



**PLANNING COMMISSION STAFF REPORT**

**ITEM NO. 5.1**

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**DATE:** June 16, 2026

**TO:** Chairperson and Members of the Planning Commission

**FROM:** Steve Riley, Planning Manager

**SUBJECT:** Hearing to consider a request for Conditional Use Permit (CUP) 26-004 to establish an indoor pickleball facility operated under the brand of Pickleball Kingdom in an existing, vacant commercial building located at 4650 Arroyo Vista.

**RECOMMENDED ACTION**

Staff recommends the Planning Commission:

1. Adopt a resolution finding that the project is exempt from the California Environmental Quality Act (CEQA) under CEQA Guidelines Section 15301, Existing Facilities;
2. Adopt a resolution approving Conditional Use Permit (CUP) 26-004, subject to the attached Conditions of Approval;
3. Direct the Planning Manager to file a Notice of Exemption with the Alameda County Clerk; and
4. Advise the applicant that the Project approval is subject to a 15-day appeal period.

**SUMMARY**

The applicant requests approval to establish an indoor pickleball facility, operated under the brand Pickleball Kingdom, within an existing approximately 25,000 square foot single story commercial building located at 4650 Arroyo Vista, in the eastern portion of the Arroyo Seco Center, a retail center that includes IHOP, Chipotle and Panera Bread (see Attachments 1 and 2 - Location Map and Site Map). The subject site has a General Plan designation of Community Serving General Commercial (CSGC) and is within the Planned Unit Development (PUD) #138 zoning district. The proposed facility would provide reservation based recreational play across eight indoor courts, along with pickleball lessons, clinics, tournaments, and private event bookings. Accessory retail would include light refreshments and pickleball related merchandise.

Within the PUD #138 district, pickleball facilities are categorized as athletic clubs and require Conditional Use Permit (CUP) approval to ensure compatibility with surrounding uses. The Pickleball Kingdom facility would provide a new community serving recreational use for the district and the broader region, presenting the opportunity to enhance the Arroyo Seco Center by activating the site's largest tenant

space, attracting new visitors and customer bases, and creating a more complete mix of community-serving commercial uses within the Arroyo Seco Center and project area, consistent with the intent of the General Plan Community Serving General Commercial designation and purpose of the PUD #138 district.

The existing building has been previously occupied by commercial retail tenants, including Office Depot and Joann's Fabrics, and has been vacant since January 2024. The proposed project will include tenant improvements to convert the building's interior into an eight-court commercial recreation facility with associated retail, player amenities, and office and storage spaces. No commercial kitchen, additional floor area, outdoor uses, or exterior modifications are proposed, and doors will remain closed to mitigate potential noise impacts to the surrounding residential and commercial developments.

The Arroyo Seco Center is tenanted by three restaurants and provides four points of site access, ample automobile parking, bicycle stalls, and various pedestrian pathways and amenities that connect the site's four buildings. Staff recommends that all required findings can be made to authorize a Conditional Use Permit in accordance with the Livermore Development Code (Development Code) Section 9.03.060. The project is exempt from the California Environmental Quality Act (CEQA) under CEQA Guidelines Section 15301, which exempts minor alterations to existing facilities involving negligible or no expansion of use.

## **DISCUSSION**

### **PROJECT DESCRIPTION**

The applicant proposes to lease approximately 25,000 square feet of commercial tenant space within the building located at 4650 Arroyo Vista (see Attachment 3 and 4 - Existing and Proposed Floor Plan). The facility would include eight pickleball courts. In addition to the courts, the facility will feature approximately 390 square feet of ancillary retail space, a raised viewing area, a approximately 279 square foot game room, an approximately 329 square foot community room, office and storage areas, and multiple seating areas throughout the building. Bathroom facilities and lockers will be located in the southeast corner of the building.

The proposed Livermore Pickleball Kingdom location would be part of a national franchise network. Pickleball Kingdom is the largest indoor pickleball franchise in the country, operating 34 facilities nationwide and awarding over 400 additional franchise locations in recent years.

Pickleball Kingdom proposes to operate daily between 6 a.m. and 10 p.m., with a maximum of approximately 100 people on site during the highest-attended tournaments and private events. Daily peak periods are expected during weekday mornings and evenings and throughout weekend mornings into midday. On weekdays, the facility estimates peak attendance at approximately 76 people, which would include up to nine players per court and a maximum of four employees.

