

**Planning Commission
Staff Report**

August 12, 2015

Item 6.a.

- SUBJECT:** P15-0248/PUD-111/P15-0249/P15-0390/P15-0250
- APPLICANT:** Pamela Hardy, Ponderosa Homes II, Inc.
- PROPERTY OWNER:** Centerpointe Presbyterian Church
- PURPOSE:** Applications by Ponderosa Homes II, Inc. for the approximately 6.22-acre site located at 3410-3450 Cornerstone Court for a: (1) General Plan Amendment to change the land use designation of a 4.23-acre portion of the site from Community Facilities – Other Public and Institutional to Medium Density Residential; (2) Planned Unit Development (PUD) Rezoning and Development Plan to rezone a 4.23-acre portion of the site from Planned Unit Development – Public & Institutional (PUD-P&I) District to Planned Unit Development – Medium Density Residential (PUD-MDR) District and construct 27 single-family homes and related site improvements; and (3) Modification to the approved site plan and Conditional Use Permit to eliminate the existing church and its related uses and to retain the existing preschool and private school facility as a standalone use with a modified operation and site plan.
- GENERAL PLAN:** Community Facilities – Other Public and Institutional
- ZONING:** Planned Unit Development – Public & Institutional (PUD-P&I) District
- LOCATION:** 3410-3450 Cornerstone Drive
- EXHIBITS:**
- A-1. [Recommended Conditions of Approval for PUD-111](#)
 - A-2. [Recommended Conditions of Approval for P15-0390](#)
 - B. [Project Written Narrative, Proposed Plans, Green Point Checklist, Arborist Report, Noise Assessment Study, Health Risk Assessment Memorandum](#)
 - C. Staff/Agenda Reports and Minutes for PUD-18, Ponderosa Homes at Busch Property (without exhibits/attachments): Planning Commission, dated [June 26, 2002](#) and [July 24, 2002](#); and City Council, dated [August 20, 2002](#)
 - D. [Affordable Housing Agreement for the Ironwood Development, dated May 6, 2003](#)
 - E. [Draft Initial Study/Negative Declaration](#)

- F. [Ordinance No. 1866 approving Ironwood Development, adopted September 3, 2002](#)
- G. [Location and Notification Map](#)

BACKGROUND

History of the Busch Property

The Busch property (otherwise known as Ponderosa Homes/PUD-18), which encompasses the project site, was one of the few large remaining undeveloped properties designated for development in the City's 1996 General Plan. In 2002, the Busch Property was an unincorporated 92-acre farm with two farmhouses and several outbuildings on the south side of Mohr Avenue, near its eastern terminus. Ponderosa Homes had long held an option to purchase the bulk of the property for development, leaving the farm house compound for relatives of the Busch family who at that time lived on the property.

The Busch property has a long planning history. During the City's update of the General Plan in 1996, the site was designated as an "Area of Special Interest" and specific direction was given on how it should be developed. Later in 1996, Ponderosa Homes prepared a plan it believed was in conformance with the direction of the recently-approved General Plan. The plan generated considerable controversy, however, and after several neighborhood and Planning Commission meetings failed to resolve these issues, the City Council, following a workshop meeting of its own, established an Ad Hoc Committee to make recommendations. The committee process generated two reports; the consensus committee report and a minority report. Ponderosa Homes modified its project to conform to the Ad Hoc committee's recommendations and subsequent hearings were held.

In December 1997, the City Council approved Ponderosa's 300 single-family home plan with a 5-acre neighborhood park. However, the approval was referended and later rescinded by the City Council. The Council also began at that time to process an "East Pleasanton Study" including the Busch Property and surrounding vacant and lightly-developed-developed properties. Although a boundary, scope of work, and committee process were approved by the Council, the East Pleasanton Study Committee was never formed at that time, the East Pleasanton Study was deemed low priority by the Council, and no work was undertaken on this study in the near future.

In 2001, Ponderosa Homes approached the City seeking to gain an updated vision of the preferred uses/development pattern for the property, rather than relying on previous City direction. Between June 2001 and January 2002, four City Council workshops were held to allow an informal opportunity for Ponderosa Homes, the Pleasanton Unified School District, and the neighborhoods affected by the site's development to discuss opportunities and constraints in the development of this site. As the workshops progressed, a series of conceptual master plans was developed. At the January 20, 2002 workshop, the City Council reached a consensus to direct Ponderosa Homes to pursue a conceptual master plan which included the following land uses and acreage:

- 1) Seven 19,000 square-foot residential lots along the south side of Mohr Avenue on 3.1 acres

- 2) Seventy-five 9,000 square-foot residential lots connecting to Kamp Drive and Mohr Avenue on 26.5 acres
- 3) Ninety-two 5,500 square-foot lots and sixteen duet lots connecting to Busch Road on 21.5 acres
- 4) Senior housing on 6 acres
- 5) Church site on 6 acres
- 6) Private park on 2.3 acres
- 7) School site on 21.3 acres
- 8) 3-acre parcel to be sold to the City for expansion of the Corporation Yard

Ponderosa Homes/PUD-18

In July 2002, City Council approved PUD-18 (Ordinance 1866), which was based on the conceptual land uses identified by Council. The PUD comprised:

- 1) 193 single-family homes
- 2) a 172-unit senior apartment complex
- 3) a 23-acre public school option or Medium Density Residential senior housing site
- 4) a 2.5-acre private park
- 5) a 6-acre church site

For additional background information on the PUD-18 application, please refer to Exhibit C.

The Pleasanton Unified School District had a five-year option agreement with Ponderosa Homes to buy the approximately 23-acre public school/Medium Density Residential senior housing site in the development as a potential school facility. The School District chose not to exercise its option to purchase the property and Ponderosa Homes received PUD approval from the City in 2009 to develop the 23-acre portion of the site with 110 detached single-family homes for residents aged 55 and older.

At the time of PUD-18 development plan review, the church had not completed full design plans for its facility. However, a description of its planned uses on the church site was provided and a conditional use permit for the church facility, including a daycare/preschool of 200 children, was approved as part of PUD-18, and a condition of approval was added requiring the site plan, architectural plans, and landscape plan for the church to be submitted for design review approval by the Planning Commission.

In September 2006, the Planning Commission approved Centerpointe Presbyterian Church's (CPC's) master site plan for four buildings: an approximately 24,108 square-foot sanctuary (Building A), an approximately 28,718 square-foot youth center (Building B), an approximately 20,344 square-foot preschool building (Building C), and an approximately 8,240 square-foot worship center (Building D). The buildings were to be constructed in four separate phases over an anticipated period of 20 years. The approved master plan is shown in Figure 1 on the following page. The approved church complex, at build-out, would have a 900-seat sanctuary building with a combined building area of approximately 81,410 square feet.

