near Monroe. Preservation of the historic agricultural use of the Gill Tract also has been proposed. The Gill Tract, however, is outside of the scope of this particular application, and thus the City's legal authority to link the current application to the Gill Tract is limited.

Discussion Question: Are there major policy issues or aspects of the project setting that need further analysis?

B. Complete Streets and Green Streets Policies

The proposed project represents one of the best opportunities in Albany to introduce "Complete Streets" design concept. "Complete Streets" is an approach to site planning in which streets are designed to safely and thoughtfully incorporate all modes of transportation including pedestrians, bicyclists, transit, and conventional automobiles. As a general approach, less emphasis is placed on traditional automobile capacity, and more emphasis is placed on safety and urban design.

In this particular case, the project features

1. Codornices Creek - Currently the City of Albany, UC Berkeley and the City of Berkeley collaborate on a joint project to restore Codornices Creek. The Creek project includes a bike path. As a condition of approval, the proposed project should be designed with safe and functional linkages from University village to the Codornices Creek bikeway
2. Off Street Parking - The applicant's proposal for a reduction in off-street parking requirements, subject to the requirements of the Planning and Zoning Code, is as follows.
 - a. Reduce residential parking for senior independent housing from 2 spaces per unit to 1.5 spaces per unit, with one space dedicated to a particular unit available within the project and the half space available on a shared basis with the Whole Foods parking lot
 - b. Eliminate parking for assisted living residents, who generally do not drive, and provide a limited number of spaces adequate to accommodate the expected number of employees and visitors. Exactly how this reduction can be approved given the residential parking requirements of Measure D has not yet been resolved
 - c. Off street parking for the 28,000 square feet of non-grocery retail is proposed to be limited to the on-street spaces on Monroe. Staff is concerned that the lack of off-street parking for non-grocery retail may not be acceptable to potential retailers. In addition, no arrangements have been made to accommodate the expected number of employees at these retail establishments
3. Narrowing of streets for traffic calming purposes
4. Introduction of back-in angled parking on Monroe to calm traffic and to provide better safety between vehicles and bicyclists, as supported by the Traffic and Safety Commission.
5. Incorporation of transit stops to meet AC Transit service needs.
6. Safe crossing across San Pablo - the draft EIR contains three alternative crossings for the project. Arrangements are being made to seek Caltrans approval of at least one of the three alternatives
7. Commitment to bike parking - If the pedestrian and bike master plan currently underway is complete prior to design review approval, then standards contained in that plan will be incorporated into the project. If the plan is not completed, staff would recommend that the standards established in the Countywide Bicycle Plan be used (Attachment ___).
8. Outdoor seating and plazas near Village Creek and near Codornices Creek.
9. Compact intersection design at Monroe and San Pablo

In addition to the "complete streets" concept, principles of "green streets" are required by state and Federal law. In this case, designing the site to capture street and building stormwater run-off and directly the stormwater through landscape areas help cleanse the stormwater and moderate peak flows of stormwater that can contribute to downstream flooding. The details of the handling of stormwater are normally incorporated into the subdivision map, grading plan, and design review applications. Because the site planning has not advanced to the engineering stage, details on the green street program are not yet available.

Discussion Question: Do the proposed complete/green street features appear to be functional and acceptable to the community?

C. Senior Housing

The project as described in the EIR project description includes 175 units of senior housing, with 100 units for independent living and 75 units for assisted living. Following preparation of the draft EIR, the University has explored in more detail the marketability of the site for senior housing and will be discussing the current market conditions at the Study Session.

One of the challenges with the project, particularly the assisted living component is the provision of affordable housing. Like many cities, Albany has an inclusionary housing ordinance that requires 15% of new housing units to be affordable. Half of the affordable units are to be affordable to very low income household and the other half affordable to low income residents.

Two issues have come up with respect to affordable housing. First, a recent Court of Appeal decision (*Palmer/Sixth Street Properties L.P. v. City of Los Angeles*) held that local inclusionary requirements applied to rental housing violates the state law governing rent control. Thus, a requirement for affordable rental housing in a project such as this is likely no longer permitted. As an alternative, cities can modify affordable housing requirements by conducting "nexus" studies that identify the impact of the proposed project on the supply of affordable housing in the community and impose a fee to ameliorate the impact.

Secondly, staff is not aware of a successful implementation of a mixed market rate and affordable assisted living project. For example, housing represents a relatively small component of the overall cost of living in an assisted living project. Cost of food services and health services can be significant and is not covered by inclusionary requirements. Thus, even if the housing component is affordable, the overall cost of assisted living is probably not affordable to low and very low income seniors.

As an alternative, the University has proposed a program to offer housing grants to students living at University Village that have financial needs. This proposal could substantively help students, but does not address the City's affordable housing production requirements.

Discussion Question: What would the Commission recommend as an approach to affordable housing?

