

## Planning Commission Staff Report

August 10, 2016  
Item 6.a.

- SUBJECT:** PUD-110, P15-0245, P15-0246, P15-0405, and Vesting Tentative Map 8245
- APPLICANT:** Mike Serpa, Irby Ranch, LLC
- PROPERTY OWNERS:** The Irby Family, LLC  
ACHF Kaplan LP  
Zia Corporation
- PURPOSE:** Applications for: (1) a General Plan Amendment to change the land use designation from Retail/Highway/Service Commercial, Business and Professional Office to High Density Residential; (2) Specific Plan Amendment to change the Downtown Specific Plan designation from Downtown Commercial to High Density Residential; (3) Rezoning from the A (Agriculture) District and C-S (Service Commercial) District to the PUD-HDR/OS (Planned Unit Development – High Density Residential/Open Space) District; (4) Planned Unit Development (PUD) Development Plan to construct 93 single-family homes and a site that will be planned as an affordable residential community for individuals with special needs as well as the extension of Nevada Street; (5) Vesting Tentative Map to subdivide the site into 93 lots for 93 new single-family homes, one lot for future development of housing for individuals with special needs, and 13 common area and private street lots; (6) Development Agreement to vest the entitlements for the project; (7) Growth Management Agreement; and (8) Affordable Housing Agreement.
- LOCATION:** Approximately 15 combined acres located at 3988 First Street, 3878 Stanley Boulevard, and 3780 Stanley Boulevard
- GENERAL PLAN:** Retail/Highway/Service Commercial, Business and Professional Office; and Open Space – Public Health and Safety with Wildland Overlay
- SPECIFIC PLAN:** 3988 First Street is within the Downtown Specific Plan Area with Downtown Commercial and Open Space land use designations; the other properties are not within the Downtown Specific Plan area
- ZONING:** 3988 First Street and 3780 Stanley Boulevard are zoned A (Agriculture) District and 3878 Stanley Boulevard is zoned C-S (Service Commercial) District

**EXHIBITS:**

- A1. [PUD Draft Conditions of Approval](#)
- A2. [Vesting Tentative Map Draft Conditions of Approval](#)
- B. [Project Plans including Vesting Tentative Map dated “Received July 27, 2016,”](#) and [Tree Report](#). Digital versions of the following documents are available on the City’s website or by request (for paper copies): [Transportation Assessment for Irby Ranch](#); [Western Burrowing Owl Survey](#); [Delineation of Top-of-Bank and Edge of Riparian, Arroyo del Valle](#); [Supplemental Slope Stability Analysis](#); [Environmental Noise Assessment](#); [TAC Analysis of Stanley Boulevard](#); [3988 First Street & 3879 Stanley, Historic Evaluation](#); [3780 Stanley Boulevard – Historic Assessment](#); [Due Diligence Level Geotechnical Investigation, 3780 Stanley Blvd](#); [Geotechnical Investigation – Kaplan, Zia Properties](#).
- C. [Proposed General Plan, Specific Plan and Zoning Exhibit](#)
- D. [Staff Report and excerpts of the April 27, 2016, Planning Commission Workshop Minutes](#)
- E. [Housing Commission Staff Report with Draft Affordable Housing Agreement](#)
- F. [Draft Development Agreement](#)
- G. [Addendum to the Housing Element and Climate Action Plan General Plan Amendment and Rezonings Supplemental Environmental Impact Report](#)
- H. [Public Comments](#)
- I. [Location and Notification Map](#)

---

**STAFF RECOMMENDATION**

Staff recommends the Planning Commission forward Cases PUD-110, P15-0245, P15-0246, P15-0405, and Vesting Tentative Map 8245 to the City Council with a recommendation of approval by taking the following actions:

1. Find that the Addendum to the Housing Element and Climate Action Plan General Plan Amendment and Rezonings Supplemental Environmental Impact Report (SEIR) and the previously prepared SEIR, including the adopted California Environmental Quality Act (CEQA) Findings and Statement of Overriding Considerations, are adequate to serve as the environmental documentation for this project and that all the requirements of CEQA and CEQA Guidelines Section 15162 have been satisfied;
2. Adopt a resolution and forward the applications to the City Council for public hearing and review recommending approval of:
  - a. A General Plan amendment (P15-0245) to change the land use designation from “Retail/Highway/Service Commercial, Business and Professional Office” to “High Density Residential”;
  - b. A Specific Plan amendment (P15-0405) to change the Downtown Specific Plan designation for 3988 Stanley Boulevard from “Downtown Commercial” to “High Density Residential”;

- c. A Rezoning (P15-0246) from the “A (Agriculture) District” and “C-S (Service Commercial) District” to the “PUD-HDR/OS (Planning Unit Development – High Density Residential/Open Space) District”.
3. Make the findings for the PUD development plan and the vesting tentative map as identified in the staff report;
  4. Adopt a resolution and forward the applications to the City Council for public hearing and review recommending approval of:
    - a. PUD Development Plan to construct 93 single-family homes designate an approximately 1.35-acre site for future development of an affordable multi-family residential community for individuals with special needs, subject to the conditions of approval listed in Exhibit A1; and
    - b. A Development Agreement for the project,
  5. Adopt a resolution and forward the application to the City Council for public hearing and review recommending approval of Vesting Tentative Map 8245 subject to the draft conditions of approval stated in Exhibit A2.

