

Planning Commission Staff Report

June 24, 2009
Item 6.b.

- SUBJECT:** PUD-68
- APPLICANT:** Continuing Life Communities
- PROPERTY OWNERS:** Alameda County Surplus Property Authority (ACSPA)
- PURPOSE:** PUD Development Plan to establish allowed uses and the construction of a senior continuing care community totaling $\pm 1,079,150$ square feet and related site improvements on ± 46 acres
- GENERAL PLAN:** *Alameda County General Plan—Mixed-Use/Business Park*
City of Pleasanton General Plan—Medium Density Residential (2 to 8 dwelling units per gross acre) and High Density Residential (greater than 8 dwelling units per gross acre); Parks and Recreation; and Retail/Highway/Service Commercial, Business and Professional Offices
- SPECIFIC PLAN:** Stoneridge Drive Specific Plan, as amended
- ZONING:** *Alameda County—Agriculture*

46 acres of the project site are currently located in unincorporated Alameda County

City of Pleasanton—Prezoning for the property is PUD-C (Planned Unit Development-Commercial), for the portion of the project site with the Health Center, and PUD-HDR/C (Planned Unit Development – High Density Residential/Commercial) for the remainder of the development site

An approximately 1.5-acre site already within the City of Pleasanton is zoned PUD-MDR (Planned Unit Development – Medium Density Residential), PUD-C (Planned Unit Development – Commercial), and PUD-HDR/C (Planned Unit Development – High Density Residential/Commercial)

LOCATION: The south west intersection of I-580 and El Charro Road (Staples Ranch)

- ATTACHMENTS:**
1. Exhibit A, Draft Project-Specific Conditions of Approval, Draft General Conditions of Approval, and Draft Conditions of Approval – Appendix 1
 2. Exhibit B, Proposed Plans, Slope Planting Plan, Conceptual Color Palette, Green Point Checklist, Project Narrative, Additional Parking Analysis, Transportation System Management (TSM) Plan, Plan to Reduce Air Pollution from Stationary Sources, Tree Report (available at the Planning Division), Fencing Proposal by Existing Residents, Health Risk Assessment (available at the Planning Division), dated Received January 21, 2009, and Addendum to the Project Narrative Concerning Delivery Trucks, dated April 24, 2009, and Noise Study, dated May 4, 2009 (available at the Planning Division)
 3. Exhibit C, Meeting Notes from the Joint Planning Commission and City Council Workshop, dated November 8, 2007
 4. Exhibit D, Neighborhood Meeting Notes, dated March 21, 2007
 5. Exhibit E, Stoneridge Drive Specific Plan Amendment/ Staples Ranch
 6. Exhibit F, Housing Commission Report and Meeting Minutes, dated January 17, 2008 and March 20, 2008
 7. Exhibit G, Stoneridge Drive Specific Plan Amendment/ Staples Ranch EIR (available on the web at www.staplesranch.org)
 8. Exhibit H, Impartial Analysis of Measures PP and QQ
 9. Exhibit I, Affordable Housing Needs Staff Report, dated April 4, 2006
 10. Exhibit J, Correspondence

BACKGROUND

The Continuing Life Communities (CLC) Planned Unit Development (PUD) is one of several proposed uses on the Staples Ranch property. On November 8, 2007, the City Council and the Planning Commission held a joint workshop to review the conceptual development proposals for the Staples Ranch site, including the CLC proposal. Since the workshop, CLC has agreed to several changes to address the Council's and Commission's comments. CLC proposes to develop approximately 46 acres of the Staples Ranch property as a senior continuing care community.

Stoneridge Drive Specific Plan Amendment/Staples Ranch EIR

On February 24, 2009, the City Council certified the Final Environmental Impact Report (FEIR) for the Staples Ranch Project, including an amendment to the Stoneridge Drive Specific Plan and rezoning/prezoning for the site.

Stoneridge Drive Specific Plan Amendment/Staples Ranch

On February 24, 2009, the City Council approved a Stoneridge Drive Specific Plan Amendment (Specific Plan Amendment) for the Staples Ranch project. The Specific Plan Amendment includes an extension of Stoneridge Drive to El Charro Road.

Staples Ranch Rezoning and Prezoning

On March 3, 2009, the City Council adopted the rezoning and pre-zoning for the Staples Ranch project, including the PUD-C (Planned Unit Development – Commercial) pre-zoning for the portion of the project site with the Health Center and PUD-HDR/C (Planned Unit Development – High Density Residential/Commercial) pre-zoning for the remainder of the CLC development site.

Legal Challenge to the Project Approvals

On March 27, 2009, a petition and complaint was filed in State court by Safe Streets Pleasanton, Center for Biological Diversity, Alameda Creek Alliance, Mark Emerson, and Matt Morrison challenging the adequacy of the EIR, namely, 1) the review process for the Stoneridge Drive extension; and 2) the disclosure/analysis/mitigation of the following:

- cumulative noise impacts;
- impacts to sensitive species;
- impacts on climate change; and
- dust and traffic impacts associated with nearby surface mining operations.

The petition and complaint also seek to set aside all of the relevant project approvals; nevertheless, the lawsuit does not prohibit the Planning Commission's review of the Staples Ranch PUDs.

Voters Deserve A Voice Initiative

An initiative measure has been filed which could impact the Staples Ranch project if adopted by voters. The initiative would amend the General Plan by adding new policies about certain development projects and road extensions that must be approved by Pleasanton voters. To qualify for the ballot, the initiative sponsors must collect signatures from 10 percent of the registered voters in Pleasanton – around 4,176 signatures. To qualify for the ballot, the sponsors need to collect the required number of signatures by September 8, 2009. Staff is unaware of any significant signature gathering efforts to date.

