

Planning Commission Staff Report

April 13, 2016
Item No. 5.a.

- SUBJECT:** PUD-112
- APPLICANT:** Amanda Gagliardi
- PROPERTY OWNERS:** Beatrice L. Nolan & John C. Dwyer
- PURPOSE:** Application for Planned Unit Development (PUD) Development Plan for a four-lot single-family residential development and related improvements at 1027 Rose Avenue which include the retention of the existing single-family residence, the construction of an approximately 3,443-square-foot, one-story, single-family residence, and two future custom homes.
- LOCATION:** 1027 Rose Avenue
- GENERAL PLAN:** Medium Density Residential
- ZONING:** PUD-MDR (Planned Unit Development – Medium Density Residential) District
- EXHIBITS:**
- A. [Draft Conditions of Approval](#)
 - B. [Project Plans](#), [Green Building Checklist](#), [Arborist Report by HortScience](#), and [Design Guidelines](#)
 - C. [Ordinance No. 1874 Approving PUD-19](#)
 - D. [Location Map and Noticing Map](#)

BACKGROUND

The existing project site at 1027 Rose Avenue is a two-lot subdivision which was approved as part of PUD-19. Condition of Approval No. 3 for PUD-19 requires that a new PUD development plan be approved should Parcel 1 (the parcel with the existing residence) be further subdivided and that the development standards be determined at that time. The proposed development plan for Parcel 1, submitted by Amanda Gagliardi on behalf of the property owners, is the subject of this staff report.

SITE DESCRIPTION

The subject site is located northwest of the intersection of Rose Avenue and Fair Street. The project site is surrounded by single-family homes on the north, east, and west sides. Alameda County Fairgrounds is located to the south. Figure 1 shows the project site location.

Figure 1: Project Location



The site is approximately 1.55 acres and is currently occupied by an existing 1,638-square-foot single-family residence also known as the Nolan property.

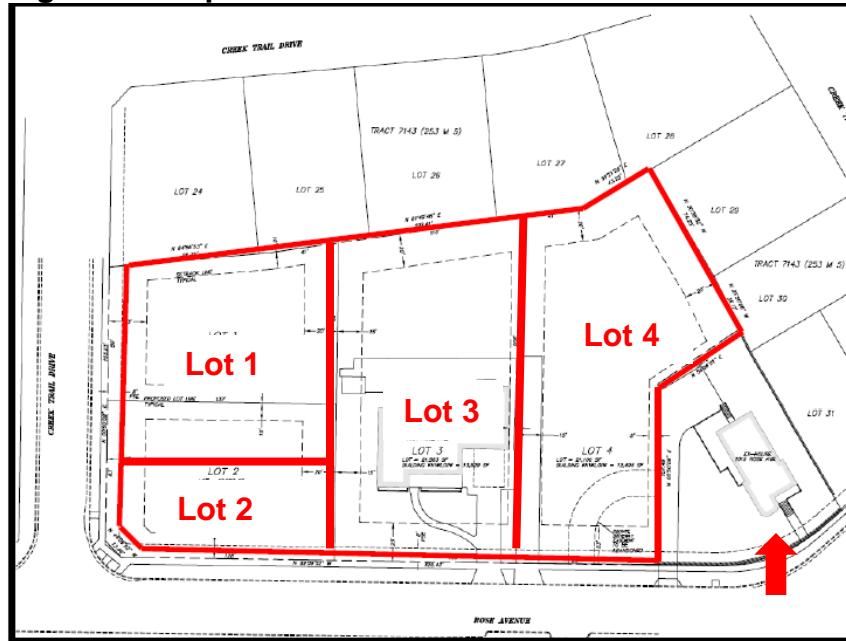
PROJECT DESCRIPTION

The applicant proposes to retain the existing single-family residence and construct three new homes and retain the existing home. The homes would be located on three new lots with the following areas:

- Lot 1: 11,996 square feet
- Lot 2: 12,683 square feet
- Lot 3: 21,563 square feet (containing the existing residence)
- Lot 4: 21,100 square feet

Access to Lots 1 and 2 would be from Creek Trail Drive, and access to Lots 3 and 4 would be from Rose Avenue. Figure 2 shows the proposed site plan. The existing concrete driveway located to the east of the Nolan garage will be removed.

