

Planning Commission Staff Report

April 23, 2014
Item 5. a.

- SUBJECT:** P14-0011 and PUD-101
- APPLICANT:** MidPen Housing Corporation
- PROPERTY OWNERS:** City of Pleasanton, Housing Authority of the City of Pleasanton, and Pleasanton Gardens, Inc.
- PURPOSE:** Applications for General Plan Amendment and Planned Unit Development (PUD) Rezoning and Development Plan to demolish the 90 existing senior apartments at Pleasanton Gardens and Kottinger Place, and construct a 185-unit senior apartment project (Kottinger Gardens) on an approximately 6.43-acre site.
- LOCATION:** 240 and 251 Kottinger Drive, 4138 Vineyard Avenue, and 4133 Regalia Court (4 parcels).
- GENERAL PLAN:** High Density Residential/Parks and Recreation
- ZONING:** RM-2,500 and RM-4,000 (Multi-Family Residential) Districts and R-1-6,500 (One-Family Residential) District
- EXHIBITS:**
- A. DRAFT Conditions of Approval
 - B-1. Applicant Project Narrative dated, "Received January 14, 2014"
 - B-2. Vicinity Map, Site Plan, Building Renderings, Elevation Drawings, Landscaping Plans, and Civil Drawings dated "Received February 20, 2014"
 - B-3. Color palette dated, "Received February 20, 2014"
 - C. March 12, 2014, Planning Commission Work Session Meeting Minutes
 - D. Applicant's Response to March 12, 2014, Planning Commission Work Session comments dated, "Received March 26, 2014"
 - E. DRAFT Mitigated Negative Declaration (on-line at: <http://www.cityofpleasantonca.gov/pdf/negdec-pud101.pdf>)
 - F. DRAFT Mitigation Monitoring and Implementation Plan
 - G. GreenPoint Multifamily Checklist
 - H. Arborist report prepared by HORTScience dated July 3, 2013

- I. Traffic study prepared by W-Trans dated February 13, 2014
- J. Landscape plan State Model Water Efficiency Landscape Ordinance certification letter dated February 14, 2014
- K. February 20, 2014 Housing Commission Meeting Minutes
- L. DRAFT General Plan Amendment Land Use Designation Map
- M. Location and Noticing Maps

BACKGROUND

Kottinger Gardens is the proposed redevelopment of Kottinger Place (50 homes) and Pleasanton Gardens (40 homes) into one integrated affordable housing development with 185 new homes for seniors as envisioned by The Kottinger Place Redevelopment Task Force. Formed by the City Council in 2004, the Task Force's goal has been to evaluate the condition of the aging senior housing properties located on Kottinger Drive and develop a redevelopment plan that would allow for their continued and expanded use as affordable senior housing. The Task Force consisted of representatives from the City Council, Housing Commission, Parks and Recreation Commission, existing residents, neighbors, and local affordable housing advocates. For nearly ten years, the Task Force has held numerous public, neighborhood, and resident meetings during which it carefully reviewed several options for redevelopment (including multiple site plans) that would meet the City's growing demand for affordable senior housing and address several long-term challenges for both properties, including increasing maintenance requirements and the lack of accessibility and energy-efficient features in the existing homes. The following Task Force Objectives were established to guide the planning process:

1. Increase the supply of affordable senior housing in Pleasanton;
2. Retain the site's existing character, which has been integral to the historical success of the property, through the inclusion of cottages and open space;
3. Achieve financial efficiency and sustainability both in terms of the amount of public subsidy dollars required and in terms of the long-term management and service delivery at the property; and
4. Respect the existing site context and be a good neighbor to the residents of Kottinger Drive and Vineyard Avenue by developing a site plan and architectural details that are complimentary to the neighborhood.

Throughout the project planning process, staff and the applicant conducted individual interviews with each existing resident to understand their likes and dislikes about their current homes and to inform them about the proposed redevelopment plans. In addition to the individual interviews, the applicant held several group resident meetings and also conducted a resident survey to receive important feedback about their interior and exterior design preferences. The applicant also met individually with many of the neighbors and as mentioned, it and the Task Force have conducted numerous public and neighborhood meetings for the purpose of responding to issues, concerns and opportunities.

Based on completion of the preplanning process and recommendations from the Task Force, Housing Commission, and neighborhood residents, at its meeting of November 5, 2013, the City Council approved the preliminary site plan and overall project concept, and directed staff to begin processing the project PUD. In addition, the Council approved a Disposition, Development, and Loan Agreement with MidPen Housing Corporation (MidPen) that establishes the relationship between the City and MidPen relative to project development and ownership, and a Memorandum of Understanding with Pleasanton Gardens that memorializes the terms for the anticipated transfer of the Pleasanton Gardens site to the City. Finally, the City Council appropriated \$10 million of Lower Income Housing Funds to provide project financial support.

Staff and MidPen are currently working with the Department of Housing and Urban Development (HUD) as part of its Demolition and Disposition approval process and its preliminary comments are anticipated within the next 30 days. Following that, staff and MidPen will submit a formal HUD application that would provide HUD demolition and funding approval. Staff anticipates the City Council will review the Demolition and Disposition application in May of this year.

As currently proposed, the project will be constructed in two phases with the Kottinger Place, Regalia House Site and 4138 Vineyard being in the first phase. The phasing will limit the impacts of tenant relocation and be consistent with various funding sources. Any required tenant relocation will be coordinated by MidPen in close cooperation with the City.

The development pattern and density for the proposed project require a General Plan Amendment and Planned Unit Development rezoning and development plan approvals. These applications require review and recommendation by the Housing Commission, Planning Commission and action by the City Council.

The Housing Commission recommended approval of the proposed project to the City Council at their February 20, 2014, meeting. Part of their recommendation included information related to public financial contributions to the proposed project and loan terms, disposition or property terms, and unit affordability levels. With regard to affordability, none of the units will be market rate, and the affordability levels will range between 30% and 60% AMI, with 30% AMI being maintained for all existing residents.

Prior to presenting the applications to the Planning Commission for a formal recommendation to the City Council, the proposed project was presented to the Planning Commission at a work session on March 12, 2014. The Commission received public testimony, closed the public hearing, and then provided staff and the applicant with direction on various aspects of the project as discussed later on in this staff report.

Subsequent to a formal Planning Commission recommendation for approval, it is anticipated that the project will be presented to the City Council for review and approval with the first reading of the required PUD ordinance on May 20, 2014, and formal action with the second reading of the ordinance on June 3, 2014.

Assuming the timeline and actions above, the City of Pleasanton Housing Authority and MidPen anticipate receiving approval from the Department of Housing and Urban Development to remove Kottinger Place from its Public Housing designation by the end of 2014, construction on the first phase would begin by November, 2015 and be complete in February, 2017. The second phase would begin in March, 2017 and be complete in May, 2018.

