

Planning Commission Staff Report

November 18, 2015
Item 6.a.

- SUBJECT:** P14-0124, P15-0125 and PUD-107
- APPLICANT/
OWNERS:** Fireside Investors, LLC
- PURPOSE:** Applications at 377 St. Mary Street for: (1) a General Plan Amendment to change the land use designation from Retail/Highway/Service Commercial; Business and Professional Offices to Retail/Highway/Service Commercial; Business and Professional Offices and High Density Residential; (2) a Downtown Specific Plan Amendment to change the land use designation from Office to Downtown Commercial and High Density Residential; and (3) a Planned Unit Development (PUD) Rezoning and Development Plan to rezone the site from the C-C (Central Commercial), Downtown Revitalization, Core Area Overlay District to a PUD-HDR/C-C District, to convert the existing single-family residence into a commercial use building including site and exterior building modifications, and to construct three new, 2,400-square-foot, three-story detached single-family residences.
- LOCATION:** 377 St. Mary Street
- GENERAL PLAN:** Retail/Highway/Service Commercial; Business and Professional Offices
- SPECIFIC PLAN:** Downtown Specific Plan – Office
- ZONING:** Central Commercial (C-C), Downtown Revitalization, Core Area Overlay District
- EXHIBITS:**
- A. [Draft conditions of approval](#)
 - B. [Project narrative, PUD uses list, plans, color palette, and arborist report dated "Received October 5, 2015"](#)
 - C. [Preliminary Review comment letter dated "April 22, 2014"](#)
 - D. [GreenPoint Rated new single-family checklist](#)
 - E. [Draft General Plan Amendment land use designation map](#)
 - F. [Draft Downtown Specific Plan Amendment land use designation map](#)
 - G. [Draft PUD Rezone land use designation map](#)

- H. [Emails from the public \(various dates\)](#)
- I. [Location and Noticing Maps](#)

BACKGROUND

On February 28, 2014, the applicant submitted a Preliminary Review application to solicit staff comments on a proposal to convert an existing single-family residence into a commercial use building and to construct four new three-story detached single-family residences on the subject parcel. After reviewing the application, on April 22, 2014, staff provided the applicant with a letter discussing concerns related to land use compatibility, aesthetics, architectural styling and consistency with the General Plan and Downtown Specific Plan. Specifically, staff was concerned that the development of residential units on the site would be contrary to the General Plan and Downtown Specific Plan land use designations. The General Plan and Downtown Specific Plan land use designations specify commercial and office uses for the subject site. Additionally, staff was concerned the proposed residential units would be out of character in terms of height and scale with the surrounding area. Please see staff's preliminary comment letter in Exhibit C for additional information.

On June 27, 2014, the applicant submitted General Plan Amendment, Downtown Specific Plan Amendment, and Planned Unit Development Rezoning and Development Plan applications to convert the existing historic single-family residence into a commercial use building and to construct three approximately 2,400-square-foot, three-story detached single-family residences on the subject parcel. The General Plan Amendment and Downtown Specific Plan Amendment applications are necessary to change the current land use designations for the subject parcel to allow mixed use development that includes both commercial and residential uses, while the Planned Unit Development application is required to allow residential uses on the subject parcel, which currently only allows for commercial uses.

Over the next several months, staff and the applicant met to discuss alternative design concepts for the subject site that addressed staff's concerns from the preliminary review process. The applicant refined the project after each of these meetings, resubmitting revised plans on August 20, June 1, and October 5, 2015. The current proposal is now before the Planning Commission for review and recommendation to the City Council, which will review and take final action on all of the proposed applications.

WORK SESSION

At the time this application was submitted, work sessions were optional for major downtown/City-wide projects; work sessions are now required for such projects. Prior to requesting formal action on the current proposal, staff suggested the applicant appear before the Planning Commission for a work session to introduce the project and receive comments and direction. The applicant declined this suggestion, opting instead to appear before the Planning Commission for a formal review of the project.

SITE DESCRIPTIONS AND SURROUNDING AREA

The subject parcel is located at the northeast corner of St. Mary Street and Peters Avenue. The 0.25-acre subject site is generally rectangular in shape and flat. There is an approximately six-foot-tall wood fence along the northern property line. The existing six-foot-tall wood fence along the eastern property line was recently removed to allow access to the adjacent parcel, which is currently under construction. There is an approximately 1,169-square-foot single-story residential unit located at the southern end of the subject site, as well as a detached two-car garage along the western side of the subject site adjacent to Peters Avenue. The existing residential unit was designated as a “secondary” Downtown historic and design resource in 1985. With the exception of these two structures and front and partial side yard landscaping for the existing residential unit, the remainder of the subject site is vacant and undeveloped. There are 13 trees, none of which are Heritage Trees, of various species (queen palms, privets, and almond), sizes and health conditions on the subject site. The subject site is accessible from a single driveway off Peters Avenue.

The properties adjacent to and within the immediate vicinity of the subject site on both St. Mary Street and the east side of Peters Avenue include several small commercial and office buildings, some of which are converted residential units, occupied by various professional office uses, a restaurant, and a salon. There is a two-story office building directly to the north of the subject site. Residential uses, both attached and detached single- and multi-family, are located generally to the west along Peters Avenue. Figure 1a below shows an aerial view of the subject parcel and surrounding uses. Figures 1b and 1c below show multiple street-level views of the subject parcel looking north down Peters Avenue and east down St. Mary Street, respectively.

Figure 1a: Aerial Photograph



Figure 1b: Street-level views of uses along Peters Avenue



Figure 1c: Street-level views of uses along St. Mary Street



PROJECT DESCRIPTION

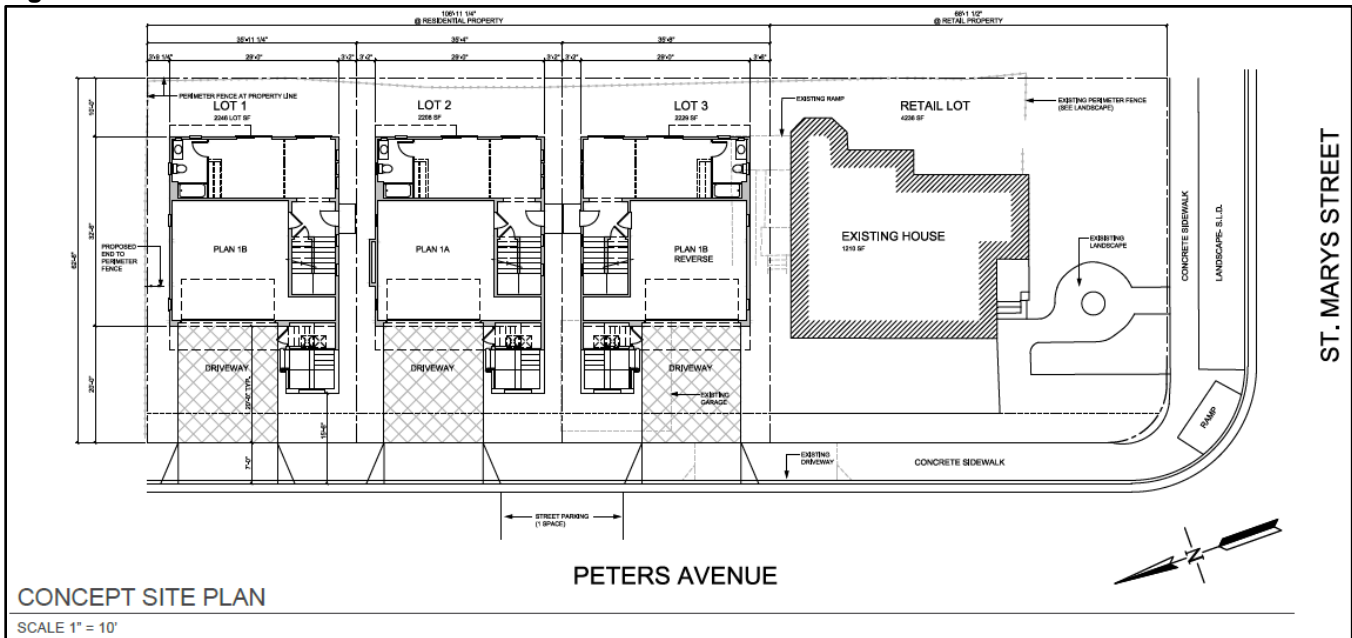
The proposal includes applications for:

