

Planning Commission Agenda Report

October 25, 2017
Item 6.a.

- SUBJECT:** Workshop for PUD-129
- APPLICANT:** Sunflower Hill
- PROPERTY OWNER:** Meritage Homes
- PURPOSE:** Workshop to review and receive comments on an application for a Planned Unit Development (PUD) development plan to construct an affordable 31-unit multi-family residential community for individuals with special needs, including an approximately 5,000-square-foot community building with associated site improvements on a vacant 1.64-acre property to be dedicated to the City.
- LOCATION:** 3780 Stanley Boulevard (Future 3701 Nevada Street)
- GENERAL PLAN:** High Density Residential
- SPECIFIC PLAN:** Downtown Specific Plan – High Density Residential
- ZONING:** Planned Unit Development – High-Density Residential (PUD-HDR) District
- EXHIBITS:**
- A. [Planning Commission Workshop Topics](#)
 - B. [Development Plans and Narrative dated “Received October 16, 2017”](#)
 - C. [PUD-110 City Council Staff Report \(excluding attachments\)](#)
 - D. [Exclusive Negotiating Rights Agreement](#)
 - E. [Applicant’s Public Outreach Flyer](#)
 - F. [Location and Notification Map](#)

STAFF RECOMMENDATION

Staff recommends that the Planning Commission review the attached materials, hear public comment, and provide comments to staff and the applicant on the project.

EXECUTIVE SUMMARY

The applicant, Sunflower Hill, is proposing to construct an affordable 31-unit multi-family residential community for individuals with special needs, including an approximately 5,000-square-foot community building with associated site improvements on a vacant 1.64-acre property to be dedicated to the City as part of the Irby Ranch development. The proposed project is being presented to the Commission as a workshop, providing the

Commission with an opportunity to review the project, hear public comment, and give direction to staff and the applicant. A list of discussion topics and questions are included in the body of this report and in Exhibit A. No formal action will be taken on the application at this time. When the project returns to the Planning Commission for a formal public hearing, the Commission will make a recommendation on the project to the City Council, which will make a final decision on the project. The project will also be heard by the Human Services Commission and the Housing Commission for review and recommendation prior to the final decision of the project by the City Council.

BACKGROUND

In February 2017, the City Council approved the Irby Ranch project, a PUD development plan (PUD-110), General Plan Amendment, Downtown Specific Plan Amendment, Rezoning, Vesting Tentative Map, Growth Management Agreement, Affordable Housing Agreement, and Development Agreement allowing for the construction of 87 single-family homes and the set-aside of land for a future affordable residential community for individuals with special needs. The site plan for Irby Ranch is shown below in Figure 1. As outlined within the Development Agreement and Affordable Housing Agreement (AHA) for PUD-110, the developer is required to dedicate the subject 1.64-acre property to the City as well as contribute \$1,000,000 to the City to support the development of affordable housing on-site. Under the terms of the approved agreements, the Irby Ranch developer will retain ownership and maintenance responsibilities of the subject property until such time as the property is needed for the Sunflower Hill development. The City Council staff report is attached as Exhibit C for reference.

Figure 1: Irby Ranch Site Plan



Consistent with the City Council's goal and priority to support Sunflower Hill, the City Council also approved an Exclusive Negotiating Rights Agreement (ENRA) between the City and Sunflower Hill which established procedures, milestones and standards for the development of the affordable project. The approved ENRA is attached as Exhibit D for reference.

The developer for Irby Ranch has also agreed to allow families of Sunflower Hill members the first right to purchase homes adjacent to the Sunflower Hill development. The original applicant for Irby Ranch, Mike Serpa, has now partnered with Meritage Homes and has sold the majority interest of the development to them. Meritage Homes has named the project "The Homestead at Irby Ranch" and is now moving forward with the project. For consistency, the private residential project will be referred to as "Irby Ranch" in this report. Plans have been submitted to the City which are currently under review and Meritage Homes anticipates beginning site demolition in November and preliminary grading as weather permits through winter. On September 5, 2017, Sunflower Hill submitted the subject application for a PUD development plan to construct the affordable multi-family residential community.