D. Planned Unit Development

Planned Unit Development (PUD) is intended to promote flexibility of design and increase available usable open space in developments by allowing flexibility to the usable open space, lot area, lot width, lot coverage, yards, height, parking, loading, sign, screening and landscaping requirements when it can be demonstrated that the result will be a more desirable development. Planning and Zoning Code requires that in approving a PUD, the Commission make a finding that the project incorporates an exceptional level of amenity or other benefits to the community that could not be achieved without the PUD

In this case, the applicant is requesting a PUD approval for two items.

- To allow an exception to the 38 foot height limit. The senior housing portion of the project is identified as 52 feet in height in the draft EIR
- To allow the 29 street parking spaces on Monroe to serve as required parking for the 28,000 square feet of retail shop area. Normally 70 spaces would be required.

Discussion Question: What are the Commission's expectations regarding PUD associated public amenity?

E. Process for Project Approval

The first action that must be taken on the project is approval of the final EIR. Following the Final EIR, there are seven primary items required for ultimate planning approval of the project, which normally would be approved in the following sequence:

City Council actions (based on P&Z and other Commission/Committee review)

1. Rezoning;
2. Subdivision Map;
3. Affordable housing agreements; and

Planning and Zoning Commission actions

4. Planned unit development (PUD);
5. Parking exception,
6. Conditional use permits;
7. Design Review,

Originally, it was anticipated by staff that the Commission would review the project as a comprehensive package and make recommendations to the City Council on the portion of the application that the Council must consider. Following Council action, the remaining items would come back to the Commission for action.

Currently the University is asking the City to consider a phased approval to include certification of the EIR, approval of the rezoning and granting of parking exceptions, PUD, and resolution of affordable housing issues. Subdivision approval and design review would follow at a future date

It is understandable that action on policy-level issues should be taken in advance of more detailed work that in many respects is an implementation of the policy decision. From staff's perspective, however, care should be given to granting policy approvals in advance of receipt of a complete application. The concern is that the City has broad policy discretion in its consideration of a rezoning, but once approved, rezoning is an action that does not have conditions of approval, does not expire, and is not readily reversible. It is conceivable that the future application could change significantly yet remain in compliance with the requested expansion of the San Pablo Commercial zoning district regulations. It is also important to understand that if the property is sold or leased, the applicant for the other approvals could be a separate entity with no commitment to the policy discussions with the City.

In response to City staff concerns, the University is proposing that conditions of approval be placed on the approvals. Details of this arrangement have not been evaluated in depth.

Discussion Question: Are the application materials sufficient for the Commission to make a recommendation to the City Council?

Conclusion

The final EIR will be completed in the near future and a public hearing on the Final EIR will be the next step in the Commission's review. Following the EIR, the subsequent step for Commission review would be to make a recommendation to the City Council on the application. At this point, it would be helpful to have public input and commission feedback on the discussion items identified above.

Attachments:

Draft Project Description

III. PROJECT DESCRIPTION

This chapter describes the University Village at San Pablo Avenue Project (proposed project) that is evaluated in this Environmental Impact Report (EIR). A description of the proposed project's background, the project site, objectives, and project details are provided, in addition to a discussion of required approvals and entitlements

A. PROJECT BACKGROUND

The project site is located within University Village, a 77-acre area owned by University of California and situated in the City of Albany. Approximately 62 acres of University Village are used for student family housing and associated facilities, and 10 acres are associated with agricultural research fields known as the Gill Tract. Figure III-1 shows the location of the project site and Figure III-2 shows the location of the project site within University Village.

Family student housing has been located at University Village since 1956. Today the village includes approximately 974 apartments and townhouses. University Village also contains other uses, including recreational facilities, a community center, a café, laundry rooms, and child care center. While seismic retrofit of Albany Civic Center is underway, the Albany Police Department and Albany Fire Department are temporarily located on Monroe Street in University Village.

In January 1998, the Regents of the University of California approved the *University Village & Albany/Northwest Berkeley Properties Draft Master Plan* and certified the Focused Environmental Impact Report (EIR)¹ that evaluated potential environmental effects caused by the Plan's implementation. This Plan identified the property along San Pablo Avenue frontage (including the project site) as an economic development opportunity

In 2004, the University amended the Master Plan. These amendments focused on the second and third phases (referred to as "Steps") of construction of University Village; Step 1 was completed in 2000. Figure III-2 shows the proposed Steps of the 2004 Master Plan Amendments. The proposed amendments included demolition of older housing units, construction of new units, construction of community facilities, and construction of retail space. The 2004 Master Plan also expanded the area considered for commercial and mixed use to include more of the San Pablo Avenue frontage. In June 2004, the University of California Regents certified the EIR prepared for the 2004 Master Plan,² and approved construction of Step 2.