- A General Plan Amendment to change the land use designation for an approximately 0.15-acre portion of the site from Retail/Highway/Service Commercial; Business and Professional Offices to High Density Residential;
- A Downtown Specific Plan Amendment to change the land use designation from Office to Downtown Commercial and High Density Residential; and
- A Planned Unit Development (PUD) Rezoning and Development Plan to rezone the site from the C-C (Central Commercial), Downtown Revitalization, Core Area Overlay District to a PUD-HDR/C-C, District and to convert the existing single-family residence into a commercial use building including site and exterior building modifications, and to construct three approximately 2,400-square-foot, three-story detached single-family residences.

The proposal would result in the development of a mixed-use project including conversion of the existing residential unit to commercial use and the construction of three single-family detached residential units. The applicant proposes to demolish the existing two car garage and remove eight non-heritage trees, including two palms, five privets, and one almond. All remaining existing site improvements, including the approximately 1,169-square-foot single-story residential unit and the existing front and side yard perimeter landscaping adjacent to that existing residential unit would remain. The southern portion of the subject site and the existing residential unit would undergo minor exterior changes, as detailed below, to facilitate its conversion to a commercial use building. Additionally, as detailed below, three, approximately 2,400-square-foot, three-story detached single-family residences would be constructed on the remaining portion of the subject site (Figure 2). Four existing on-street parking spaces on Peters Avenue would be affected by the proposed new residences; three spaces would be removed to accommodate the driveway curb cuts for each residence, while one space would be relocated between the driveways of Lots 2 and 3.

The applicant is proposing to subdivide the subject parcel into four new lots (one for the commercial use building and one for each of the three new residences). The commercial lot would be approximately 4,236 sq. ft. in area, while the residential lots would be approximately 2,246 sq. ft., 2,208 sq. ft., and 2,229 sq. ft. in area for Lots 1, 2 and 3, respectively.

Figure 2: Site Plan



Commercial Building

The existing residential unit would be converted to accommodate commercial uses and the adjacent yard areas would be modified to create a mini-plaza or “placita.” As part of this conversion, the following site and exterior building modifications are proposed: (1) demolition of the existing, detached two car garage and accessibility ramp attached to the rear of the building; (2) removal and replacement of the door on the rear elevation with a new window; (3) installation of a new wheelchair lift and door on the east side of the building; and (4) installation of two new wood arbors, hardscape, planter areas, a fountain, and outdoor furniture on the south, east and west sides of the building within the “placita” area. The existing perimeter landscaping, including five existing non-heritage palm trees, would remain. No specific interior tenant improvements have been identified with this application; however, Section 19 (Coffee Shop Floor Plan) of Exhibit B provides an illustrative floor plan to illustrate a potential interior layout for a commercial tenancy. Although, no specific tenant has been identified, a proposed list of permitted and conditionally permitted uses for the commercial use building has been provided within Exhibit B and includes bars, restaurants, ice cream/dessert bars, coffee shops, bakeries, gastropubs, beer gardens, and several other C-C District uses. No on-site parking is proposed for the commercial use building.

The commercial landscape plan retains the existing perimeter landscaping and also includes the planting of additional shrubs along the perimeter that match the species of the existing plant palette. Two new palm trees, matching the existing palm trees, would also be planted on the west side of the lot. Figures 3 and 4 below provide a conceptual plan, elevation and perspective view of the commercial use building. As noted in Figure 3, the sidewalk median improvements are no longer proposed and this area will remain unchanged from its current condition.

Figure 3: Conceptual plan view of commercial use building

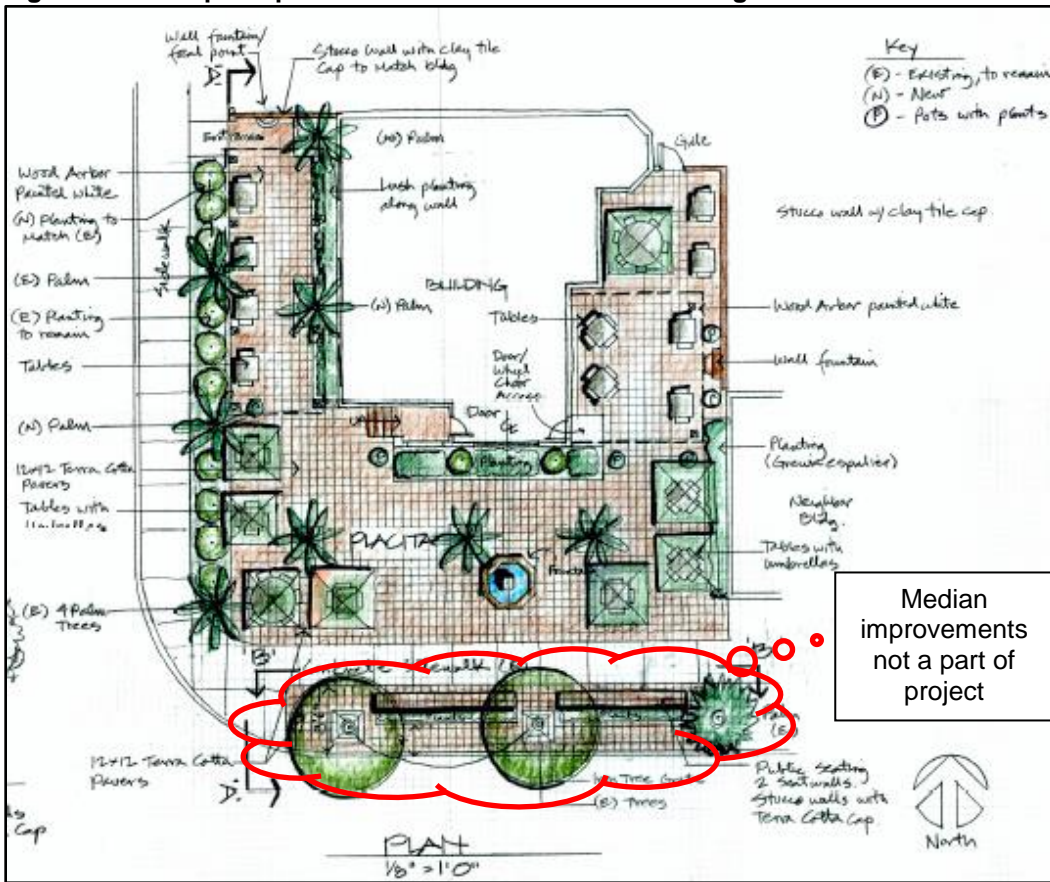
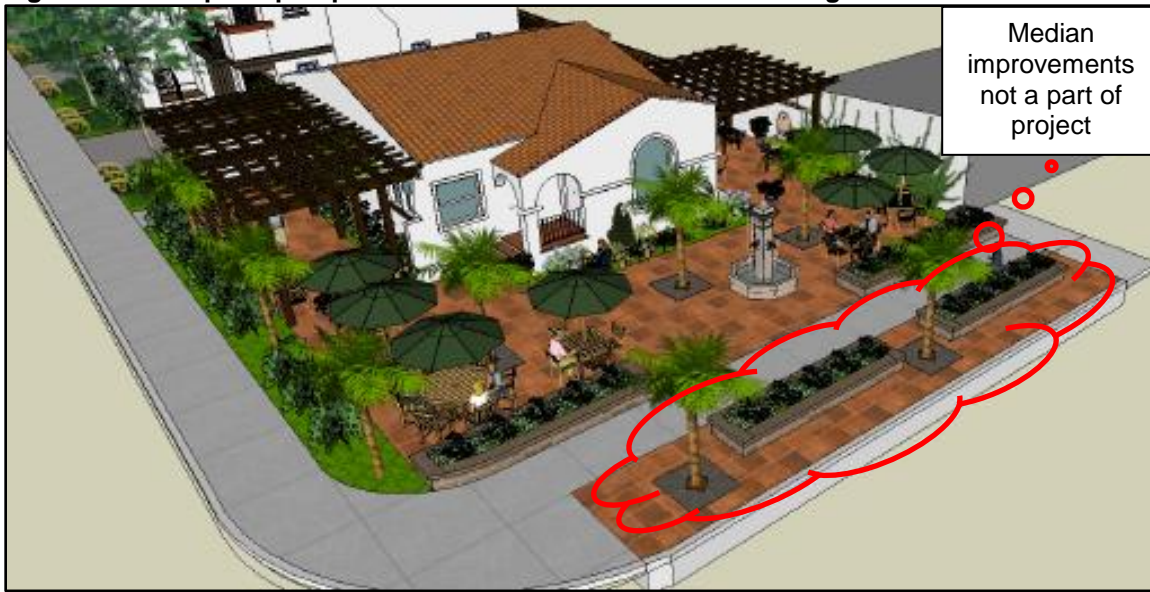


