



## **Agenda Report**

**DATE:** SEPTEMBER 2, 2025

**TO:** CITY COUNCIL

**FROM:** COMMUNITY DEVELOPMENT DEPARTMENT – PLANNING DIVISION

**SUBJECT:** CONSIDERATION OF APPROVING A MITIGATED NEGATIVE DECLARATION, ADOPTING A RESOLUTION, AND INTRODUCING AND WAIVING READING OF AN ORDINANCE FOR THE FOLLOWING: (1) A GENERAL PLAN AMENDMENT TO CHANGE THE EXISTING LAND USE DESIGNATION FOR THE PROPERTY AT 1200 ROSSMOOR PARKWAY FROM OFFICE TO GENERAL RETAIL; AND (2) TO REZONE SAID PROPERTY FROM PLANNED DEVELOPMENT, PD-1140, TO A NEW PLANNED DEVELOPMENT BASED ON THE ALLOWED USES AND DEVELOPMENT STANDARDS WITHIN THE COMMUNITY COMMERCIAL ZONE, WITH A FEW EXCEPTIONS

---

### **STATEMENT OF ISSUE:**

The City Council is requested to consider adopting a Mitigated Negative Declaration and related Mitigation Monitoring and Reporting Program, approving a General Plan amendment, and waiving reading and introducing a Planned Development Rezone Ordinance for the property located at 1200 Rossmoor Parkway, Walnut Creek (the “project”).

The existing General Plan land use designation for the subject site is Office (OF), which is intended to accommodate high-quality administrative, professional, and general business offices that meet local and regional office space demands. The OF designation generally corresponds to the Office Commercial (O-C) zoning district. The O-C zoning district prohibits retail uses outside of the Core Area, with one exception of pharmacies associated with medical offices. The project also includes a request to rezone the property from its current zoning designation, Planned Development (PD) PD-1140, to a new PD based on the allowed uses within the Community Commercial (CC) zone, with a few exceptions. Pursuant to the existing Planned Development zoning for the property, the only allowed use at the subject site is a retail bank. No other allowed uses were noted. The applicant requests a General Plan amendment to change the existing land

---

use designation to General Retail (GR) and to rezone to a new Planned Development, which would allow various retail and commercial uses in a new building.

The Planning Commission previously recommended the City Council approve the requested legislative amendments during the public hearing on August 14, 2025, and now the City Council will consider the project.

Approval of the requested legislative actions herein do not grant entitlements for specific projects; subsequent developments would be separately considered by the City in light of applicable standards depending on whether the proposed amendments on this agenda are approved.

**RECOMMENDED ACTION:**

The Planning Commission and staff recommend that the City Council adopt the draft resolutions to adopt and/or approve the proposed Mitigated Negative Declaration (Attachment 1) and General Plan Amendment (Attachment 2), and waive reading and introduce the proposed Planned Development Ordinance (Attachment 3).

**PROJECT AND SITE DESCRIPTION:**

**Site**

The 1.35-acre site is located at 1200 Rossmoor Parkway, at the northeast corner of Tice Valley Boulevard and Rossmoor Parkway. Existing development includes a 5,273-square-foot one-story commercial building formerly occupied by the Bank of America. Assessor records note that the building was constructed in 1973. The surrounding area consists of professional and medical offices to the north, a church and community center to the east, Tice Valley Park to the south, and commercial uses to the west, including the Rossmoor Shopping Center, which contains a different (separate) bank. Surrounding development generally consists of one to two-story office, retail, and community facility buildings. An aerial image and a vicinity map are included as Attachment 4.

**Project**

The project proposal, as reviewed by the Planning Commission and now before the City Council, includes the request to change the General Plan land use designation and PD zoning for the property. The project does not include a development proposal. However, the applicant submitted conceptual massing studies to display the size and height of a potential future development that could be allowed under the proposed General Plan Amendment and PD rezoning standards. The concept plans include two massing studies displaying two potential building sizes. The proposed building location in both scenarios is at the site's northeast corner, within the general area of the existing building. No other site development or improvement details are displayed. The applicant's project narrative, proposed map changes, and conceptual massing plans are included as Attachment 5. A summary of the applicant's proposed PD rezone based on the existing Community Commercial development standards and uses, with a few exceptions, is included as Attachment 6. It should be noted that the project before the City Council consists only of the legislative actions proposed; future development proposals would be separately considered by the City if the legislative actions are approved.