¹ EIP Associates, 1997 *Focused Draft Environmental Impact Report, University of California, Berkeley Draft Master Plan – University Village & Albany/Northwest Berkeley Properties, State Clearinghouse No. 97072039* August 29

² LSA Associates, Inc., 2004 *Subsequent Focused EIR for the University Village & Albany/Northwest Berkeley Properties Master Plan Amendments, State Clearinghouse No. 1997072039* January 30



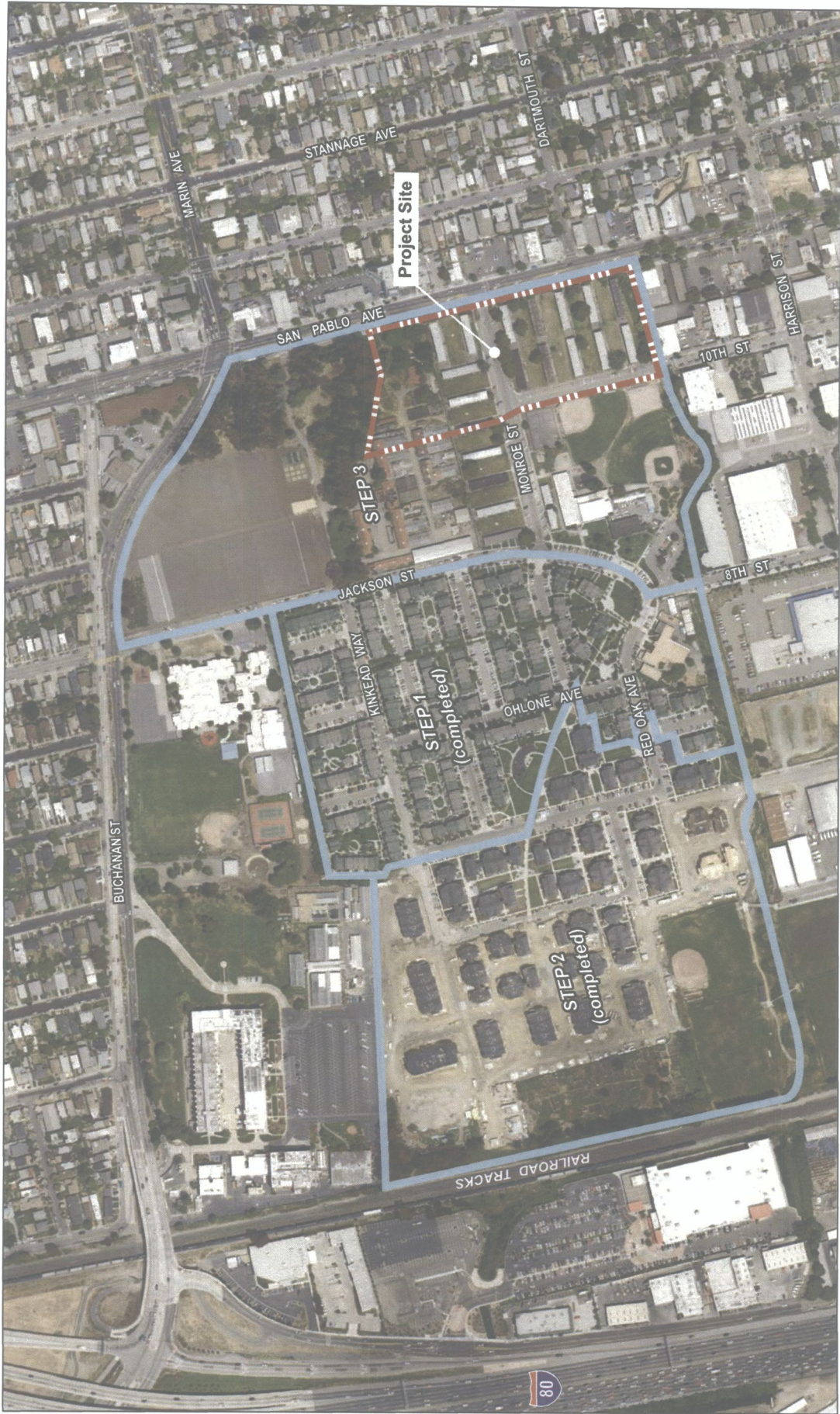
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FIGURE III-1

University Village at San Pablo Avenue Project EIR
 Project Vicinity and
 Regional Location

SOURCE GOOGLE MAPS, 2008

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FIGURE III-2

University Village at San Pablo Avenue Project EIR
 Phased Steps of 2004 Master Plan Construction

PROJECT SITE

PHASED STEPS OF CONSTRUCTION

0 250 500
 FEET

SOURCE: GOOGLE EARTH, 2008.
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Back of III-2

The proposed project would fall within Step 3 of the 2004 Master Plan. In 2007, the University demolished the 1940's barrack-style student housing which was located on the entire parcel south of Monroe Street and a portion of the parcel north of Monroe Street. The portion of the northern parcel within the Gill Tract includes a former residence (Gill House) that has been used for office space, research buildings and greenhouses, and several trailers associated with the agricultural research facilities. All these structures are currently vacant and, with the exception of the Gill House, will be demolished during the summer of 2009.³ The Gill House will be either relocated or demolished at a later date.