Supplemental Environmental Impact Report

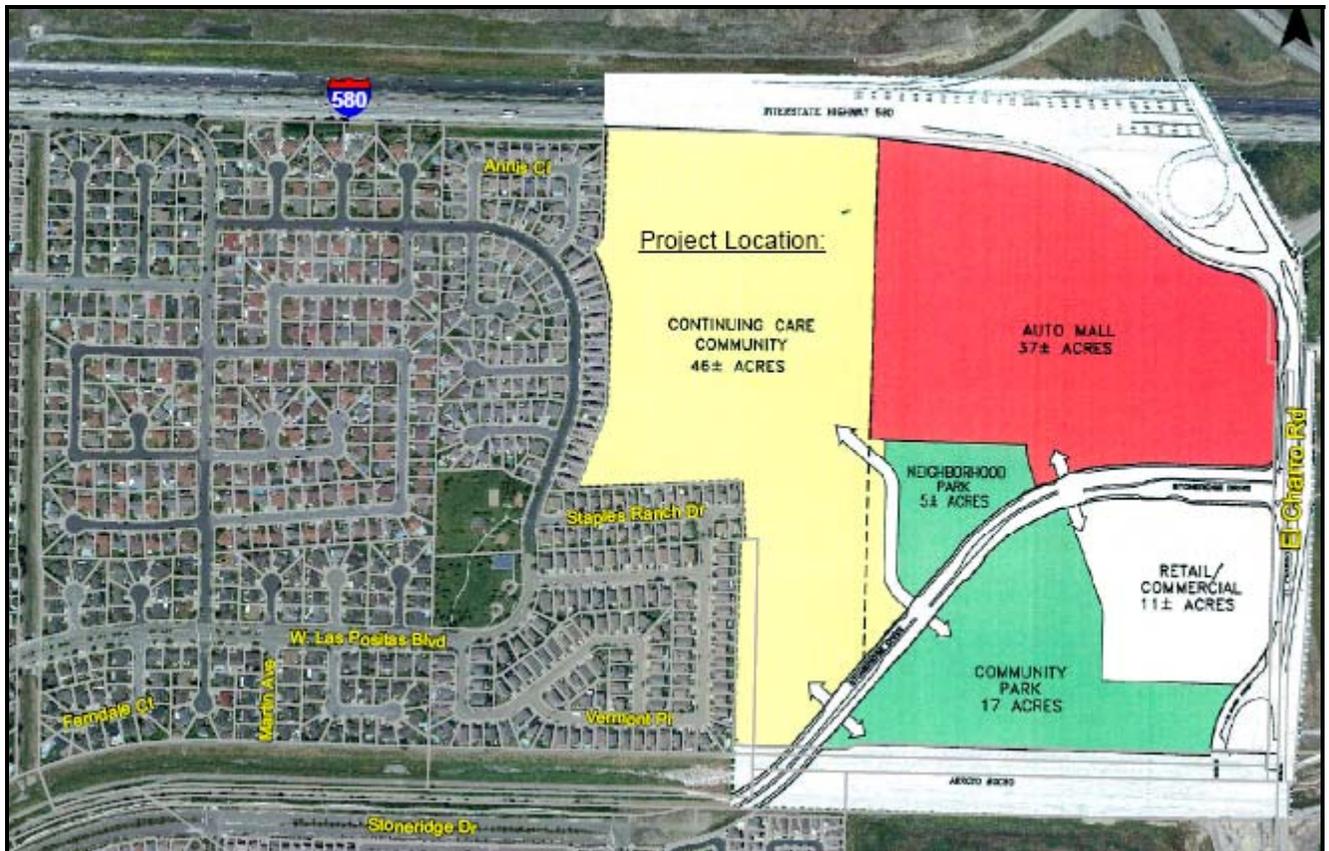
Recently, the City Council authorized preparation of a Supplemental Environmental Impact Report (SEIR) that will consider the environmental impacts, if any, of a two-lane Stoneridge Drive extension as compared to the four lane roadway extension included in

the Amended Stoneridge Drive Specific Plan and update certain biological studies. Staff is currently defining the scope of the SEIR. Once the draft SEIR has been prepared and circulated, the Planning Commission will conduct a public hearing to take public comment on the draft document. Staff does not believe the SEIR will not have an impact on either the CLC or Hendrick Automotive PUD's currently being considered by the Planning Commission and, hence, believes the Commission has sufficient and adequate environmental information to make a recommendation on this PUD development plan to the City Council.

SITE DESCRIPTION

The project site is vacant and is within Pleasanton's Sphere-of-Influence and Urban Growth Boundary. The development site is bounded on the north by I-580, on the west by existing single-family residential development, on the east by vacant property proposed to be an auto mall developed by Hendrick Automotive Group (Hendrick) and vacant land planned to be a neighborhood park with a stormwater flow control basin, and on the south by the Arroyo Mocho and vacant land planned for a Community Park which may include a four-rink ice center developed by San Jose Arena Management. Figure 1 (below) shows the project location.

FIGURE 1
Project Location



Site Constraints

Two large easements (a Pacific Gas and Electric gas pipeline easement and a Zone 7 water transmission line easement) totaling 55 feet in width are adjacent to I-580 and limit what tree species and how many trees can be planted near I-580.

Caltrans is planning a high occupancy vehicle (HOV) lane in I-580 which is not anticipated to impact the edge of paving adjacent to the Staples Ranch property or proposed landscaping in this area. However, in the future, Caltrans may convert the HOV lane into a high occupancy toll (HOT) lane, and the existing BART line in the center of the freeway may be extended to Livermore. If these projects are approved, some or all of the landscaping in the Caltrans right-of-way adjacent to CLC's I-580 frontage may need to be removed. In addition, right-of-way may need to be acquired on the project site to accommodate freeway widening(s). Caltrans may need approximately 32 feet (in width) of additional right-of-way along CLC's frontage. For this reason, CLC is not proposing any buildings in this area. In the event additional right of way is acquired, CLC has agreed to submit an application for a redesign of its frontage which may include new landscape buffer/design treatments by the freeway to soften the visual impact of the widening.

There is a 20-foot wide Pacific Telephone and Telegraph easement (now owned by AT&T) crossing the southern portion of the project site. Buildings cannot be located within this easement.

PROJECT DESCRIPTION

CLC proposes to construct a senior continuing care community with 635 senior living units (plus 12 guest units) on the northern portion of the site and 114 units (with 152 beds) in a new Health Center on the southern portion of the site, for a total of 749 units. An approximately 70,016-square-foot Club House with multiple dining areas, an auditorium, a movie theater, computer room, billiards room, card room, library, medical exam rooms, beauty salon, and other related features will be constructed on the northern portion of the site. An approximately 20,146-square-foot Central Plant with an employee lounge, lockers, and offices, laundry facilities, heating and cooling equipment, storage, and related features will be constructed by the northern boundary. Numerous outdoor amenities – wood shop, indoor pool, outdoor pool, tennis court, 4-hole golf course, lake, koi pond, picnic area, bocce ball court, etc. – will be constructed on site. The buildings are proposed to range from one to four stories with a maximum height of 50 feet. The dwelling units will range in size from 670 to 2,419 square feet, with the exception of the Health Center units which will range in size from 298 to 1,182 square feet. The northern portion of the property is proposed to be gated for security reasons. The residents will be age 62 years and older.