WORK SESSION

Planning Commission Work Session: The Commission was asked six questions regarding the proposed project at the March 12, 2014, Planning Commission Work Session. Those questions are noted in *italics* with a summary of the Commission's comments thereafter (see also the minutes for Planning Commission work session in Exhibit C). The applicant's responses to those comments are discussed below in the appropriate analysis sections of this report.

1. *Is the proposed General Plan land use change, density, and PUD rezoning acceptable?*

The Commissioners were all supportive of the proposed land use and zoning changes, as well as the proposed density for the project and believed it would help the City reach its affordable housing goals.

2. *Is the proposed positioning of the buildings, on-site circulation, parking location, parking ratio, private open space, common open space, and on-site amenities acceptable?*

Generally speaking, the Commissioners were in support of the proposed project as designed; however, they did request that the applicant take another look at the walking distance from the parking lot to the "Peninsula Units" and indicate if golf carts or some other amenity could be added to reduce the walking distance impacts on the residents in those units. Additionally, the Commissioners commented on the potential for cut-through traffic, better ambulance access, and the need for a usable lobby area.

3. *Are the building designs, massing, heights, and colors and materials acceptable and compatible with the surrounding area?*

The Commissioners were all supportive of the building design and believed it was thoughtfully designed and would complement the neighborhood well.

4. *Is the proposed tree removal/replacement plan acceptable?*

The Commissioners were supportive of the proposed tree removal/replacement plan but agreed with staff's recommendation to have the applicant look at saving two existing Heritage Trees adjacent to the roundabout if possible. The Commissioners also wanted the applicant to ensure the selected tree species would be senior appropriate in terms of droppings that could pose safety issues for seniors.

5. *Are the proposed Green Building measures and Climate Action Plan measures acceptable?*

The Commissioners were generally supportive and felt the 128 points on the Greenpoint checklist was excellent. However, the Commissioners did generally agree with staff's recommendations to include the following CAP measures within the project:

- Offering discounted transit passes to residents (TR1-6)
- Provide one or more electric vehicle charging stations (TDM1-6)
- Incorporating solar tubes, skylights, etc. into the building design (EC4-4)
- Incorporating the use of reclaimed wastewater and rain harvesting (WA3-2, 3-4)

Additionally, the Commissioners commented that the project should maximize water conservation as much as possible, consider sub-metering, and also expand the use of solar technology.

6. *What other information would the Planning Commission wish to see to assist its decision on the proposals (i.e. color and material board, photo simulations, etc.)?*

The Commissioners requested additional information on the mid-block crosswalk on Kottinger Drive, a color and material board, and a potential completion date for the project.

SITE DESCRIPTIONS AND SURROUNDING AREA

The proposed 6.43-acre project site consists of the following four parcels:

1. 240 Kottinger Drive (Existing Kottinger Place) – 3.47 acres

Kottinger Place is currently improved with 50 affordable senior homes developed in 1972 and owned and operated as a HUD Public Housing property by the Housing Authority of City of Pleasanton. The 50 existing homes consist of 32 studio, 16 one-bedroom, and two two-bedroom units. The site also includes a small community room, laundry facilities, and open space for gardening and socializing. The existing homes are not accessible, making it difficult for residents to age-in-place, and due to demand, the studios often house couples, which has created crowded living environments. The over 40-year old homes are also experiencing increasing maintenance and repair needs. For these reasons, the Task Force determined that demolition of the existing homes should be considered.

2. 4138 Vineyard Avenue Parcel – 0.51 acres

This parcel is located northwest of the existing Kottinger Place site and is currently vacant. It was purchased by the City of Pleasanton in February 2011 with the redevelopment of Kottinger Place in mind.

3. 4133 Regalia Court – 0.50 acres

This parcel is adjacent to the Kottinger Place and Vineyard Avenue parcel, and is the site of the Regalia House, an unused (due to lack of structural integrity) community facility with parking. The Regalia House has suffered structural damage, is in poor condition and is scheduled for demolition. The proposed parcel is currently a part of Kottinger Village Community Park and is owned by the City of Pleasanton.

4. 251 Kottinger Drive (Existing Pleasanton Gardens) – 1.95 acres

Pleasanton Gardens is located directly across Kottinger Drive from the other three project parcels and is currently improved with 40 affordable senior homes developed in 1970. The site and its improvements are currently owned by Pleasanton Gardens, Inc., a nonprofit entity set up by four local churches in the 1960's. It has many of the same design issues and critical needs as Kottinger Place. In addition some of the existing buildings were constructed over a City storm drain culvert and the site has had drainage issues in the past.

If the project is approved, the four parcels will be combined into two parcels under the single-ownership of the City of Pleasanton. During this process, the Regalia Court parcel will also be separated from the existing Kottinger Village Community Park parcel to which it is currently a part.

The uses surrounding the proposed project site consist mainly of existing single-family and multi-family residences of varying ages. This is especially true to the north, south, west, and the eastern edge of the southern portion of the proposed project site. Along the eastern edge of the northern portion of the proposed project site is the existing Kottinger Village Community Park, which is a small community park.

Aerial Site View



PROJECT DESCRIPTION

The applicant proposes to build 185 new and fully-accessible apartments in a combination of single-, two-, and three-story buildings. It is expected that 183 of the new homes will be affordable to low-income seniors and the remaining two homes will be reserved for on-site property managers. The proposed development will also include landscaped open space with shared gardens, pedestrian pathways, and a pedestrian crossing on Kottinger Drive. MidPen Housing Corporation will sign a long-term ground lease with the City of Pleasanton, own the improvements, and provide on-site property management, resident services, and programming in the on-site community rooms, resident lounges, and fitness room. Shared laundry facilities with a minimum of one washer/dryer for every ten homes will also be provided on-site for the residents' convenience.

The proposed parking ratio for the proposed project on both sides of Kottinger Drive is 0.8 spaces per unit, which is the same as the current 0.8 spaces per unit at the existing Kottinger Place and represents an increase to the 0.47 spaces per unit parking ratio currently at the existing Pleasanton Gardens. Existing automobile ownership among the current low-income senior residents was used as an indicator to help determine the proposed parking ratio. A total of 149 parking spaces (64 covered) are proposed. Forty-four spaces will be located on the south side of Kottinger Drive, while 105 spaces will be located on the north side. Additionally, 12 existing parking spaces will be maintained at the northernmost end of the proposed project, adjacent to Vineyard Avenue, and will remain dedicated for Kottinger Village Community Park users only (signage will be posted). Limited street parking is available on both Kottinger Drive and Vineyard Avenue.