Players are expected to spend an average of two to three hours inside the facility per visit. Private court reservations are typically made in one-hour increments. During open play periods, courts may be programmed in two-to-three-hour blocks, with players rotating approximately every 10 to 15 minutes using a four-on, four-off or similar system. Longer use durations, generally two to three hours, are anticipated for clinics, tournaments, and private events. Court reservations will be made in advance through the Pickleball Kingdom mobile application. Walk in use may be accommodated when space is available, but walk-in players will also be required to check in through the mobile app.

Daily staffing will range from two to four employees, including a general manager, front desk staff, and pickleball coaches.

**PROJECT SITE CONTEXT**

Four commercial buildings comprise the Arroyo Seco Center, which today includes IHOP, Chipotle, and Panera Bread. The center's two major tenant spaces, however, are currently vacant (as of January 2024 and June 2026). Existing uses in the surrounding area include commercial retail and restaurants, light industrial uses, open space, and low-density residential neighborhoods west of First Street.

In addition, the Arroyo Vista Residential Project just to southeast of the site (marketed as Arroyo Crossings) has been partially completed and at full buildout will add 435 higher density residential units, including 86 single family homes and 349 townhomes, along with pocket parks and neighborhood amenities on approximately 29 acres at the corner of Arroyo Vista and Las Positas Road. Once constructed, the nearest residential unit will be located approximately 100 feet east of the proposed pickleball facility.

Two pedestrian connections bisect the site from west to east, connecting the First Street public right-of-way to the site's four buildings. These include two segments of concrete pathways covered by landscaped wooden trellises that connect the proposed pickleball facility to First Street.

The surrounding area consists primarily of commercial, industrial, and residential uses, as summarized in Table 1.

**Table 1: Surrounding Land Uses**

	<b>General Plan Designation(s)</b>	<b>Current Zoning Classification(s)</b>	<b>Existing Land Use</b>
<b>North</b>	Open Space (OSP), Light Industrial (LII), Highway Commercial (HC)	Open Space (OS), Planned Unit Development (PUD) #246-81, Planned Unit Development (PUD) #195-94	Open Space, Light Manufacturing
<b>South</b>	Urban High Residential (UH-3)	Planned Development Residential (PDR) #16-004	High Density Residential
<b>East</b>	Open Space (OSP), Light Industrial (LII)	Open Space (OS), Planned Unit Development (PUD) #246-81	Open Space, Brewing Company, Warehousing and Distribution
<b>West</b>	Community Serving General Commercial (CSGC)	Planned Unit Development (PUD) #138	Restaurant
<b>Subject Site</b>	Community Serving General Commercial (CSGC)	Planned Unit Development (PUD) #138	Vacant Commercial Building

## STAFF ANALYSIS

### General Plan

The project site has a General Plan land use designation of Community Serving General Commercial (CSGC). The intent of this designation is to provide locations for a broad range of commercial uses outside of the Downtown area, including business services, commercial services, and accessory retail, in areas with strong regional and community access. The proposed pickleball facility is a regional commercial recreation use and includes accessory retail of pickleball related merchandise, snacks, and refreshments.

The proposed 25,000 square foot pickleball facility utilizes the center's largest (and currently vacant) building and increases overall site occupancy of the Arroyo Seco Center to approximately 71%. The site is well served by the regional transportation network, with quick access from I-580 and First Street, identified as a Major Street in the General Plan, as well as proximity to the I-580 freeway and an existing Livermore Valley Transportation Authority (LAVTA) bus stop located at First Street and Southfront Road. Surrounding commercial, industrial, and residential uses are generally separated from the project site, and the project is consistent with the General Plan's intended land use patterns for this district. Substantial additional land remains designated as CSGC in the area to support continued commercial development.

Therefore, staff finds the proposed pickleball use consistent with the General Plan's Community Serving General Commercial designation.

### Zoning

The project site is located in the PUD #138 zoning district (see Attachment 5 - PUD #138), which implements the CSGC designation and regulates development within the 6.8-acre commercial center. The intent of PUD #138 is to accommodate community serving retail and commercial service uses in a coordinated site layout. Under PUD #138, athletic clubs are a conditionally permitted use requiring Planning Commission approval. As a commercial recreation facility, the proposed pickleball facility falls within PUD #138's conditionally permitted "athletic club" land use category, and review through a Conditional Use Permit ensures compatibility with surrounding uses and adherence to site specific development regulations.