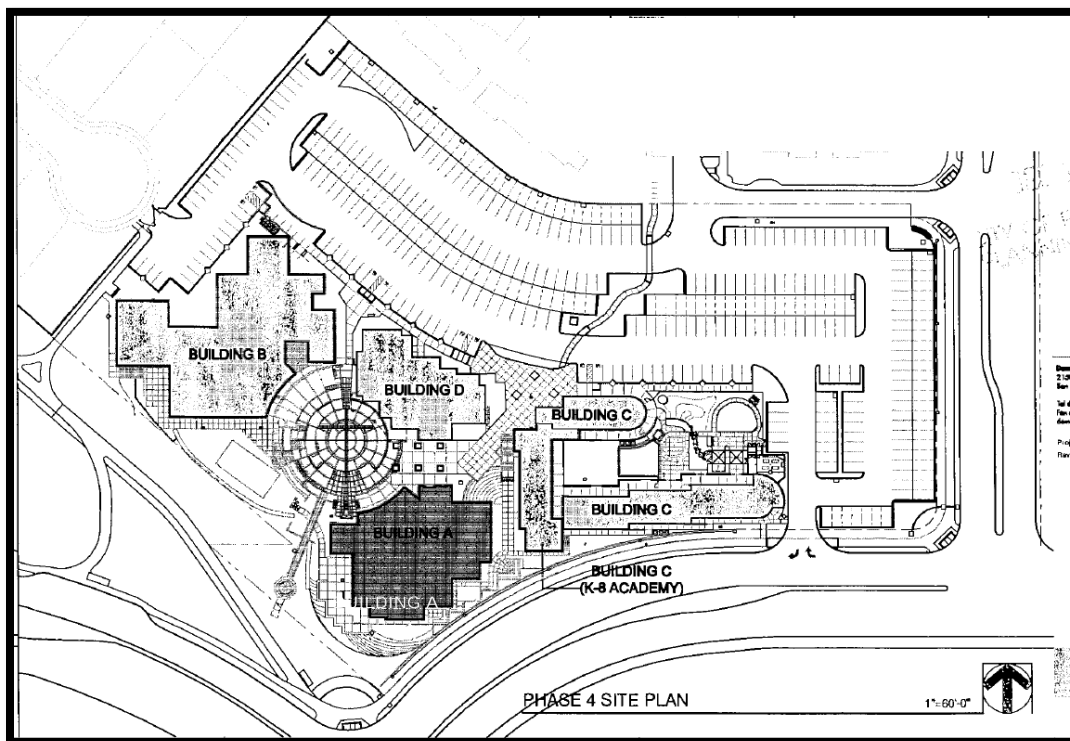
In 2006, CPC requested modifications to its phasing and development plans to allow for the construction of a temporary sprung structure. The modification to the master plan was requested because construction of the church campus was predicated on membership

expansion and funding resources. The modification request was intended to allow the church to expand its preschool and children's programs, as well as meet the worship needs of its congregation while working within the constraints of its budget and meeting the requirement to vacate its facility at 4300 Mirador Drive by the end of 2007. On September 13, 2006, the Planning Commission approved CPC's Design Review (PDR-562) and Conditional Use Permit (PCUP-167) applications to modify the approved phasing plan and to construct the sprung structure, with a condition that the sprung structure be removed at the time a permanent fellowship hall/gym/youth center/administration building was constructed or after ten years from the time the sprung structure was constructed, whichever came first. Staff notes that construction of the sprung structure was completed in December of 2008.

Further funding assistance was needed in order for CPC to complete construction of its buildings and, therefore, in March 2012, CPC received Planning Commission approval to modify its existing Conditional Use Permit to allow the operation of a Kindergarten through 8th Grade private school in the previously approved but unbuilt 13,968 square-foot portion of the preschool building. The approval for the K-8th private school expired in March 2015.

The school facility consists of three planned buildings. Two of the three buildings were constructed, and a preschool (Montessori School of Pleasanton) is currently occupying the two buildings with a license to enroll 120 children. Figure 1 below shows the church's master site plan.

Figure 1: Centerpointe Presbyterian Church Master Site Plan



SITE DESCRIPTION

The project site is an approximately 6.22-acre parcel bordered on: the south by Busch Road and the Kiewit property, the southwest by Valley Avenue and Oldcastle Precast, the east by Ironwood Drive and the City's Operation Services Center (OSC), the north by Cornerstone Court and the Gardens at Ironwood senior apartment complex, the northwest by single-family homes in the Ironwood Classics subdivision on Nolan and Madsen Courts, and the west by the Iron Horse Trail. The subject property is relatively flat and ingress/egress to the site is provided via Busch Road and Cornerstone Court. There is a gated Emergency Vehicle Access (EVA) at the western end of the existing church parking lot connecting to the Madsen Court cul-de-sac. Figure 2 below shows the project site location.

Figure 2: Project Site Location



The site is currently occupied by the Church's temporary building, the preschool facility, a 211-space parking lot and landscaping.

PROJECT DESCRIPTION

The applicant, Ponderosa Homes, proposes to eliminate the existing church use on the project site and retain the existing school facility, but with a modified operation and site plan, and construct 27 single-family homes and related on-site improvements (e.g., streets, parking areas, sidewalks, curbs/gutters, landscaping, and stormwater treatment areas). The proposed residential homes would be located in the northwest and northeast portions of the project site; the school buildings would remain in their current location, and would bifurcate the residential components of the project. Please see Figure 3 at the end of the project description for the proposed site plan. The proposed development is summarized below:

1. General Plan amendment (P15-0250) to change the land use designation of an approximately 4.23-acre portion of the 6.22-acre site from "Community Facilities – Other Public and Institutional" to "Medium Density Residential" in order to reflect the proposed

residential development. The General Plan Land Use Designation would not be changed for the remaining 1.99-acre preschool/private school parcel.

2. Planned Unit Development rezoning (P15-0249) to rezone an approximately 4.23-acre portion of the 6.22-acre project site from “Planned Unit Development – Public & Institutional (PUD-P&I) District” to “Planned Unit Development – Medium Density Residential (PUD-MDR) District” in order to reflect the proposed residential development. The existing PUD-P&I zoning would not be changed for the remaining 1.99-acre preschool/private school parcel.
3. A PUD development plan (PUD-111) to construct single-family residential units and associated facilities. The proposed residential homes would be located in the northwest and the northeast portions of the project site; the school buildings would remain at their current location. The proposed development includes:
 - Removal of the existing CPC temporary building and a portion of the existing on-site improvements.
 - Construction of 27 single-family homes with lot sizes ranging from approximately 3,658 square feet to 6,627 square feet in area. Three house models would range in size from approximately 2,211 square feet to 2,685 square feet (not including garage area ranging from 443 square feet to 465 square feet). All homes would be two stories, with a maximum building height of 31 feet. There would be three different architectural styles (craftsman, cottage, and Spanish).