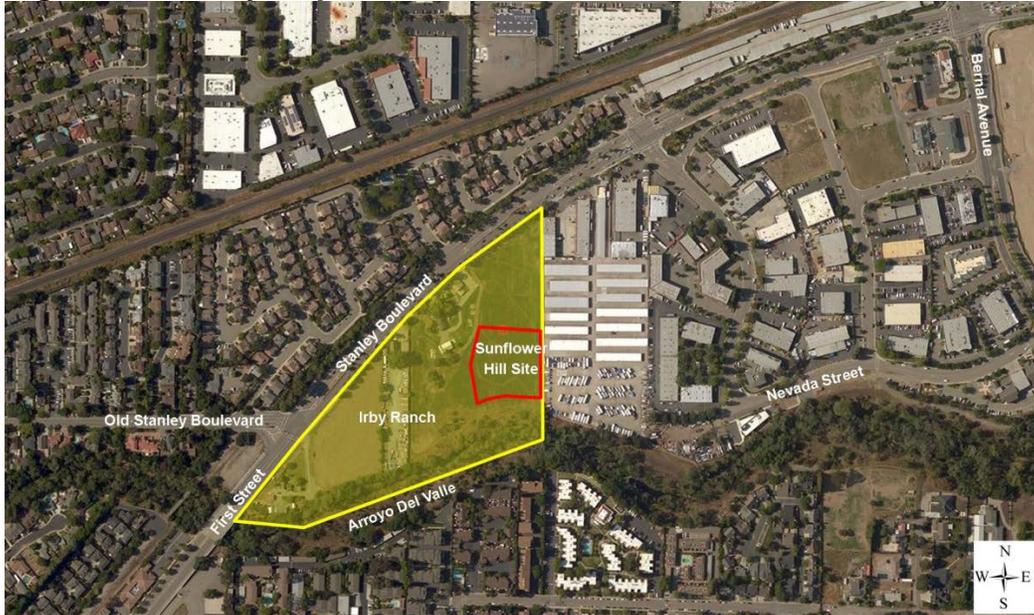
AREA AND SITE DESCRIPTION

The Irby Ranch development consists of the Irby, Kaplan, and Zia properties located at 3780 and 3878 Stanley Boulevard and 3988 First Street. The properties were developed in the late 1800's and early 1900's with single-family homes, including barns and agricultural buildings. Altogether, the three properties total approximately 15 acres of land. The properties also include a 2.7-acre portion of Arroyo Del Valle and adjacent open space generally running west to east along the southern property line. The site of the Sunflower Hill project comprises approximately 1.64 acres located along the southeast corner of the Irby property (3780 Stanley Boulevard), fronting the future Nevada Street extension.

Surrounding Uses

The subject site would be located at the southeast corner of Irby Ranch, fronting onto the future Nevada Street extension with land planned for new single-family homes to the north and west, a self-storage facility (Public Storage) directly to the east, and the future Nevada Street extension and arroyo to the south. Figure 2 shows a vicinity map of Irby Ranch, the subject site and surrounding area.

Figure 2: Vicinity Map



PROJECT DESCRIPTION

The applicant is proposing to construct an affordable 31 unit multi-family residential community. One two-bedroom unit will be occupied by an on-site property manager, and one studio apartment will be occupied by a Sunflower Hill staff member on an as-needed basis as a back-up to the on-site property manager. The remaining 29 units will be dedicated for individuals with special needs. The project will also include an approximately 5,000-square-foot community building with associated site improvements on a 1.64-acre vacant lot to be dedicated to the City. The proposed site plan is included as Figure 3. The project will be operated by Sunflower Hill, a Pleasanton-based non-profit organization. Sunflower Hill's mission is to reinvent both institutional and home living options for individuals with special needs by creating an all-inclusive community that resembles many active senior living facilities. In addition to providing independent living opportunities, the site would include a community center for use by Sunflower Hill residents and nearby Sunflower Hill members that may purchase homes within Irby Ranch. Shared outdoor amenities include a therapeutic spa, bocce ball court, and a convertible sports court.