Project features include the following:

- Approximately 1,079,150 square feet of gross floor area, thus allowing for a future expansion of approximately 120,850 square feet per the Stoneridge Drive Specific Plan Amendment
- A floor area ratio (FAR) of approximately 55 percent for the project site, not including the Health Center, and 54 percent for the entire project site, including the Health Center
- A density of approximately 16 units per acre for the entire project site
- Single-story Villa units; two-story Garden Terrace units; three- and four-story Independent Living units (ILUs); and two-story Health Center units
- Garages; carports; uncovered parking; and golf cart parking
- Brown and off-white building colors
- Brown concrete roof tiles
- Daily meals served in one of three dining rooms, weekly laundry service, maid and cleaning service for every residence every other week, and weekly gardening of the grounds
- Garbage collection by CLC staff (and taken to central on-site locations for pick-up by Pleasanton Garbage Service)
- Two emergency back up generators
- A 20-foot tall landscaped berm, with an eight-foot tall wall on top, by the northern property line to reduce freeway noise on-site
- An eight-foot tall wall by the existing residences adjacent to the Health Center and a seven-foot tall wood fence by other existing residences (not including those with an existing soundwall)
- An eight-foot tall wall on the eastern boundary by Hendrick's project
- A six-foot tall open fence with decorative stucco columns around the practice golf course
- A gated emergency vehicle access point at the terminus of Staples Ranch Drive and on the eastern property boundary by Hendrick's project
- Removal of 31 of the existing 68 trees on site
- Planting of more than 1,300 new trees on/adjacent to the project site
- Planting of 41 new trees generally where the existing trees will be removed
- A landscape buffer approximately 26 foot wide, by the eastern property line (during the 4th phase of construction)
- A high efficiency Central Plant containing boilers, cooling towers, variable speed pumps and natural gas water heaters to serve the dwelling units (not including the Villas)
- Free scheduled bus service by CLC to medical offices, religious services, grocery and pharmacy shopping, the Stoneridge Shopping Center, BART, etc.
- Bike racks for employees by all main employee lounge/entrance areas
- Numerous pedestrian pathways, thus encouraging/facilitating walking within the project site
- Electric vehicles will comprise 90 percent of the housekeeping, maintenance, security, and administration vehicle fleet
- Appliances provided within the residences will be Energy Star rated

- Dedication of a strip of land 19-foot wide to the adjacent residents along Vermont Place
- The funding and construction of the public entrance roadway adjacent to the Neighborhood Park, including approximately 8 public parking spaces and a sidewalk along the western side of the road

The recommended conditions of approval will allow the following at the Continuing Care Community:

- Assisted living, skilled nursing, related accessory uses including restaurants, cafes, beauty shops, massage services, physical therapy, gift shops, religious services, recreation activities for the residents of the site, and temporary events
- Home occupations conducted in accord with the Pleasanton Municipal Code (PMC)
- Not more than two weaned household pets, excepting fish and caged birds, per unit
- Accessory uses conducted in accord with the regulations prescribed for accessory uses in Chapter 18.36, RM Multi Family Residential Districts of the PMC
- Dry land hay farming is allowed on any parcel until occupancy of any building on the PUD site

The recommended conditions of approval require the following:

- A smooth stucco finish on the front elevation of the Health Center
- Numerous windows to be recessed approximately one to two inches into the building wall, including all windows facing Stoneridge Drive, Club House windows, Villa windows facing the public entrance road, and front elevation Villa windows
- Items taller than the wall around the outdoor storage area by the freeway to be stored elsewhere and the storage area to be designed with a trellis to help deter the storage of tall items
- A new black, decorative open fence along the shared property line with Caltrans if allowed by Caltrans (and the existing chain link fence will be removed)
- All porches, decks, and outdoor patios to be a minimum of six feet in width
- A maximum of two monument signs on Stoneridge Drive, both a maximum of five-foot tall with text letters a maximum of 12 inches in height
- A single wall sign visible from the freeway with text letters a maximum of 24 inches tall
- All sign illumination to be halo or top down illumination
- All parking spaces by loading and unloading areas to be employee parking only
- The unloading area by the Health Center to be revised such that it is not in the fire lane
- Payment for 17 additional 24-inch box canopy trees in Hendrick's landscape buffer by Hendrick's western property line
- Additional trees to be installed by the western property line, such that there are no visible gaps between the trees once mature

- California native and/or adaptive native landscaping species and species known to tolerate some aridity in the Caltrans' right of way, and the on-site landscape buffer adjacent to the freeway
- Undeveloped portions of the site to be hydroseeded annually with native wildflowers
- A full time manager at the senior continuing care community to join the City of Pleasanton's Transit System Management (TSM) Program
- Paratransit services provided and designed so as to minimize any impact on the current level of service of the City's Dial A Ride program and paratransit service
- The on-site light standards by the Vermont Place properties (abutting the Health Center site) and by Staples Ranch Drive to be a maximum of 10' tall
- The construction of a bus shelter adjacent to the site
- Sonic rodent control by the existing residents (during construction)
- The management of the development to rehabilitate a current or prospective resident's unit to address the physical needs of the resident at no cost to the resident
- The management of the development to make space available in the Club House and Health Center for printed materials/information to be provided to residents by the City or other social service agencies
- Access through the site to the Arroyo Mocho for maintenance
- Pedestrian and bicycle access to the northern Arroyo Mocho maintenance road
If there is pedestrian access from the Zone 7 G-3 channel to the Staples Ranch site, payment for fencing along the rear of the existing residential properties bordering the pedestrian access (payment may be used for landscaping, at the City's discretion)
- Approval of an agreement for the design and construction of the non-stormwater detention basin portion of the Staples Ranch Neighborhood Park

Table 1 below shows the unit mix and proposed parking.

**Table 1
Proposed Unit Mix and Parking**

Independent Living Units (3 and 4 Stories)	
Number of Units	515 Units
Number of Parking Spaces per Unit	515 Spaces
Types of Units	Studio/1, 1/1, 1/1.5, ½, and 2/2 (Bedroom/Bathroom)
Garden Terrace Units (2 Stories)	
Number of Units	34 Units
Number of Parking Spaces per Unit	34 Spaces
Types of Units	1/2, and 2/2 (Bedroom/Bathroom)
Villa Units (Single Story)	
Number of Units	86 Units
Number of Parking Spaces Per Unit	86 Spaces ¹
Types of Units	1/2, 2/2, and 2/2.5 (Bedroom/Bathroom)
Non-Health Center Subtotal	635 Units/ 635 Spaces
Health Center	
Assisted Living Units	48 Units/50 Beds
Semi-Private Skilled Nursing Units	35 Units/70 Beds
Private Skilled Nursing Units	13 Units/13 Beds
Dementia Units	18 Units/20 Beds
Health Center Subtotal	114 Units/153 Beds
Total All Units	749 Units
Total Number of Employees (Maximum Shift – Entire Site)	120 Employees
Employee Parking (Entire Site)	148 Spaces
Visitor Parking (Entire Site)	58 Spaces

Note: ¹ Eighty eight parking spaces are proposed. However, the 2-car garages are approximately 18' wide (clear) which is substandard per the PMC. A single parking space has been counted in each of the larger garages.