The proposed homes and future additions to the homes would meet the following proposed site development standards:

Site Development Standard	Proposed
Maximum Floor Area Ratio	69% (lot and model-specific)
Maximum Height*	31 feet
Minimum Principal Structure Setbacks	
Front (garage/house)	20 feet/11.2-20 feet
Side (interior/street-side)	5 feet/5-15 feet
Rear	8.8-30.5 feet

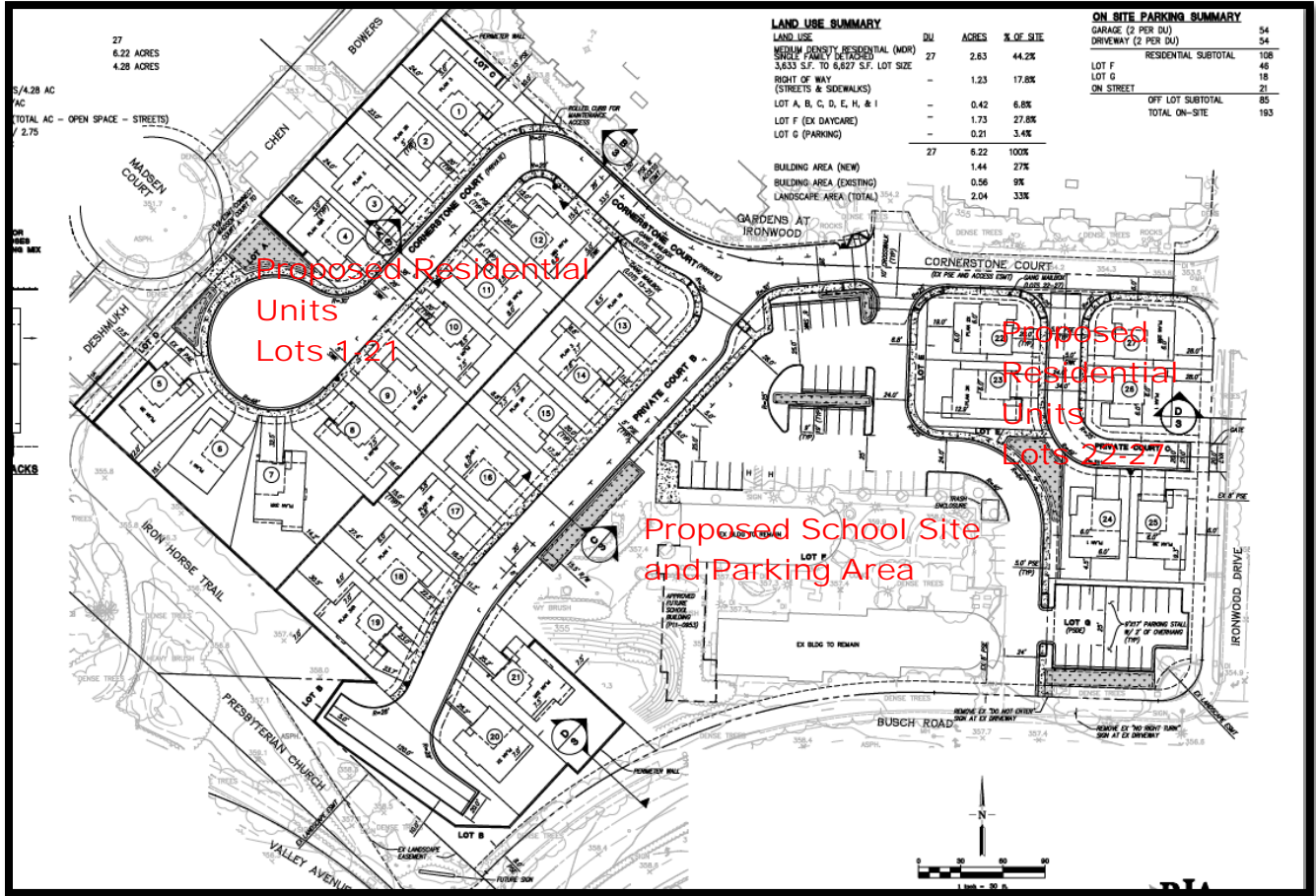
*Measured from the grade to the highest point of the building.

- Two garage parking spaces would be provided per home. In addition, residential driveways would be at least 20 feet long to accommodate parked vehicles. On-street parking would also be allowed on one side of the streets except along “Private Court C.
- Ironwood Drive and Busch Road would provide access to the project site. The existing right-turn only driveway on Busch Road would be changed to a two-way driveway, limited to right turns in/out.

- Three private streets are proposed within the development. The existing Cornerstone Court would be extended into two streets. The proposed “Cornerstone Court” would provide access for Lots 1-12. It would be 28 feet wide with parking on one side of the street. Similar to the proposed “Cornerstone Court,” the proposed “Private Court B” would provide access to Lots 13-21 and parking on one side of the street. The school site would have 24-foot wide drive aisles.
 - “Private Court C” would be connected to Cornerstone Court in the existing Ironwood Development and to Ironwood Drive via an EVA. The proposed “Private Court C” would provide access to the remaining lots, i.e., Lots 22-27. No street parking is provided along “Private Court C” due to its relatively narrow 24-foot width.
 - The existing EVA between the project site and Madsen Court in the existing Ironwood development would remain.
 - Front yard landscaping would be installed for each lot and would be maintained by a homeowners association.
 - The project would remove 54 of the existing 67 on-site trees. None are heritage-size trees.
 - On-site improvements including curbs/gutters, sidewalks, bio-retentions areas, and new landscaping would be provided throughout the development.
 - A passive to-be-designed recreational area adjacent to the Iron Horse Trail Corridor would be provided or the applicant would make a \$27,000 contribution to the City's public art program as project amenities.
4. Modifications to the approved CPC site plan (P15-0390) and the approved CPC Conditional Use Permit (P15-0250) by eliminating the existing church and its related uses and retaining the existing school facility as a standalone use with a modified site plan and operational program, including the following:
- Montessori West, a private school, would replace the existing preschool and occupy the existing buildings and the future (approved, but not yet constructed) building. Montessori West proposes a total of 294 preschool and K-6th grade students and a 28-person staff.
 - A total of 66 parking spaces would be provided on the school site with the parking allocated as follows:
 - 47 parking spaces to the school;
 - 13 parking spaces to the existing senior apartments; and
 - 6 parking spaces to the proposed residential use.
 - A new school monument sign would be installed at the corner of Busch Road and Valley Avenue near the entrance of the Iron Horse Trail.
 - The previously approved but unbuilt three-story, 13,968 square-foot portion of preschool building could be built at its approved location. No construction timeframe is provided at this time.
 - No additional recreational area is proposed. The existing school facility has two play areas with play structures that would be used by the proposed school.
5. The project applicant would use existing Inclusionary Unit Credits from Ponderosa’s Ironwood Project to satisfy the Inclusionary Zoning Ordinance requirements. These credits are discussed in more detail in the “Affordable Housing” section of this report.