The proposed residential units will be located in a single two-story u-shaped building fronting Sunflower Hill Way along the north side of the property. There will be one studio apartment and a mixture of one- and two-bedroom units that will range in size from 484 to 867 square feet. All units will be accessed through an interior hallway. The approximately 5,000-square-foot community building will be single-story and will be located on Nevada Street along the southern edge of the property. Both buildings reflect a farmhouse vernacular design theme. The project characteristics are described below; project plans and a narrative are included as Exhibit B.

Figure 3: Proposed Site Plan



Site Layout, Parking & Access

The Irby Ranch development includes the Nevada Street extension, which will eventually extend from its current terminus just west of California Avenue to First Street. Irby Ranch includes a hierarchy of streets, including Nevada Street and smaller internal streets and vehicle courts. Access into the subject site will be provided from the north via Sunflower Hill Way, a new street off of Stanley Boulevard and from the south via the Nevada Street extension. The proposed Sunflower Hill residential building would be set back approximately 12 feet from the north property line along Sunflower Hill Way with an additional 5-foot sidewalk and 4-foot planter strip, 12 feet from the west property line adjacent to the new single-family homes, and approximately 75 feet from the east property line abutting the Public Storage facility. The community building would be set back approximately 15 feet from Nevada Street with an additional 6-foot sidewalk and 4-foot planter strip, 35 feet from the west property line adjacent to the new single-family homes, and approximately 80 feet from the east property line. A total of 31 parking spaces would be provided.

The buildings have been located along the northern and southern perimeters of the site, designed to direct all residents and visitors to enter through the main pedestrian access point between the residential and community buildings adjacent to the center of the parking area. The buildings open inward to allow constant visibility of the central open space from all buildings on-site. The proposed central amenities area would extend the view corridor that will be provided by the central park within Irby Ranch. The project will include several passive and active open space areas and amenities that include a multi-use lawn area, outdoor dining areas, spa and lounge area, bocce ball court and convertible sports court as shown previously in Figure 3.

The proposed development would include a total of 31 parking stalls. None of the Sunflower Hill residents are expected to have their own cars or drive. Daily parking demands are unknown at this time and would be dependent on the ultimate composition of entities that use the development. Depending on the services needed by Sunflower Hill, typical daily parking would be utilized by the on-site property manager and Sunflower Hill on-site staff, with the remaining parking spaces available for general visitors, service providers, or for other partnerships and/or vocational collaborations with organizations that are described further in the report. Due to the unique nature of the development and the fact that the residents don't drive, staff believes that the proposed on-site parking will be sufficient to accommodate the on-site property management, caregivers, support staff, as well as visitors on a daily basis. However, the adequacy of the on-site parking supply would be verified before this project returns to the Planning Commission. The proposed drive aisle and access would connect Sunflower Hill Way and Nevada Street and is proposed to be 25 feet wide. Landscape and hardscape areas would also be provided throughout the property.

Architecture

The proposed farmhouse architectural style incorporates influences from on-site structures (past and present) while integrating more modern design elements. The proposed buildings feature gray-toned horizontal lapped and vertical board-and-batten siding with brown-colored composition and standing-seam metal roofs. The proposed colors are shown on the elevation drawings within Exhibit B and Figure 4. The residential building would be approximately 28 feet 6 inches tall, and the community building would be approximately 20 feet tall, measured from finished grade to the roof peaks. A covered trash enclosure surrounded by a trellis and vines would be located near the east property line adjacent to the neighboring Public Storage facility.