Existing site access points will be maintained on both sides of Kottinger Drive. The existing driveway at Vineyard Avenue adjacent to the Regalia House will be shifted west, and the existing driveway for 4138 Vineyard Avenue will be removed and replaced with curb and sidewalk. Additionally, the existing bus stop on Kottinger Drive will be removed and a new bus stop with shelter will be constructed for the residents traveling into Downtown or making connections to other routes within the City. The new bus stop location will be east of the existing bus stop, to be more centrally located between both sides of the proposed project. An identified and slightly raised pedestrian crossing connecting both sides of the project on Kottinger Drive will be improved as shown on the plans as well.

The proposed project's site design, buildings, and landscaping were conceived within the context of Pleasanton's historic downtown, which has roots in both the cottage and farmhouse architectural styles. The buildings downtown are predominantly simple forms with covered front porches that extend the entire width of the home or stoop, lending a sense of symmetry to the building. The materials are generally lap siding with various levels of detailing and trim that is white or a contrasting accent color. The Kottinger Gardens architectural design approach utilizes these fundamental cottage and farmhouse characteristics.

Site Plan (Full Site)



The proposed project will include one, 78,010 square-foot, three-story building (36 feet tall max.), and nine separate single-story buildings ranging in size from 2,830 to 5,800 square feet and 16 to 18 feet tall on the current Kottinger Place, Vineyard Avenue, and Regalia Parcels north of Kottinger Drive. There are a total of 131 homes on this portion of the site, including 126 one-bedroom and 5 two-bedroom homes. One, 31,600 square-foot, two-story building (30 feet tall max.) and four separate single-story buildings ranging in size from 1,430 to 8,850 square feet and 16 to 18 feet tall will be located on the current Pleasanton Gardens parcel south of Kottinger Drive. There are a total of 54 homes on this part of the site, including 50 one-bedroom and 4 two-bedroom homes.

The apartments are designed to include storage, private patios/balconies, Green Building Measures, and accessibility features to help resident's age-in-place and live independently for as long as possible. A typical one-bedroom home is 584 square feet and a two-bedroom home is 842 square feet. Full floor plans for all unit types and configurations are provided in Exhibit B-2.

Shared indoor amenities include community rooms on both sides of the street for resident gatherings, resident lounges with computers, a fitness room for group exercise classes, and on-site resident services programming and coordination.

The proposed project site is relatively level. Except for minor grading, the applicant is proposing to generally maintain the existing grades on the entire site. Parking lot and roof drainage would drain into bioretention areas (vegetation-lined swales) and biofiltration planters that would filter contaminants from the parking lot and roof drainage before entering the adjacent City storm drain systems on Kottinger Drive and Vineyard Avenue, as well as the adjacent creek.

Perspective Elevations





Sample Elevations: One-story Building Elevations



Sample Elevations: Three-Story Building Elevations



Proposed Color/Material Palette

KOTTINGER GARDENS COLOR PALETTE

HARDIE BOARD AND BATTEN SIDING						
	ELDER CREEK	BARNWOOD	BLUFF STONE	NOTTINGHAM FOREST	PORCH SWING	MOUNT TAM
HARDIE HORIZONTAL LAP SIDING						
	ELDER CREEK	BARNWOOD	BLUFF STONE	NOTTINGHAM FOREST	PORCH SWING	MOUNT TAM
BUILDING BODY PAINT COLORS						
	ELDER CREEK	BARNWOOD	BLUFF STONE	NOTTINGHAM FOREST	PORCH SWING	MOUNT TAM
ROOF/DOOR AND ACCENT COLORS						
	GAF "CHARCOAL"	SNOWGLOBE WHITE	TIFFANY AMBER	NECTAR OF THE GODS	DAPPER GREY HOUND	SEVILLE SCARLET

* ALL PAINT COLORS ARE KELLEY MOORE

The landscape design provides a hierarchy of outdoor spaces ranging from public to private, seeking to foster a healthy senior community by facilitating social interaction. This hierarchy provides a variety of opportunities for residents to interact with the outdoor space at different times during the day or year. There are a variety of outdoor spaces programmed for relaxing, socializing, and recreation. These include large common open spaces adjacent to the community rooms on both sides of Kottinger Drive, as well as a patchwork of courtyards and shared vegetable gardens. Each upper floor home has a private deck, which overlooks gardens and toward the surrounding hills and horizon.

Most existing on-site trees are proposed for removal. In some cases, the final location of the homes was adjusted to protect the most healthy and prolific trees, making them focal features scattered throughout the project. Using the Arborist's Report as a guide (Exhibit H), the applicant evaluated each existing tree to determine overall suitability for the proposed project. Each tree's location, species, size, and health was taken into consideration. Of the 146 trees evaluated on-site, 22 trees (15 Heritage Trees) will be retained and 124 (45 Heritage Trees) will be removed. The landscape plan proposes to plant approximately 100 new trees on the subject site.

Plant materials are intended to provide seasonal interest and the plant palette reflects the architectural character. In addition to the common gardens, a private porch or balcony can accommodate garden ornamentation, and provide an opportunity for residents to personalize their individual space. An automatic water-efficient irrigation system, Bay-Friendly landscape practices for healthy soil and water conservation, and selection of plants that are well-adapted to the local climate and setting will aid overall long-term maintenance.

An internal path system will link to the perimeter Kottinger Village Community Park trail at multiple locations, encouraging residents to access and enjoy park amenities. While it is important to integrate with the park, it is also important to clearly distinguish the Kottinger Gardens open space system and paths. Where the internal path system intersects with the public path on the perimeter, the landscape portals will be designed to distinctly identify these private pedestrian entries.

No detailed signage information has been provided for the proposed project at this time. Given its residential character, it is anticipated minimal signage would be proposed for the project.

The proposed project will involve a limited amount of temporary resident relocation to accommodate the new construction. In order to minimize the number of households who will need to move off-site in order to build the new homes, the construction will be phased. This will allow a majority of residents to stay in their current homes until their new home is constructed and ready for move-in. The first phase is expected to occur on the Vineyard Avenue Parcel, Regalia Parcel, and a portion of the Kottinger Place Parcel. The second phase would include the remainder of the Kottinger Place Parcel and the entire Pleasanton Gardens Parcel. The applicant has communicated frequently with the residents to inform them of their relocation rights and has engaged a relocation consultant to ensure that all relocation activities are conducted according to Federal and State laws and requirements.

ANALYSIS

General Plan

The proposed project parcels are designated by the Land Use Element of the Pleasanton General Plan for either “High Density Residential” or “Parks and Recreation” land uses and the subject parcels are developed with either existing high density residential uses or a park. The proposed project will amend the General Plan to re-designate a portion of the existing Kottinger Village Park, specifically a 0.50-acre portion where the Regalia House is currently located, from Parks and Recreation to High Density Residential to facilitate development of the proposed project as the current designation does not allow for residential uses. The remaining portions of the proposed project site will remain designated for High Density Residential land uses. With the General Plan Amendment, the proposed project will comply with the General Plan to allow high density residential uses on the subject parcels at a density of 28.77 development units per acre, consistent with the currently allowable range of 8+ residential units per acre prescribed in the General Plan. The proposed project is also consistent with the following General Plan Land Use and Housing Element Policies and Programs:

Sustainability

Program 2.2: Encourage the reuse of vacant and underutilized parcels and buildings within existing urban areas.