A Vesting Tentative Map application has also been submitted to subdivide the existing 6.22-acre site into 33 parcels: 27 residential parcels, one preschool/private school parcel, and five common area parcels. The Vesting Tentative Map would be subject to review and action by the Planning Commission following the processing of the proposed PUD development plan.

Figure 3: Project Site Plan



ANALYSIS

Land Use

Conformance with the General Plan

The project site’s General Plan Land Use Designation of “Community Facilities – Other Public and Institutional” does not allow residential uses. Therefore, an amendment to the General Plan Land Use designation is proposed to change the land use designation of the residential portions of the project site (totaling 4.23 acres) from “Community Facilities – Other Public and Institutional” to “Medium Density Residential.” The proposed 1.99-acre school site would retain the existing General Plan Land Use designation of “Community Facilities – Other Public and Institutional.”

The Medium Density Residential General Plan land use designation allows for 2 to 8 dwelling units per acre (DUA) with a midpoint density of 5 DUA. The General Plan indicates that residential projects which propose densities greater than the midpoint should be zoned PUD and contain sufficient public amenities. The proposed development would have a density of 6.3 DUA, which is beyond the midpoint density; thus public amenities are required for this project.

The applicant is proposing one of two amenity options for the City to select:

1. The first option is a to-be-designed passive recreational area adjacent to the Iron Horse Trail Corridor (see Figure 4) that would serve as an amenity to the surrounding neighborhood and community at-large. This amenity could be designed as a small- to medium-sized informal gathering place with seating areas for pedestrians and bicyclists accessing the Iron Horse Trail. Features could also include a small scale plaza, benches, and landscaping. The plans for this amenity would be submitted as part of the tentative map application and would be subject to review and approval by the Planning Commission. While staff supports the intent of this amenity proposal and believes that it would function as a useful open space for the general public and project residents, it should be noted that the area proposed for the improvement is already attractively landscaped.
2. The second option is a contribution, not to exceed \$27,000, to the City's public art program for the installation of an art feature in the public right-of-way in the vicinity of the Valley Avenue/Busch Road intersection. While staff generally supports the installation of public art throughout the City, staff does not find this amenity option to be sufficient in that it would have limited utility to residents of the project and the general public.

Staff believes that a superior amenity would include open space or a recreational facility that would be better integrated into the project design and would expand the City's supply of such facilities. However, staff believes the proposed passive recreational area adjacent to the trail could be found to be acceptable by the Planning Commission. Staff has included a condition of approval addressing the potential project amenities.

Figure 4: Proposed Location of Passive Recreational Area Amenity



The proposed project would also further the following General Plan Programs and Policies:

Land Use Element

Policy 2: Develop new housing in infill and peripheral areas which are adjacent to existing residential development.

Housing Element

Goal 14: Provide adequate locations for housing of all types and in sufficient quantities to meet Pleasanton’s housing needs.

Conformance with the Zoning Ordinance

Zoning for the entire Ironwood development is PUD–LDR/MDR/HDR/P&I & Mixed P&I/MDR (Planned Unit Development – Low Density Residential/Medium Density Residential/High Density Residential/Public & Institutional and Mixed Public & Institutional/Medium Density Residential) District. The subject site is zoned Planned Unit Development – Public & Institutional (PUD-P&I) District which does not allow residential uses. The applicant proposes to rezone the 4.23-acre residential portion of the site to Planned Unit Development – Medium Density Residential (PUD-MDR) District. No rezoning is needed for the remaining 1.99-acre portion of the site that would be occupied by the preschool/private school facility.

Disclosures

The recommended conditions of approval require that the deed of sale for all lots in the development include disclosure of the following: proximity to the Livermore Airport and overflights; adjacency of the City’s OSC; industrial uses in the vicinity, including the Pleasanton Garbage Service transfer station and the Kiewit Construction and Oldcastle Precast facilities;

gravel harvesting and processing in the vicinity; and gravel and garbage truck traffic on Busch Road. The draft conditions also require that these disclosures be prominently displayed in the tract sales office for this development.

Site Layout

As previously mentioned, the proposed residential homes would be located in the northwest and northeastern portions of the project site; the school buildings would remain in their current location and would bifurcate the residential components of the project. Staff suggested the applicant make several revisions to the plans, including integrating the residential lots into one unified site to achieve a coherent site design and neighborhood. Staff also recommended relocating or redesigning Lots 20 and 21 to allow for a more effective landscape buffer at the corner of Busch Road and Valley Avenue while distancing those two residential units from busy roads. The applicant declined to implement these changes, citing issues of land acquisition and the constraints imposed by the desired site plan. While the proposed site plan is functionally acceptable, staff believes that the layout is not optimal, primarily because it is internally divided.

Separated sidewalks (i.e., sidewalks which are separated from the street by a planting strip, potentially including trees) are common in residential areas, including most of the streets in the existing Ironwood Development, and the historic residential neighborhoods in the City, and are a fundamental principle of good design. Separated sidewalks have numerous benefits, including the enhancement of pedestrian comfort and safety; enhancement of microclimate (i.e., cooling effects and protection from sun and rain); and environmental benefits, including absorption of stormwater and the potential to create a tree canopy. While the proposed monolithic sidewalks are functionally acceptable, staff believes the proposed streetscape would benefit from a five-foot wide landscape area between the sidewalk and back of curb that would be planted with drought-tolerant shade trees. The applicant declined to provide a planting strip along proposed streets, indicating constraints associated with the desired site plan.