---

**GENERAL PLAN:**

The applicant proposes a General Plan amendment to change the existing OF land use designation to the GR designation, which encourages one-stop shop businesses that rely on customers arriving by auto and provide on-site parking, including retail stores, restaurants, and financial institutions. The GR land use designation encourages ground-floor retail and allows offices on the second floor. Allowed floor area ratio (FAR – the ratio of floor area to lot area) ranges between 0.30 and 2.8.

The subject property is not located within any specific plan.

**MUNICIPAL CODE TITLE 10, PLANNING AND ZONING:**

The subject site is zoned Planned Development, PD-1140. The Planned Development sets the use and building development standards as shown on Exhibit A of PD-1140 (Attachment 7). The PD was established in 1972 and included the northern adjacent two-story office building at 1210 Rossmoor Parkway. Pursuant to the Planned Development, the only allowed use at the subject site is a retail bank. No other allowed uses were noted. In 1994, the PD was amended by Ordinance No. 1834 to allow the construction of an addition to the existing office on the adjacent site at 1210 Rossmoor Parkway and establish PD-1834 for the adjacent site (Attachment 8). While Ordinance 1834 does not impact 1200 Rossmoor Parkway (subject site) directly, it further clarifies that all uses and conditions to use shall continue as originally indicated on Exhibit A of PD-1140, with a bank allowed on Parcel 1 (1200 Rossmoor) and a general office allowed on Parcel 2 (1210 Rossmoor). The existing PD is highly restrictive, allowing only one land use currently.

**PROJECT BACKGROUND:**

**2019 Pre-Application Pursuant to Municipal Code Section 10-9.105**

On June 6, 2023, the City Council reviewed a pre-application request from the applicant and property owner, Thomas Bloxham to amend the existing General Plan land use designation for the subject site from OF, which is intended to accommodate high quality administrative, professional, and general business offices to GR, in order to allow various retail and commercial uses at the site (Y23-024). Pursuant to Section 10-9.105 of the Walnut Creek Municipal Code, when considering a General Plan pre-application, the City Council may either 1) deny the proposed amendment or 2) direct staff to continue to process the proposed amendment through a formal application. At the conclusion of the meeting, the City Council voted and unanimously agreed to consider the requested General Plan amendment.

**Planning Commission Recommendation**

On August 14, 2025, the project was reviewed by the Planning Commission pursuant to a public hearing. The Commission unanimously (two commissioners were absent) adopted resolutions recommending the City Council adopt the Mitigated Negative Declaration prepared for the legislative proposals, approve the General Plan amendment, and introduce an ordinance to implement the PD rezone as presented. There were very few comments from the commissioners as they seemed to believe the existing situation was very limiting and that the proposed changes did not represent spot zoning or any similar situation as the proposal does not limit development

rights only for a specific parcel or provide less rights, but rather expands development opportunities.

### **ANALYSIS:**

#### **General Plan Amendment – Project Scope**

The proposed General Plan amendment, if approved, would allow for a range of commercial and retail uses by redesignating 1200 Rossmoor Parkway to the GR designation, which is appropriate to accommodate the noted uses and to complement PD zoning based on CC zoning use allowances. The GR General Plan designation would also be consistent with other parcels in the area with an existing GR General Plan designation, including parcels located west of the subject property across Rossmoor Parkway.

The project site is in the general vicinity of the Rossmoor Retirement Community. The 2025 General Plan for the City of Walnut Creek describes Rossmoor as a gated senior community that “is somewhat self-contained within its large valley setting”.

The requested General Plan amendment is internally consistent with, and advances several goals and polices of the General Plan, including:

- a. Chapter 2 (Quality of Life), Goal 7; Policy 7.5 to “*Facilitate the provision of safe, accessible senior activities, facilities, and services.*”
- b. Chapter 2 (Quality of Life), Goal 1; Policy 1.2 to “*Protect and enhance neighborhood amenities and services, including parks and shopping.*”

#### **Rezoning to a Planned Development District– Project Scope**

The proposal includes rezoning the subject site from the existing PD, which only allows bank use, to a new PD based on the land use allowances of the existing CC zoning district, with some modifications to permitting and development standards for the new PD. The new PD zoning for 1200 Rossmoor Parkway would outline land use and development regulations for the subject site, as provided for in the proposed Ordinance (Attachment 3).