Overall Community Development

Policy 4: Allow development consistent with the General Plan Land Use Map.

Program 4.1: Ensure consistency between the General Plan Land Use Map and the zoning designation for all properties within the City’s sphere of influence.

Policy 5: Evaluate land-use changes in the context of overall City welfare and goals, as well as the impacts on surrounding neighborhoods.

Program 5.2: Consider surrounding land uses and potential impacts when changing land-use designations.

Residential

Policy 8: Preserve and enhance the character of existing residential neighborhoods.

Program 8.2: Use the City’s development review procedures to minimize intrusions into existing neighborhoods.

Policy 10: Provide flexibility in residential development standards and housing type consistent with the desired community character.

Program 10.1: Use planned unit development (PUD) zoning for residential properties that have unique characteristics or to accommodate development that does not fit under standard zoning classifications.

Citizen Participation

Policy 26: Encourage the participation and collaboration of Pleasanton residents and businesses in land-use planning and decision making.

Housing Affordability

Goal 6: Promote the production of housing affordable to extremely low-, low- and very-low-income households by actively working with and creating incentives for non-profit housing developers.

Policy 9: Support the development and rehabilitation of housing affordable to extremely low-, low- and very-low- income households and review infrastructure needs.

Program 9.4: Continue to provide incentives such as reduced development fees, assistance in public improvements, priority in permit processing, increased density, altered site-development standards, mortgage revenue bonds, affordable-housing competition, and other creative incentives to encourage the development of housing affordable to moderate-, low-, extremely low-, and very-low-income households. A priority will be placed on projects that provide the largest number of units at the greatest level of affordability. The availability of incentives is incorporated in the City's Inclusionary Zoning Ordinance, but for specific projects, will also be promoted through the City's web site, in local newspapers, and through posting at public places subject to normal procedures. The objective of this program is to assure that incentives are made available and known to the development community.

Policy 10: Give greater priority to providing housing which is affordable to extremely low income households and to households at the low end of the low-income range (50 to 80 percent of median income).

Policy 12: Give priority for housing opportunities to extremely low, low- and very-low-income households with persons that live and work in Pleasanton.

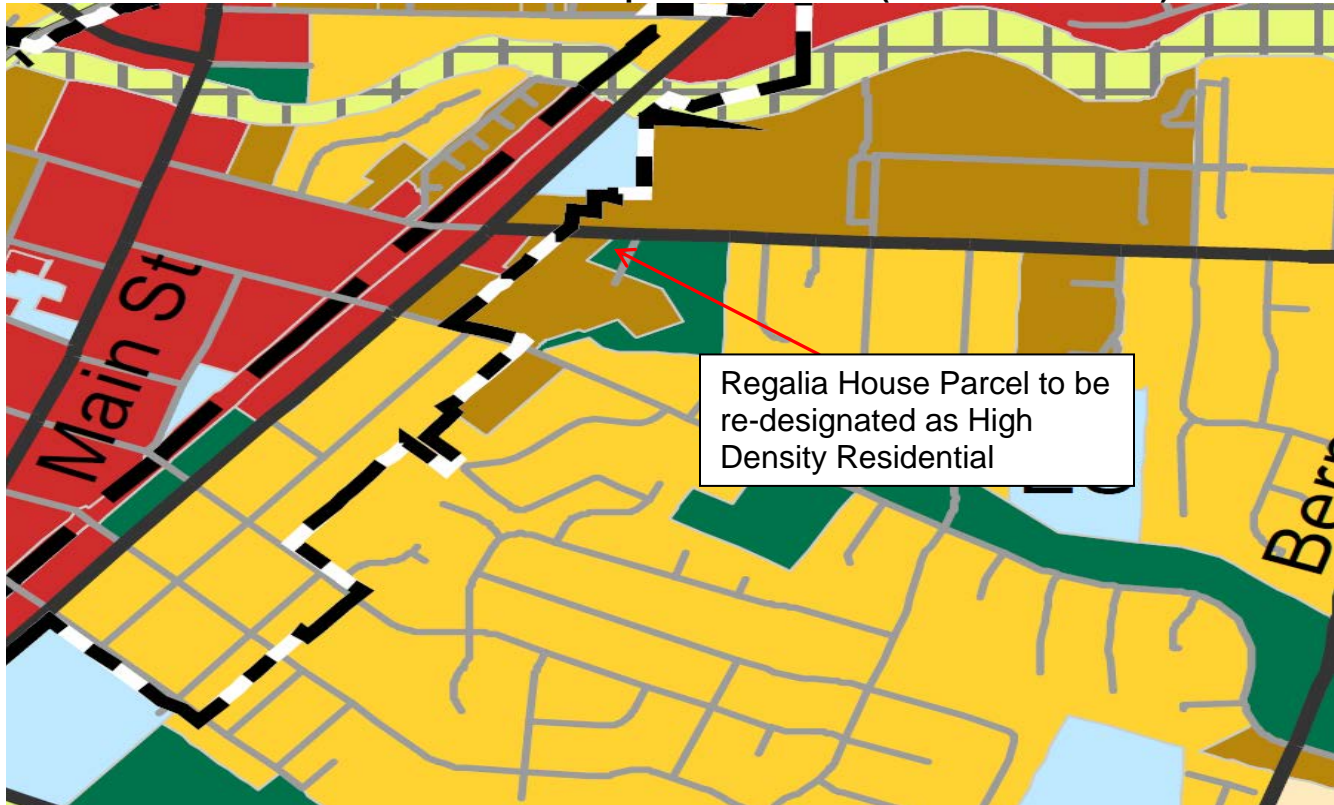
Policy 14: Make appropriate modifications to the Land Use Element of the General Plan, Zoning Ordinance, and other City ordinances, programs, and policies to facilitate the provision of housing, especially housing affordable to moderate-, low-, and very-low-income households.

Policy 17: Use the lower-income-housing fee to generate funds for the provision of housing affordable to extremely low-, low- and very-low-income

households. The low-income housing fund should be used primarily to leverage State and Federal funds in the development of housing affordable to low- and very-low-income households and in-house loan programs, so that the fund may be used most efficiently and maintained over time.

Program 17.3: Use the Lower-Income Housing Fund to help build housing affordable to low- and very-low-income households on City-owned land.