## **EXECUTIVE SUMMARY**

The applications are for a General Plan Amendment, Downtown Specific Plan Amendment, Rezoning, PUD development plan, Vesting Tentative Map, and Development Agreement, to construct 93 single-family homes and a future affordable residential community for individuals with special needs.

In addition to the residential and special needs development included for the site, the project includes:

1. Nevada Street improvements and extension.
2. Tree preservation.
3. Historic preservation.
4. Arroyo preservation.
5. New open space and parks to be privately maintained but publically accessible.
6. First Street/Stanley Boulevard improvements and intersection enhancements.

Key policy discussions include, but are not limited to:

1. General Plan and Specific Plan Amendments.
2. The number and size of units and lots.
3. The amount and location of parking.
4. Viability of the Sunflower Hill site.

This will all be discussed in the details of this report.

## **BACKGROUND**

Mike Serpa (Irby Ranch, LLC), on behalf of the three property owners and Sunflower Hill, has submitted applications to construct 93 single-family homes and dedicate 1.35 acres of land to the City for future development of an affordable residential community for individuals with special needs. Sunflower Hill is a Pleasanton-based non-profit organization that works to develop housing options as well as activities to help those with special needs better integrate

vocationally and socially. Support of Sunflower Hill and an associated special needs housing project is listed as a priority in the City Council's work plan.

#### Housing Element Update Consideration

The properties, often referred to as the Irby-Kaplan-Zia site, were analyzed for rezoning to High Density Residential uses as part of the Housing Element and Climate Action Plan General Plan Amendment and Rezonings Supplemental Environmental Impact Report (SEIR) in 2011. High Density is a term from the Pleasanton General Plan and Municipal Code, referring to projects with a density varying from 8+ dwelling units per acre (DUA) to 30 DUA. The SEIR was prepared as part of the Housing Element update as mandated by State law to meet the City's Regional Housing Needs Allocation (RHNA) requirements. At the conclusion of the process, which considered 17 sites, the project site was not one of the nine sites chosen for rezoning to accommodate High Density Residential development. However, the property owners continued to show an interest in residential development and have submitted the subject applications with primarily single-family and some multi-family units.

#### Planning Commission Work Session

The original project was reviewed and discussed at a workshop with the Planning Commission held on April 27, 2016. At the workshop, the Planning Commission expressed support for the Sunflower Hill component of the project, they were generally not supportive of the 95 single-family portion of the project in its then-proposed configuration. Excerpts of the April 27, 2016 Planning Commission workshop minutes is attached to this report as Exhibit D. However, the Planning Commission did identify several project refinements desired. The following items were identified by the Commission:

Number of Units and Massing. The Planning Commission expressed concern with the overall perceived density and number of units and requested that the number of units be reduced. Several options to reduce the perceived density were suggested including reducing the number of units as well as reducing the massing and sizes of the homes, which would reduce the perceived density. Although the project applicant declined to reduce the square-footage of the proposed units, the number of units was slightly reduced from 95 to 93.

Open Space. Since proposed project includes minimal to no private open space, the Commission suggested that additional common/shared open space be provided within the development. A suggested option to increase open space included the consideration of smaller units or creative design alternatives (e.g. clustered/attached units). The Commission also indicated that the open space areas should be more evenly dispersed throughout the development. Specifically, the Commission recommended that additional open space areas along C, D, and E Streets be incorporated to create more pedestrian-friendly, usable open space areas. In addition, the Commission requested that additional amenities be provided in the open space areas, with at least one designed for children. The revised plans include a tot-lot in the Central Green open space area and added Parcel H, a 1,982-square-foot open space area along the west side of B Street. No additional open space was provided along C, D, and E Streets.

Historic Resource (Irby House). The Commissioners commented that retaining the Irby home (and acknowledging and celebrating the site's history) is very important to the overall project. While one Commissioner expressed a preference for the home to be utilized as a

public or private amenity to be used for social purposes, there was not a consensus amongst the Commission regarding the disposition of the preserved building. Many Commissioners, however, felt that the final location of the Irby home as well as the recreated barn and/or ice house structures should be visible from First Street/Stanley Boulevard to preserve the public visibility of these structures. The revised plans have modified the Historic Park area south of Nevada Street to include either the Irby or the Zia home as well as the iconic ice house. The applicant wishes to continue to work with the city as to which home is the safest and stable enough to be relocated on-site and restored to the representational intent of the home. The preserved home will be used as meeting room space for the Irby Ranch homeowners association.

Guest Parking Distribution. The Planning Commission expressed concern with the proposed number and distribution of guest parking spaces on-site. A typical single-family development would include individual two-car garages with additional parking provided within individual driveways as well as on the street for guests. The Commission felt that without individual driveway parking and limited on-street overflow parking available (since there is no parking allowed on First Street/Stanley Boulevard), that additional parking should be provided. The Commission also requested that the additional parking be distributed more evenly to allow for easier access to guest parking. The original workshop plans included 51 internal parking spaces dispersed throughout the development. The revised plans now illustrate a total of 57 internal parking spaces dispersed throughout the development for an increase of 6 spaces internally dispersed within the development.