Figure 2: Proposed Site Plan



The applicant intends to immediately construct a home on Lot 4, and reserve Lots 1 and 2 for subsequent development. The proposed house on Lot 4 would be one story and approximately 3,443 square feet in area. Design Guidelines are included as part of the PUD development plan, providing design criteria for all new homes within the project site. Future homes are subject to design review approval. Please refer to Exhibit B for the project plans and Design Guidelines.

An arborist report was submitted identifying three existing trees on Lot 4: two English walnut trees and one plum tree. The existing English walnut trees are heritage-sized trees. The report, which is attached as Exhibit B, recommends the removal of all three trees because of the proposed home. No existing trees on Lot 3 will be removed. There are no existing trees on future Lots 1 and 2.

A Parcel Map application has also been submitted to subdivide the existing site into four parcels; that application would be subject to review and action by staff following the processing of the proposed PUD development plan.

ANALYSIS

General Plan and Zoning

The subject property is designated by the Land Use Element of the Pleasanton General Plan for Medium Density Residential land uses (2-8 dwelling units/acre) with a mid-point density of 5.0 dwelling units/acre. The current zoning for the project site is Planned Unit Development – Medium Density Residential (PUD-MDR) District. The proposed residential development would have a density of 2.6 dwelling units per acre, conforming to the General Plan Land Use density requirements.

Inclusionary Zoning Ordinance

Single-family residential projects of 15 units or less, such as the proposed project, are not required by the City’s Inclusionary Zoning Ordinance to provide residential units affordable to households of very low, low, and moderate income. However, the applicant would be required to pay the City’s low-income housing fee of approximately \$34,545 for the proposed home on Lot 4 and future home on Lots 1 and 2.

Site Development Standards

Residential developments Rose Avenue have been using the development standards of the R-1-10,000 District as a guideline. Table 1 shows the proposed development standards compared to those nearby developments along Rose Avenue, and the R-1-10,000 zoning district.

Table 1: Comparison of Site Development Standards

| | R-1-10,000 | Nolan Farm (PUD-99-05) | Roselyn Estates (PUD-94) | Proposed Development | |
|---|----------------------|--|--|--|-----------------------------------|
| | | | | Design Guidelines | Lot 4 |
| Front Setback Living Area/House Covered Porch Garage (Front Facing) | 23’ 12’ 23’ | 20’ 12’ 20’ | 20’ 15’ 20’ | 23’ 15’ 23’ | 23’ -- 23’ |
| Rear Yard Setback Living Area/House | 20’ | 20’ | 20’ | 20’ | 50’ |
| Side Yard Setback | 5’/20’ combined | 10’/20’ combined 5’/15’ affordable lots only | 10’/20’ combined | 10’ (lots 1-2 interior side) 15’ (lot 2 street side) 5’ (lot 3 east side) 15’ (lot 3 west side) | 5’ (east side) 15’ (west side) |
| Height | 30’ max ¹ | 30’-10” ² | 24 (one-story) ² 32 (two-story) ² | 30 ² | 22’-8” ² |
| Max. Floor Area Ratio (FAR) | 40% ³ | 40% ^{4,5} | 40% ⁴ | 40% (lots 1-2) ² 25% (lot 3) ² | 16% ⁴ |

¹Height of a structure in a straight zoning district is measured vertically from the average elevation of the natural grade of the ground covered by the structure to the highest point of the structure or to the coping of a flat roof, to the deck line of a mansard roof, or to the mean height between eaves and ridges for a hip, gable, or gambrel roof.

²Height is measured from the finished grade adjacent to the building to the highest point of the building excluding the chimney.

³ FAR calculation in a straight zoning district is the total amount of gross floor area a building contains, expressed as a percentage of the total area of the lot.

⁴ FAR calculation excludes 600 sq.ft. of garage area.

⁵ The overall FAR was limited to 40% with some individual units allowed to exceed 40% because of low-income units were incorporated into the project.