As an autonomous state institution, land use decisions of the University that support the University's educational mission are exempt from land use regulations of local jurisdictions. However, the proposed project would be developed by a third party and includes development of the grocery store, retail space, and senior housing (all of which are outside the scope of the University's educational mission). This project is therefore subject to the land use regulations of the City of Albany. The City of Albany is the lead agency for this Environmental Impact Report and the University of California is a responsible agency.

Some of the environmental conditions, as well as the proposed project, have changed since the 2004 EIR was certified, requiring new environmental review. Some portions of the 2004 EIR contains information that is useful for the current analysis of environmental impacts. If data from the previous EIR is used, it will be updated and expanded upon as needed and discussed in further detail in regards to its relation to the current proposal.

B. PROJECT SITE

The following section describes the project site's location, surrounding land uses, site characteristics, and existing General Plan and zoning designations.

A Notice of Preparation (NOP) for this project was published on March 28, 2008. Since the release of the NOP, the site plans for the proposed project have been modified with the relocation of the grocery component north of Monroe Street. This change aims to improve the interface between the project and Codornices Creek.

1. Project Location

The project site is located in the City of Albany in northern Alameda County, California. The site is within the University Village development and includes the area generally bounded by San Pablo Avenue, Codornices Creek, 10th Street, and Village Creek.

The approximately 5.3-acre project site consists of properties to the northwest (Block A) and southwest (Block B) of the Monroe Street/San Pablo Avenue intersection. The project would include improvements to the roadway segments of Monroe Street, between San Pablo Avenue and 10th Street, improvements to 10th Street between Codornices Creek and Village Creek, and a pedestrian/bicycle crossing of San Pablo Avenue at Dartmouth Street. Figure III-1 shows the project location.

³ McDougall, Jennifer Lawrence, 2009 Manager, Capital Projects, University of California, Berkeley. Personal communication with LSA Associates, Inc., June 15

2. Site Characteristics

The discussion of the existing conditions of the project site is divided into three sections: Block A (parcel north of Monroe Street), Block B (parcel south of Monroe Street), and roadways.

a. Block A. Block A is approximately 28 acres and is located to the northwest of the San Pablo Avenue/Monroe Street intersection. This block is bounded by Village Creek to the north, San Pablo Avenue to the east, and Monroe Street to the south, and the Gill Tract.

A chainlink fence prevents access to the Gill Tract from San Pablo Avenue in the northern portion of Block A. Village Creek forms the northern boundary of the project site. There are several vacant structures within this portion of the site including the Gill House (shown in Photo 1), research buildings and greenhouses, and vacant trailers. Concrete foundations of demolished buildings associated with the Gill House and agricultural research buildings are also located within the project site. With the exception of the Gill House, all other structures within the project site will be demolished during the summer of 2009.⁴ The Gill House will be relocated or demolished prior to initiation of the proposed project. There is a paved driveway within the project site with an entrance onto San Pablo Avenue and internal roadways/driveways within this portion of the Gill Tract. This San Pablo Avenue entrance is currently gated. Trees are located throughout this portion of the site.

The southern portion of Block A is a vacant lot. An approximately 8-foot fence bisects Block A, creating a separation of the vacant lot from the Gill Tract portion of Block A. A chainlink fence is located along the eastern boundary of the block. A chainlink fence enclosure on the southeast corner of the site contains water piping equipment. While there are mature trees located on the project site along Monroe Street and San Pablo Avenue, the southern portion of Block A contains only grass and weeds. Photo 2 is a representative photo of the conditions on the southern portion of Block A.

b. Block B. Block B is approximately 2.5 acres and is located southwest of the San Pablo Avenue/Monroe Street intersection. This block is bounded by San Pablo Avenue to the east, Codornices Creek to the south, 10th Street to the west, and Monroe Street to the north.



Photo 1 View looking west of the Gill House and a driveway



Photo 2 View looking northwest of southern portion of Block A



Photo 3 View looking north of Block B

⁴ Impacts related to the demolition of the structures on the Gill Tract (including the Gill House and structures associated with the UC Agricultural Research Experiment Station) were evaluated in Subsequent Focused Draft EIR for the University Village and Albany/Northwest Berkeley properties Master Plan Amendment prepared in 2004. Demolition of these structures is not considered part of this project and is not evaluated in this EIR.