Sunflower Hill Units. The Planning Commission stated their support for the Sunflower Hill portion of the project and their understanding of the need for housing and services for the special needs population within the City. The Commission expressed their desire that the number of units on the Sunflower Hill site be increased to allow for support for additional residents. Sunflower Hill has committed to a project with a minimum of 19 units to meet all Inclusionary Zoning requirements. However, since the development standards for the Sunflower Hill portion of the development are not a part of the proposed applications, no other changes have been made at this time.

Within the workshop staff report, staff also identified several project refinements to be addressed prior to returning to the Commission for further review. The following items were identified by staff and further clarified after the workshop:

Architecture. Although staff believed the proposed architecture had improved from the first submittal, additional refinements were are desired. Staff was not satisfied with the level of detail and articulation that was proposed for the home models and believed that the architectural and material palette for the houses needed to be simplified by reducing the number of materials used on each elevation as well as providing material transitions between various materials at more logical locations. Staff was also concerned with the massing of the homes, particularly with the flat, unbroken wall planes on the three-story models. In addition to the massing, staff had concerns with the window sizes, shapes, and operation and with the positioning of windows and garages, some of which were not centered in individual elevations. The applicant has continued to make improvements to the project architecture; however staff would like to continue to work with the applicant on additional refinements.

Pedestrian Access. The workshop version of the plans did not provide pedestrian friendly access to the homes along D Street and K Court. Members of the Commission noted the lack of pedestrian access to these units and agreed with staff's comments regarding the redesign required for the units. Improved pedestrian access and sidewalks consistent with the City's Complete Streets Policy needed to be provided throughout the project, specifically along K Court, which had no pedestrian access. In addition, models along Street D should be connected to the overall pedestrian network throughout the site. The revised plans incorporate sidewalks along both K Court and most of D Street and have provided enhanced entry options for the homes along D Street.

The applicant has been working with staff on revised plans that included several revisions as suggested by the Planning Commission and staff. The Planning Commission will be making recommendations on the application, which will be forwarded to the City Council for review and final action.

## **SITE AND AREA DESCRIPTION**

### Project Site

The Irby and Zia properties are located at 3780 Stanley Boulevard and 3988 First Street, respectively, and are currently zoned A (Agriculture) District. The two properties were developed around 1887 and 1900 with single family homes, including barns and agricultural buildings. The home located on the Irby property has been determined to be a historic resource, while the home on the Zia property is not considered historic. The Kaplan property located between the Irby and Zia properties at 3878 Stanley Boulevard is zoned C-S (Service Commercial) District and is developed with a contractor's storage facility. The original home on the Kaplan lot was constructed around 1910 and was later converted from a single-family home into the contractor's storage office in 1986. It was also analyzed and was not deemed to be a historic resource. 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 majority of the Irby and Zia sites are undeveloped and have been used for agriculture throughout the years, with predominantly ruderal/non-native grasslands and a mixed oak/bay woodland along the Arroyo that provides a migration corridor for wildlife. The tree report prepared for the project identified 118 trees on-site, of which 31 are heritage trees.

### Surrounding Uses

The properties adjacent to the subject parcel include single-family homes to the north, across Stanley Boulevard; two- and three-story multi-family apartments and townhomes to the south, across the Arroyo Del Valle; commercial development including a self-storage facility to the east, and a church to the west on First Street, across the bridge over the Arroyo Del Valle. Figure 1 shows a vicinity map of the subject site and surrounding area.



**Figure 1: Vicinity Map**



## **PROPOSED PROJECT**

### Summary

The applicant is proposing to subdivide the property to create an open space/arroyo parcel on 2.7 acres, create 93 single-family residential lots and related infrastructure on approximately 11 acres, and create one, approximately 1.35-acre lot to be dedicated to the City for future development in partnership with Sunflower Hill for an affordable multi-family residential community for individuals with special needs. The Sunflower Hill portion of the development, discussed later in the report, is still in a conceptual stage of design and is shown for reference only within the plans. A future PUD development plan will be required for the Sunflower Hill project to include details such as the number of units, number of buildings, building locations, building heights, building design, parking, etc. The 93-lot single-family residential development is summarized in Table 1 with the Site Plan shown in Figure 2.

The proposed single-family residential portion of the development is summarized below and is similar to the workshop proposal discussed at the workshop (although more parking and open space is provided):

**Table 1: Project Summary Table**

<b>Components of the proposal</b>	
<b>Lot Size</b>	
Range	1,492 – 3,981 square feet
Average	2,259 square feet
<b>Home Size</b>	
Range	1,843 - 2,359 square feet
<b>Setbacks</b>	
Front Yard	
Stanley Boulevard:	8 - 35 feet
Nevada Street:	5 - 27 feet
Interior Streets:	5 - 14 feet
Interior Courtyards:	4 - 14 feet
Side Yards:	3 feet 3 inches
Rear Yard/Garage:	2 feet
<b>Building Height <sup>1</sup></b>	
Two-Story	26 feet 10 inches
Three-Story	35 feet
<b>FAR</b>	
Range	62.7% - 141%
Average	100.6%
<b>Parking</b>	
Garage Spaces	186
Open Interior Parking Spaces	57
Nevada Street Parking Spaces	29
Parking Ratio	2.9 spaces per unit
<b>Total Private Open Space</b>	48,650 square feet
<b>Total Public Open Space</b>	75,455 square feet

<sup>1</sup> Building Height is measured from the highest to the lowest elevations of the building



**Figure 2: Proposed Site Plan**



There are four proposed home model types: two, two-story models and two, three-story models. The two-story models would range in size from 2,223-square-feet to 2,359-square-feet and are approximately 27 feet in height at the highest ridge. The three-story models would range in size from 1,843-square-feet to 2,294-square-feet and are approximately 35 feet in height at the highest ridge. The homes have all been designed with a Minimal Traditional architectural style to be discussed further in the project Analysis, Architecture and Design Section. Each home is proposed to include a two-car garage.