The project will be licensed as a Continuing Care Retirement Community (CCRC) through the State of California Department of Social Services Continuing Care Branch, and as a Residential Care Facility for the Elderly (RCFE). The Health Center will be licensed for assisted living and special care (dementia care) as an RCFE, and for skilled nursing by the Department of Public Health.

The PUD development plan, in conjunction with the conditions of approval, will establish the allowed uses, structures, and site improvements for the project site. The entitlements required for this project include a development agreement, tentative subdivision map approval, final map approval, and building permits. The project site will need to be annexed into Pleasanton as part of the process. It is anticipated that the site will be subdivided into four parcels. Once developed, the Health Center will continue to be part of the CLC project, but will have a separate owner. It is anticipated that the other three parcels will be owned by the same CLC limited liability corporation.

Additional project details, including additional recommended conditions of approval are described below.

Building Designs

The proposed buildings are a simple mission design and are similar in appearance to CLC's existing buildings in Southern California. A few examples of these buildings are shown in Photographs 1, 2, and 3.



PHOTOGRAPH 1
Villa Unit

The four-story buildings will be approximately 50 feet tall. As a comparison, the tallest Archstone apartment buildings in Hacienda Business Park are approximately 46 feet tall.

As conditioned, the building designs visible from public rights-of-way will be enhanced. The front elevation of the Health Center will have a smooth stucco finish. In addition, the windows visible from public entrance road and the windows on the front elevation of the Health Center will be recessed approximately one to two inches into the building walls. Staff has worked with the applicant to attempt to achieve building designs which are attractive and is satisfied with the current proposal.

Per the General Plan, the project requires an amenity since it exceeds a 35-percent FAR. As part of the project, the applicant will contribute to the construction of the adjacent Staples Ranch Neighborhood Park. This will be described in greater detail in a separate agreement between the City, the Surplus Property Authority and the various developers of the project site.



PHOTOGRAPH 2
ILU Units and
Grounds



PHOTOGRAPH 3
ILU Units and Lake

Outdoor Areas

The applicant would like to use its proposed landscape buffer area by the eastern boundary as a construction drive aisle until the 4th phase of project construction. When the drive aisle is converted into a landscape buffer, CLC will plant deodar cedars and two small resident gardens in this area. Deodar cedars are evergreen species which require no water once established, and can grow to 80 feet in height. Staff believes the deodar cedar trees are appropriate in this location due to the proximity of the proposed auto mall to the east. Since the 4th phase of construction may not be built for several years, staff has added a recommended condition of approval that the applicant pay Hendrick to plant 17 additional 24-inch box screen trees in Hendrick's proposed landscape buffer along its western boundary by CLC.

There is an existing landscape buffer by the western boundary of the site which was planted in the 1990s in anticipation of future development on the Staples Ranch site. Thirty-one trees located in this buffer will be removed to accommodate grading on the project site. All of the trees, with the exception of a single London Plane tree, are Aleppo Pines. According to the tree report, the Aleppo Pines at the project site exhibit many of the structural problems associated with the species (especially when the trees do not receive maintenance): stem or branch failures; partial root failure; growth around the tree stakes or ties; and sap flow along the trunks and branches associated with insect damage from larvae of the Sequoia pitch moth. Eleven of the 31 trees to be removed are heritage size. As conditioned, the applicant would provide new evergreen screen trees in this buffer area such that there are no visible gaps between the trees when mature. According to the applicant, 32 residents adjacent to the site have requested that the applicant clean up the existing tree buffer and plant new screen trees.

Numerous on-site outdoor amenities are proposed. The proposed amenities are similar to those CLC has at its other existing facilities in Southern California. A few examples of these amenities are shown in Photographs 4 and 5 below. In addition to on-site outdoor amenities, the project will be adjacent to the proposed Staples Ranch Neighborhood Park which may include a walking trail and tennis court(s). The project will also be across the street from the proposed Staples Ranch Community Park which is proposed to have several outdoor amenities including walking trails, sitting areas, an open meadow with wildflowers and native grasses, and a connection to a regional trail.

A significant amount of landscaping (over 1,300 trees) is proposed. Landscaping details would be submitted prior to the issuance of a building permit. As conditioned, the street landscaping along new portions of Stoneridge Drive will mimic the street landscaping by the existing eastern terminus of Stoneridge Drive. Some on-site landscaping, such as the resident garden areas, will not be drought tolerant.



PHOTOGRAPH 4
Pool Facility



PHOTOGRAPH 5
Resident Garden

Lighting

The applicant proposes several different types of light standards. The tallest light standard is 14 feet, 8 inches. As conditioned, the light standards immediately east of the existing residents (by the Health Center) will not exceed 10 feet in height. The street light standards by the Villas are proposed to be taller (14 feet, 8 inches in height). Since the taller light standards are not proposed on a street or drive aisle adjacent to the existing residents, staff believes the proposal is acceptable. Staff has added a recommended condition of approval requiring the light standard by the terminus of Staples Ranch Drive to be reduced to 10 feet in height and to incorporate shields for the existing residents.

Fencing and Walls

On October 21, 2008, CLC sent letters to several property owners adjacent to the site asking if they would prefer a new fence on the shared property line. CLC did not receive a response from 21 neighbors, and seven neighbors responded that they would prefer to keep their existing fence. For this reason, CLC proposes a new fence on its own property, instead of a shared fence. The fence will be a seven-foot tall board on board wood fence with lattice on top. A new fence will not be installed where there is an existing sound wall by the freeway, and an eight-foot tall wall will be installed by the Health Center.

As conditioned, several other walls and fences will be constructed throughout the site as described in the Project Description (above). The plans show that the shared boundary line wall by Hendrick may have a pink hue. Staff has added a recommended condition of approval requiring this wall to be brown.

Storm Drainage and Utilities

Stormwater treatment on the site will be provided via a series of vegetated bioswales. Treated stormwater will be transported from the site to the stormwater flow control basin proposed in the adjacent Staples Ranch Neighborhood Park.

The applicant proposes to loop the water and sewer utilities, with a connection at Stoneridge Drive and another connection stub at CLC's proposed eastern property line, to increase reliability of these services.

Circulation

One public road and two private driveways will connect the project site to Stoneridge Drive. The intersection of the public road and Stoneridge Drive will be signalized. The ACSPA will pay for the signal.