Traffic and Circulation

The Pleasanton General Plan requires site-specific traffic studies for all major developments which have the potential to exceed Level of Service (LOS) D (average vehicle delays between 35.1 and 55.0 seconds at signalized intersections), and requires developers to implement the mitigation measures identified in these studies. The proposed 27 single family homes would replace the approved church facility which, if built-out would contain an approximately 24,108 square-foot, 900-seat sanctuary, an approximately 28,718 square-foot youth center, and an approximately 8,240 square-foot worship center. According to the traffic analysis conducted in 2002 by Dowling Associates, Inc. and TJKM Transportation Consultants, the church site was expected to generate approximately 598 daily trips with 25 AM peak hour trips and 45 PM peak hour trips during a typical weekday. The City Traffic Engineer has reviewed the proposed residential development. Based on the 9th Edition of the Institute of Transportation Engineers Trip Generation Handbook, the proposed 27 single-family home development would generate approximately 257 daily trips with 20 AM peak hour trips and 27 PM peak hour trips. The school is conditioned to retain its current State-licensed capacity of 120 students (see

discussion of school capacity in the “Parking” section later in the report)¹ and would not generate additional traffic until an enrollment increase is proposed, a supplemental traffic/parking/circulation study is prepared, and the study shows no adverse effect would occur to the local and regional transportation system. An ultimate enrollment of 294 students is proposed, contingent on studies showing that the increase from 120 students would not result in adverse impacts. Thus, the project would not result in a significant increase in trips during the peak hours and would not substantially affect the existing LOS. No off-site roadway improvements would be required for the proposed 27 homes. The project applicant would be required to pay City and Tri-Valley Traffic Impact Fees.

Trail Connection

The existing Iron Horse Trail is located to the immediate west of the project site. The proposal would retain the existing trail connection from Madsen Court (Lot D) and provide a new connection from “Private Court B” at the hammerhead. The applicant is proposing a locked gate at the trail connection. Staff believes that the trail should be accessible to the general public to encourage neighborhood connectivity and walkability, and recommends that the proposed gate be deleted. A condition has been included to address this item. In addition, there is an existing trail within Ironwood Development, which is accessible to the residents of the proposed development.

Parking

The project site currently has 211 on-site parking spaces available for CPC and the preschool. A significant portion of the existing parking lot would be removed to accommodate the proposed single-family homes. The applicant proposes a total of 66 parking spaces for the school site, including existing parking spaces that are immediately adjacent to the school and 18 spaces in a new parking lot (Lot G). The following sections describe the proposed parking and Figure 5 on the following page shows the parking allocation. As proposed, the parking allocation would be specified in the Covenants, Conditions & Restrictions (CC&Rs) of the proposed development, and would be enforced by the project’s homeowners association.

Parking for the Proposed Residential Use

Each of the proposed 27 homes would have a two-car garage. In addition, the 20-foot deep driveways in front of garages could accommodate parking for two additional vehicles. Twenty-one on-street parking spaces are proposed for visitors and guests, in addition to six parking spaces in Lot G.

Parking for the Existing Senior Apartments (the Gardens)

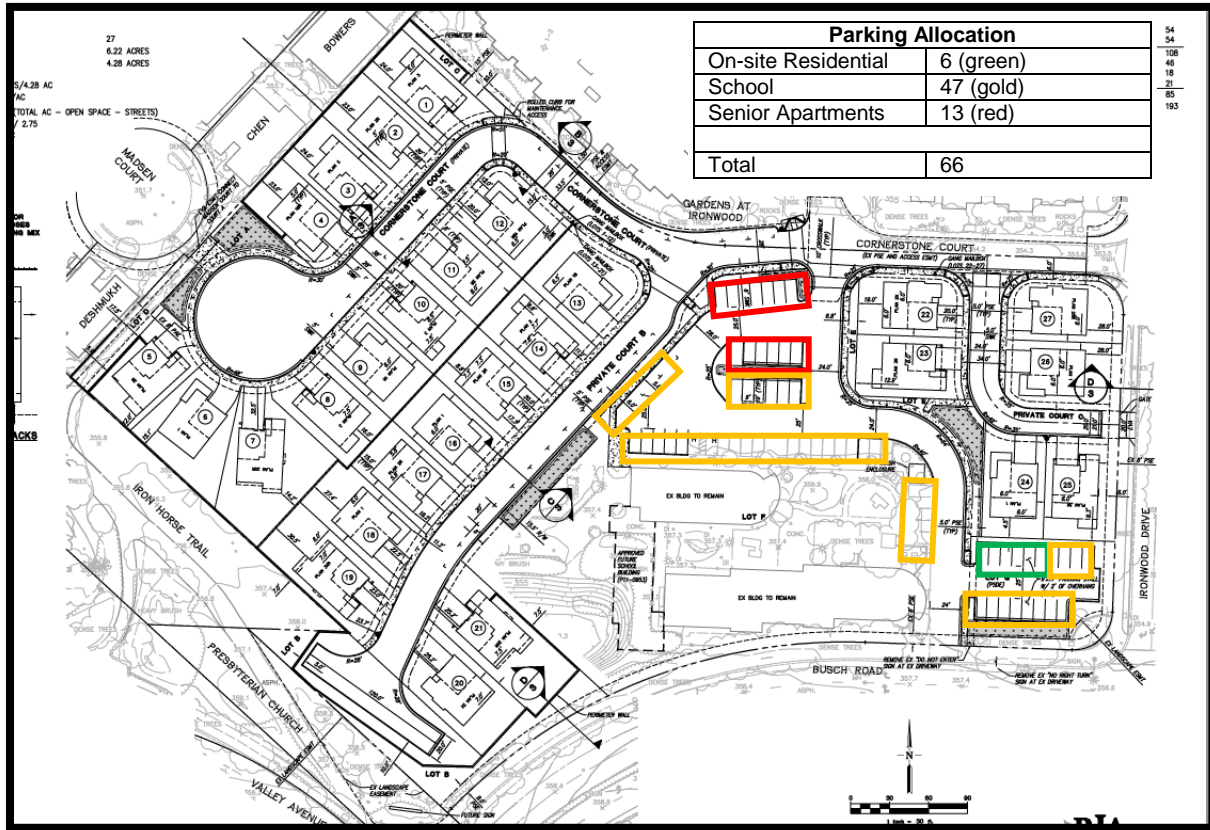
The Gardens, to the north of the project site, has a total of 172 senior apartment units. A total of 129 parking spaces were constructed for the 172-unit senior apartment site (0.75 space per unit), comprising 117 spaces for residents, 11 spaces for guests, and one space for an apartment van. After the apartments were constructed and occupied, Ponderosa Homes, owner of the Gardens, determined that the parking demand from the Gardens’ residents was

¹ PUD-18 approval included a church-operated preschool/daycare with enrollment of 200 students. The preschool school is currently licensed with 120 students.

higher than originally anticipated, and made arrangements with the church to use some of the church parking.

In order to maintain the parking spaces that Gardens residents have been using on the church site, the proposed development would allocate 13 parking spaces to the Gardens.