The development standards of the Nolan Farm and Roselyn Estates developments differed from those of the R-1-10,000 standards in regard to setbacks, building height measurement, and method of FAR calculation. The proposed PUD would have similar setbacks and building height as these developments on Rose Avenue. In addition, the proposed development standards would be less permissive than the R-1-10,000 district. Specifically, the proposal would require a greater street-side yard setback for Lot 2, more restrictive height measurement, and a lower FAR.

Design Guidelines

A set of design criteria is included as part of the PUD proposal. The design guidelines are summarized below:

- Architecture: Houses should be designed in a “rural ranch” style, with second floors set back from the lower floor at the front of buildings.
- Roofs: Gable and cross-gable roofs should have a low to medium slope. Roof material may be either flat concrete tile or composition shingle.
- Porches: Covered porches are encouraged.
- Exterior Building Walls: Horizontal siding with shingle siding accents are preferred. Masonry (either stone or brick) is encouraged to break up wall masses. Limestone, coolstone and similar materials are prohibited on the building façade.
- Windows: Windows should be vertically-oriented in either single- or double-hung styles; all windows should be recessed a minimum of two inches from the façade of the building wall and include wood trim.
- Accents: Shutters, vents, corbels, knee braces, and wood posts are encouraged.
- Building Exterior Colors: Warm earth tones (e.g., beiges, browns, and grays) are encouraged. Stark white walls are prohibited and white may be used only as a trim color.
- Landscaping: Landscaping must comply with the State of California Model Water Efficient Landscape Ordinance and Bay Friendly Basics Landscape Checklist.

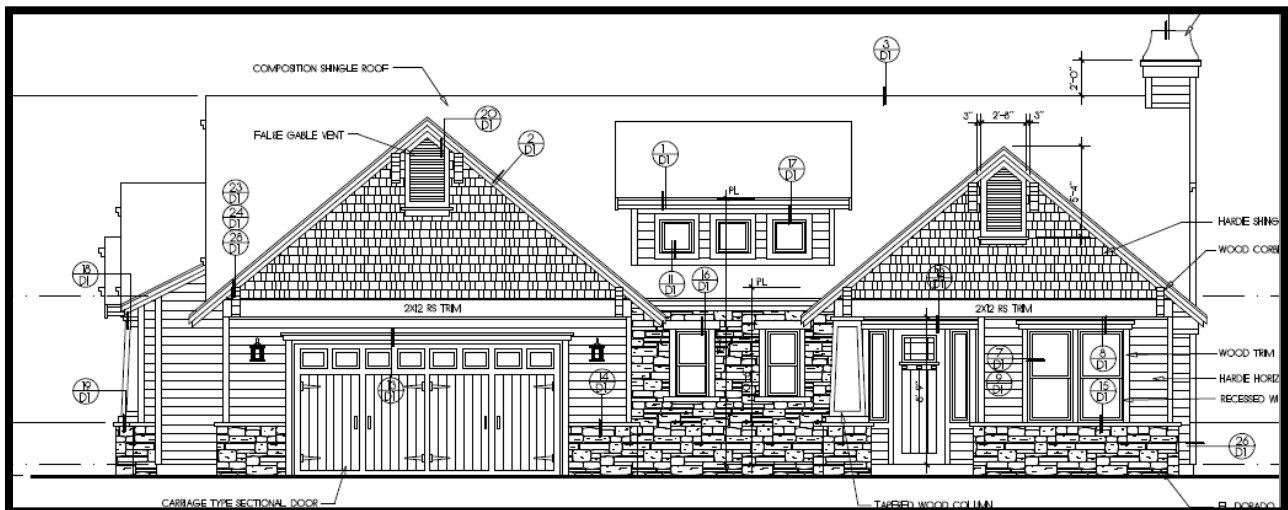
The proposed Design Guidelines would provide design criteria for new homes and additions/remodel of the existing home, and would ensure the compatibility of the proposed new residences with the surrounding neighborhood and with one another. The proposed design guidelines indicate “rural ranch” style homes. Staff believes that Craftsman style homes, such as the proposed home on Lot 4, would be more appropriate for the area and would blend in well with the existing neighborhood. In addition, “rural ranch” and/or Craftsman style homes typically would have a porch element. The design guidelines state porches are encourage. Staff believes the porches should be required. Staff has included a condition of approval requiring the design guidelines be modified to reflect craftsman style home and requiring porch(es). The Design Review of the future homes must adhere to the design review requirements specified in Section 18.20 of Pleasanton Municipal Code.