Figure 4: Conceptual perspective view of commercial use building



New Single-family Residences

The three proposed three-story detached single-family residences would range from approximately 2,373 square feet (Plan 1B, 2 units) to approximately 2,432 square feet (Plan 1A, 1 unit) in living area. The ground or first floor of each residence includes an approximately 502-square-foot, two-car garage, as well as an 18-foot-wide by 20-foot-deep driveway, with space for two parked vehicles. Additionally, each residence would have a second floor veranda/balcony (front yard facing) and deck/balcony (rear yard facing). Each lot would also have an approximately 29-foot-wide by 10-foot-deep rear yard.

The proposed residences are designed in a Spanish Colonial Revival architectural style, which features simple gable roof forms, ‘S’ concrete roof tile, white smooth stucco wall finishes with wood trim and posts, wood shutters and doors, decorative Spanish tile accents, and wrought iron detailing. Recessed, single-hung, vinyl clad windows are also proposed. Figures 6 through 11 below depict the proposed architecture, architectural details, and floor plans, as well as the overall proposed color and material scheme for the proposed residences. A color and materials board will be available at the November 18 hearing.

A summary of the proposed development standards for the proposed new single-family residences is provided below:

Primary Structures	
Setbacks	
<i>Front</i>	8 feet stairs/20 feet front of main building/garage minimum
<i>Rear</i>	10 feet minimum
<i>Sides</i>	3 feet minimum one side/6 feet combined both sides minimum
FAR	110% maximum (Lot 1 – 106%, Lot 2 – 110%, and Lot 3 – 106%)
Height	34 feet, 8 inches feet maximum