Figure 4: Elevations





Community Building and Amenities

The approximately 5,000-square-foot community building has been designed around a 1,518-square-foot multi-purpose/dining room with a vaulted ceiling and clerestory windows. The multi-purpose room would generally serve as the main gathering place for residents to eat daily meals and would be used for other events such as film screenings, dances, and other gatherings. Adjacent to the multi-purpose room would be a large commercial kitchen. Although all residential units would have full kitchens, the community may include a cafeteria meal plan option that provides daily meals prepared in the commercial kitchen. In addition to daily meal preparation for residents, Sunflower Hill is exploring options to create partnerships and vocational collaborations with organizations such as the Pleasanton Unified School District and the City’s RADD (Recreation for Adults with Developmental Disabilities) program, which could result in the use of the commercial kitchen facility. These collaborations could include vocational cooking classes or other organizational use of the kitchen facility. Additional amenities within the community building include a fitness room, craft room, as well as on-site

administration offices for both the Satellite Affordable Housing Associates (SAHA) property manager and Sunflower Hill.

In addition to the community building, the project will include open space areas and amenities that include a multi-use lawn area, outdoor dining areas, spa and lounge area, bocce ball court and convertible sports court. The convertible sports court with basketball standard would be located adjacent to the future single-family homes along the west property line and include an 8-foot-tall concrete masonry sound wall to reduce the sound coming from the sports court. No lighting is proposed for the sports court. Screen trees as well as evergreen vines will be planted between the wall and the single-family homes to soften the appearance of the sound wall. The preliminary landscape plan also includes new trees and landscaping along Sunflower Hill Way and Nevada Street as well as along the eastern property line adjacent to the Public Storage facility. A more detailed landscape plan will be submitted prior to Planning Commission's final review of the project and will be required to include a variety of drought tolerant and native plant material.

Exclusive Negotiating Rights Agreement (ENRA)

The City Council approved Irby Ranch as part of PUD-110 which required the dedication of 1.64 acres of land to the City for development of an affordable housing community for individuals with special needs. Sunflower Hill was not the proponent of that application, but was closely involved in the project design and entitlement process. However, in conjunction with the Irby Ranch application, the City Council approved an ENRA between the City and Sunflower Hill which established procedures, milestones and standards for development of the Sunflower Hill project. The ENRA (as shown in Exhibit D) included the terms of the Framework Agreement, which required the Sunflower Hill project to include: a maximum of 30 individual residential units in multi-family style buildings, a maximum height of two stories (30 feet), a minimum of 30 parking spaces, and a community center not to exceed 5,000 square feet. The application has met all design parameters set forth, but includes 31 residential units (one more than was identified in the ENRA). At the time of the Irby Ranch development approval, the Sunflower Hill project was still conceptual in nature and the total number of units had not been determined. For analysis purposes, the Irby Ranch Addendum to the Housing Element and Climate Action Plan General Plan Amendment and Rezonings Supplemental Environmental Impact Report (SEIR) analyzed the overall project with a total of 93 single family homes and a 30-bed special needs community (87 single-family homes were approved and 39 beds are proposed). The approved PUD did not include any conditions of approval stating the maximum number of beds or units that could be developed on the Sunflower Hill site. Staff has reviewed the proposed application to construct 29 multi-family units, one property manager's two-bedroom unit, and one Sunflower Hill staff studio unit, and finds that it is consistent with the intent of the ENRA, approved development plan, and approved density. In addition, staff believes that the project would not create any significant impacts that were not already analyzed as part of the approved Addendum to the SEIR. Therefore, staff is supportive of the number of units within the project and believes that all applicable stipulations of the ENRA have been met.

Public Outreach

Staff always recommends that applicants speak to neighbors and property owners in close vicinity about their proposal in order to allow for public feedback and project refinement. The applicant sent out a flyer (included as Exhibit E) to all property owners and tenants/occupants within 1,000 feet of the original Irby Ranch PUD property, and conducted other outreach in

order to notify interested individuals of an open house/community meeting held on September 11, 2017. The meeting was attended by approximately 45 people. No attendees raised concerns about the project.