### Public Improvements

As part of the proposed project the applicant will be providing land and dedication, as well as constructing the Nevada Street extension from the First Street/Stanley Boulevard intersection to the current terminus at California Avenue which will provide completion of loop improvements for sewer and water services, while preserving the arroyo. In addition to the Nevada Street extension, the applicant will be reconfiguring the intersection at First Street and Stanley Boulevard. The intersection improvements will include shifting the intersection to the west to better align with First Street and adding bike lanes along the project frontage consistent with City's Complete Streets Policy.

### Open Space and Amenities

The project would include several open space areas and amenities throughout the interior of the development as well as a proposed park along the south side of Nevada Street and gardens. Proposed recreation areas include three smaller passive open spaces (Parcels F, H, and K) which would include seating benches and open lawn area; a Tree Park (Parcel G) that will be centered around a large heritage-sized valley oak tree (see Figure 3); a central green area (Parcel D) that will include a tot-lot and lawn play area; and a historic home green space south of Nevada Street that will include either the Irby or Zia home as well as the existing ice house

currently located adjacent to the Zia house. Further discussion is included within project Analysis, Open Space and Amenities Section.

**Figure 3: Tree Park Valley Oak Tree**



### Trees

An arborist report prepared for the project surveyed a total of 118 trees comprising 24 species within the development area. The report recommends preservation of 63 trees including 13 heritage-sized trees and removal of 55 trees, including 18 heritage-sized trees. Approximately 470 trees are proposed to be replanted throughout the site. The trees to be preserved are located along the Stanley Boulevard, within the proposed Tree Park, and along the northern bank of the arroyo. The report is attached as Exhibit B and further discussed within the project Analysis, Arborist Report and Landscape Plan Section. Staff has reviewed the arborist report and concurs with their findings and recommendations.

### Historic Evaluations

The applicant provided historic evaluations for all of the structures on the property which concluded that only the Irby home was considered a historic resource. The report indicated that the Irby home was associated with events that have made a significant contribution to the broad patterns of local history. By the late 1960's much of Pleasanton's agricultural land had been replaced with housing developments, leaving the Irby residence as one of the few remaining examples of an early farm house in the Pleasanton area from the late nineteenth century, embodying the distinctive characteristics of the period. Staff has reviewed the historic evaluations and concurs with their findings.

The report determined that the Zia home with associated barn and outbuildings, as well as the Kaplan converted home were not historic resources. The current proposal includes relocation and rehabilitation of either the Irby or Zia home to be used as a meeting space for the Irby Ranch homeowners association to be included within the open space area south of Nevada Street. The existing structures on-site are shown below in Figure 4. Further discussion is included within project Analysis, Historic Resources and Park Section.



**Figure 4: Existing Structures.**

**Irby Property (Home and Historic Resource)**



**Kaplan Property (Converted Home)**



**Zia Property (Home and Barn Structures)**



**Homeowners Association Responsibilities**

A homeowners association (HOA) would be established for the single-family home development. The HOA would take ownership and maintenance responsibilities for the arroyo, bio-retention areas, street trees, pedestrian pathways, parks, etc. The specific responsibilities of the HOA would be detailed in the Conditions, Covenants & Restrictions (CC&Rs) for the development.

## ANALYSIS

### General Plan, Zoning, and Specific Plan Consideration

The properties currently have General Plan Land Use Designations of “Retail/Highway/Service Commercial, Business and Professional Office” as well as “Open Space – Public Health and Safety with Wildland Overlay” and zoning designations of “Agriculture and Service Commercial,” all of which (except Agriculture) do not allow residential uses. The General Plan designation of Open Space would remain on the arroyo site, while a General Plan amendment to “High Density Residential” would be required for the rest of the parcels. The site would also be rezoned to Planned Unit Development – “High Density Residential” and “Open Space”. In addition, the Zia property is located within the Downtown Specific Plan Area with “Downtown Commercial” and “Open Space” land use designations. The Specific Plan designation of Open Space would remain over the arroyo, while an amendment to “High Density Residential” would be required for the rest of the parcels. Although the Downtown Design Guidelines are not explicitly applicable to all properties within the development, they do cover the Zia Property and staff recommends they be used to provide general guidance on style and design elements for the entire project.

The High Density Residential General Plan land use designation allows for 8+ dwelling units per acre (DUA). The General Plan indicates that arroyos are not to be counted as residential gross developable area and, therefore, are excluded from the overall density calculation. The proposed single family portion of the development, excluding the arroyo, would have a density of 8.45 DUA, while the Sunflower Hill portion would have a density between 14 DUA (19 units) and 22 DUA (30 units). The project would have a combined density of between 9 and 9.9 DUA, conforming to the General Plan Land Use density requirements.