Figure 6: Street-level/front elevation of proposed residences



Figure 7: Street-level/front perspective of proposed residences



Figure 8: Plan 1A and 1B floor plans

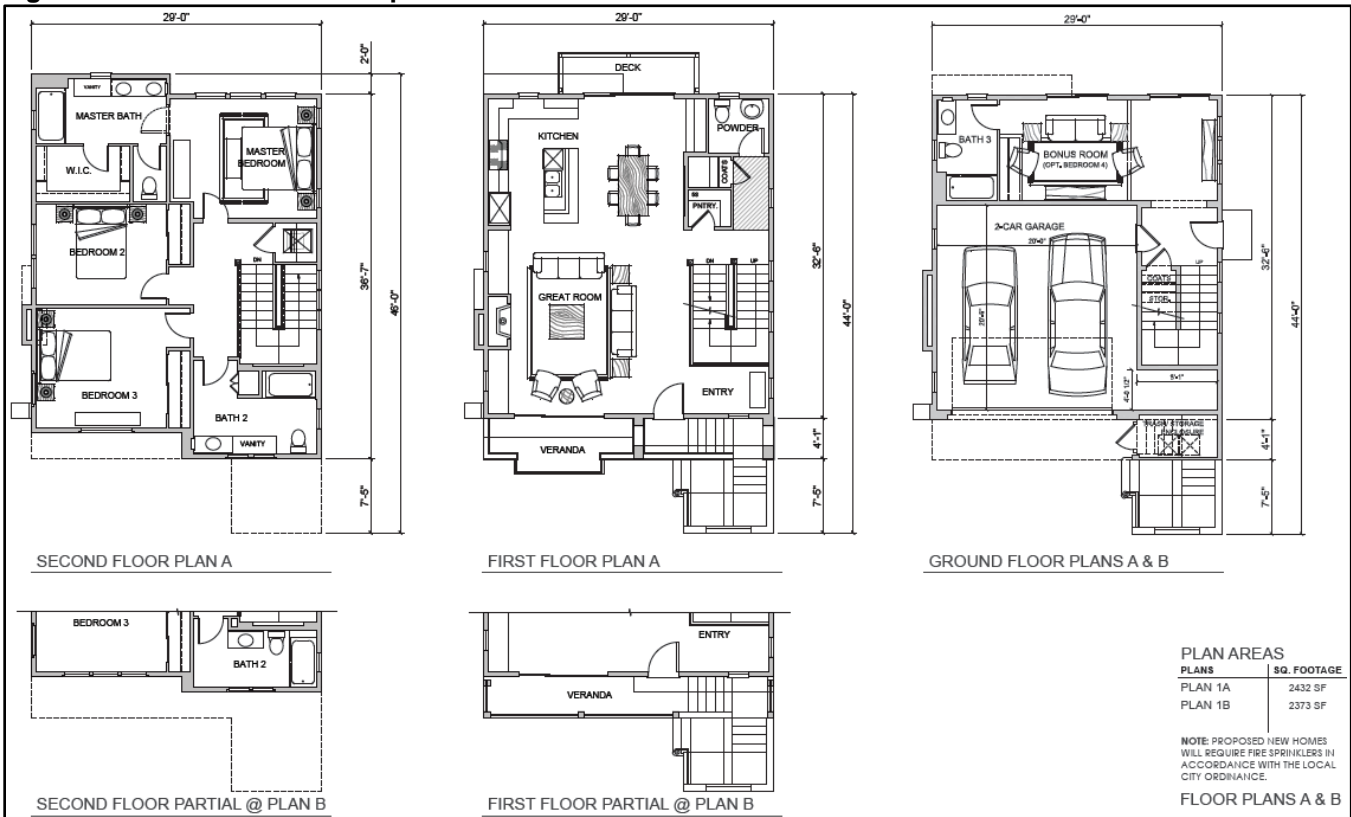


Figure 9: Proposed color and material scheme

COLOR AND MATERIAL BOARDS		COLOR AND MATERIAL BOARDS	
	ROOF MATERIAL CONCRETE 'S' TILE <i>Tuscan Blend Concrete 'S' Tile by Boral Roofing</i>		ROOF MATERIAL CONCRETE 'S' TILE <i>Palermo Blend Concrete 'S' Tile by Boral Roofing</i>
	TRIM COLOR WINDOW TRIM, TRIM ACCENTS, FASCIA & EAVE DETAILS, WOOD BEAMS, CORBELS AND POSTS <i>French Roast SW 6069 by Sherwin Williams</i>		TRIM COLOR WINDOW TRIM, TRIM ACCENTS, FASCIA & EAVE DETAILS, WOOD BEAMS, CORBELS AND POSTS <i>Vari Dyke Brown SW 7041 by Sherwin Williams</i>
	BODY COLOR STUCCO EXTERIOR WALL MATERIAL <i>Extra White SW 7006 by Sherwin Williams</i>		BODY COLOR STUCCO EXTERIOR WALL MATERIAL <i>Extra White SW 7006 by Sherwin Williams</i>
	WOOD STAIN COLOR ENTRY DOOR AND GARAGE DOOR <i>Chestnut SW 3524 by Sherwin Williams</i>		WOOD STAIN COLOR ENTRY DOOR, GARAGE DOOR, AND SHUTTERS <i>Charwood SW 3542 by Sherwin Williams</i>
	ACCENT COLOR 1 SHUTTERS <i>Copper Mountain SW 6356 by Sherwin Williams</i>		ACCENT COLOR WROUGHT IRON DETAILS <i>Inkwell SW 6992 by Sherwin Williams</i>
	ACCENT COLOR 2 WROUGHT IRON DETAILS <i>Inkwell SW 6992 by Sherwin Williams</i>		
<p>NOTE: Color Samples may vary from their true color with different printers and computer monitors.</p> <p>SCHEME 1 ELEV. STYLE 'A'</p>		<p>NOTE: Color Samples may vary from their true color with different printers and computer monitors.</p> <p>SCHEME 2 ELEV. STYLE 'B'</p>	

Figure 10: Proposed architectural details

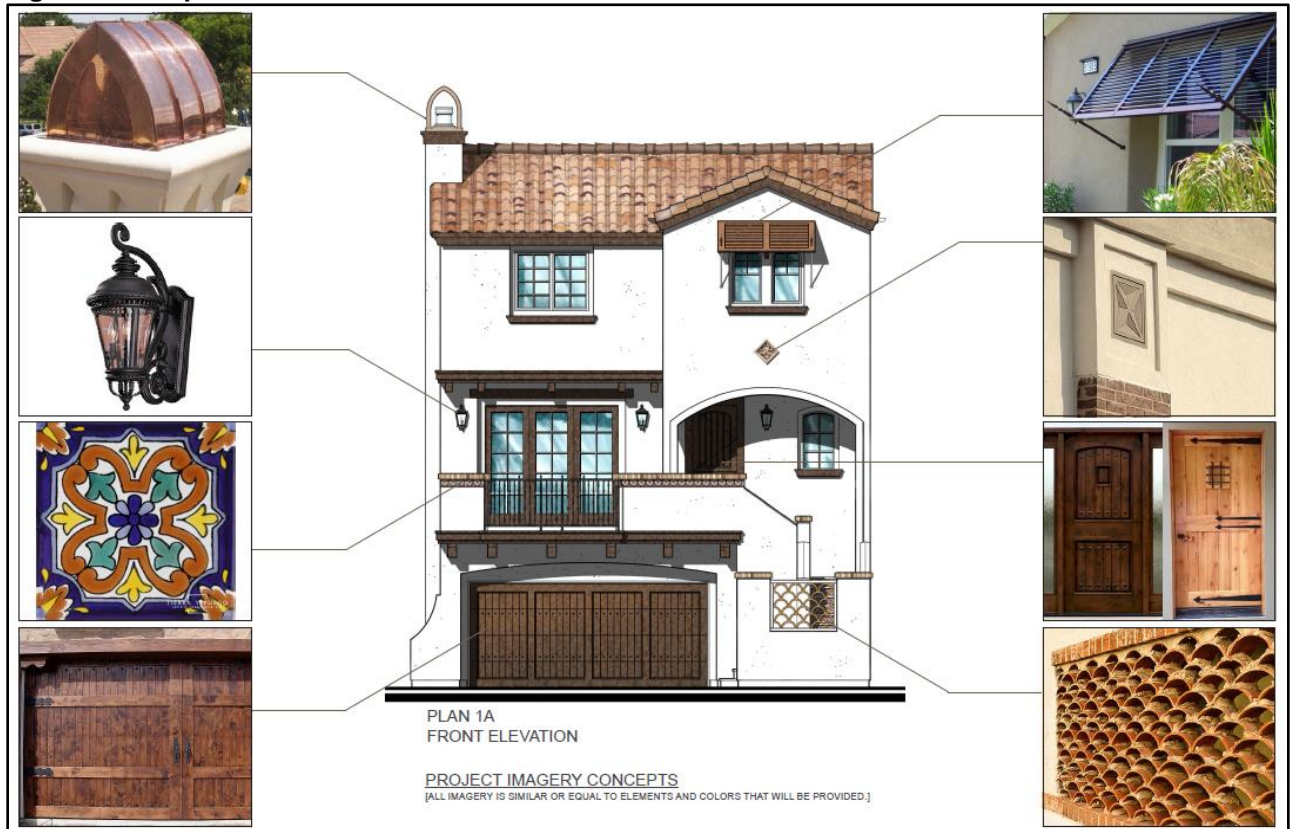
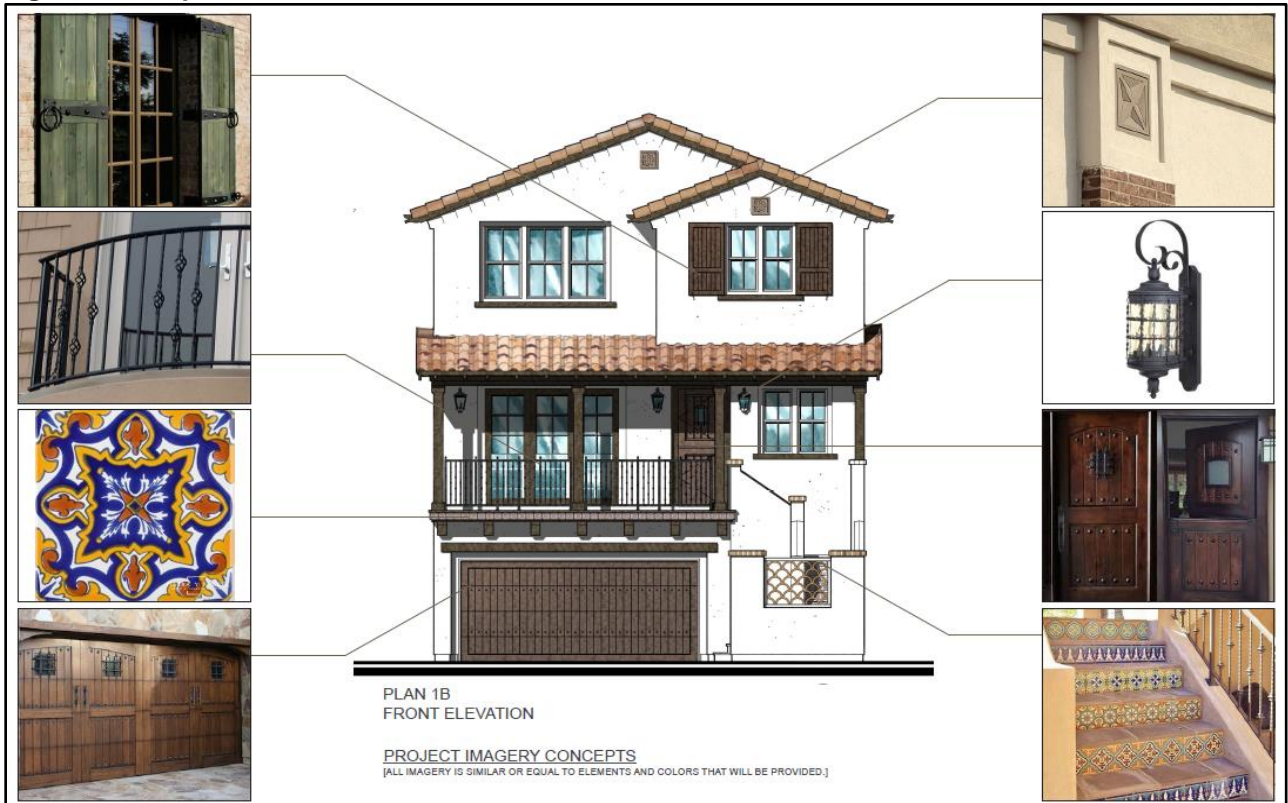