### *Land Use Compatibility*

The Development Code sets forth standards for processing Conditional Use Permits (Development Code Section 9.03.060). A proposed use must demonstrate compatibility with nearby land uses. In evaluating compatibility, the review authority considers operational characteristics, parking demand, traffic generation, noise, waste and odor, and other relevant site features.

The proposed pickleball facility would operate daily from 6 a.m. to 10 p.m. Peak hours are expected during weekday mornings and evenings and during weekend mornings through midday. The center contains approximately 360 on-site parking spaces shared among tenants and accessed from all four surrounding streets. All three restaurants have similar peak periods to the proposed pickleball facility. Combined traffic and parking loads are adequately supported by the site's layout and parking supply.

Parking analyses conducted by both the applicant and staff conclude that the proposed use is less impactful than the former commercial retail tenant, generating fewer trips and requiring fewer parking spaces. Detailed parking and traffic analysis is provided in the following section.

*Parking and Traffic*

Part 4, Table 4.6 of the Development Code establishes parking requirements for tennis and racquet clubs, which apply to the proposed use and require three spaces per court. Requirements for the remainder of the Arroyo Seco Center include one space per three seats for restaurants and one space per 250 square feet for general retail. These standards are used to calculate the site's total parking demand when all buildings are fully occupied.

When applying the Development Code's required parking ratios for the subject pickleball facility, the existing restaurants, and the future retail tenant at the other vacant building, the total combined parking requirement for the site is 182 spaces. The Arroyo Seco Center has 360 existing spaces, therefore, the subject site provides a surplus of approximately 178 automobile spaces. Table 2 details the required vehicle parking counts of the individual tenant spaces that provide this total combined requirement and the existing parking supply.

**Table 2: On-site Tenant Parking Requirements and On-Site Parking Supply**

Tenant Location	Use	Size	Parking Ratio (Development Code)	Total Spaces Required (of 360 total on-site spaces)
4650 Arroyo Vista	Commercial Recreation Facility (Pickleball Kingdom)	25,000 square feet	3 spaces per court	24 spaces
4500 Arroyo Vista	General Retail (Vacant)	15,800 square feet	1 space per 250 square feet retail	63 spaces
4685 First St.	Restaurant (Panera Bread)	4,640 square feet (105 seats)	1 space per 3 seats	35 spaces
4691 First St.	Restaurant (Chipotle)	2,866 square feet (60 seats)	1 space per 3 seats	20 spaces
4567 First St.	Restaurant (IHOP)	5,800 square feet (120 seats)	1 space per 3 seats	40 spaces
<b>Total On-site Parking Provided</b>			360 spaces	
<b>Total On-site Parking Required</b>			182 spaces	
<b>Surplus On-site Parking Supply</b>			178 spaces	

A traffic and parking study submitted by the applicant concludes that the project's parking demand does not conflict with other on-site uses during weekday or weekend peak hours. The study assumes 8 to 9 players per court during peak programming, resulting in approximately 64 to 72 players on site. Given an average stay of two to three hours per player and an estimated three cars per four players, peak

occupancy is projected at approximately 52 to 58 vehicles, including up to four employees.

Peak hour vehicle movements are estimated at approximately 16 to 27 entering trips and 16 to 27 exiting trips. Employee trips are limited to a maximum of four entering and four exiting trips at shift changes and do not materially affect peak hour estimates. Private events and tournaments may generate up to 100 total people on site. The traffic study estimates approximately 76 entering and 76 exiting trips during a tournament. In a conservative scenario where all tournament-related arrivals and departures occur within a single peak hour, approximately 152 total peak hour trips would be generated. This remains below the weekday PM peak-hour ITE estimate of approximately 165 trips for the previous retail tenant (Joann's Fabrics).

Therefore, the project does not introduce any new traffic impacts beyond what was already assumed for this site.

### *Bicycle Parking*

Per the Development Code, Part 4, Table 4.7, the project is required to provide five bicycle parking stalls within 50 feet of the building entrance. The site currently provides five stalls at the building's front (west) entrance, satisfying the requirements.