This block is vacant and contains limited grassy vegetation and scattered mature trees within and on the boundary of the block. An ivy covered chain link fence prevents access to Codornices Creek from the block. This fence also extends across 10th Street blocking vehicle access. A chain link fence is also located along the San Pablo Avenue frontage. Overhead telephone and electric wires and poles are located on the property along Monroe Street. Photo 3 is a representative photo of the conditions of Block B.

c. Roadways. The proposed project would include changes and improvements to three roadways. San Pablo Avenue, Monroe Street and 10th Street. A description of the existing conditions of these roadways is presented below.

(1) San Pablo Avenue (State Highway 123). Adjacent to the project site, San Pablo Avenue has four travel lanes and a center lane for left turns. The San Pablo Avenue/Monroe Street intersection is a signalized intersection with a northbound left turning lane into University Village and one pedestrian crosswalk across San Pablo Avenue at the southern portion of the intersection. Sidewalks are located on both sides of San Pablo Avenue, and an AC Transit bus stop is located to the southwest of the intersection.

(2) Monroe Street. Adjacent to the project site (between San Pablo Avenue and 10th Street) Monroe Street is a two lane roadway with angled parking spaces and sidewalks location along both sides of the street. Monroe Street can be seen in Photo 4. Monroe Street is owned and maintained by the University



Photo 4 View looking east on Monroe Street

(3) 10th Street. Adjacent to the project site (between Codornices Creek and Monroe Street), 10th Street is a two lane street with parking spaces provided on the east side of the street. Currently, 10th Street is gated and does not allow pedestrian or vehicle access on the street between the City of Berkeley (to the south) and University Village. Tenth Street is owned and maintained by the University

d. Land Use Designations. The City of Albany General Plan identifies the two land use designation for the project site: Residential/Commercial (RC) and Creek Conservation Zone. The RC designation is a specific land use designation for land at University Village. This designation allows for a medium residential density of 34 units per acre and commercial development with a maximum floor area ratio (FAR) of 0.95.

The City of Albany Zoning Ordinance identifies three zoning designations on the project site: San Pablo Commercial (SPC); Residential Medium Density (R-2), and Watercourse Overlay District (WC). The SPC designation accommodates commercial and retail businesses serving a citywide or larger regional market in a boulevard environment and also provides opportunities for office development and high-density residential development, which may be in mixed-use settings. The R-2 designation provides for residential living at moderate densities. The Watercourse Overlay District is intended to promote preservation and restoration of areas adjacent to creeks and to regulate development in flood prone areas.

The *University Village & Albany/Northwest Berkeley Properties Master Plan*, a University of California planning document, provides guidance for the redevelopment of University Village. This Master Plan identifies the project site as Commercial or Mixed-Use. The Master Plan identifies this designation as land that will be made available for lease to generate income to subsidize new housing.

3. Surrounding Land Use

The land uses surrounding the project site are described below

- a. **North.** Village Creek forms the northern boundary of the project site. The agricultural research station on the Gill Tract is located adjacent to Village Creek. Ocean View Elementary School is located northwest of the project site. Uses further north of the site include the City of Albany municipal offices, commercial and office uses along San Pablo Avenue, and residential areas
- b. **East.** San Pablo Avenue forms the eastern boundary of the project site. The opposite side of San Pablo Avenue across from the project site includes a rental car parking lot and a variety of commercial and retail structures. Residential uses are located to the east of San Pablo Avenue.
- c. **South.** Codornices Creek forms the southern boundary of the project site. In this area of Albany, Codornices Creek forms the boundary between the Cities of Albany and Berkeley. Mixed-use and light industrial uses are located to the south of the project site and south of Codornices Creek.
- d. **West.** University Village is located to the west of the project site. University Village includes residential and recreational uses. The Union Pacific Railroad, I-580/I-80, and Golden Gate Fields are located further west of the project site.