Figure 11: Proposed architectural details



The residential landscape plan (Figures 12 and 13) includes a tree/plant palette of native and non-native species that are primarily drought tolerant, as well as some hardscape features, including concrete patios in the rear yards of each residence and terra cotta stepping stones in the front yards of each residence.

Ornamental wrought iron gates (approximately four feet in height) are proposed between each residence for side yard access, while a wood fence (approximately six feet in height) is proposed along the side and rear yard perimeters to provide privacy for each lot.

Please see the attached project plans (Exhibit B) for additional information on the subject proposal.

with the maximum FAR requirement of 60 percent for the Retail/Highway/Service Commercial; Business and Professional Offices land use designation, while the proposed residential density of 20 units per acre would be consistent with the High Density Residential range of 8+ units per acre.

Staff believes the proposed project is also consistent with the General Plan Land Use Policies and Programs listed below, as the proposal will: (1) introduce more activity to the subject parcel with a new commercial use; and (2) introduce a mixed-use project in the Downtown that would create a transition between the commercial and residential parts of Downtown.

Sustainability

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

Residential

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

Industrial, Commercial and Office

Policy 12: Preserve the character of Downtown while improving its retail and residential viability and preserving the traditions of its small-town character.

Program 12.3: In the Downtown, implement mixed-use development which incorporates higher density residential units consistent with the Downtown Specific Plan.

Downtown Specific Plan

The Downtown Specific Plan land use designation for the subject parcel is Office, which allows professional, administrative, and business office uses consistent with the permitted and conditional uses allowed in the Office Zoning District; and above ground-floor multi-family housing. A Specific Plan Amendment is proposed to change the designation of the approximately 0.15-acre northern portion of the site to High Density Residential to allow for development of the proposed residences and to change the designation of the approximately 0.10-acre southern portion of the site to Downtown Commercial in order to allow commercial uses in the existing building (Figure 15). Compliance with the height and story requirements of the Downtown Specific Plan is discussed later in this report.

Similar to the General Plan Amendment, staff supports the proposed Downtown Specific Plan Amendment, as the proposal will: (1) introduce more activity to the subject parcel with a new commercial use; and (2) introduce a mixed-use project in the Downtown that would create a transition between the commercial and residential parts of Downtown.

Figure 14: Portion of the General Plan Land Use Map to be modified (see also Exhibit E)