Portion of the General Plan Land Use Map to be Modified (see also Exhibit L)



Zoning and Uses

The proposed project site is zoned RM-2,500 and RM-4,000 (Multi-Family Residential) Districts and R-1-6,500 (One-Family Residential) District. The RM Districts allow for multi-family residential development, while the R-1 District does not. Additionally, all three Districts have specific development standards that dictate a defined and in most cases standardized development pattern conducive to the specified land uses they allow.

In this case, the proposed project requires flexibility from the prescribed site development standards of the current zoning, as well as for parking, which is encouraged to facilitate infill development and a variety of residential housing types found to be consistent with the community character. This type of flexibility is normally achieved by rezoning to PUD. The proposed project meets both criterion, and therefore, the request to rezone from the standard zoning districts to Planned Unit Development (PUD) is appropriate.

Traffic and Circulation

A Traffic Impact Analysis report was completed for the proposed project on February 13, 2014 (Exhibit I). The purpose of the analysis was to determine and address the transportation effects of the proposed project on the surrounding street systems for the existing and proposed developments. The AM and PM vehicular trips for the proposed project were based on trip generation rates for Senior Adult Housing contained in the Institute of Transportation Engineers (ITE) publication Trip Generation, 9th Edition. This is a standard reference used by jurisdictions throughout the country and is based on actual trip generation studies at numerous locations in areas of various populations. The proposed project is estimated to generate a total of 295 new net trips on a daily basis, of which 20 would be AM peak hour trips and 24 would be PM peak hour trips. Based on this information, the analysis concludes that all study intersections would continue to operate at their current and acceptable level of service with or without the project and, therefore, no special mitigation measures are required.

At the March 12, 2014, Planning Commission Work Session, the Commission raised concerns about the potential of cut through traffic between Vineyard Avenue and Kottinger Drive on the site. Staff reviewed the site plan, and is confident the design of the surface parking lot will discourage drivers from cutting through the proposed development to get from Kottinger Drive to Vineyard Avenue and vice versa. Exhibit D provides a diagram of these design measures, which include:

- Trees at each entrance to obscure views of the parking lot and potential cut-through;
- Turns in the parking lot create what appear to be dead ends; and
- The roundabout is offset and obscured by landscaping and the building.

The City's Traffic Engineering staff also reviewed this issue and indicated that while there is slight potential for cut through traffic, the design elements above help to mitigate the issue significantly.

Additionally, the Commission raised a concern about the discussion of emergency vehicle access proposed through Kottinger Village Community Park. The intended access is shown in Exhibit D. The Livermore-Pleasanton Fire Department reviewed the proposed project plans and requested ambulance access from the parking lot on Vineyard Avenue to a turnaround within the site as highlighted within Exhibit D, as it provides direct access to the units in this area of the site without utilizing the remainder of the pedestrian path next to Kottinger Village Community Park toward Kottinger Drive. Direct access via a five foot wide path from the roundabout was also provided to allow firefighters to connect to their hose to a standpipe within the site and access the units closest to the park. This will avoid the need for fire trucks to use the pedestrian path next to Kottinger Village Community Park.

Parking

The applicant is proposing a total of 149 parking spaces for the proposed 185-unit project. Of those spaces, 142 are intended for tenant parking, four are designated for staff parking and three are designated for visitor parking. Sixty-four of the 149 parking spaces will be covered by carports that are shown over the exterior parking areas adjacent to the subject site's property lines and not the parking areas adjacent to the buildings. The applicant has indicated a preference to keep the parking areas adjacent to the building open for unobstructed views and

also to allow for landscape areas. Accordingly, covered parking spaces would be assigned through a lottery and waitlist system, similar to the applicants' other properties. The proposed parking ratio on both sides of Kottinger Drive is 0.8 spaces per unit, which is the same as the current 0.8 spaces per unit parking ratio at Kottinger Place and represents an increase to the 0.47 spaces per unit parking ratio currently at Pleasanton Gardens.

Automobile ownership among the existing low-income senior residents was used by the applicant as an indicator to determine the proposed parking ratio. Of the 66 residents who responded to the applicant's question related to automobile ownership during resident interviews, only 40 existing households owned a car. This represents a ratio of 0.6 spaces per unit, and therefore the applicant believes a 0.8 spaces per unit parking ratio is more than adequate for residents and visitors.

This parking ratio is higher than what is currently offered at some of Pleasanton's other senior housing properties, such as The Gardens at Ironwood, which has a 0.7 spaces per unit parking ratio. In fact, The Gardens at Ironwood leases 16 additional parking spaces from the neighboring church, which brings their parking ratio to the proposed project's 0.8 spaces per unit parking ratio. The Gardens at Ironwood claim to have adequate parking to serve their needs.

Conversely, The Ridge View Commons senior housing project has a 218 total parking spaces for 200 units (mostly one bedroom units), which is a slightly higher (1.09 space per unit) parking ratio than proposed. According to the property manager, on average, 166 or 76% of those spaces are in use at any given time (peak hours); with 131 of the spaces being assigned to tenants, 52 spaces designated for visitor parking, and the remaining 35 spaces being open for staff, additional visitors, et cetera. In general, it appears a minimum of 25% of the parking lot for this development is empty at all times of the day.

The Pleasanton Municipal Code does not specifically address parking requirements for senior apartments. As such, the use of other similar type developments as a parking barometer, as well as using the applicant's experience from managing over 25 other senior housing projects, indicates the proposed parking ratio is adequate to serve their needs. Therefore, staff recommends support of the proposed parking ratio of 0.8 spaces per unit or 149 spaces total.

Site Plan

The site plan layout focuses on minimizing impacts to the surrounding uses, specifically the existing residential uses, by siting the taller multi-story buildings within the center of the project site on both sides of Kottinger Drive, and then utilizing the one-story cottage type buildings as transitional buffers along the subject site's perimeter to minimize impacts on the adjacent residential uses. Where parking is used along property lines, the applicant has elected to cover the majority of those spaces with carports, as well as use landscaping to buffer the adjacent residential uses.

At the March 12, 2014, Planning Commission Work Session, the Commission had questions related to the design of the mid-block crosswalk and other measures to be implemented for traffic calming on Kottinger Drive. The project proposes to move the existing crosswalk on Kottinger Drive to the east and enhance it. This will provide a safer route to cross the street

and to access the existing pedestrian path to Kottinger Village Community Park. Exhibit D provides images of the existing crosswalk for reference. By moving the crosswalk away from proposed vehicular entrances on both sides of Kottinger Drive and lining it up to connect to the existing pedestrian path, the crosswalk will provide a much safer route than at its existing location. Additionally, the applicant is proposing to add traffic calming and pedestrian safety measures to the new crosswalk. These include a material change at the crosswalk with raised pavement to distinguish between the street and crosswalk, rapid rectangular flashing beacons, and pedestrian signage. These measures were incorporated into the crosswalk design based on the feedback the applicant received from neighbors, the senior residents, and the City's Traffic Engineering staff.