The applicant will provide a bus shelter on Stoneridge Drive as part of the project. The Livermore Amador Valley Transit Authority (LAVTA) has not yet agreed to provide bus service along this portion of Stoneridge Drive. As such, the construction of the shelter may be delayed until LAVTA agrees to provide service.

Separated sidewalks will be provided on Stoneridge Drive. In addition, a series of sidewalks are proposed throughout the site.

Stoneridge Drive will be the primary emergency vehicle response route for ambulances and other emergency service vehicles. Two gated emergency vehicle access points are proposed for additional access in the event of a major/catastrophic emergency.

Access to the Arroyo Mocho Trail and Staples Ranch Parks

For security reasons, the entire site, with the exception of the Health Center, is proposed to be gated. Staff evaluated the potential of allowing public pedestrian access through the development which would improve access to the Neighborhood and Community Parks for residents in the existing neighborhood to the west. However, based on concerns related to this access and its impacts on the safety and security of CLC's elderly residents, staff has secured approval from Zone 7 to alternatively allow public access on the service road on the north side of the Arroyo Mocho Canal the G3 channel to the parks. As the Staples development commences construction, staff will conduct a process of determining if the neighborhood supports this additional access. In anticipation of this access, the conditions of approval require the applicant to pay to the City an amount equal to the actual cost (materials and labor) to install a 6-foot tall redwood fence along the rear of the residential properties bordering the pedestrian access. As conditioned, the amount and timing of the payment to the City shall be determined by the Director of Parks and Community Services. The City may elect to use the developer payment for landscaping along the pedestrian access in lieu of fencing.

The ACSPA has agreed to provide a connection from Zone 7's northern maintenance road to the sidewalk fronting the CLC project site.

Zone 7 has agreed to allow public access along its northern Arroyo Mocho maintenance road to the CLC site and Staples Ranch Community Park. The City would be required to enter into an agreement with Zone 7 for this purpose.

The applicant is proposing vehicle access to the Arroyo Mocho for Zone 7 and City of Pleasanton for the purposes of maintaining the arroyo. Staff has added a condition of approval that the access be constructed in phase 1.

Parking

Generally, a single parking space per unit is proposed for each unit on the northern portion of the site. As designed, a couple residing in a Villa unit could park a car in their garage and a car in their driveway (or have a visitor park in the driveway). The other unit types do not include driveways. The streets, as designed, are not wide enough to accommodate parallel on-street parking. To widen the streets, the setbacks by the existing residents and/or the size of the proposed Villa units would likely need to be reduced.

Staff has some reservations about the proposed parking ratio on the northern portion of the site; however, CLC's proposed parking ratio is generally consistent with the parking ratio it has provided on its other sites in Southern California. CLC believes this ratio works. According to CLC's statistics, 10 percent of incoming residents will not bring a car. Over time, 35 percent of all units on the northern portion of the site will be occupied by residents who will not drive. Based on these statistics and CLC's experience with Continuing Care Communities, staff supports the parking proposal.

One hundred and one parking spaces are proposed at the Health Center. At the maximum shift, the Health Center will have 38 employees. Thus, 63 spaces will be available for employees who arrive early/leave late for a shift change and for visitors. Staff believes this represents adequate parking.

As conditioned, parking spaces by truck loading and unloading areas will be for employees only, paratransit services will be provided and designed so as to minimize any level of service impact to the City's Dial-A-Ride program, and a full time manager at the senior continuing care community will implement a Transportation Systems Management (TSM) program.

Noise

As required by the EIR for the Staples Ranch project, the applicant has submitted an outdoor noise study by Charles Salter and Associates as part of the PUD submittal package. The mitigation measure requires the applicant to submit a noise study demonstrating, to the extent feasible, that all proposed outdoor recreation areas by the I-580 freeway will meet the City's standard of 60 Ldn. The study shows that two of the Villas by the freeway will exceed the standard by approximately 2 dB. Accordingly, the applicant has agreed to enclose the rear patios on these two units to help reduce noise levels. The patios will be made of solid walls and glass and will have a roof. According to the results of the noise study, the common outdoor recreation areas by the freeway, courtyards A and B, will be at or below 60 Ldn.

Interior noise studies (to address airplane noise) are required prior to the issuance of a building permit.

Per the EIR, noise attenuating pavement is required on Stoneridge Drive (in front of the Health Center).

Air Quality

Environmental Resources Management (ERM) prepared a Health Risk Assessment for diesel particulate matter exposure on the project site as required by the EIR. The report states that a 10 in 1 million cancer risk threshold is typically used as the significance criteria under the California Environmental Quality Act. Assuming a resident would reside on the project site for 23 years, the distance from the edge of the anticipated ultimate travel lane of the I-580 to the point at which the cancer risk falls below 10 in 1 million is approximately 215 feet. It is anticipated that the ultimate I-580 southern travel lane may shift 32 feet south in the near future.

Staff has added a recommended condition of approval that all units within 247 feet of the existing edge of the southern travel lane either have high efficiency particulate air filters (HEPA filters) or be relocated out of the 247-foot setback. The condition also requires the applicant to show the southern edge of the existing southern travel lane on the plans submitted for the issuance of a building permit. (This lane is not clearly shown on the PUD plans.) It is anticipated that at least a few of the Villa units will need HEPA filters or will need to be relocated. The setback line appears to be within a few feet of ILU buildings #5 and #6.

Plan Reduce Operational Emissions

As required by the EIR, the applicant has submitted a plan to reduce operational air emissions. The plan includes a TSM program which will reduce single occupancy vehicle trips, increase the use of electric vehicles, and reduce energy consumption in general.

Vermont Place – Land Transfer

The applicant proposes to transfer land (approximately 19 feet in width) to the adjacent residents along Vermont Place, so that the property line can be “squared.” The adjacent residents on Vermont Place requested this. The land transfer is consistent with the Stoneridge Drive Specific Plan Amendment.

Phasing

The project is proposed to be constructed in phases. As conditioned, the berm, the major on-site infrastructure, the Central Plant, the Club House, and most of the units on the northern portion of the site will be constructed in Phase 1. The Health Center will be constructed in Phase 2. ILU #5 and a few Villa units will be built in Phase 3. ILU #6 will be constructed in Phase 4.

Green building

The applicant has agreed to exceed the minimum number of green building points (50 is the minimum required). A condition of approval has been added to ensure this.

ANALYSIS

This section addresses Pleasanton’s housing cap, and how CLC revised its proposal to address the City Council’s and Planning Commission’s comments from the joint workshop. The project’s consistency with the General Plan and the Stoneridge Drive Specific Plan Amendment are described in the PUD Considerations section below.