Based on these analyses, the project meets the City's vehicle and bicycle parking standards and is compatible with on site and surrounding uses.

### *Waste and Odor*

The Livermore Municipal Code (Municipal Code) requires that all solid waste and recyclables generated on site be collected and removed in an approved manner (Municipal Code Section 8.08.030). Additionally, the Development Code requires appropriately sized commercial waste enclosures. The subject site contains one exterior trash enclosure located north of the building. The enclosure is sized to accommodate two four cubic yard commercial containers. The pickleball facility will have daily janitorial service and will separate trash and recycling per Municipal Code requirements. Waste collection will be provided weekly by Livermore Sanitation, Inc. The use is anticipated to generate basic refuse, including food and paper waste, and significantly less waste than a comparable retail tenant. The existing enclosure is adequate to serve the proposed use, and periodic transfer of waste to the enclosure will limit odor impacts. No additional odor impacts are expected.

### *Noise*

The project is governed by both the Livermore General Plan Noise Element (Noise Element) and Livermore Municipal Code Chapter 9.32 (Noise Ordinance). The Noise Element and Noise Ordinance both require that commercial uses be designed to operate to avoid the generation of noise effects on surrounding residential uses from exceeding the following noise levels for exterior environments: 55 dBA L<sub>50</sub> (7 a.m. to 10 p.m.) and 45 dBA L<sub>50</sub> (10 p.m. to 7 a.m.). These exterior noise limits are also required by the proposed 2045 General Plan Noise Element.

The proposed indoor pickleball facility is located approximately 100 feet from the nearest future home in the Arroyo Vista Residential Project, and this distance, combined with the building's fully enclosed

design, sound-deadening building treatments, and the requirement for all building doors remain closed during hours of any pickleball play, is expected to significantly reduce the transmission of impulsive paddle-ball noise. First, the 100-foot setback provides natural sound attenuation, while the enclosed building helps contain and absorb high-frequency impacts, reducing the potential for nuisance conditions and supporting compliance with applicable noise standards. Additionally, the project will involve the application of (K-13) spray-applied acoustical treatment on the underside of the metal roof deck/ceiling area, providing a high level of sound absorption and reduction of generated noise impacts.

To further ensure compatibility with surrounding uses, staff recommend the following conditions of approval: (1) all exterior doors shall remain closed during court play; (2) pickleball operations during peak usage shall not cause exterior noise levels measured at the nearest residential property lines to exceed 55 dBA L50 (7 a.m. to 10 p.m.) and 45 dBA L50 (10 p.m. to 7 a.m.), and (3) prior to building permit issuance, the applicant shall provide a letter from a qualified acoustical engineer finding that the project will not cause exterior noise levels measured at the nearest residential property lines to exceed 55 dBA L50 (7:00 a.m. to 10:00 p.m.) and 45 dBA L50 (10 p.m. to 7 a.m.).

### **ENVIRONMENTAL DETERMINATION**

The project is exempt from the California Environmental Quality Act (CEQA) under Section 15301 of the CEQA Guidelines, which applies to the minor alteration of existing facilities where there is negligible or no expansion of use. The proposed pickleball facility will occupy an existing commercial building with no additions or exterior modifications, and all activities will occur indoors within the existing floor area. Because the project involves only interior improvements and establishes a use that is consistent with the building's existing commercial zoning, the project qualifies for the categorical exemption under Section 15301. Therefore, the project is exempt from CEQA.

### **RECCOMENDATION**

Staff recommends the Planning Commission:

1. Adopt a resolution finding that the project is exempt from the California Environmental Quality Act (CEQA) under CEQA Guidelines Section 15301, Existing Facilities;
2. Adopt a resolution approving Conditional Use Permit (CUP) 26-004, subject to the attached Conditions of Approval;
3. Direct the Planning Manager to file a Notice of Exemption with the Alameda County Clerk; and
4. Advise the applicant that the Project approval is subject to a 15-day appeal period.

### **ATTACHMENTS**

1. Location Map
2. Site Map
3. Existing Floorplan
4. Proposed Floorplan
5. PUD #138

- 6. Resolution - CEQA
- 7. Resolution - Project
- 6. Exhibit A - Conditions of Approval

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