The General Plan also encourages the use of PUDs for appropriate residential properties that have unique characteristics or to accommodate desirable development that does not fit under standard zoning classifications. In this case, the site contains the arroyo, a large amount of trees, a historic residence that would be relocated on-site, and a requirement to extend Nevada Street, all unique characteristics.

As described below, the proposal will further the following General Plan Land Use Element and Housing Element, and Downtown Specific Plan goals, policies, and programs:

#### General Plan - Land Use Element

##### *Sustainability*

Program 2.1: Reduce the need for vehicular traffic by locating employment, residential, and service activities close together, and plan development so it is easily accessible by transit, bicycle, and on foot.

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

Program 2.3: Require transit-compatible development near BART stations, along transportation corridors, in business parks and the Downtown, and at other activity centers, where feasible.

#### *Overall Community Development*

Program 5.2: Consider surrounding land uses and potential impacts when changing land-use designations.

*Residential*

Policy 9: Develop new housing in infill and peripheral areas which are adjacent to existing residential development, near transportation hubs or local-serving commercial areas.

Policy 10: Provide flexibility in residential development standards and housing type consistent with the desired community character.

*Open Space*

Policy 19: Preserve designated open space areas for protection of public health and safety, the provision of recreational opportunities, agriculture and grazing, the production of natural resources, the preservation of wildlands, water management and recreation, and the physical separation of Pleasanton from neighboring communities.

General Plan - Housing Element

Goal 1: Attain a variety of housing sizes, types, densities, designs, and prices which meet the existing and projected needs of all economic segments of the community.

Policy 9: Support the development of housing for persons with special needs.

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

Policy 34: Encourage the preservation of historically and architecturally significant residential structures citywide including in the Downtown area, pursuant to the General Plan and the Downtown Specific Plan.

Downtown Specific Plan

*Land Use*

Goal: Preserve the character and development traditions of the Downtown while improving upon its commercial and residential viability.

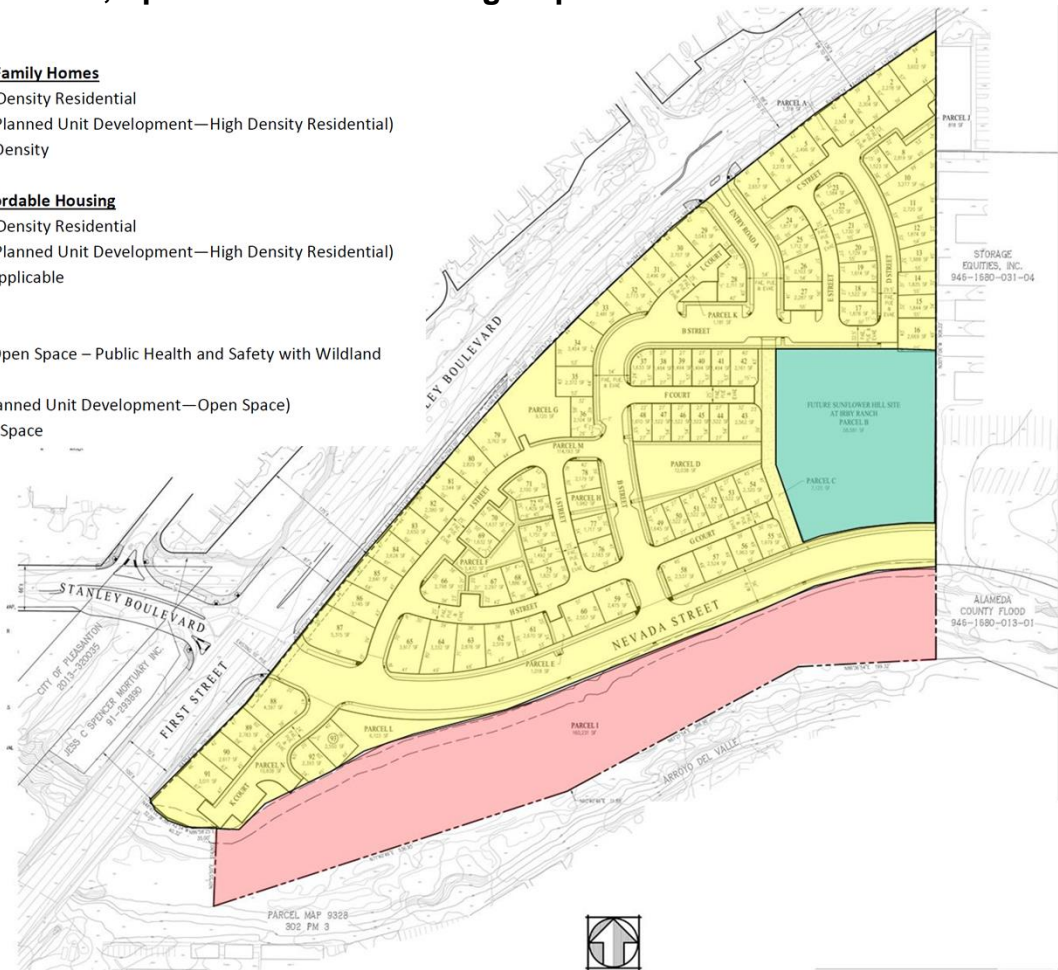
Goal: To promote the provision of affordable and special-needs housing.