C. PROJECT OBJECTIVES

The following are objectives of the proposed project

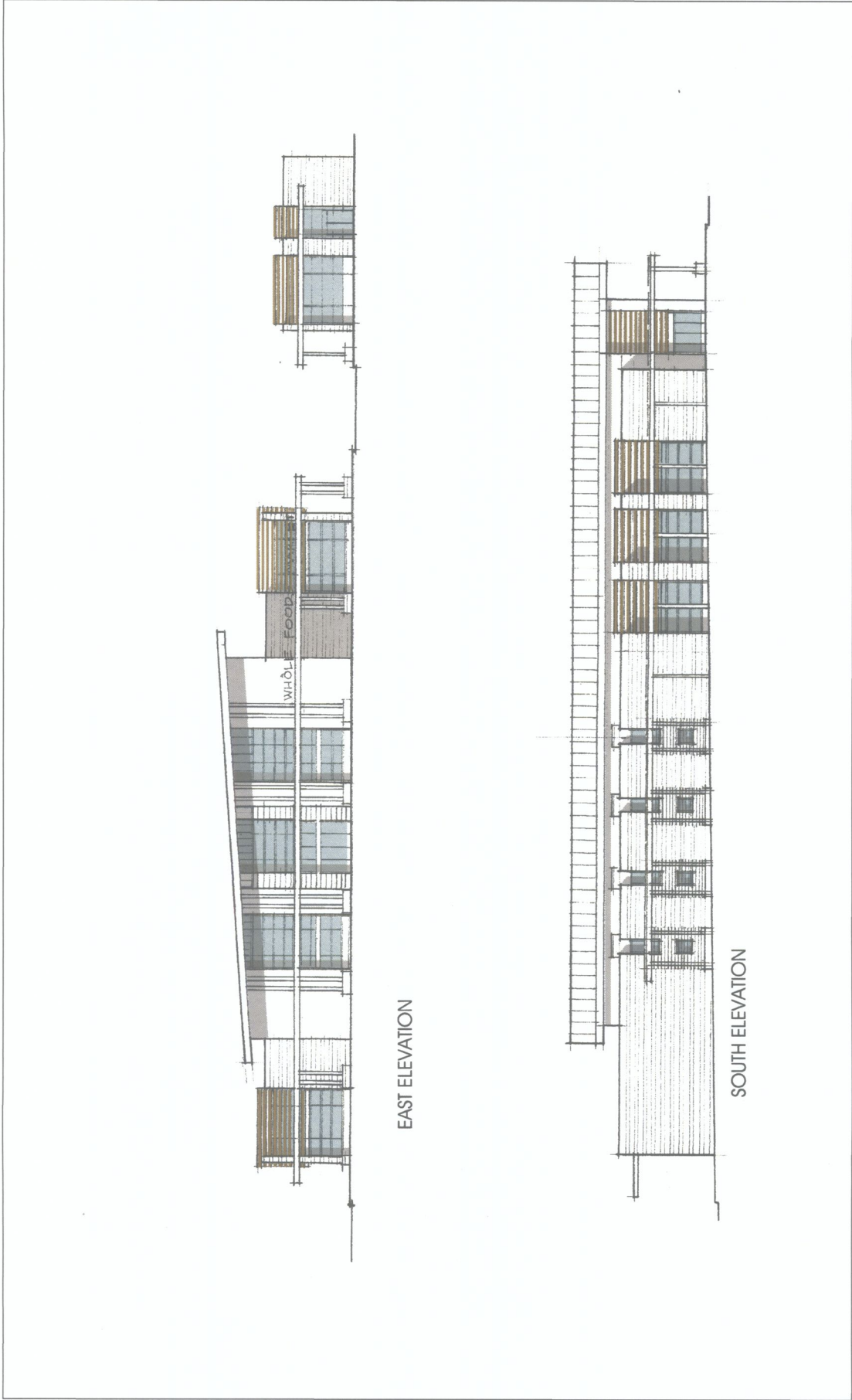
- Locate a mixed-use project on the San Pablo Avenue corridor within Block B of the project site
- Build a grocery store within the San Pablo Avenue frontage of University Village located within Block A of the project site.
- Offer retail space and outdoor seating as a local amenity designed to connect with the surroundings and serve local residents and new residents of the project.
- Facilitate pedestrian/bicycle movement across San Pablo Avenue.
- Improve the visual quality of the site.
- Provide senior housing.
- Within the project site, provide a pedestrian/bicycle path along Codornices Creek.

The University of California's objectives are detailed in the University Village Master Plan

D. PROPOSED PROJECT

The proposed project would include construction of a Whole Foods Market, the Creekside Retail building, and parking area located on Block A of the project site, retail space and senior housing located on Block B of the project site, roadway improvements surrounding the project site, pedestrian/bike improvements; and site drainage facilities. Figure III-3 shows a conceptual site plan of the project, and Figures III-4 and III-5 shows conceptual elevations and conceptual modeling of the

Back of III-3



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FIGURE III-4

University Village at San Pablo Avenue Project EIR
Conceptual Elevations of
Whole Foods Market and Creekside Retail

NOT TO SCALE

SOURCE: PYATOK ARCHITECTS, INC., 2008.

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FIGURE III-5

*University Village at San Pablo Avenue Project EIR
Conceptual Modeling of Block B Building*

SOURCE: PYATOK ARCHITECTS, INC., 2009
I:\ABY0701 Albany Village\figures\Fig_III5.ai (6/16/09)

project. The components of the proposed project are described below. The proposed project does not include any changes to the University Village Community Center, Little League field, or Gill Tract agricultural field.

1. Block A

Development on Block A would consist of five components: a grocery store (Whole Foods Market is the proposed operator), the Creekside Retail building, a parking lot, a pedestrian path along Village Creek, and storm drainage facilities. These components are described below.

a. Whole Foods Market. The Whole Foods Market would be located on southern portion of Block A, and would front on San Pablo Avenue. The Whole Foods Market would have a 44,000 square foot ground floor and a 11,000 square foot mezzanine area, for a total of 55,000 square feet. Approximately 114 underground parking spaces would be provided via a ramp at the rear of the building. This ramp and the loading dock area could be accessed off 10th Street.