Figure 5: Parking Allocation



Parking for the Proposed Montessori West (School)

The existing preschool at 3410 Cornerstone Court was approved for 200 students but is currently licensed by the State for 120 students. The proposed Montessori West will replace the existing preschool with a new private school enrolling preschool and K-6th grade students. As proposed, at capacity, Montessori West would have 294 preschool and K-6th grade students with a 28-person staff (contingent upon the completion of report(s) showing no adverse traffic, circulation, or parking impacts). The school would be open Monday through Friday from 7:00 a.m. to 6:00 p.m. The written narrative indicates approximately one half of the students would be part-time and would depart the school between 11:00 a.m. and 12:30 p.m.

The written narrative provides the following classroom breakdown:

	Existing Buildings		Approved, But Not Yet Constructed Building	
Rooms 1-6 (preschool)	120 students @ 20 students/class	12 teachers	--	--
Rooms 7-8 (elementary)	30 students @ 15 students/class	2 teachers	--	--
6 classrooms (elementary)	--	--	144 students @ 24 students/class	12 teachers
Administration		2 administrators		
Total	294 students; 26 teachers; 2 administrators			

Section 18.88.030(E)(1) of the Pleasanton Municipal Code (PMC) requires schools and colleges, including public, parochial and private elementary and high schools, kindergartens and nursery schools to provide one space for each employee, including teachers and administrators, and one space for each four students in grade 10 or above. The proposed school would have a 28-person staff; thus, per Section 18.88.030 E(1) it would require 28 parking spaces. Staff notes that the PMC does not address school parking demand during drop-off/pick-up times, which would be the most impacted time from a parking standpoint. Although the applicant believes the parking supply would be adequate during peak periods, based on the school operator's experience at its other facilities, staff is concerned that the proposed 47 parking spaces would not meet the school's parking demand, especially during drop-off/pick-up times.

Typically, staff would either request a parking survey to be conducted by a transportation consultant or would observe parking during school drop-off and pick-off times to evaluate the adequacy of a proposed parking supply in light of increased enrollment. Because the school would not operate on a full schedule until fall, a summertime parking survey would not accurately reflect the parking needs at the project site. The school administrator informed staff that it would take the school several years to reach the 294-student capacity. In order to not to delay the processing of this application, staff is recommending to allow Montessori West to operate at a capacity of 120 students and 15 staff (per the existing school license) with the proposed 47 on-site parking stalls. As stated in the written narrative, the morning drop-off time ranges between 7:00 a.m. and 9:30 p.m. and the pick-up time starts at 3:00 p.m. until school closes at 6:00 p.m. If drop-offs and pick-ups could be timed to produce minimal overlap, the proposed parking supply could be adequate to accommodate the proposed enrollment increase.

In the absence of an enforceable plan developed by school operator to stagger pick-ups and drop-offs, staff has included a condition of approval that requires a parking/transportation/circulation study to be completed by a transportation consultant, funded by the school, when the school proposes an increase in student capacity. The increase in enrollment would be permitted only after the City Traffic Engineer reviews the study and finds that the proposed enrollment increase would not generate substantial parking, circulation, or traffic impacts. In addition, staff has included a condition of approval requiring Montessori West, prior to issuance of a building permit to modify the site, to provide a drop-off and pick-up plan

detailing on the site plan the area(s) designated for student drop-off and pick-off, means to facilitate safe and efficient on-site circulation, and measures to maintain adequate on-site parking and circulation to ensure surrounding residential neighborhoods are not adversely affected. An additional condition has been included requiring additional pick-up/drop-off staggering, enrollment reductions, or other measures to be implemented if the proposed 47 on-site parking spaces are not adequate to support the current school capacity of 120 students and 15 staff.

Noise

Noise Impacts on the Project

External noise sources that could affect the site include noise from the City's OSC to the south, sand and gravel operations to the east, Livermore Municipal Airport, traffic on adjacent City streets, the Pleasanton Garbage Service transfer station, Kiewit Construction and Utility Vault facilities, and other adjacent land uses. A six-foot tall precast concrete wall would be constructed along the southwesterly property lines of Lots 5-7 and 19-21, and along the southern property lines of Lots 20-21.

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 project site is located north of Valley Avenue and Busch Road. The closest proposed lot would be located approximately 140 feet from the centerline of Valley Avenue and 80 feet from the centerline of Busch Road. To ensure the proposed development conforms to the General Plan Noise Element, a noise assessment study was prepared by Edward L. Pack Associates, Inc. to analyze on-site noise measurements created primarily by traffic sources on Valley Avenue and Busch Road and from the City's OSC. The noise study indicates that – without the proposed precast concrete wall – the most impacted lot, Lot 20, would have an exterior noise exposure of 65 dBA L_{dn} from roadways. Lots 5-7 and Lot 19 would have roadway noise exposure of 60-63 dBA L_{dn} . Lot 27 would have an intermittent noise exposure of 48-54 dBA L_{dn} from activities at the City's OSC. However, with the proposed precast concrete wall, all side and rear yard areas would achieve the 60 dB L_{dn} standard.

The noise study also analyzed interior noise levels assuming that the proposed residences would have standard dual-pane, thermal insulating windows (with a normal Sound Transmission Class rating of 28) that are kept closed. The interior noise exposure of the home on Lot 20 would be up to 39 and 40 dBA L_{dn} under existing and future conditions, respectively. Thus, it would meet the noise requirements. The other lots within the development are expected to meet the noise requirements as they would be subject to reduced external noise compared to Lot 20. Conditions of approval will require that the project comply with the recommendations listed in the noise study.

The General Plan states that residential developments should be strongly discouraged where exterior noise levels exceed 50 dB L_{dn} due to aircraft. The noise study did not include analysis of airport noise. Therefore, the project has been conditioned to update the noise study to include analysis of airport noise and provide mitigations, if warranted. In addition, the project has been conditioned to provide disclosure to buyers of the proximity to the airport and

overflights. However, based on other noise studies that have been conducted in the area, staff does not believe that airport noise is a major contributor to the ambient noise environment at the project site.

The project site may also be exposed to intermittent noise from the OSC, which includes a police firing range. During the time when the noise measurements were taken, there was no scheduled practice at the police firing range. Thus, the noise study did not include an analysis of the potential impacts from the firing range. Staff has included a condition requiring an updated noise study to include noise from the firing range, and appropriate mitigation measures, if warranted.

Noise Impacts on Adjacent Properties

The development of residential uses on the property and potential increase in school enrollment would generate additional noise, such as noise from traffic, landscape maintenance activities, and play areas. However, local traffic and noise generated from school activities would not increase to an extent where General Plan land use compatibility noise standards in adjacent neighborhoods would be compromised.

Short-term construction noise would be generated during any new construction on the site. 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.