Goal: To ensure that future land use development does not negatively impact the Arroyo del Valle as a riparian habitat resource.

Staff finds that the project complies with the General Plan and Downtown Specific Plan land use designations of High Density Residential. As indicated above, the project would also promote goals, policies, and programs related to encouraging appropriate infill development, different types of housing, and transit-compatible development.

**Figure 5: General Plan, Specific Plan and Zoning Map**

- Irby Ranch, Single Family Homes**  
 General Plan: High Density Residential  
 Zoning: PUD-HDR (Planned Unit Development—High Density Residential)  
 Specific Plan: High Density
  
- Sunflower Hill, Affordable Housing**  
 General Plan: High Density Residential  
 Zoning: PUD-HDR (Planned Unit Development—High Density Residential)  
 Specific Plan: Not Applicable
  
- Arroyo del Valle**  
 General Plan: and Open Space – Public Health and Safety with Wildland Overlay  
 Zoning: PUD-OS (Planned Unit Development—Open Space)  
 Specific Plan: Open Space



**Site Layout & Access**

The proposed development will include the Nevada Street extension, which will eventually extend from its current terminus at California Avenue to First Street. Access into the site will occur via an entry road off of Stanley Boulevard and interior streets off of Nevada Street as shown in Figure 6. The project includes a hierarchy of streets, including Nevada Street and smaller internal streets and vehicle courts. Internal pedestrian access will be provided by separated sidewalks along Nevada Street, the main Entry Road, and B Street as well as trails in open space corridors. Nevada Street will include a 6-foot sidewalk while all internal streets and pathways would be a minimum of 5 feet wide, consistent with the City’s Complete Streets Policy, to facilitate pedestrian access and circulation. Smaller non-separated pedestrian paths were added along K Court and most of D Street to provide pedestrian friendly access to the homes in accordance with the Planning Commission workshop comments. However lots 14, 15, and 16, along D Street still do not have pedestrian access to a safe designated pedestrian sidewalk as shown below in Figure 6. Staff has included a condition requiring that these lots be reconfigured to provide direct access to a sidewalk from the entry of each home.



**Figure 6: Circulation Plan**



The development will also include a new 8 to 10 foot wide decomposed granite multi-use trail along the arroyo on the south side of Nevada Street. The multi-use trail along the northern top of bank of the arroyo is consistent with the City's Community Trails Master Plan and Pedestrian and Bicycle Master Plan. The master plan specifies that an 8- to 12-foot wide, multi-use trail be provided along the north edge of the Arroyo del Valle for use by pedestrians, equestrians, etc.

### Traffic and Circulation Analysis

The Pleasanton General Plan requires site-specific traffic studies for all major developments which have the potential to exceed Level of Service (LOS) D<sup>1</sup> at major intersections and requires developers to implement the mitigation measures identified in these studies in order to maintain LOS D or better. Exceptions are made for the Downtown and "Gateway Intersections" where the LOS D or better standard may be exceeded.

A traffic study was prepared by Fehr & Peers, to analyze the traffic and circulation for this project. The Traffic Impact Analysis dated June 17, 2016, is attached to this report (Exhibit B). The traffic study analyzed the near-term and cumulative/long-term traffic scenarios with and without the project. The project assumptions included the Nevada Street extension. The near-term scenario includes the existing traffic plus anticipated traffic from approved but not yet built projects. The cumulative/long-term (or build-out) scenario consists of development that has not received final plan approval from the City but has been identified to be completed in the long term with the build-out of the Pleasanton General Plan. Regional traffic growth is also considered in the cumulative/long-term scenario.

<sup>1</sup> At signalized intersections, LOS D generally indicates average delays of 35 to 55 seconds per vehicle.

The study included eleven study intersections. The study evaluated queuing under the Existing plus Approved Project and Cumulative AM and PM peak-hour conditions; internal circulation for the proposed development; pedestrian, bicycle and transit facilities; and safety factors.

Traffic conditions at the study intersections were analyzed for the weekday AM and PM peak hours of traffic with area schools in normal session. It is during these periods that the most congested traffic conditions occur on an average day. The estimates of expected AM and PM peak hour vehicular trips for the proposed project was developed based on trip generation rates contained in the Institute of Transportation Engineers (ITE) publication Trip Generation, 9th Edition.

The 93 single-family homes proposed for the project are anticipated to generate an average of 890 new vehicle trips on a daily basis, including 70 additional trips during the AM peak hour and 90 additional trips during the PM peak hour. Although the Sunflower Hill site design is in conceptual form, an analysis of the intersection operations with the project assumed the Sunflower Hill development could comprise a residential facility of up to 30 beds with a 5,000-square-foot community center which would generate 10 additional trips during the AM peak hour and 20 additional trips during the PM peak hour.

The study found that, under Existing Conditions, all of the study intersections would operate at an LOS C or better during the AM and PM peak hours (except for Stanley Boulevard at Bernal Avenue/ Valley Avenue which would operate at LOS D). All intersections would continue operating at the same acceptable Levels of Service with the addition of project-generated traffic, while the Stanley Boulevard at Bernal Avenue/Valley Avenue intersection AM peak would remain generally unchanged at LOS D. The Traffic Engineering Division reviewed the traffic study and found it to be acceptable.