The building would be approximately 30 feet in height. Two entrances to the building would be provided along the San Pablo frontage, and one would be provided along the north side of the building. The exterior of Whole Foods Market would be a textured block wall with alternating color banding. The exterior would also include metal and wood trellis, and wood screen details. A conceptual elevation view of the Whole Foods Market is shown in Figure III-4.

b. Creekside Retail. A Creekside Retail building would be constructed at the northeast corner on Block A and would front on San Pablo Avenue. This retail space would be approximately 2,000 square feet and include an outdoor sitting area west of the building. This structure would be approximately 20 feet tall, and would be constructed of similar building materials and in a similar style as the Whole Foods Market. A conceptual elevation view of the Creekside Retail building can be seen in Figure III-4.

c. Parking Lot. An at-grade parking lot is proposed north of the Whole Foods Market and south of Village Creek. Circulation within the parking lot would be two-way. This parking lot would include porous pavers and parking spaces would be oriented at 90-degree angles. The parking lot would be accessed by a driveway on San Pablo Avenue and from Monroe Street. Entry onto San Pablo Avenue would be right turn only. The parking spaces in this lot would total approximately 112 spaces. Landscaping, tree plantings, pedestrian walkways and safety lighting would be included in the parking lot design.

d. Village Creek Pedestrian Path. An approximately six foot wide decomposed granite path would be located along Village Creek. This path would follow Village Creek from San Pablo Avenue to the extension of 10th Street. An outdoor seating area, situated between the path and the parking lot, would be located on Block A.

e. Site Drainage Facilities. A storm water detention swale would be installed along the western boundary of Block A, which would drain into a retention area in the northwest corner of the block. At least two outfalls into Village Creek would be installed to drain the new swale and for drainage under the permeable paving and the building foundation drainage.

2. Block B

Block B would be developed with a mixed-use structure that includes retail space and senior housing. Approximately 28,000 square feet of retail space would be provided on the San Pablo Avenue and Monroe Street frontages. The retail component of the building would have a maximum height of 28 feet on San Pablo Avenue.

The retail components of the Block B building would be one story, and would be designed to allow for multiple smaller retail stores along the San Pablo Avenue frontage. The southern portion of the building frontage would have an additional setback to allow for possible outdoor seating.

The senior housing would be a multi-care facility including approximately 100 senior residential units and 75 assisted living units. The senior housing would be located behind the retail component and would be oriented towards 10th Street. This component would be five stories and 52 feet tall on Monroe Street. The five-story component would be set back approximately 75 feet from San Pablo Avenue.

A two-way drop-off driveway with turn-around area for the senior housing would be located on 10th Street. Below grade parking, which would be accessed off of 10th Street, would be included under the senior housing and would provide approximately 86 parking spaces. There would be approximately 14 surface parking spaces provided on 10th Street within Block B. Landscaping would be installed around the perimeter of the building.

A drainage swale would be located along the western boundary of Block B. At least two new outfalls would be installed into Codornices Creek to drain the swale and the permeable paving and building foundation drainage.

3. Proposed Bicycle, Pedestrian, and Roadway Improvements

As part of the project, roadway improvements and alterations would be made to San Pablo Avenue, Monroe Street, and 10th Street, and a bike/pedestrian path would be installed along Codornices Creek, Village Creek and a portion of 10th Street. These improvements are described below.

a. San Pablo Avenue. A driveway is proposed to be installed on San Pablo Avenue (north of the Monroe Street/San Pablo Avenue intersection) to allow for access to the Whole Foods Market parking lot. This driveway would be a right-in/right-out driveway. The pedestrian crosswalks of San Pablo Avenue/Monroe Street intersection would remain on the west and south sides of the intersection. Additional street trees would be installed on San Pablo Avenue.

A pedestrian crossing of the San Pablo Avenue at Dartmouth Street is also proposed as part of the project. While the specific design for the crossing is under evaluation, four potential means of crossing were evaluated in this document.⁵ These include:

- A high-intensity activated crosswalk (HAWK) traffic signal on San Pablo Avenue at Dartmouth Street.

⁵ As San Pablo Avenue is a State of California facility, CalTrans would need to provide approval for the pedestrian/bicycle crossing of San Pablo Avenue.