#### **Land Uses:**

The existing land use designation for the property is OF in the Walnut Creek General Plan, and the property is zoned PD-1140, which allows for Bank use. The proposed project would change the General Plan designation of the subject property to GR and establish a new PD zoning designation for the property that would allow a variety of uses based on the allowed uses and development standards in the existing CC district, with a few modifications. Specifically, the proposed PD would remove the conditional use permit (CUP) requirement existing in the CC zone for the following uses: banks/savings/loans over 1,000 square feet, ground-floor professional office, ground-floor medical office, and standalone restaurants with take-out for locally serving businesses. The proposed permitting modifications are summarized below.

#### ***Banks and Savings and Loans***

Under the existing Planned Development zoning PD 1140, a retail bank is the only allowed use at the subject site. No other allowed uses were noted. Bank of America occupied the 5,273-

---

square-foot one-story commercial building from the 1970s to 2021. The Community Commercial zoning district permits *Banks, Savings, and Loans* facilities with a gross floor area of 1,000 square feet. *Banks, Savings, and Loans* facilities that exceed 1,000 square feet in gross floor area are permitted upon approval of a CUP. The proposed PD memorializes the Banks and Savings and Loans use allowance by removing the CUP requirement for facilities larger than 1,000 square feet. However, a CUP would still be required for a *Bank, Savings, and Loans* facility with a proposed drive-thru under the proposed PD. Staff supports the proposed use allowance, which aligns with the existing PD use allowance.

*Eating and/or Drinking Establishments with Take-out Service*

The proposed PD for the subject property includes most land uses permitting requirements under the existing CC zoning district, with a modification to the required CUP for *Eating and/or Drinking Establishments with Take-out Service*. The Municipal Code defines “*With Take-out Services*” as eating and drinking establishments which provide prepared food and/or drinks from disposable containers and either: (a) have floor area devoted to takeout and pickup space or (b) at which twenty percent (20%) or more of the sales are for off-site consumption.

Since most quick-serve and sit-down restaurants offer food for take-out, the proposed PD aims to simplify the permitting process for eating and drinking establishments that offer take-out orders without requiring a CUP. However, a CUP would still be required for *Eating and/or Drinking Establishments with Take-out Service* with a proposed drive-up (drive-thru) under the proposed PD. Staff supports the proposed use allowance, as the adjacent Rossmoor Shopping Center includes various quick-serve and sit-down restaurants that offer food to go; as such, the ancillary offering should not negatively impact neighboring properties.

*Business and Professional Office / Medical Office*

Under the CC zoning district, *Business and Professional Office* uses are permitted as follows: permitted on floors above the ground level or the ground level, on approval of a CUP. Furthermore, a *Medical Office* is permitted in the CC, as follows: services of an optometrist in conjunction with retail sales of prescription and non-prescription eyeglasses are a permitted use. Other medical offices are permitted, subject to the permitting requirements for *Business and Professional Office*. The CC zone essentially prohibits all ground-floor office and medical office uses except for an optometrist. However, several adjacent sites, including the north adjacent two-story office building, include ground-floor office uses. As such, allowing ground-floor offices is consistent with surrounding uses and allows for a broader range of uses at the site to assist with future marketing and leasing of the site, which includes an existing single-story building.

Height:

Section 6 of the existing planned development (PD 1140) established the maximum allowed height as two stories. The City of Walnut Creek has an existing policy document for converting stories to numerical heights. In accordance with Ordinance 1669 (Attachment 9), two stories in height converts to 35 feet. The new PD would incorporate the existing development standard regulations of the Community Commercial zone with modifications to the allowed height. The maximum height proposed under the new PD for 1200 Rossmoor Parkway is summarized below.

---

The proposed PD ordinance for 1200 Rossmoor includes a maximum height allowance of 35 feet, not exceeding two stories. As such, the proposed height maximum is consistent with the maximum allowed two-story height under the existing PD, with additional clarity regarding the maximum allowed numerical height in feet. Additionally, from the perspective of potential impacts on surrounding properties, the closest building to the project site is a two-story office building to the north. The south and west adjacent properties are located across Rossmoor Parkway and Tice Valley, respectively. Based on the existing PD height allowance and the considerable separation from most adjacent properties, staff does not believe the proposed maximum height of 35 feet/two stories will negatively impact neighboring properties.