Housing Cap and Regional Housing Needs

In 2008 initiative Measures PP and QQ were both passed by Pleasanton voters. Both measures relate to Pleasanton’s voter approved residential housing cap of 29,000 units in that both define a housing unit for purposes of the City’s housing cap. Measure PP added a policy to the General Plan broadly defining a housing unit as any residence

with a kitchen and a bathroom and mandated that the City Council cannot waive or exclude from the housing cap units consistent with Measure PP's definition. Measure QQ's definition of housing unit more specifically lists types of units that count toward the housing cap rather than referencing specific features within such units.

Significantly, Measure QQ specifically excludes from the housing cap assisted living facilities but does grant Council the discretion to count a portion of an assisted living facility towards the housing cap based on impacts to infrastructure and community services. That assisted living facilities are generally not considered housing units is consistent with the U.S. Census Bureau's characterization of these facilities (Group Quarters) and with statements made by the proponents of Measure PP that assisted living units with large central kitchens were not intended to count against the housing cap.

While the applicant has worked cooperatively with staff regarding the housing cap issues, it has provided information indicating that in accordance with state regulations the entire development may be viewed as a commercial development and hence not impact the housing cap at all.

Based on these various issues, the City Council will need to determine how many of the 749 units within the CLC project, if any, should count against the housing cap, based on the impact of the project on infrastructure and community services. Previously, Council had preliminarily thought that 240 of the units (of the then estimated 823 units within the project) should count against the cap based on impacts to traffic, water, schools, parks etc.

The question of whether or not units in a continuing care community are counted towards the City's housing cap is separate from the question of whether or not such units are counted towards the City's Regional Housing Needs Determination (RHND) for affordable housing purposes. The State Department of Housing and Community Development has determined that residential units that meet the United States Census definition of a residential unit may be counted towards a City's RHND. Accordingly, all of the ILUs units, Garden Terrace units, Villa units, and units with a single bed in the Health Center (a total 712 units) will count towards the RHND. For more information regarding the RHND, see Exhibit I.

Plan Revisions

In an effort to address the City Council's and Planning Commission's comments from the joint workshop on November 8, 2007, CLC has revised its proposal. The changes and recommended conditions of approval related to the comments are noted below in Table 2. Staff believes the project, with the conditions of approval recommended by staff, is supportable, and does a sufficient job of addressing the workshop comments.

**Table 2
Response to Joint Workshop Comments**

Potential Issue	Workshop Comments	CLC Response	Staff Comments
Parking	-Demonstrate how employee, resident, and visitor parking needs will be met (strong interest in visitor parking)	-Provided a parking ratio similar to what is provided at CLC's other existing facilities in Southern California -Added 12 new visitor parking spaces by the southern Villa units -Lengthened the Villa unit driveways to accommodate parking	-Staff believes the developer has unique expertise regarding continuing care communities and believes the parking proposal is supportable -Staff added the following recommended condition of approval <ul style="list-style-type: none"> • Require 1 additional disabled person parking space by the southern Villa units
Phasing	-Provide information detailing how undeveloped areas will be maintained during construction -Include pedestrian pathways in undeveloped areas	-A detailed response was not provided	-Staff added the following recommended conditions of approval: <ul style="list-style-type: none"> • Once building construction has commenced, undeveloped portions of later development phases shall be hydroseeded annually with native wildflowers • Install a public sidewalk along the Stoneridge Drive frontage in phase 1 -Pathways are not proposed north of the ILUs to be built in phase 1, due to freeway noise and air quality concerns
Pedestrian Pathway	-Provide a pedestrian pathway from Staples Ranch Road to the Staples Ranch Neighborhood Park	-A public pathway is not proposed	-Staff added the following recommended conditions of approval: -If there is pedestrian access to the Zone 7 maintenance road from the G-3 channel to the PUD site, the applicant shall pay to the City an amount equal to the actual cost (materials and labor) to install a 6' tall redwood fence along the rear of the residential properties bordering the pedestrian access. As conditioned, the amount and timing of the payment to the City shall be determined by the Director of Parks and Community Services. The City may elect to use the developer payment for landscaping along the pedestrian access in lieu of fencing.
Bus Shelter	-Consider Wheels bus access and show bus stop on plans	-CLC proposes to install a bus shelter and bus stop in front of the project site	-LAVTA has not yet agreed to provide bus service, so the installation of the shelter may be delayed

Potential Issue	Workshop Comments	CLC Response	Staff Comments
Affordable Housing	-Consider providing affordable housing	-An affordable housing proposal has been proposed	-CLC's affordable housing proposal has been approved by the Housing Commission and will be forwarded to the City Council
Noise	-Provide examples of noise mitigation measures	-None proposed at this time	-Staff has added the following recommended condition of approval: <ul style="list-style-type: none"> • Prior to the issuance of a building permit for phase 3, the project developer will revise the Villa plans and enclose the outdoor patios on the 2 Villa units closest to the I-580 freeway -Per the EIR, interior noise mitigation measures are not required to be provided to staff until building permit review
Berm	-Soften berm, needs round shape	-No change proposed -The applicant provided several examples of existing berms, some of which have a slope similar to the proposed slope	-Based on the berm examples provided, staff believes the proposed berm will be attractive once the proposed landscaping on the northern side of the berm is mature -Staff has added the following recommended condition of approval: <ul style="list-style-type: none"> • Revise the plans such that the wall on top of the berm, the berm retaining walls, and storage walls visible from the freeway are completely screened with landscaping to deter graffiti tagging
Cogeneration	-If considering cogeneration, show it on the plans	-Cogeneration is not proposed	-No comment
Central Plant	-Improve the design of the Central Plant elevations facing the freeway	-Revised the design and added architectural treatments including a hip/gable roof, exposed roof rafters, windows, belly bands, and arched wall recesses	-Staff believes the revised design is supportable

HOUSING COMMISSION

On March 20, 2008, the Housing Commission supported CLC's affordable housing proposal by a 4 to 0 vote. As proposed, a total of 15 percent of the units (not including the Health Center Units) will be occupied by households with an annual income in the following income categories:

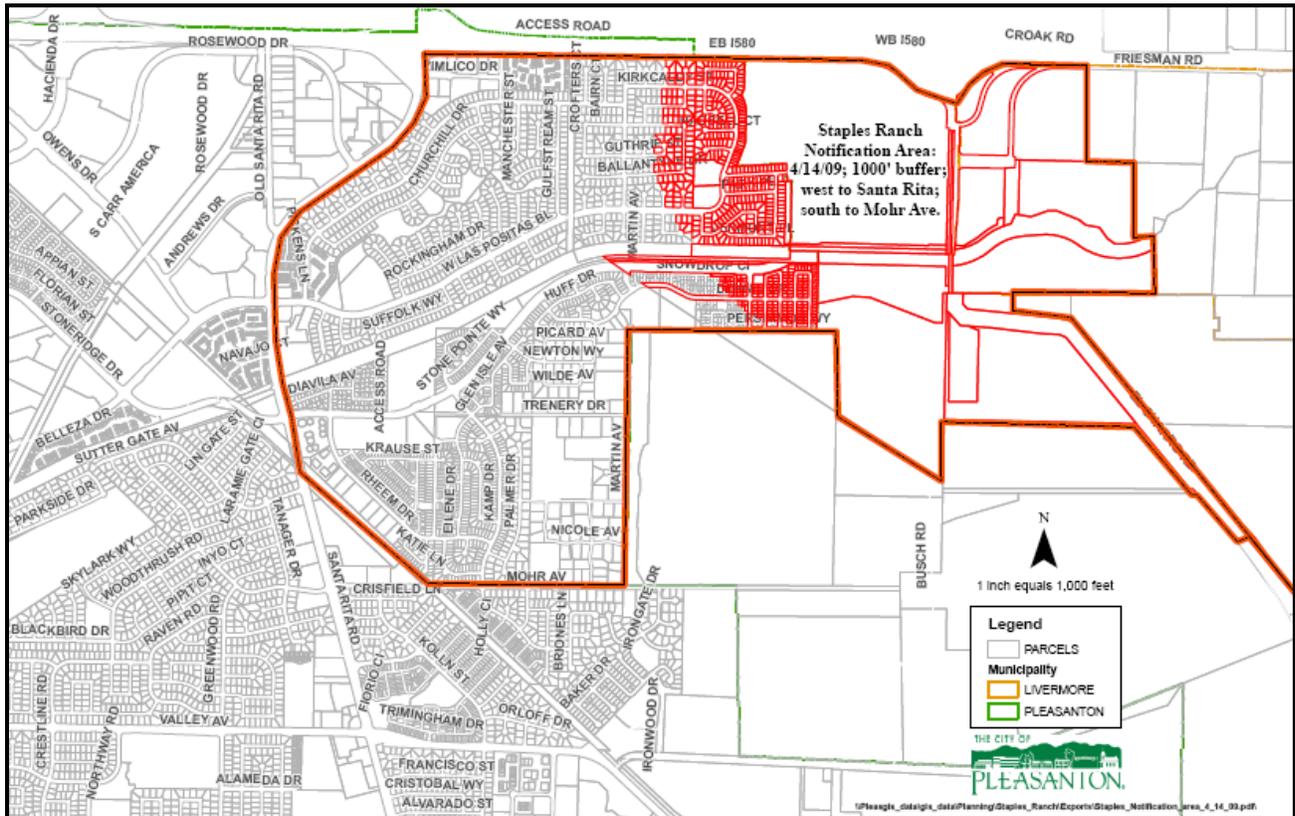
- 5 percent at 100 percent of the Area Median Income (AMI)
- 5 percent at 80 percent of the AMI
- 5 percent at 50 percent of the AMI

In addition, CLC will establish an annuity estimated at \$1,946,000 to provide an estimated ongoing subsidy of \$400/month for approximately 31 units occupied by households with incomes less than 80 percent of the AMI. More details about the proposal are in Exhibit F. The Housing Commission's recommendation will be forwarded to the City Council for review and consideration.

PUBLIC NOTICE

Public notices were sent to all property owners and residents as shown in Figure 3 below. The noticing area is greater than the standard 1,000-foot radius noticing distance. Staff has also received comments from Zone 7 and LAVTA. LAVTA requested a bus stop (even though LAVTA is not proposing bus service at this time) and unrestricted, non-gated pedestrian access from the terminus of Staples Ranch Drive to the bus stop. The Zone 7 and LAVTA letters are in Exhibit G. At the time this report was written, 2 comments had been received from Pleasanton residents. One is in support of the senior continuing care community, so long as he/she can afford to live there. The other resident is in opposition and expressed concern that new employees would live as far away as possible to find affordable housing, and then drive to Pleasanton. He expressed a concern about increasing traffic, and planning for increased auto traffic (see Exhibit G). Comments from the March 21, 2007 neighborhood meeting are attached in Exhibit J.

**Figure 2
Noticing Area**



Note: The properties within a 1,000-foot radius are shown in red. The project noticing area is substantially greater than the standard 1,000-foot radius noticing area.

FINDINGS

The Pleasanton Municipal Code sets forth the purposes of the Planned Unit Development District and “considerations” the Planning Commission and City Council should consider when reviewing a PUD development plan. These considerations are typically used as PUD findings. The considerations and staff’s response are below.

1. Is the plan in the best interests of the public health, safety, and general welfare?

The project, as conditioned, will adhere to all applicable City standards concerning public health, safety, and welfare. The subject development will include the installation of all required on-site utilities with connections to municipal systems in order to serve the project. The structures will be designed to meet the requirements of the Uniform Building Code and Fire Code. Two emergency vehicle access points will be provided. As described in consideration number 3 (below), staff believes the proposed development, as conditioned, is compatible with adjacent uses.

Staff's analysis indicates the project, as conditioned, is in the best interest of the public health, safety, and general welfare.

2. Is the plan consistent with the City's General Plan and any applicable specific plan?

The site's General Plan Land Use designation Medium Density Residential (two to eight dwelling units per gross acre) and High Density Residential (greater than eight dwelling units per gross acre); Parks and Recreation; and Retail/Highway/Service Commercial, Business and Professional Offices allows for a mix of uses on the Staples Ranch site including a senior continuing care community. Per the General Plan, commercial development with a floor area ratio of 35 percent or less can be provided on the site without an amenity. The proposed FAR is approximately 55 percent. The applicant is proposing to assist with the construction of the Staples Ranch Neighborhood Park as an amenity.

Development of the proposed project will further the implementation of the Stoneridge Drive Specific Plan Amendment, as approved by the City Council on February 24, 2009. The Stoneridge Drive Specific Plan Amendment anticipates an approximately 46-acre senior continuing care community on the project site. As conditioned, the project will adhere to the design constraints of the Specific Plan Amendment, includes a visually coordinated, appealing architecture, a site layout which creates useable and pleasant outdoor spaces, does not conflict with the existing underground fiber optic cable that traverses the site, and provides a gated emergency vehicle access at the terminus of Staples Ranch Drive, separated sidewalks along Stoneridge Drive, a landscape berm along the I-580 frontage to reduce noise impacts, and landscaping in the adjacent Caltrans right of way as required/encouraged by the Specific Plan Amendment. Staff believes the plans, as conditioned, will be consistent with the Specific Plan Amendment.