- A signal at the San Pablo/Dartmouth Street intersection, pedestrian countdown signal and high-visibility crosswalk on both north and south approaches of San Pablo Avenue.
- A two-stage signalized crossing with a six-foot wide median refuge on San Pablo Avenue between Codornices Creek and Dartmouth Street
- A two-stage unsignalized crossing with a median refuge on San Pablo Avenue

More details regarding these potential crossing configurations are described in Section IV.A, Transportation, Circulation and Parking.

b. Monroe Street. Monroe Street, at the San Pablo Avenue intersection, would be configured to allow for one west bound lane and two east bound lanes. Approximately 30 back-in diagonal parking spaces would be provided on Monroe Street between San Pablo Avenue and 10th Street. New landscaping and sidewalks would be installed between San Pablo Avenue and 10th Street. Back-in diagonal parking is proposed to address bike safety along Monroe Street

c. 10th Street. Tenth Street, between Codornices Creek and Monroe Street, would be reconfigured. While 14 street parking spaces would remain, the existing 45 spaces of street parking along 10th Street would be removed

d. Pedestrian/Bicycle Path. A pedestrian/bicycle path would be installed on the project site along Codornices Creek and along the western boundary of the project site. This approximately 10-foot path would connect from San Pablo Avenue and facilitate pedestrian/bicycle access from San Pablo Avenue to the interior of University Village. The City would work with the applicant to ensure that final design of the path along Codornices Creek would be consistent with the Lower Codornices Creek Improvement Plan. Restoration work to Codornices Creek is not proposed as part of this project.

4. Infrastructure and Utilities

The East Bay Municipal Utility District (EBMUD) supplies water to University Village and the City of Albany. The water system within University Village generally follows the street plan, and a water main runs along San Pablo Avenue and delivers water to University Village at the Marin Avenue/San Pablo Avenue intersection and at the Monroe Street/San Pablo Avenue intersection. The proposed project would connect to the existing water system within University Village.

EBMUD, the City of Albany, and University of California are responsible for portions of wastewater conveyance at University Village. Wastewater is transported from University Village through two mainlines: one is located on the west side of the University Village parallel the railroad tracks, and the other is located on the east side of the property along San Pablo Avenue. The proposed project would connect to the existing wastewater system within University Village.

Ten foot wide drainage swales along the western side of 10th Street and outfalls into the Village and Codornices Creeks would be installed. Additionally, a large drainage detention swale would be located north of the 10th Street extension.

5. Landscaping

Many of the existing trees on site would need to be removed to accommodate building, circulation and utility facilities of the proposed project. Additionally, removal of some trees is recommended due to their poor health or risk of collapse. While the landscape plan has not been finalized, currently the applicant is proposing to preserve approximately 20 trees on site, transplant approximately 3 trees; and remove approximately 64 trees. Approximately 5 trees within the Village Creek creekbank would be removed. An arborist's report, provided by the applicant, has been included in Appendix F.

6. Demolition, Phasing and Construction Schedule

Demolition of the existing structures located on the Gill Tract, and the relocation or demolition of the Gill House, would occur independently of the project. It is estimated that the construction of the proposed project would take approximately 1.5 to 2 years. The project applicant has not proposed specific phasing for construction of the project.

E. USES OF THIS EIR

A number of permits and approvals would be required before the development of the project could proceed. As lead agency for the proposed project, the City of Albany would be responsible for the majority of approvals required for development. The University of California, as owner of the property, would be considered a responsible agency. Other agencies may have some authority related to the project and its approvals. A list of required permits and approvals that may be required by the City and other agencies is provided in Table III-1.

Table III-1: Required Permits and Approvals

Lead Agency	Permit/Approval
City of Albany Planning Commission City Council	<ul style="list-style-type: none"> • Rezone • Planned Unit Development • Design Review • Parking Exception • Affordable Housing Agreement • Use Permit
Responsible/Trustee Agencies	
University of California	<ul style="list-style-type: none"> • Approval of project • Action on land lease
East Bay Municipal Utility District (EBMUD)	<ul style="list-style-type: none"> • Approval of water lines, water hookups and review of water needs
California Department of Transportation (Caltrans)	<ul style="list-style-type: none"> • Approval of plans and encroachment permit for improvements located within the State right-of-way along San Pablo Avenue (State Highway 123), improvements within public right-of-way
California Regional Water Quality Control Board (RWQCB)	<ul style="list-style-type: none"> • National Pollutant Discharge Elimination System (NPDES) permit for stormwater discharge, Section 401 Water Quality Certification, Section 404 Permit
California Department of Fish and Game	<ul style="list-style-type: none"> • Lake and Streambed Alteration Agreement
Army Corps of Engineers	<ul style="list-style-type: none"> • Nationwide Permit 7, Nationwide Permit 33
NOAA Fisheries	<ul style="list-style-type: none"> • Biological Opinion
Other Agencies	
AT&T	<ul style="list-style-type: none"> • Approval of communication line improvements and connection permits
Pacific Gas & Electric (PG&E)	<ul style="list-style-type: none"> • Approval of natural gas and connection permits

Source: LSA Associates, Inc., 2009