Additionally, the Commission had concerns related to the location of the parking lot and the distance to the "Peninsula Units". The Commission requested more information about the distance from the parking lot to the farthest "Peninsula Units". Exhibit D provides three potential routes residents may take from different areas of the parking lot.

To reach the farthest "Peninsula Unit", a resident will need to walk approximately 600 feet. Currently, the residents on Kottinger Place and Pleasanton Gardens walk between 400 and 500 feet from their car to the farthest unit on each site. While the proposed project does represent a slight increase in distance, the increase only affects the farthest two to four "Peninsula Units". To make the walk less taxing on the residents, the applicant has proposed benches and gardens along the main paths. Photo examples of this walking experience are provided in Exhibit D. Golf carts were considered by the applicant, but research deemed them cost prohibitive, as well as posed site design challenges for the maintenance and storage of the vehicles. Alternatively, the applicant proposes to provide residents with wheeled hand carts for those who may require additional assistance bringing their belongings/groceries from their car to their home. Staff has recommended a condition of approval to ensure this amenity is provided.

Noise

No site-specific acoustical studies were prepared for this project. However, the City's General Plan requires that outdoor recreation areas not exceed 60 dB Ldn and that indoor noise levels not exceed 45 dB Ldn. Staff notes that the outdoor noise standard applies to the common outdoor recreation areas such as pools, spas, play areas, seating areas, etc., but not to the private balconies, patios, or porches. Standard mitigation measures and conditions of approval to ensure these standard noise levels are met by the applicant have been recommended by staff.

Noise Impacts on Adjacent Properties

The proposed project will generate a similar amount of urban noise, such as traffic, people talking, etc. as the current senior development and no significant increase in noise is expected. Additionally, noise levels during construction will increase temporarily but staff has recommended standard mitigation measures and conditions of approval to ensure construction activity is restricted to certain hours when it will be less disturbing to neighbors.

Grading/Drainage

The proposed project site is relatively level. Except for minor grading, the applicant is proposing to generally maintain the existing grades on the entire site. Parking lot and roof drainage would drain into bioretention areas (vegetation-lined swales) and biofiltration planters that would filter contaminants from the parking lot and roof drainage before entering the adjacent City storm drain systems on Kottinger Drive and Vineyard Avenue, as well as the adjacent creek. These are the types of stormwater runoff measures strongly supported by the Regional Water Quality Control Board and local agencies like Pleasanton implementing the urban clean water runoff program. Overall, staff finds the proposed grading and drainage plan to be acceptable in that it incorporates a sufficient number of stormwater runoff measures. Standard mitigation measures and conditions of approval have been recommended by staff.

Landscaping

Preliminary landscaping plans were submitted showing planting details for the proposed project site. Although the landscape plans are conceptual, staff feels that the amount and species type of the proposed landscaping for both sites is adequate and compliant with the City's Climate Action Plan (CAP), the Bay-Friendly Landscape Guidelines, and the State's Model Water Efficiency Landscape Ordinance (Ordinance Compliance Certification Letter attached as Exhibit J). Standard conditions of approval regarding landscaping have been recommended by staff and will ensure much more detailed plans at the building permit stage when final landscape and irrigation plans are reviewed and approved by the Community Development Department.

Additionally, per direction received by the Commission at the March 12, 2014, Planning Commission Work Session, the applicant has verified that all proposed tree species will be appropriate for the Pleasanton climate and the proposed senior population. The project Landscape Architect has carefully selected trees that do not drop plant material that could potentially cause a tripping hazard or a maintenance issue. Therefore, staff recommends support of the landscape plan and plant palette as proposed.

Tree Removal

The applicant is proposing to retain 22 existing on-site trees of which 15 are Heritage Trees. 124 existing on-site trees, of which 45 are Heritage Trees, are to be removed. Most of the trees to be removed are either in poor health with a limited chance of survival prior to or after construction, or are located directly within the footprint of a newly planned building. While the applicant has attempted to site the buildings and retain many existing on-site Heritage trees, it appears removal cannot be avoided or is necessary in many instances either due to construction impacts or simply existing tree health. In addition to the 22 trees to be preserved, as mitigation for the proposed tree removal, the applicant is proposing to plant over 100 new trees throughout the site.

Based on staff's review of the arborist report (Exhibit H), it appears two additional existing trees could potentially be preserved via minor alterations to the site plan. Tree Nos. 164 and 165, both Heritage Tree sized Coast Live Oaks in good health, and located adjacent to the proposed roundabout, should be considered for preservation by adjusting the drive aisles slightly. The Commission agreed with staff's recommendation at their March 12, 2014, work

session and directed the applicant to reevaluate the removal of these two trees. The applicant has revised the site plan and will retain the subject trees as indicated in Exhibit D.

Lighting

No formal lighting plan or photometric plan were submitted showing location or light glare details for the proposed project site. Standard conditions of approval regarding lighting and photometrics have been recommended by staff and will ensure a detailed plan is submitted at the building permit stage when the plans are reviewed and approved by the Community Development Department.

On-Site Common and Private Open Space

The project includes several active and passive recreation areas for the residents. Interior recreation areas include a fitness center and a club room. Exterior recreation areas include community gardens and walking paths. Residents of the project will also have use and/or access to the adjacent Kottinger Village Community Park. Private open space is provided through the use of a porch or balcony area for the residential units on both sites at an average of 65 square feet per unit (ranges between 60 to 80 square feet per unit). Staff believes that the proposed project provides sufficient common open space and amenities that when combined with the private open space areas is adequate for the residents.

At the March 12, 2014, Planning Commission Work Session, the Commission raised concerns about providing a lobby/lounge area for the residents within the community buildings on either side of the project. In response, the applicant has indicated that significant discussion between them, the Task Force, and residents occurred regarding the type of shared indoor amenities and their locations within the two community buildings. Based on those discussions, it was decided that providing common areas that vary in size and can be used for formal and informal socializing and resident services programs should be a top priority. Accordingly, the shared common areas include large community rooms for holiday celebrations, nutritional programs, and resident meetings, fitness rooms for group exercise classes, and lounges with computers and sitting areas for arts and crafts or a game of cards. The design and planning of these spaces was based primarily on the feedback the applicant received from the individual resident interviews and resident surveys. Exhibit D provides a layout of the common amenities proposed on each floor of the multi-story buildings and example photos of the common areas at some of the applicant's other senior properties.

Architecture and Design

The proposed project's building design was conceived within the context of Pleasanton's historic downtown, which has roots in both the cottage and farmhouse architectural styles. The buildings downtown are predominantly simple forms with covered front porches that extend the entire width of the home or stoop, lending a sense of symmetry to the building. The materials are generally lap siding with various levels of detailing and trim that is white or a contrasting accent color. The Kottinger Gardens design approach is a contemporary interpretation of these fundamental cottage and farmhouse characteristics, creating a design that is suitable for both multi-story and single-story building scales and helping to create a cohesive community as well as compatibility with the surrounding residential uses. Full architectural plans and details are provided in Exhibit B-2 and the proposed colors and materials in Exhibit B-3 for the Commission's consideration. Additionally, staff will have a color

and material board available at the meeting for the Commission's review. Staff believes the architectural design, colors, and materials are appropriate and will be complementary to existing adjacent developments.