Air Quality/Health Impacts

A Health Risk Assessment Memorandum was prepared by Dudek, evaluating the anticipated health impacts resulting from roadways and stationary sources in the vicinity of the proposed development. Using the Bay Area Air Quality Management District (BAAQMD) health risk guidance, the memo evaluates exposure of project residents to toxic air contaminants (TACs) from major roadways and stationary sources, such as gasoline dispensing facilities, manufacturing facilities, and emergency generators. In the vicinity of the project site, Valley Avenue at Kolln Street accommodates 28,700 daily trips on an average day, and is the primary contributor to TACs in the area. Taking into account other TAC sources in the area, the health risk at the site would be below the BAAQMD screening threshold and would not be considered significant. Please refer to Exhibit B for additional information.

Architecture and Design

The project applicant proposes three different two-story residence plans: Plans 1 and 2 include two architectural styles, and Plan 3 includes three architectural styles. The architectural styles include "Craftsman," "Cottage," and "Spanish." Seven different color schemes generally comprised of earth tones and natural colors are proposed for the exterior paint, stone, brick, and roof. Copies of the proposed color and material board for each color palette have been included with the Commission's packet (Exhibit B). Figure 6 shows the proposed architectural styles.

Figure 6: Proposed Architectural Styles



The proposed “Craftsman”, “Cottage” and “Spanish” styles of architecture would be compatible with the eclectic style of homes found in the Ironwood Development. Staff finds the stucco, siding, and stone wall materials, composition shingles, garage doors, porch railings, and wrought-iron planter boxes to be compatible with the design of adjacent neighborhoods. Window treatments are traditional in appearance and would enhance the building exteriors. The applicant has provided architectural detailing and accent relief on the front building elevations to break up the two-story facades and provide visual relief. Staff believes that the proposed color schemes would be compatible with the house colors in the Ironwood Development.

Staff generally feels that the building designs are attractive and that the architectural styles, finish colors, and materials will complement the surrounding development. Staff is recommending that the building architecture be enhanced such that it is “four-sided,” with front elevation trim/window elements carried through on all sides of the buildings, not just the buildings on corner lots. Conditions of approval address this recommendation.

Site Development Standards

The proposed rear yard setback varies from 8.8 feet to 30.5 feet. Staff had requested that the rear yard setback be increased to a minimum of 20 feet in order to provide a usable and functional outdoor area for residents, with the potential for reduced front yard setbacks. The applicant declined to incorporate this suggestion, stating that the increased rear yard setback would require significant revisions to the plans.

The proposed site development standards include Floor Area Ratios (FARs) ranging from 33%-69%, depending on the lot size and architectural style. Staff requested that the maximum FAR be lowered to be comparable to the 56% maximum FAR for the Classic series (i.e., 5,500-square-foot lots) in the Ironwood Development, which are adjacent to the project site. The applicant declined to incorporate this change, indicating that reducing the size of the homes would require substantial changes to the site plan. For comparison purposes, Table 3 shows the approved FARs for single family homes in the Ironwood Development.

Table 3: Existing FAR of Single-Family Home Lots in Ironwood Development

Lot Size	1 acre	12,000 sq. ft.	9,000 sq. ft.	5,500 sq. ft.
FAR	25%	30%	48%	56%

The proposed two-story buildings would be 31 feet in height measured from grade to the highest point of the roof. Staff has also added a condition requiring accessory structures to following the development standards of the R-1-6,500 District.

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. For multi-family projects of fifteen units or more, the IZO requires at least 15% affordable units.

Ponderosa’s Ironwood Development includes 191 single-family homes and a 172-unit senior apartments. An Affordable Housing Agreement (AHA) was approved for the Ironwood Development, which established a 24% affordable unit requirement (87 affordable units) for the entire 363-unit project. The applicant built 138 affordable units as part of its 172-unit senior apartment project in the Ironwood Development. Because these units exceeded the requirement for 87 affordable units, the City granted the applicant (as allowed by the IZO) 51 Inclusionary Unit Credits (IUCs) that could be used to satisfy the requirements of the IZO on Ponderosa’s Busch Road site or, subject to City Council approval, at other unspecified sites in the City. An amendment to the AHA requires that two IUCs be provided for each affordable unit in a single-family development. Thirty-three of the IUCs were used for the 110-unit Village at Ironwood project, leaving 18 remaining IUCs. In this case, Ponderosa is proposing 27 single family units and the IZO requirement would be five affordable units (27 units x 20% IZO requirement = 5.4 affordable units) which would in turn require the use of 10 IUCs (5 affordable units x 2 IUC/unit = 10 IUCs required). This would result in an IUC balance of 8 IUCs.

The City has already met its 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, and could result in other benefits, rezoning additional land within the City for housing would not be necessary to meet current RHNA requirements.

Green Building

As required by the City’s Green Building Ordinance, the proposed project is required to qualify for at least 50 points on Alameda County Waste Management Authority’s “Single-Family Green Building Rating System.” The applicant has proposed to incorporate a number of “Green Building” measures into the project, providing approximately 74 points, exceeding the requirements. Please see the attached Green Point checklist (Exhibit B) for a complete list of proposed Green Building measures.

Grading and Landscape

Grading for the proposed project would be limited to that required for preparation of the building pads and foundations, streets, and utilities. Staff finds the proposed grading to be minor and generally acceptable.

No turf area is proposed on the residential lots, and staff appreciates that the landscape plan is designed to achieve a high level of water conservation. Front yard landscaping would be installed for each lot and would be maintained by a homeowners association. The front yard landscaping generally includes one street tree and one accent tree per lot. Additional trees would be provided on the street side of corner lots. The existing trees and split rail fence on the north side of Busch Road between Ironwood Drive and Valley Avenue would be retained, along with the existing tree in the parking lot near the preschool building, the existing monument sign to Ironwood development, and the existing walk connecting Madsen Court to the Iron Horse trail. Oak trees would be planted between the property lines of Lots 5-7 and 19 and the existing Iron Horse Trail to provide some additional privacy screening for the residents.

Walls and Fencing

The applicant proposes to construct a six-foot tall precast concrete wall along the project site's western and southern boundaries. This wall would also wrap the hammerhead end of the proposed "Private Court B." The proposed wall would be one foot lower than the existing wall along the Iron Horse Trail. Staff finds that the proposed height is acceptable but has included a condition requiring the design of the wall to match that of the existing wall, including the stone pilasters.

The applicant proposes six-foot high wood privacy fencing for the single-family lots. For corner lots in the R-1-6,500 and R-1-7,500 Districts, the PMC requires fences on the street side yard of a corner lot to be located no closer than 10 feet from the street side property line, except that fences may come to within 5 feet of the street side property line between the rear property line and a point set back 15 feet from the front corner of the residence closest to the side street. As proposed, except for Lots 12 and 13, which meet the corner lot fence requirement per the PMC, the other corner lots have street-side side fences on the property line.