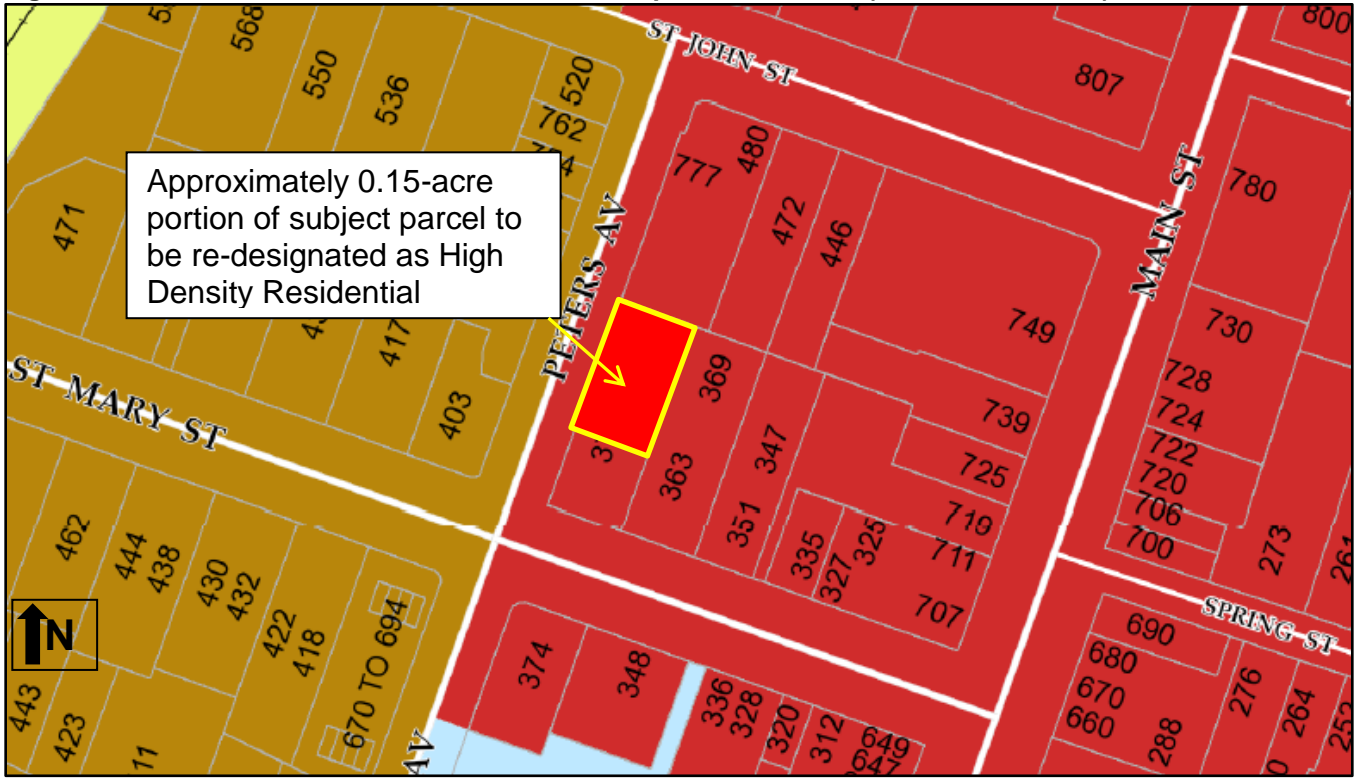
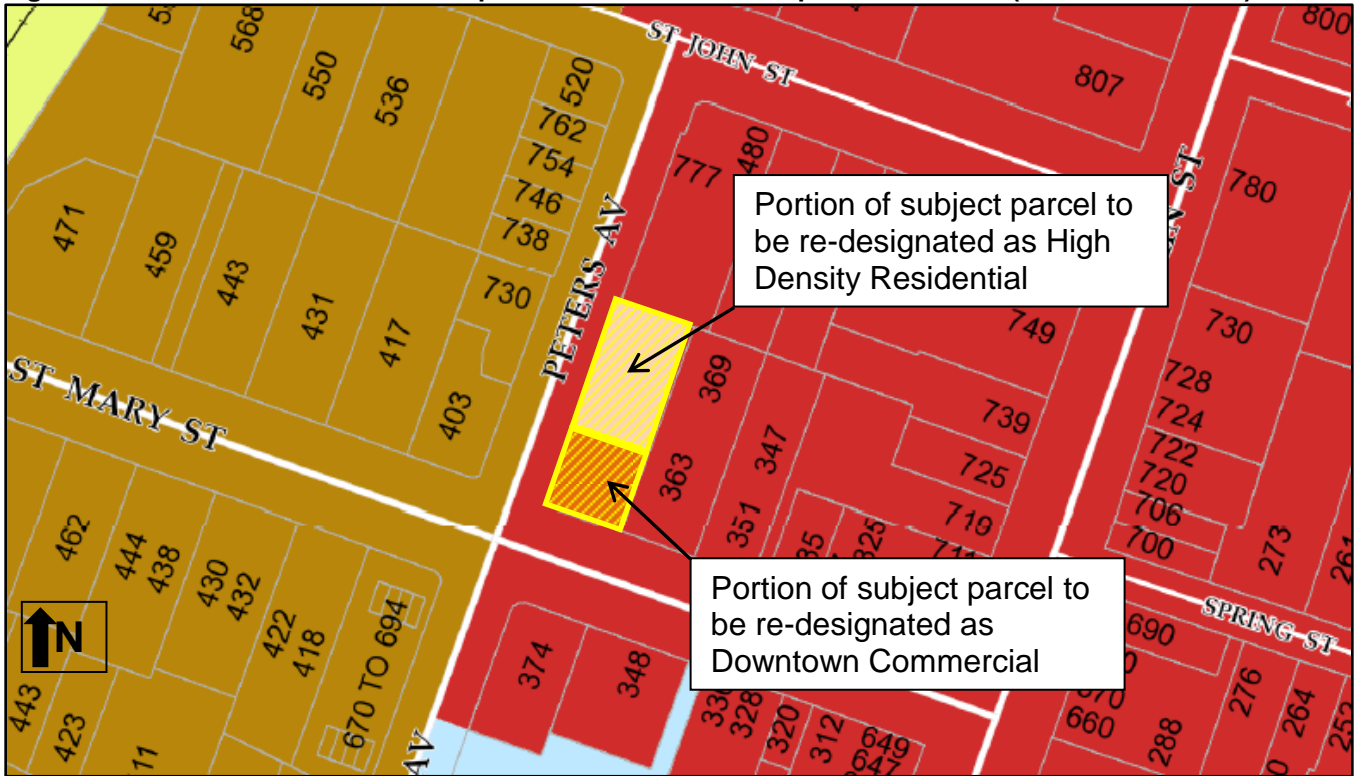


Figure 15: Portion of the Downtown Specific Plan Land Use Map to be modified (see also Exhibit F)



In addition, the proposed project meets the Downtown Specific Plan's Historic Preservation Objective of preventing the demolition of appropriately designated historic resources that can otherwise reasonably be preserved. The existing single-family residence proposed for conversion to a commercial use building was constructed in 1940 and was designated in 1985 as a "secondary Downtown historic and design resource." As previously discussed, no major exterior building modifications are proposed, maintaining the architectural integrity of the building. The preservation of the building will retain the visual quality of the Peters Avenue streetscape, as well as provide a transition of building mass from the adjacent structures when viewed from the corner of St. Mary Street and Peters Avenue.

Zoning and Uses

The subject parcel is zoned C-C (Central Commercial), Downtown Revitalization, Core Area Overlay District. The proposal seeks to rezone the property to PUD-HDR/C-C, which would allow for both single-family residential and commercial uses on the subject site (residential uses on the northern, approximately 0.15-acre portion of the site and commercial uses on the southern, approximately 0.10-acre portion of the site). The proposed commercial uses (Exhibit B) comprise the majority of uses currently allowed by the C-C District and include uses such as bars, restaurants, retail uses, beauty shops, etc. While staff finds most of the proposed uses appropriate for the subject parcel given the intent/goal to extend commercial uses typically found on Main Street onto the side streets within the Downtown, several of the proposed uses would be infeasible due to the typical building area required or would potentially create adverse impacts (noise, odors, etc.) on the adjacent and surrounding uses, particularly the residential uses to the west across Peters Avenue. These uses include coffee roasting, motorcycle sales, game arcades, etc. Additionally, since this proposal is intended to be a mixed-use project, staff would not support allowing the proposed commercial building to be occupied with residential uses in the future. Such a residential use would compromise the desired commercial character of the side streets extending east and west from Main Street. Accordingly, staff is recommending a revised list of uses in Exhibit A.

Traffic and Circulation

The Traffic Engineering Division has reviewed the project narrative and plan. Based on this review, a Traffic Impact Analysis (TIA) report was not required for the proposed project as the level of development was not determined to generate a significant amount of peak hour trips and would not have a significant impact on existing traffic levels. Accordingly, the Traffic Engineering Division concludes all streets and intersections would continue to operate at their current and acceptable level of service and, therefore, no mitigation is required. Staff notes no comments were raised by Traffic Engineering related to traffic safety and vehicles backing onto Peters Avenue from the proposed driveways for the new single-family residences. While driveways fronting on Peters Avenue are not desirable from a pedestrian and aesthetic standpoint, no feasible alternative was identified.

Parking

Pleasanton Municipal Code (PMC) Section 18.88.020(D)(1) states that for properties zoned C-C District and located within the Downtown Revitalization District, the PMC does not require additional parking for a change in use for buildings that are older than five years, even if the new use generates a higher parking demand. Pursuant to this provision, no additional parking is required for the commercial use building. PMC Section 18.88.080 states: "No off-street

parking facility shall be reduced in capacity or in area without sufficient additional capacity or additional area being provided to comply with the regulations of this chapter.” Staff believes this section does not apply because the commercial component of the project complies with the parking regulations in Chapter 18 of the PMC (i.e., no additional parking required for a change in use of a building over 5 years old). However, if the Commission believes that the demolition of the on-site parking within the existing garage should be mitigated, the Commission could require the applicant to obtain an in-lieu parking agreement and pay the current applicable in-lieu fee for the two spaces.