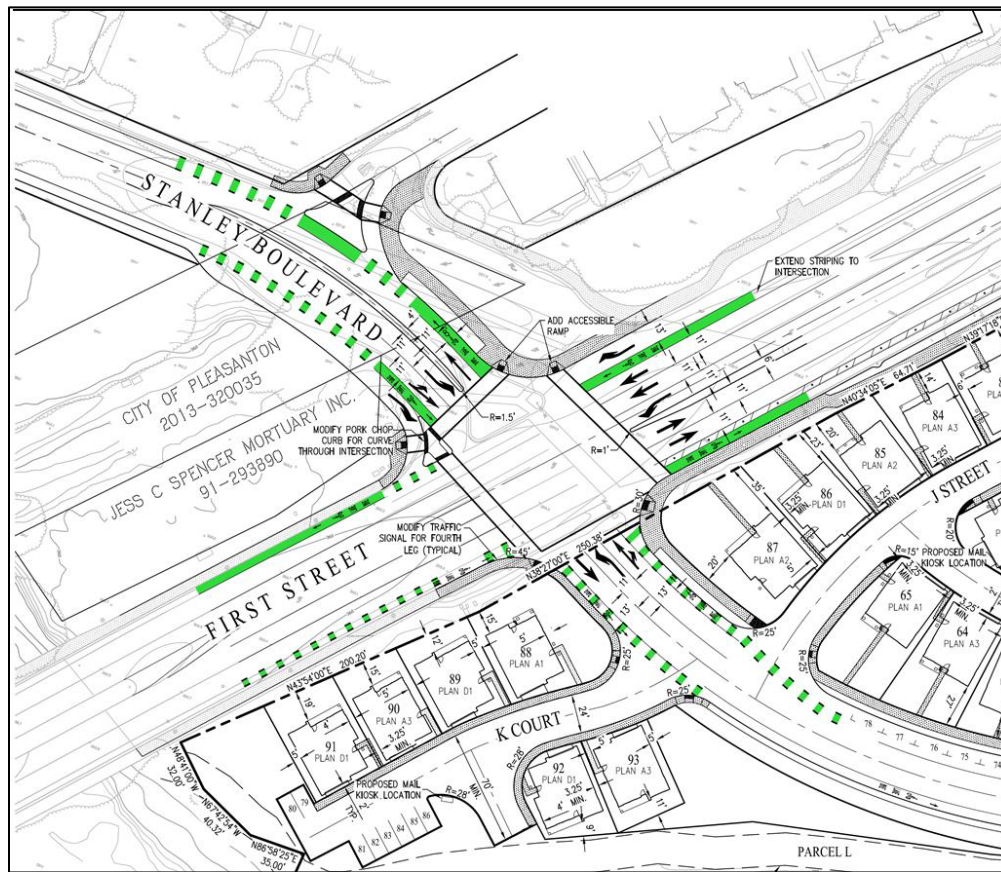
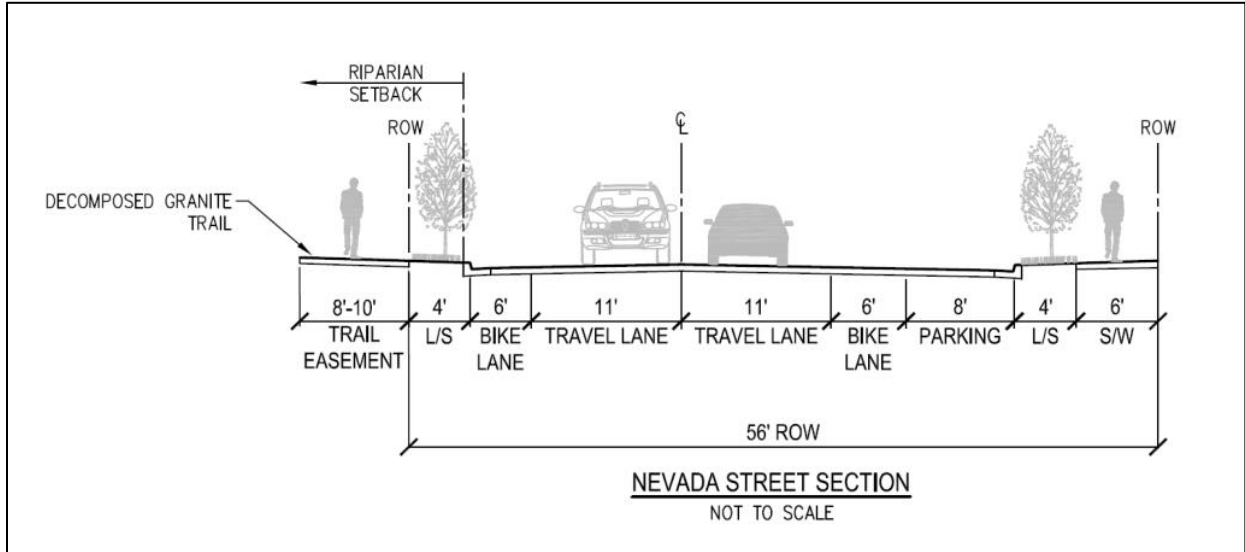
Transportation and traffic were also analyzed in the SEIR for the Housing Element and Climate Action Plan General Plan Amendment and Rezonings (see Environmental Assessment section below for additional discussion). The only applicable traffic-related mitigation measure from the SEIR requires developers of the potential sites for rezoning to contribute fair-share funds through the payment of City of Pleasanton and Tri-Valley Regional traffic impact fees to help fund future improvements to local and regional roadways.