CONSIDERATIONS FOR THE WORKSHOP

The following section provides potential discussion topics and analysis of key issues related to the project. This workshop will allow the Planning Commission to provide direction to the applicant and staff regarding any issues it wishes to be addressed before the project application is formally presented to the Planning Commission, and the Commission makes a recommendation to the City Council. The first two questions below are topical areas where staff would find the Commission's input most helpful and the third and final question allows for open-ended comment. A list of these discussion topics and specific questions regarding the proposal are attached to this report as Exhibit A for the Planning Commission's consideration and discussion.

Discussion Points

Site Layout and Design.

The site plan has been designed so that the buildings are located along the northern and southern perimeters of the site to guide residents and visitors to enter through the main pedestrian access point adjacent to the parking lot while allowing casual surveillance of the central open space from both buildings. A pedestrian access gate is proposed between the Sunflower Hill development and the central park within Irby Ranch, providing connectivity between the two open space areas, but also security for Sunflower Hill.

Driveway access and circulation for the site will be through a single access driveway connecting Nevada Street and Sunflower Hill Way, with parking on both sides. The proposed drive aisle and access would be open on both ends at Sunflower Hill Way and Nevada Street and is proposed to be 25 feet wide. A total of 31 on-site parking stalls are proposed and none of the Sunflower Hill residents are expected to have their own cars or drive. Although staff is generally supportive of the overall number of parking spaces proposed, additional details regarding the potential on-site activities and operations has been requested prior to returning for the next public hearing.

Staff believes that the site plan has been thoughtfully designed to enhance the visual connectivity of the central park corridor with Sunflower Hill's central open space. Although the Sunflower Hill site will include wrought iron fencing in certain locations, the view corridor and open space connection between Irby Ranch and Sunflower Hill will be visually preserved while providing privacy and security for Sunflower residents. Staff is supportive of the proposed site plan and is requesting the Planning Commission's feedback on the overall site plan, access/circulation, and parking.

Discussion Point #1

1. *Are the overall site plan, access/circulation, and parking acceptable?*

Building Design, Colors, and Materials

The proposed project will be visible from both Nevada Street and Sunflower Hill Way. The proposed building architecture and design are intended to reflect the style of buildings/homes that exist/existed onsite while incorporating modern design elements. The vernacular architecture provides a high-quality design with simple detailing throughout the development.

The applicant has been responsive to staff recommendations to add additional articulation along the Nevada Street frontage and has integrated recommendations into the project design to include additional accent materials and architectural details on street frontages to complement the adjacent development. Staff believes that the proposed architecture and design are compatible with the adjacent single-family homes that will be constructed within Irby Ranch, but believes that additional improvements can be made to the project frontages along Nevada Street and Sunflower Hill Way, the roof/porch materials and design, the sound wall and trash enclosure finishes, and the window treatment/detailing. Staff is requesting the Planning Commission's feedback on the building architecture, design, colors, and materials.

Discussion Point #2

2. *Are the building architecture, design, colors, and materials, acceptable?*

Conclusion Discussion Point #3

3. *What other information would assist the Commission in its decision on the proposal? Do you have any other comments on the project?*

PUBLIC NOTICE

Notice of this workshop was sent to all property owners and tenants/occupants within 1,000 feet of the original Irby Ranch PUD sites as shown in Exhibit F. At the time of report publication, Staff received no comments or concerns. Any public comments received after publication of this report will be forwarded to the Commission.

ENVIRONMENTAL ASSESSMENT

Since the Planning Commission will take no formal action on the project at the workshop, no environmental document accompanies this workshop report. Environmental documentation (i.e., the completed Addendum to the Housing Element and Climate Action Plan General Plan Amendment and Rezoning SEIR) will be provided in conjunction with the Planning Commission's formal review of the PUD application.

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