As previously mentioned, the proposal includes the removal of three existing on-street parking spaces to allow for the construction of the new residential unit driveways on Peters Avenue. The three on-street parking spaces are not proposed to be replaced. The parking survey results for Downtown Pleasanton, prepared by Hexagon Transportation Consultants, Inc. on September 23, 2013, generally indicates parking along Peters Avenue adjacent to the subject parcel is heaviest on weekday evenings with an occupancy rate of 80 to 89.9 percent. Staff notes the parking occupancy rates along the stretch of St. Mary Street adjacent to the subject parcel are in the 90 to 100 percentile during peak periods, an indicator that the area around the subject site experiences a high demand for parking. Although the subject proposal is located in a walkable neighborhood with transit services (WHEELS stops are nearby, and the ACE Train station is within walking distance), staff believes the removal of on-street parking should be mitigated through the payment of parking in-lieu fees, and has included a condition of approval requiring such payment. Although the payment of in-lieu fees for removed on-street parking is not a requirement in the PMC, there is local precedent for such a requirement. The applicant of the Kimberly Commons project, just northwest of the subject site on Peters Avenue, was required to pay in-lieu fees for the removal of on-street parking spaces.

In regard to the new single-family residences, the applicant is providing a total of four on-site parking spaces per residence. Two covered spaces are located within a two-car garage and two uncovered spaces are located within the driveways. Since these units are single-family detached homes, there is no requirement to provide guest parking. The PMC requires that the applicant provide two spaces (with at least one covered or enclosed within a garage or carport) per residence. Therefore, the proposed project complies with the residential parking requirements specified in the PMC.

Residential Site Development Standards

A comparison of the C-C District development standards versus those proposed for the new single-family residences is below:

	C-C District Required	Proposed
Setbacks		
<i>Front</i>	0 feet minimum	8 feet stairs/20 feet front of main building minimum
<i>Rear</i>	0 feet minimum	10 feet minimum
<i>Side</i>	0 feet minimum	3 feet minimum on one side/6 feet combined both sides minimum
FAR	300% maximum	110% maximum
Height	40 feet maximum	34 feet, 8 inches maximum

Staff believes the proposed development standards above are appropriate based upon the desire to promote a vibrant and urban design within the Downtown. Staff is recommending conditions of approval prohibiting additions to the new residential units and requiring accessory structures to follow the development standards of the RM-2,500 District (i.e., maximum height of 15 ft. and minimum rear and side yard setbacks of 3 feet).

Site Plan

The existing single-family residence proposed for conversion to a commercial use building is currently set back approximately 25 feet from St. Mary Street and 17.5 feet from Peters Avenue. The stairs of the proposed new single-family residences would be set back approximately eight feet from Peters Avenue; however, the primary portions of the residences (garages, front doors, etc.) would be set back approximately 20 feet from Peters Avenue. The current underlying zoning allows commercial buildings to be constructed on the property line, which is typically encouraged for commercial uses to provide a strong street-level presence. Therefore, the proposed project provides reasonable setbacks for all proposed uses.

Staff notes that the applicant was encouraged to explore the option of locating the new single-family residences closer to the property line at Peters Avenue with rear-facing garages in order to provide a more pedestrian-oriented street presence; however, this option was determined to be infeasible by the applicant, who indicated that a portion of the existing building would have to be demolished, negatively affecting its marketability, to accommodate the driveway.

As previously described, a privately owned, but publicly accessible “placita,” more commonly known as a plaza, would be created along the south, east, and west sides of the commercial building. This outdoor space is designed for use by customers who would patronize the commercial tenant and includes two new wood arbors, hardscape, planter areas, a fountain, and outdoor furniture. The existing perimeter landscaping, including five existing non-heritage palm trees, would remain and two new palm trees and additional shrubs are proposed along the perimeter. Staff believes the proposed “placita” is appropriately sized and designed.

Landscaping

Preliminary landscaping plans were submitted showing planting details for the subject parcel. Although the landscape plans are conceptual, staff feels that the plant selection and design are adequate. Staff is recommending conditions of approval requiring that a final and more detailed landscape plan be submitted prior to the issuance of a building permit, and that a letter from a Certified Landscape Architect be submitted both prior to building permit issuance and post landscaping installation to ensure the landscaping is in compliance with the City’s Climate Action Plan (CAP), the Bay-Friendly Landscape Guidelines, and the State’s Model Water Efficiency Landscape Ordinance.

Tree Removal

An arborist report was prepared by Traverso Tree Service, dated September 8, 2015 (Exhibit B), for the subject parcel. The applicant is proposing to remove eight of the 13 existing trees, none of which are Heritage Trees. 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. In addition to the five trees to be preserved, as mitigation for the proposed tree removal, the applicant is proposing to plant six new trees throughout the

subject parcel (two new palms on the commercial lot and four new Crape Myrtles or Fruitless Olives along the front of the residential lots). Typically, staff would require a more than a 1:1 replacement for the removal of trees. Because there isn't room to plant additional trees on the residential lots, staff is recommending that the applicant pay to the City's Urban Forestry Fund the difference between the value of the trees removed and the value of the trees that are planted. A condition of approval has also been recommended to ensure compliance with the arborist's recommendations for tree preservation.

Architecture and Design

The new single-family residences are designed in a Spanish Colonial Revival architectural style, similar to that of the existing single-family residence on the subject parcel, as well as others within the Downtown. This style is characterized by cross-gable or side-gable plans, low-pitched gable or hipped roof lines, often with red clay tile roofing or accents, asymmetrical form, arched window and door openings, ornamental vents, and stucco cladding.

Staff initially had concerns that the building massing of the new single-family residences was incompatible with the neighborhood, which primarily comprises one-story commercial and single-family detached homes. In response, the applicant revised the plans multiple times to improve the finish material quality (smooth cement plaster, architectural detailing and accents) of the overall proposal and to also add architectural interest (additional windows and wall plane articulation), increasing the proposal's consistency with the Downtown Design Guidelines. Additionally, the applicant reduced the height of the proposed new single-family residences to approximately 38 feet, which is taller than what is considered acceptable in most residential zones within the City (30 feet), but is less than the maximum height allowed by the current underlying Central Commercial zoning (40 feet).

One policy of the Downtown Specific Plan limits building height in all Downtown residential zoning districts (including future PUD's) to not more than two stories and not more than 30 feet. The proposed new single-family residences are 38-feet tall when measured from the lowest to the highest point. However, as defined by the PMC, the height of a structure is measured vertically from the average elevation of the natural grade of the ground covered by the structure to the mean height between eaves and ridges of a hip, gable, or gambrel roof. Based on this definition, the proposed new single-family residences measure approximately 34 feet, eight inches in height. Staff believes this height is acceptable, as the underlying C-C District allows structures up to 40 feet in height.

As described, the three proposed new single-family residences will face Peters Avenue. The residences have unified front yard setbacks matching the Peters Avenue setback of the commercial use building to provide a smooth transition with the surrounding uses along that street, particularly the office building to the north. There are two facade designs proposed for the three residences, all of which draw upon the same architectural style and details. Building mass has been reduced through the incorporation of low-gable roofs, with Plan 1B proposed at both ends of the residential lots, softening the transition with the existing single-family residence and the other surrounding uses due to a lower roof pitch than Plan 1A. To further enhance the overall aesthetics and continuity of the project, the homes will be finished in smooth stucco and painted white, consistent with the intended architectural style.