Lot 3 contains the existing residence. Any alterations and/or additions to the existing and proposed home would be required to follow the proposed development standards and the Design Guidelines.

Proposed Home on Lot 4

The proposed Craftsman style of architecture proposed for the residence on Lot 4 would be compatible with the style of homes found in the surrounding neighborhood. The proposed architectural features include tapered wood columns at the front entry, exposed gable ends, wood knee braces, moderately -pitched rooflines with deep eave overhangs, and carriage-style garage doors. Building materials include cementitious horizontal siding, stone accents, and composition shingles. Recessed, single-hung windows are proposed throughout the building. The proposed color palette includes earth-tone colors that would allow the building to blend in with its surroundings. Overall, staff finds that the design of the home would complement its surroundings, including the natural setting and neighboring homes. Figure 3 shows the elevation of the proposed home. The applicant has also submitted an illustrative streetscape of the proposed home when viewed from Rose Avenue. It is included as part of Exhibit B.

Figure 3: Front Elevation

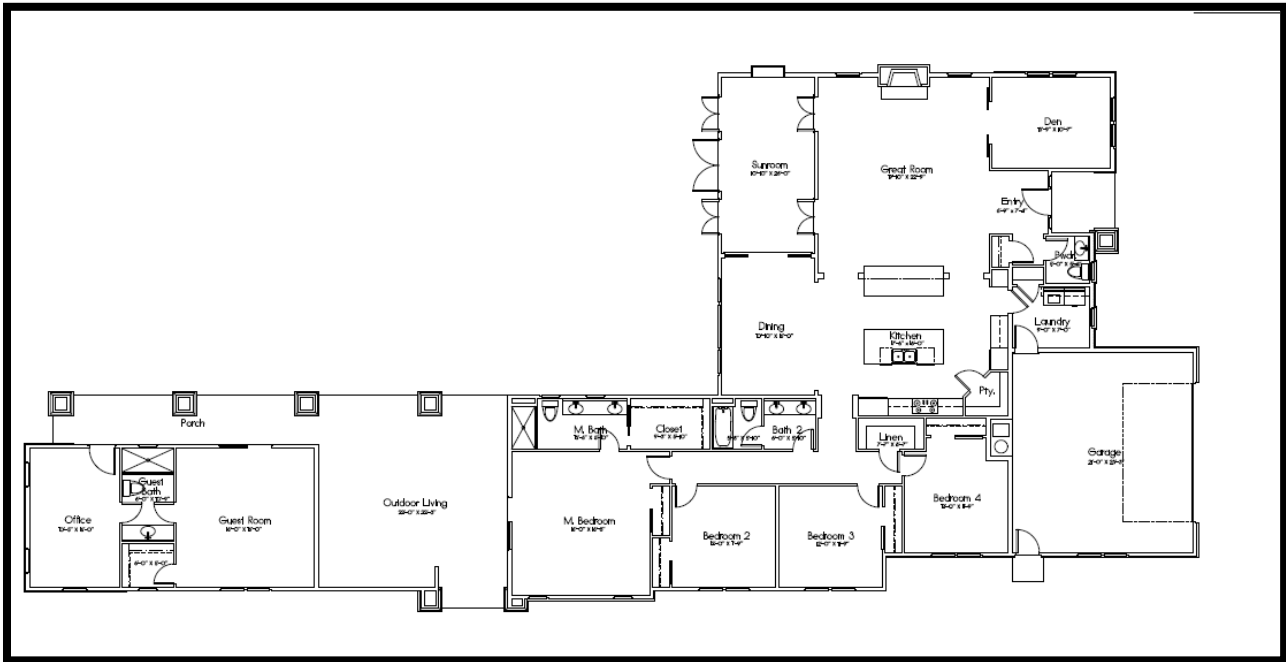


Given that it is a Craftsman style home, the proposed house should incorporate a front porch. As such, staff has included a condition of approval requiring a porch be incorporated.