Staff's analysis indicates the project, as conditioned, is consistent with the City's General Plan.

3. Is the plan compatible with previously developed properties in the vicinity and the natural, topographic features of the site?

The site is predominately flat. The site is generally 346 feet – 350 feet in elevation. There is a mound on the property which is material imported by KB Homes in 1995 in anticipation of using it for fill material as part of a residential project that was never constructed. Along the western boundary there is an existing drainage swale which will be regraded as part of the project. The swale will not be needed once the flood improvements required by the EIR are constructed in Livermore.

The project site and land to the east is currently vacant. The City Council approved the Stoneridge Drive Specific Plan Amendment which allows for an auto mall and a neighborhood park (with a stormwater flow control basin) east of the site and the Arroyo Mocho and a community park south of the site. Existing residences are west of the site.

The I-580 freeway is north of the site. As conditioned, the project will be designed to minimize impacts on the existing residents and the Arroyo Mocho.

For example, to minimize impacts to the existing residents and Arroyo Mocho, the project features, as conditioned, will include:

- An eight-foot tall wall by the existing residents adjacent to the Health Center and a seven-foot tall wood fence by the other existing residents (not including those with an existing soundwall)
- Dedication of a strip of land 19 feet wide to the adjacent residents along Vermont Place
- Additional trees to be installed by the western property line, such that there are no visible gaps between the trees once mature
- Lower light standards (10 feet tall) by the existing residents on Vermont Place and by the terminus of Staples Ranch Drive
- Single story Villa units with rear yards setbacks of at least 24 feet by the existing residents on Staples Ranch Drive, West Las Positas Boulevard, and Annis Circle
- Sonic rodent control by the existing residents (during construction)
- Buildings to be setback at least 20 feet from the Arroyo Mocho
- Access through the site to the Arroyo Mocho will be provided to the City and Zone 7 for maintenance

Staff's analysis indicates the project, as conditioned, is compatible with previously developed properties in the vicinity and adjacent proposed projects, and the natural, topographic features of the site.

4. Does grading take into account environmental characteristics and is it 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?

The natural topography of the site is relatively flat. Minimal changes in grades are proposed, with the exception of the filling of an existing drainage swale by the western boundary and the construction of a berm by the I-580. The site is not located within an Alquist-Priolo Earthquake Fault Zone. Slides are not anticipated.

The proposed project will require the construction of stormwater detention facilities to contain the 100-year flood. An EIR mitigation measure for the project requires the site to be removed from the flood hazard area prior to occupancy. Engineering modeling indicates that implementation of the Livermore flood protection improvements, as part of Livermore's approved El Charro Specific Plan, will provide sufficient detention to prevent inundation of the Staples Ranch site for the 100-year storm event. It is anticipated that Livermore will begin the construction of these improvements this year.

To help prevent the erosion and pollution of the Arroyo Mocho, on-site stormwater will be treated on site for contaminants and directed into the stormwater flow control basin

on the Staples Ranch Neighborhood Park, before being released into the Arroyo Mocho.

On-site erosion control and dust suppression measures will be documented in the improvement plans and inspected by the Building and Safety Division during construction.

Staff believes the grading, as conditioned, 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.

5. Have the streets and buildings been designed and located to complement the natural terrain and landscape?

As stated above, minimal changes to the natural grade elevations are proposed.

There are 68 existing trees on site which are proposed to be removed. Over 1,300 new trees are proposed to be planted as part of the project. Shrubs and ground cover, including native California species, will also be planted.

Staff's analysis indicates the project, as conditioned, has been designed and located to complement the natural terrain and landscape.

6. Have adequate public safety measures been incorporated into the design of the plan?

The project, as conditioned, will be consistent with City safety standards. As conditioned, the buildings will be equipped with automatic fire suppression systems (fire sprinklers). The project includes 2 points of access for emergency vehicles. The project will be required to comply with all building and fire code requirements.

Staff's analysis indicates the project, as conditioned, will include adequate public safety measures.

7. Does the plan conform to the purposes of the PUD District?

The purposes of the PUD District are as follows:

- To encourage imagination and housing variety in the development of property of varying sizes and topography in order to avoid the monotony and often destructive characteristics of standard residential, commercial and industrial developments
- To provide a development procedure which will insure that the desires of the developer and the community are understood and approved prior to commencement of construction

- To insure that the goals and objectives of the city's general plan are promoted without the discouragement of innovation by application of restrictive developmental standards
- To encourage efficient usage of small, odd-sized or topographically affected parcels difficult for development by themselves
- To accommodate changing market conditions and community desires
- To provide a mechanism whereby the city can designate parcels and areas requiring special consideration regarding the manner in which development occurs
- To encourage the establishment of open areas in residential, commercial and industrial developments and provide a mechanism for insuring that said areas will be beautified and/or maintained
- To complement the objectives of the hillside planned development district (HPD) in areas

A primary purpose of the district is to allow flexibility in the design of development projects that the City determines are in its best interest. Staff believes that the proposed project implements a key component of the Stoneridge Drive Specific Plan Amendment which was approved by the City Council on February 24, 2009. The project is also consistent with General Plan. The PUD process allows for ample input from the public and for an ultimate decision by the City Council regarding the appropriateness of the development plan.

Staff's analysis indicates the project, as conditioned, conforms to the purposes of the PUD District.

ENVIRONMENTAL ASSESSMENT

The Environmental Impact Report for the Staples Ranch project has been certified by the City Council. The potential environmental impacts of this proposed project have been addressed in that EIR and no further environmental review is necessary. This is so even though City Council recently directed that a Supplemental EIR be prepared concerning narrowing a portion of the Stoneridge Drive extension to only two lanes and updating studies of certain biological resources. Neither of these issues has any direct impact on the PUD development plan for this project and hence staff believes that the Commission has sufficient and adequate environmental information to make an informed recommendation to the City Council as to this project.

CONCLUSION

Staff believes the project is consistent with the Stoneridge Drive Specific Plan Amendment. Staff believes the applicant has revised the project to sufficiently address the City Council's and Planning Commission's previous comments. Staff has added

several conditions of approval which it believes will improve the project. Staff believes the project, as conditioned, is supportable.

STAFF RECOMMENDATION

1. Make the PUD findings (“PUD Considerations”) for the proposed development plan as listed in the staff report; and
2. Adopt a resolution recommending approval of Case PUD-68, subject to the conditions of approval listed in Exhibit A, and forward the application to the City Council for public hearing and review.

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