Green Building/Climate Action Plan

As required by the City's Green Building Ordinance, the proposed project is required to qualify for at least 50 points on BuildItGreen's GreenPoint Rated Multifamily Checklist. The applicant has proposed to incorporate green building measures into the project that allow the project to qualify for 128 points including solar water heating, high efficiency plumbing fixtures, exceeding minimum Title 24 energy calculations, and drought tolerant landscaping. Staff has included the Multifamily GreenPoint Checklist (Exhibit G) for the Commission's consideration.

On February 7, 2012, the City of Pleasanton adopted a Climate Action Plan (CAP). The CAP was reviewed by the Bay Area Quality Management District and was deemed a "Qualified Greenhouse Gas Reduction Strategy" in accordance with the District's CEQA guidelines. Implementation of the CAP will occur over several years and will consist of amendments to regulations and policies related to Land Use and Transportation, Energy, Solid Waste, and Water and Wastewater, which will result in reductions in greenhouse gas emissions in compliance with the targets set by AB 32 California's Global Warming Solutions Act. In advance of full implementation of the City's CAP, staff has analyzed the consistency of this project with the CAP and suggests the Commission consider requiring the applicant to add these items to the project for additional CAP compliance:

- Offering discounted transit passes to residents (TR1-6)
- Provide one or more electric vehicle charging stations (TDM1-6)
- Incorporating solar tubes, skylights, etc. into the building design (EC4-4)
- Incorporate the use of reclaimed wastewater and rain harvesting (WA3-2, 3-4)

At the March 12, 2014, Planning Commission Work Session, the Commission directed the applicant to implement the additional CAP measures listed above and/or provide acceptable alternatives. In response, the applicant offers the following:

- *Offering discounted transit passes to residents (TR1-6). Kottinger Gardens will be restricted to senior residents, and as such, its residents will automatically qualify for a discounted transit pass from Livermore Amador Valley Transit Authority. Additionally, a paratransit service is available for Pleasanton Residents over age 70 or for persons 18-69 who qualify under the Americans with Disabilities Act. MidPen Resident Services will provide direct assistance to residents in filling out the necessary paperwork to obtain the discounted transit passes and encourage residents to take advantage of this and the paratransit opportunities.*

Staff supports this response and believes it improves the proposed project's CAP compliance. Also, to clarify, offering discounted transit passes at the applicant's expense is normally reserved for those project in close proximity to Bay Area Rapid Transit (BART).

- *Provide one or more electric vehicle charging stations (TDM1-6). MidPen proposes to provide the electrical conduit for the electric vehicle charging station as part of the project and would commit to installing a charging station if/when the need arises. Given the pace at which technology changes, the charging station should be installed when there is clear demand for it. If the conduit is incorporated into the design and construction now, then adding a charging station at a later date will be quick process. At its existing senior properties, MidPen does not see demand for electric charging stations; however, this may change in the future.*

Staff supports this response and believes it improves the proposed project's CAP compliance. Also, staff has recommended a condition of approval requiring installation of the necessary infrastructure to facilitate future vehicle charging stations when demand exists.

- *Incorporating solar tubes, skylights, etc. into the building design (EC4-4). Generous amounts of natural light have been incorporated into the building design. The only feasible location for solar tubes or skylights would be at one of the two community rooms. Both community rooms have been designed to already incorporate ample amounts of light through the placement of large windows and glass doors. MidPen requests that the installation of six foot tall windows in the community rooms satisfy and meet the intent of this requirement.*

Staff supports this response and believes it improves the proposed project's CAP compliance.

- *Incorporate the use of reclaimed wastewater and rain harvesting (WA3-2, 3-4). MidPen and its design and engineering team agree with Commissioner Olson's comments regarding the fact that rain water harvesting and the use of reclaimed wastewater may not be suitable or applicable at Kottinger Gardens. MidPen does, however, agree with Staff and the Commissioners regarding the importance of water conservation and design that uses the water supply much more efficiently than at present. To achieve this, MidPen is proposing to install highly efficient plumbing fixtures, including low-flow toilets (1.28 gpf) and flow-limiters on all kitchen and bathroom faucets. Energy Star washers and dryers will be installed in the shared laundry rooms in both of the multi-story buildings. In addition to the indoor plumbing fixtures, the proposed landscaping and irrigation system will also be a key part of the Kottinger Gardens water conservation strategy. All plants will be drought-tolerant, California Natives, or another appropriate species. A high efficiency low-flow drip irrigation system will be installed throughout the site and plants will be grouped based on their water needs.*

Moreover, the water usage for the shared laundry rooms and irrigation will be connected to a Common House Meter, which will be monitored and paid for by the Property Owner. This means that individual unit water usage will be limited to bathing, cooking, and doing the dishes. Given an expected household size of one to two people, MidPen does not typically submeter for individual water use at its Senior properties. The resident's individual water usage and the common water usage will be paid for by MidPen. Additionally, the

installation of high-efficient and low-flow fixtures in every unit will substantially decrease the water usage in each household.

Staff supports this response and believes the project, as proposed, meets the intent of the CAP with regard to this issue.

PUD CONSIDERATIONS

The Pleasanton Municipal Code sets forth purposes of the Planned Unit Development District and "considerations" to be addressed in reviewing a PUD development plan. Staff has provided those considerations with staff's analysis below.

1. Whether the plan is in the best interests of the public health, safety, and general welfare:

The proposed project will be conditioned, to meet all applicable City standards concerning public health, safety, and welfare. The proposed project would include the installation of all required on-site utilities with connections to municipal systems in order to serve the project. As proposed, the project will not generate volumes of traffic that cannot be accommodated/mitigated by the existing City streets and intersections. The structures will be designed to meet the requirements of the Uniform Building Code, Fire Code, and other applicable City codes. The proposed project is compatible with the adjacent uses and would be consistent with the existing scale and character of the area. The project also would provide affordable senior housing (185-units) and help the City to meet its requirements for the provision of lower income housing.

Therefore, staff believes that the proposed PUD development plan is in the best interest of the public health, safety, and general welfare, and that this finding could be made.

2. Whether the plan is consistent with the City's General Plan and any applicable specific plan:

The subject parcels are designated by the Land Use Element of the Pleasanton General Plan for "High Density Residential" and "Park and Recreation" land uses, which allows for residential and recreational uses, respectively. With the proposed General Plan Amendment to designate all subject parcels to "High Density Residential" land uses, the proposed project would be in full compliance with the General Plan and would further several General Plan Programs and Policies encouraging higher density infill development near public transit and affordable housing. The proposed project is located near public transportation, within proximity to the services and amenities of the Downtown area, and is located in an area already developed with adequately-sized infrastructure.