Access to the proposed home would be from a new driveway off of Rose Avenue. The existing driveway located on the west side of the property would be removed.

The floor plan in Figure 4 indicates that a guest room and adjoining bathroom and office would be located to the north of the main residence, on the other side of a roofed outdoor space. No kitchen is proposed within the guest room unit. Staff has included a condition requiring that a restrictive covenant be recorded with the land stating that the guest room unit is not to be used as a second unit, and that prior City approval is required to convert the space to a second unit.

Figure 4: Floor Plan



Tree Report and Landscape Plan for Lot 4

The tree report recommends the removal of all three trees on Lot 4. The two English walnut trees would be removed because they would interfere with development plans for the proposed residence, and the plum tree would be removed because it is in poor condition. Because the English walnut trees are located in the central portion of Lot 4, reconfiguring the proposed Lot 4 residence to preserve the trees would be difficult. The proposed landscape plan for Lot 4 indicates that 13 trees would be planted on the site, comprising six different species: thornless Palo Verde, shoestring acacia, strawberry tree, desert willow, Indian rosewood, and bay trees. The proposed trees would be either 24-inch box or 15-gallon. In addition to the trees, a variety of shrubs, succulents and yuccas, and vines are proposed, including upright rosemary, dwarf yaupon holly, flax, and inspiration michella. The City's Landscape Architect, after reviewing the arborist report and the proposed landscaping on Lot 4, believes that the proposed landscaping and tree mitigation are acceptable but recommends that the proposed shoestring acacia be replaced with a more appropriate plant for this area, such as coast live oak or interior live oak. Staff has included a condition to address this item.

Noise Impact

The City's General Plan requires new projects to meet acceptable exterior and interior noise level standards. For single-family residential development, private yard areas excluding front yards cannot be exposed to noise that exceeds 60 day/night average decibels (dB L_{dn}), and indoor noise levels cannot exceed 45 dB L_{dn}.

A noise assessment study was prepared for a recent residential development to the west (Ponderosa Homes/PUD-99). The report stated that the ambient noise from the activities at the fairgrounds during the County Fair would, during a worst-case situation, reach 57 dB L_{dn}, meeting the General Plan exterior noise requirements. Other ambient noise in the area, including from vehicles and normal residential activities, would also not cause an exceedance

of the General Plan noise standards. Staff believes that the noise levels taken from this other study would be similar here as the both sites board the fairgrounds on the north side. Staff has included a condition requiring disclosure to future homeowners of the activities at the fairgrounds.

PUD DEVELOPMENT PLAN FINDINGS

The Pleasanton Municipal Code sets forth the purposes of the PUD District and the considerations to be addressed in reviewing a PUD development plan proposal. The Planning Commission must make the following findings that the proposed PUD development plan conforms to the purposes of the PUD District, before making its recommendation.

1. The proposed development plan is in the best interests of the public health, safety, and general welfare because:

The proposed project, as conditioned, meets all applicable City standards concerning public health, safety, and welfare. The subject development would include the installation of all required on-site utilities, with connections to municipal systems. The project will generate modest traffic volumes that can be accommodated by existing City streets and intersections in the area. The curb ramps along the project frontage on the northeast and northwest corners of Rose Avenue and Creek Trail Drive will be required to be reconstructed to meet current America Disability Act (ADA) standards. The proposed new driveway would allow for safe entry and exiting from the property. New landscape proposed as part of the development would enhance the streetscape. The structures would be designed to meet the requirements of the California Building Code, California Fire Code, and other applicable City codes. The proposed development is compatible with the adjacent uses and would be generally consistent with the existing scale of development and the character of the area. Adequate setbacks would be provided between the new dwellings and adjacent properties. Therefore, staff believes that the proposed PUD development plan is in the best interests of the public health, safety, and general welfare, and that this finding can be made.

2. The proposed development plan is consistent with the Pleasanton General Plan and any applicable specific plan because:

The proposed development includes three new residential lots and retention of the existing residence on an approximately 1.55-acre site. The proposed density of approximately 2.6 dwelling units per acre conforms to the General Plan Medium Density Residential land use designation. The proposed project would promote General Plan Programs and Policies encouraging new housing to be developed in infill and peripheral areas that are adjacent to existing residential development. Thus, staff concludes that the proposed development plan is consistent with the City's General Plan, and believes that this finding can be made.