#### Floor Area Ratio (FAR)

The existing General Plan designation for OF allows a FAR range of 0.5 to 4.5. The proposed GR General Plan designation allows a FAR range of 0.3 to 2.8. The existing zoning for the property, PD 1140 (Exhibit A), established the maximum allowed building area as the existing bank building footprint. The CC zoning district allows a maximum FAR of 0.3 for commercial and mixed-use uses. The maximum FAR for commercial and mixed-use under the proposed PD is 0.5. The modification to the existing CC standard under the proposed PD allows for flexibility to build above 0.3, including the ability to build enclosed parking areas. Although no physical changes, construction, or development are proposed for the property, additional area flexibility could help allow for a larger range of operators, uses, and development at the site.

#### Area Analysis

As noted above, the project site is in the general vicinity of the Rossmoor Retirement Community. It should be noted that an aging population creates a unique opportunity and responsibility to apply sound planning approaches and policies to address the needs of older adults. Desirable land uses within walking distance of these communities often include pharmacies, restaurants, retail shops, and medical offices. Due to physical mobility constraints often associated with retirement-aged communities, the location and proximity to goods and services should be considered when evaluating whether to permit additional uses that can better meet the community's needs.

#### Market Trends/Economic Development

The current PD for the project site specifically allows for banks or similar financial institutions; however, there are currently very few financial institutions in the market to lease the building. Given recent and current transitions in the banking industry, a broader range of allowed land use classifications would accommodate the expansion of commercial uses. Bank of America operated as a retail branch at this location from 1972 to 2021. Since its closure, the building has struggled to be re-tenanted due to the limited allowed uses under the current PD.

The project site is located at a prominent intersection of Rossmoor Parkway and Tice Valley Boulevard, and two of the four corners are PDs that already allow for a range of commercial uses, including general retail, with strong occupancy numbers. Allowing a change in land use designation for 1200 Rossmoor to GR would provide greater flexibility for commercial uses and potentially offer a more diverse range of options to activate the area further, reduce drive times for residents, and complement the existing commercial inventory in the area.

---

**ENVIRONMENTAL REVIEW:**

A Mitigated Negative Declaration (MND) was prepared by the City for the project (Exhibit A to Attachment 1). The Draft MND was circulated through the Contra Costa County Clerk-Recorder Office and State Clearinghouse on May 29, 2025. The state-mandated 30-day comment period ended on June 30, 2025. The City received one letter from East Bay Municipal Utility District with comments that included a typographical error, a “will serve” statement, and directions for new development to seek a “water service estimate”, as well as a reminder to practice water conservation (Attachment 10).

The proposed MND provides that the project, with appropriate mitigation measures, would avoid or reduce potential impacts to less-than-significant levels, such that the project would not have a significant effect on the environment. The mitigation measures have been incorporated into the draft resolution for the City Council to adopt the MND. (Attachment 1).

**FINANCIAL IMPACTS:**

There are little to no financial impacts to the City in regards to the proposed General Plan amendment and PD rezone.

**ALTERNATIVE ACTION:**

The council could vote to continue this item giving the applicant time to consider potential revisions to the uses and/or development standards proposed; or the council could deny this application, where the property would remain in the Office Land Use District and PD-1834 Zoning.

**DOCUMENTS:**

Attachment 1 – Draft Resolution Adopting a Mitigated Negative Declaration with Exhibit A Mitigated Negative Declaration  
Attachment 2 – Draft Resolution Approving a General Plan Amendment with Exhibit A Existing Map & Exhibit B Draft Amendment Map  
Attachment 3 – Draft Planned Development Ordinance  
Attachment 4 – Vicinity map  
Attachment 5 – Project Narrative  
Attachment 6 – Summary of rezone changes  
Attachment 7 – PD-1140  
Attachment 8 – PD1834  
Attachment 9 – Ordinance 1669  
Attachment 10 – ISMND comments / EBMUD letter

**COUNCIL ACTION RECOMMENDED:**

Move to adopt the resolution adopting the Mitigated Negative Declaration, including adoption of relevant findings and the Mitigation, Monitoring, and Reporting Program, adopt the resolution to amend the General Plan, and waive reading and introduce a Planned Development Ordinance to amend the Municipal Code.

**STAFF CONTACT** Jessica Gonzalez, Senior Planner  
(925) 943-5899, ext. 2647  
Gonzalez@walnutcreekca.gov

Chip Griffin, Principal Planner  
(925)-943-5899, ext. 2678  
griffin@walnutcreekca.gov