Thus, staff concludes that the proposed project will be consistent with the City's General Plan, and staff believes that this finding could be made.

3. Whether the plan is compatible with previously developed properties in the vicinity and the natural, topographic features of the site:

The subject parcels are infill properties adjacent to existing residential developments and a public park. The building heights would be compatible with the apartment buildings and/or single-family residential uses within the immediate vicinity. The buildings have been attractively designed and would be compatible with the design of the surrounding structures. The buildings contain many architectural elements/treatments to help break up the building mass and height. New landscaping would be installed throughout the site and perimeter to soften the buildings and help screen the surface parking areas from off-site views. The subject parcels are relatively level. Grading conducted on the site will be subject to engineering and building standards prior to any development.

Therefore, staff feels that the PUD development plans are compatible with the previously developed properties and the natural, topographic features of the site, and therefore, staff believes that this finding could be made.

4. Whether grading takes into account environmental characteristics and is designed and keeping with the best engineering practices to avoid erosion, slides, or flooding to have as minimal an effect upon the environment as possible:

The subject parcels are relatively level. Graded areas have been minimized to the extent feasible to preserve the natural topography of the site. City building code requirements would ensure that building foundations, on-site driveways, and parking areas are constructed on properly prepared surfaces. The proposed project would provide adequate drainage to prevent flooding. Parking lot and roof drainage would drain into biofiltration planters that would filter contaminants from the parking lot and roof drainage before entering the City stormdrain system and adjacent creek. Erosion control and dust suppression measures will be documented in the building permit plans and will be administered by the City's Building and Safety Division and Engineering Division. The sites are not located within an Alquist-Priolo Earthquake Fault Zone. The flood hazard maps of the Federal Emergency Management Agency (FEMA) indicate that the subject property is not located in a flood hazard zone.

Therefore, staff believes that this finding could be made.

5. Whether streets and buildings have been designed and located to complement the natural terrain and landscape:

The subject parcels are in a developed area of the City and would not involve the extension of any new public streets. The building and parking areas would be located on level areas of the site. The proposed buildings will be compatible in size and scale with surrounding structures. New landscaping would be installed to mitigate the loss of the existing trees.

Therefore, staff believes that this finding could be made.

6. Whether adequate public safety measures have been incorporated into the design of the plan:

The public improvements associated with these projects would be consistent with City design standards. The driveway entrances are located and configured to provide adequate line-of-sight viewing distance in both directions perpendicular to the vehicle, and to facilitate efficient ingress/egress to and from the subject parcels. All on-site drive aisles meet City standards for emergency vehicle access and turn-around. Adequate access is provided to all structures for police, fire, and other emergency vehicles. Buildings are designed to meet the requirements of the Uniform Building Code and other applicable City codes and all buildings would be equipped with automatic fire suppression systems (sprinklers).

Although the site is not located within an Alquist-Priolo Earthquake Fault Zone, it would be subject to seismic shaking during an earthquake. The State of California provides minimum standards for building design through the California Building Standards Code. The California Uniform Building Code is based on the UBC and has been modified for California conditions with numerous more detailed and/or stringent regulations. Specific seismic safety requirements are set forth in Chapter 23 of the UBC. The State earthquake protection law requires that buildings be designed to resist stresses produced by lateral forces caused by earthquakes. The City implements the requirements of the California Building Code through its building permit process. The proposed project will be required to comply with the applicable codes and standards to provide earthquake resistant design to meet or exceed the current seismic requirements. Site specific soils analyses would be conducted in conjunction with the building permit review.

Therefore, staff believes that the plans have been designed to incorporate adequate public safety measures and this finding could be made.

7. Whether the plan conforms to the purposes of the PUD district:

The proposed PUD development plans conform to the purposes of the PUD district. One of these purposes is to insure that the desires of the developer and the community are understood and approved prior to commencement of construction. Another is to provide a mechanism whereby the City can designate parcels and areas requiring special consideration regarding the manner in which development occurs. Staff believes that the proposed project implements the purposes of the PUD ordinance in this case by providing an in-fill, high-density residential senior housing development that is well-designed and sited on the subject parcels, that fulfills the desires of the applicant, and that meets the City's General Plan goals and policies, including those which promote in-fill, high-density housing near public transit and encourage the development of affordable housing. Moreover, input from the adjacent property owners and tenants has been sought and obtained through a task force and other community outreach efforts for almost a decade, and a hearing at the Housing Commission. Further opportunity for public comment will occur at the Planning Commission and City Council hearings.

Staff feels that through the PUD process the proposed project has provided residents, the developer, and the City with a development plan that optimizes the use of these in-fill sites in a sensitive manner. Therefore, staff believes that this finding could be made.

PUBLIC COMMENT

Notices of these applications were sent to surrounding property owners and tenants within a 1,000-foot radius of the site. Staff has provided the location and noticing maps as Exhibit M for reference. At the time this report was published, staff had not received public comments regarding these applications.

ENVIRONMENTAL ASSESSMENT

A Mitigated Negative Declaration has been prepared for the proposed project. Based on an initial study, staff believes that the project-related impacts are mitigated, with the mitigation measures incorporated in the project's design or required by conditions of approval, and that there would be no significant or unmitigated environmental impacts. Staff, therefore, believes that the Negative Declaration can be issued in conformance with the California Environmental Quality Act (CEQA). If the Planning Commission concurs with this environmental assessment, it must make the finding that the Negative Declaration is appropriate prior to making a recommendation to the City Council.

CONCLUSION

Staff believes that the site design is appropriate and efficient for this type of development. Staff feels that the applicant has included an adequate amount of usable open space and landscaped areas within the project area given the site constraints. Staff feels that the building designs are attractive and that the architectural style, finish colors, and materials will complement the surrounding developments. The proposed project would provide 185 units that will be available to lower income senior households which would help the City to meet its lower income housing goals.

STAFF RECOMMENDATION

1. Find that the project would not have a significant effect on the environment and adopt a resolution recommending approval of the attached draft Mitigated Negative Declaration;
2. Make the PUD findings for the proposed development plans as listed in the staff report;
3. Adopt resolutions recommending approval of P14-0011 and PUD-101, General Plan Amendment and Planned Unit Development (PUD) Rezoning and Development Plan to demolish the 90 existing senior apartments at Pleasanton Gardens and Kottinger Place, and construct a 185-unit senior apartment project (Kottinger Gardens) on an approximately 6.43-acre site, subject to the conditions of approval listed in Exhibit A, and forward the applications to the City Council for public hearing and review.

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