Estimated Water Usage

Staff reviewed the water usage of the church facility and estimated whether the anticipated water usage for the proposed homes would exceed the water usage by the existing church facility. Based on existing water use data, the project site currently generates a demand of approximately 7,708 gallons per day. With implementation of the project, the land use composition of the site would change. The church uses would be eliminated, school enrollment would increase, and 27 residential units would be constructed. Based on an average estimated daily water use of 276 gallons per day per residential unit², and per-capita school-related water use that is anticipated to be comparable to that of the existing church, water demand associated with the project is expected to be similar to or lower than that associated with existing conditions. Therefore, the project is not expected to require the

² Staff's estimation based on the current average daily water use at the church site.

construction of new water facilities or require the acquisition of new water supplies. In addition, a recommended condition of approval would require that the applicant receive verification from the Zone 7 water agency of the City Utility Planning Division that sufficient water is available for the project.

PUD CONSIDERATIONS

The Zoning Ordinance of the Municipal Code sets forth the purposes of the Planned Unit Development District and "considerations" to be addressed in reviewing a PUD development plan. The Planning Commission must find that the proposed PUD development plan conforms to the purposes of the PUD District, as listed below, before making its recommendation to the City Council.

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

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 in order to serve the new lots. The project will not generate volumes of traffic that cannot be accommodated by existing City streets and intersections in the area. 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 and character of the area. Adequate setbacks would be provided between the new dwellings and the existing structures on the adjacent properties. The proposal includes the retention of the existing on-site preschool facility. No changes to the existing preschool buildings are proposed. 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. Whether the plan is consistent with the City's General Plan and any applicable specific plan:

The proposed development includes an amendment to the 2005-2025 General Plan Land Use designation from "Community Facilities – Other Public and Institutional" to "Medium Density Residential" for the 4.23-acre portion of the 6.22-acre site that would have 27 single family homes. The proposed density of 6.3 dwelling units per acre is within the two to eight dwelling units per acre Medium Density Residential range, but it would exceed the General Plan's midpoint density of five dwelling units per acre. Staff believes that the proposed recreational areas adjacent to the Iron Horse Trail provide a baseline of acceptability for "public amenities" for purposes of allowing the density to exceed the General Plan midpoint.

The proposed project would further General Plan Programs and Policies encouraging new housing to be developed in infill and peripheral areas that are adjacent to existing residential development. The proposal also includes the retention of the existing

preschool facility and removal of the existing church uses. As proposed, the preschool/private school facility would be on its own stand-alone parcel with no changes to the current General Plan land use designation. The existing preschool/private school would continue to operate in conformance to the General Plan. Thus, staff concludes that the proposed development plan is consistent with the City's General Plan, and staff believes that this finding can be made.

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

Surrounding properties include single-family homes, the City's OSC, and Kiewit site. As conditioned, staff believes that the proposed residential lots and homes would be compatible with the surrounding uses, as the basic layout and architecture would not be substantially different from that of surrounding neighborhoods. The subject property generally has flat terrain except for two existing excavated areas which would be removed and re-graded. Grading of the lots has been limited to the creation of pads for the future homes and to achieve the proper functioning of utilities. Therefore, staff feels that the PUD development plan is compatible with previously developed properties and the natural, topographic features of the site, and staff believes that this finding can be made.

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

As described above, the site is flat with minimum changes in grades proposed except for focused re-grading/fill. Erosion control and dust suppression measures will be documented in the improvement plans and will be administered by the City's Building and Engineering Divisions. 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. Whether streets and buildings have been designed and located to complement the natural terrain and landscape:

The proposed lots and homes would be located on a flat site in an already-developed portion of the City and would not compromise the existing landscape integrity of the area. New landscaping is proposed including a variety of drought-tolerant trees, shrubs, and groundcovers. Therefore, staff feels that this PUD finding can be made.

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

The streets and EVA connection are acceptable and can be negotiated by fire and other emergency vehicles. The new homes would be equipped with automatic residential fire sprinklers. The homes and the approved but yet constructed school building 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. Whether the 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 ensure that the desires of the developer and the community are understood and approved prior to commencement of construction. Staff believes that, with the approval of the General Plan amendment, the proposed project would help to implement the purposes of the PUD ordinance, by allowing for flexible site standards on the site. 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. 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, including the project site. At the time this report was written, staff has not received any comments or concerns from any of the adjacent owners or tenants.

ENVIRONMENTAL ASSESSMENT

A draft Initial Study/Negative Declaration has been prepared for the proposed project. Based on the Initial Study, staff believes that approval of the proposed development would not have any significant adverse effects on the environment. 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 the appropriate environmental review document prior to taking action on the project. The Negative Declaration will be forwarded to the City Council as part of the proposed development.

CONCLUSION

Staff worked with the applicant closely on the proposed development and appreciated the applicant's cooperation in revising the proposal to address staff's comments concerning site layout, street circulation, and other elements of the design. The proposed development would be compatible with the residential uses in the vicinity. While staff finds that the proposal is acceptable and could be approved by the Planning Commission, staff believes the project would be improved if it incorporated: 1) a coherent site layout, 2) separated sidewalks with landscape strips, 3) larger rear yards, 4) maximum FARs that were comparable to surrounding development, and 5) an amenity that would expand the local supply of green space. Staff notes that significant revisions to the proposed development would be required to address these items.

STAFF RECOMMENDATION

1. Find that the project would not have a significant effect on the environment and adopt a resolution recommending approval the attached draft Negative Declaration;
2. Adopt a resolution recommending approval of a General Plan amendment (P15-0250) to change the land use designation of an approximately 4.23-acre portion of the 6.22-acre site from “Community Facilities – Other Public and Institutional” to “Medium Density Residential” and forward the application to the City Council for public hearing and review;
3. Make the PUD findings for the proposed development plan as listed in the staff report;
4. Adopt a resolution recommending approval of the Planned Unit Development rezoning (P15-0249) and development plan (PUD-111) to: 1) rezone an approximately 4.23-acre portion of the 6.22-acre site from “Planned Unit Development – Public & Institutional (PUD-P&I) District” to “Planned Unit Development – Medium Density Residential (PUD-MDR) District” and 2) construct 27 detached single-family homes and related site improvements, subject to the conditions of approval listed in Exhibit A-1, and forward the applications to the City Council for public hearing and review;
5. Adopt a resolution to approve the proposed modifications to the existing CPC site plan (P15-0390) and Conditional Use Permit (P15-0250) to: 1) eliminate the existing church and its related uses and 2) retain the existing preschool/private school facility as a standalone use with a modified operation and site plan, subject to the Conditions of Approval in Exhibit A-2.

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