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

Surrounding properties include single-family homes and the Alameda County Fairgrounds. As conditioned, staff believes that the proposed residential lots and the home on Lot 4 would be compatible with the surrounding uses, as the basic lot design and architecture would not be substantially different from that of surrounding

neighborhoods. The subject property has relatively flat terrain. Grading of the lots would be for creation of pads for the future homes and to achieve the proper functioning of utilities. Therefore, staff believes that the PUD development plan is compatible with previously developed properties and the natural features of the site, and staff believes that this finding can be made.

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

As described above, the site would be graded to create the needed building pad areas. Erosion control and dust suppression measures will be documented in the improvement plans and will be monitored by the City's Building and Safety Division and Engineering Department. The site is 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 can be made.

5. The streets, buildings, and other manmade structures have been designed and located in such manner to complement the natural terrain and landscape:

The project site is in a developed area of the City and would not involve the extension of any new public streets. The proposed lots and homes would be located in relative flat terrain. The proposed homes will be compatible in size and scale with the existing homes in the neighborhood. The arborist report prepared for the proposed development recommends the removal of three existing trees. A total of 13 trees and a various of shrubs, succulents, and vines are proposed to be planted, enhancing the landscape of the site. Therefore, staff believes that this finding can be made.

6. Adequate public safety measures have been incorporated into the design of the proposed development plan:

The existing Rose Avenue and Creek Trail Drive would provide access to and from the proposed lots. The new homes would be equipped with automatic residential fire sprinklers. The homes would be required to meet the requirements of applicable City codes, and State of California energy and accessibility requirements. Therefore, staff believes that this finding can be made.

7. The proposed development plan conforms to the purposes of the PUD District:

The proposed PUD development plan conforms to the purposes of the PUD district. One of these purposes is to allow for creative project design that takes into account site constraints. Staff believes that through the PUD process the proposed project has provided the applicant and the City with a development plan that optimizes the use of this site in a reasonably sensitive manner, with development standards that are similar to those of the surrounding neighborhood. Therefore, staff believes that this finding can be made.

PUBLIC COMMENT

Public notices were sent to all property owners and tenants within a 1,000-foot radius of the project site. At the time this report was written, staff had not received comments or concerns from any of the adjacent owners or tenants.

ENVIRONMENTAL ASSESSMENT

This project is categorically exempt from environmental review pursuant to the California Environmental Quality Act Guidelines, Section 15332, In-Fill Development Projects. Section 15332 exempts from environmental review in-fill developments within City limits, consistent with General Plan and zoning requirements, occurring on a project site of no more than five acres substantially surrounded by urban uses. Therefore, no environmental document accompanies this report.

CONCLUSION

Staff believes that the proposed project would be in keeping with the character of homes on Rose Avenue. The proposed development standards are similar to those of the existing neighborhood, and are more restrictive than the R-1-10,000 District's street-side side yard setback, building height measurement and FAR calculation. The proposed design guidelines would ensure that homes would be compatible with the existing homes in the area. The home on Lot 4 is attractively designed and takes into account the aesthetic character of the Rose Avenue corridor. Staff, therefore, believes that the proposed development merits a favorable recommendation from the Planning Commission.

STAFF RECOMMENDATION

Staff recommends that the Planning Commission approve Case PUD-112 by taking the following actions:

1. Find that the proposed project is categorically exempt from environmental review pursuant to the California Environmental Quality Act Guidelines, Section 15332, In-Fill Development Projects. Section 15332 exempts from environmental review in-fill developments within City limits.
2. Make the PUD findings for the proposed development plan as listed in the staff report; and
3. Adopt a resolution recommending approval of the Planned Unit Development (PUD-112) development plan for a four-lot single-family residential development and related improvements which include the retention of the existing single-family on Lot 3 and construction of an approximately 3,443-square-foot, one-story single-family residence on Lot 4, and two future custom homes, subject to the conditions of approval listed in Exhibit A, and forward the application to the City Council for public hearing and review.

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