As such, staff believes the architectural design, colors, and materials are appropriate and will be complementary to existing adjacent developments.

Noise

External noise sources that could affect the site include noise from the nearby train tracks and surrounding commercial and office uses within the Downtown.

For single-family housing projects, the City's General Plan generally requires that side and rear yard areas not exceed 60 decibels (dB) on the day-night equivalent level (L_{dn}) and that indoor noise levels not exceed 45 dB L_{dn} . The new residences front on Peters Avenue and would be set back approximately 20 feet. No acoustical study was prepared for the project. However, in most cases, interior noise levels are of most concern, and mitigations such as dual-pane, thermal insulating windows (with a normal Sound Transmission Class rating of 28) would reduce interior noise to acceptable levels. Regardless, staff is recommending a condition of approval requiring the applicant to obtain a noise study and adhere to the recommendations of that study to comply with the prescribed interior and exterior noise standards of the General Plan.

Staff notes that short-term construction noise would be generated during any new construction on the subject parcel. The City normally allows construction hours from 8:00 a.m. to 5:00 p.m., Monday through Friday, with Saturday construction allowed if there are no nearby residents that could be impacted by construction noise or activities. Since there are existing residences directly adjacent to the proposed project site, staff is not recommending that Saturday construction be allowed.

Additionally, staff is recommending a condition of approval requiring that a separately recorded disclosure be required for the new residences indicating that the subject parcel is in an area subject to noise, activity, and traffic associated with a Downtown location.

Lighting

No lighting plan or photometric plan was submitted showing location or details for the subject parcel. Conditions of approval regarding lighting and photometrics have been recommended by staff to ensure compliance with City standards.

Signage

No signage information was submitted for the commercial use building. Staff is recommending a condition of approval requiring all signage to conform to the requirements of the PMC, Downtown Revitalization District, and the Downtown Design Guidelines.

Green Building

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 Single-Family Checklist. The applicant has proposed to incorporate green building measures into the project that allow the project to qualify for 50 points including on-site renewable energy generation, high efficiency plumbing fixtures, operational gray water system, exceeding minimum Title 24 energy calculations, and drought tolerant landscaping. Staff has included the Single-Family GreenPoint Checklist (Exhibit D) for the Commission's consideration.

Affordable Housing and Regional Housing Needs Allocation (RHNA)

The City's Inclusionary Zoning Ordinance (IZO) requires new single-family residential projects of fifteen units or more to provide at least 20% of the dwelling units as units affordable to very low, low, and/or moderate income households. Since the proposed project includes three new single-family detached residences, none of the units are required to be affordable and the applicant intends to sell them at market rate.

The City has already met its Regional Housing Needs Allocation (RHNA) obligation to zone land to meet the anticipated housing demand for the 2015-2023 planning period. Although the proposed rezoning would increase the City's supply of market-rate housing, rezoning additional land within the City for housing would not be necessary to meet current RHNA requirements.

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 is 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 or mitigated by the existing City streets and intersections. The structures will be designed to meet the requirements of the California 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 three new single-family detached residences to help increase the City's housing stock and provide a new commercial use building in the Downtown consistent with the goals of the General Plan and the Downtown Specific Plan.

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 Retail/Highway/Service Commercial; Business and Professional Offices land uses, which allow for commercial and office uses. With the proposed General Plan Amendment to designate a portion of the subject parcel with a High Density Residential land use designation, 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. 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. Additionally, a Downtown Specific Plan Amendment to change the land use designation from Office to Downtown Commercial and High Density Residential is proposed and with the amendment, the proposal would be in full compliance as it will: (1) introduce more activity to the subject parcel with a new commercial use; and (2) introduce a mixed-use project in the Downtown that would create a transition between the commercial and residential parts of Downtown.

Therefore, staff concludes that the proposed project will be consistent with the City's General Plan and Downtown Specific 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 parcel is an infill site adjacent to existing commercial and residential developments. The building massing and heights would be compatible with buildings and/or single-family residential uses within the Downtown or 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 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:

City building code requirements would ensure that building foundations and on-site driveways are constructed on properly prepared surfaces. The proposed project would provide adequate drainage to prevent flooding. Site and roof drainage would drain into biofiltration planters that would filter contaminants from the site and roof drainage before entering the City stormdrain system. 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, would not involve the extension of any new public streets, and would require minimal grading. The proposed buildings will be compatible in size and scale with surrounding structures. New landscaping and trees would be installed, as well as a potential contribution to the City's Urban Forestry Fund 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, and to facilitate efficient ingress/egress to and from the subject parcel. Adequate access is provided to all structures for police, fire, and other emergency vehicles. Buildings are designed to meet the requirements of the California Building Code and other applicable City codes and all new 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 ensure 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 and commercial development that is well-designed and

sited on the subject site, and that meets the intent of the City's General Plan goals and policies, including those which promote in-fill, high-density housing and encourage the development and/or expansion of commercial uses within the Downtown. 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 this in-fill site in a sensitive manner. Therefore, staff believes that this finding could be made.

PLEASANTON DOWNTOWN ASSOCIATION RECOMMENDATION

The Pleasanton Downtown Association (PDA) supports the preservation and re-use of the existing single-family residence for a commercial use and the inclusion of single-family detached residences as part of the proposed project.

PUBLIC COMMENT

Notices of the 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 I for reference. At the time this report was published, staff had received 30 public comments via email with 28 of the emails expressing support for the proposed application and two of the emails, sent by Wendy Barnes and Andrew and Diana Shaper, expressing concerns related to the removal of parking, lack of parking supply in the Downtown, impacts of introducing new residential uses to downtown, and aesthetic compatibility between the existing residence and the new residences. These emails are attached as Exhibit H.

ENVIRONMENTAL ASSESSMENT

Pursuant to the California Environmental Quality Act (CEQA) Section 15061(b)(3), Review for Exemption, the proposed project is exempt from CEQA because it has been determined with certainty that the project would not have the potential for causing a significant effect on the environment. Therefore, no environmental document accompanies this report.

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 three new single-family detached residences, as well as preserve, convert, and re-use for commercial purposes an older structure within the Downtown consistent with the policies and goals of the City's General Plan, Downtown Specific Plan, Downtown Design Guidelines, and the PMC.

STAFF RECOMMENDATION

1. Make the PUD findings for the proposed development plans as listed in the staff report; and
2. Adopt resolutions recommending approval of P14-0124, P15-0125 and PUD-107, General Plan Amendment, Downtown Specific Plan Amendment, and PUD Rezoning and Development Plan applications at 377 St. Mary Street for: (1) a General Plan Amendment to change the land use designation for an approximately 0.15-acre portion of the site from Retail/Highway/Service Commercial; Business and Professional Offices to High Density Residential; (2) a Downtown Specific Plan Amendment to change the land use designation from Office to Downtown Commercial and High Density Residential; and (3) Planned Unit Development (PUD) Rezoning and Development Plan to rezone the site from the C-C (Central Commercial), Downtown Revitalization, Core Area Overlay District to PUD-HDR/C-C (Planned Unit Development-High Density Residential/Central Commercial) District, to convert the existing single-family residence into a commercial use building including site and exterior building modifications, and to construct three new, 2,400-square-foot, three-story detached single-family residences, 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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