### Public Improvements

The Nevada Street extension has been included within the City's General Plan as a future project since the 1970's but has been unable to move forward due to difficulties acquiring proper land and utility dedications needed for the right-of-way. As part of the proposed project the applicant will be providing land and dedication, as well as constructing the Nevada Street extension from the First Street/Stanley Boulevard intersection to the current terminus at California Avenue which will provide completion of loop improvements for sewer and water services, while preserving the arroyo. The proposed Nevada Street section and intersection improvements are shown in Figure 7. The applicant will be eligible for reimbursement of the improvement of the Nevada Street extension outside of the project frontage. Staff has included conditions of approval that require the extension and intersection improvements to be under construction prior occupancy of the first home and completed prior to occupancy of the half of the homes. The Nevada Street improvements have been designed to be consistent with City's Complete Streets Policy and will include bike lanes, as well as separated sidewalks. The Nevada Street extension will also provide reduction in travel distance from Fire Station #1

located on the opposite side Nevada Street for much of downtown and increase route options in the area.

**Figure 7: Nevada Street Section and Intersection Improvements**



## Parking

The project would include two garage parking spaces per home. There would be no driveways that could be used for additional vehicle storage. The development would also provide 57 on-street parking stalls that would be dispersed throughout the development and 29 public parking spaces along the north side of Nevada Street, for a total of 88 additional parking spaces. This is a 14-stall increase from the 74 parking stalls shown to the Commission during the prior workshop. Staff has reviewed the proposed number of guest/on-street parking stalls and believes that the number of stalls provided is appropriate at a ratio of 2.9 garage/guest/on-street stalls per unit.

## Architecture and Design

The project applicant proposes two different two-story residence plans (Plans A and D), and two different three-story residence plans (Plans B and C). Each plan includes three architectural styles, with enhanced versions of each style to be utilized on corners, visually prominent lots, or areas such as D Street where there is not a prominent front yard entry and side entries are required. The architectural style of the homes is considered to be Minimal Traditional, one of the architectural styles allowed in the Downtown for new homes. The Minimal Traditional style incorporates influences from earlier styles such as Craftsman and Colonial, while providing details in more modest expressions. The homes typically utilize popular materials such as wood, brick or stone and incorporate small porches. All of the proposed homes feature earth toned exterior stucco, horizontal lap siding, brick, and roofing material. Copies of the proposed color and material board for each color palette have been included with the Commission's packet (Exhibit B). Figure 8 shows the proposed architectural styles. In addition, the applicant has provided renderings, some of which are shown below in Figure 9, taken from various locations on-site that are included within the Landscape Section of the plans included within Exhibit B.

Consistent with the Guidelines, staff believes that the building designs are acceptable at a minimal level, and that the applicant should continue to work with staff on the architectural styles, finish, colors, and materials to be complement with the surrounding development. One of the features of the Minimal Traditional style is small porches which staff does not believe to be adequately represented in the proposed plans. In addition, the applicant continues to use stucco too much as a building finish and staff is recommending that the building architecture be enhanced with more traditional finishes such as lapped or shingle siding. In addition to the building materials, staff recommends that the windows should be centered on wall planes and should have window sills on all models, with windows that have consistent sill height or header height. Conditions of approval require the applicant to continue to work with staff on final elevation materials, stucco finish and texture, and other details, to be provided for review and approval by the Director of Community Development.

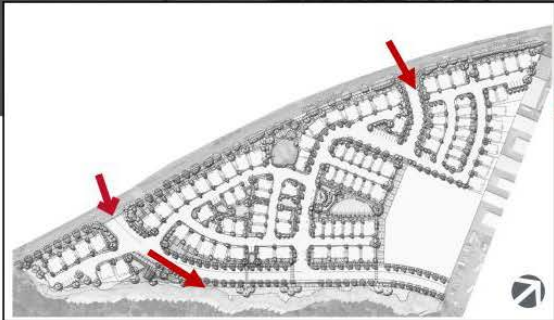
The proposed site development standards for the project would be as proposed with no permitted future room additions, patio covers, or other accessory structures within the development with the exception that accessory structures would be allowed on lots , 10-16, 92, and 93 which have private rear yards that are large enough to accommodate accessory structures.



**Figure 8: Front Elevations**



**Figure 9: Street Renderings**





### Arborist Report

Per the Pleasanton Municipal Code Tree Preservation section, a comprehensive tree report has been prepared within Exhibit B which surveyed a total of 118 trees comprising 24 species within the development area. The report recommends preservation of 63 trees including 13 heritage-sized trees and removal of 55 trees, including 18 heritage-sized trees. Staff has reviewed the arborist report in accordance with the Tree Preservation Section of the Municipal Code, including Section 17.16.020 and concurs with their recommendations.

### Landscape Plan

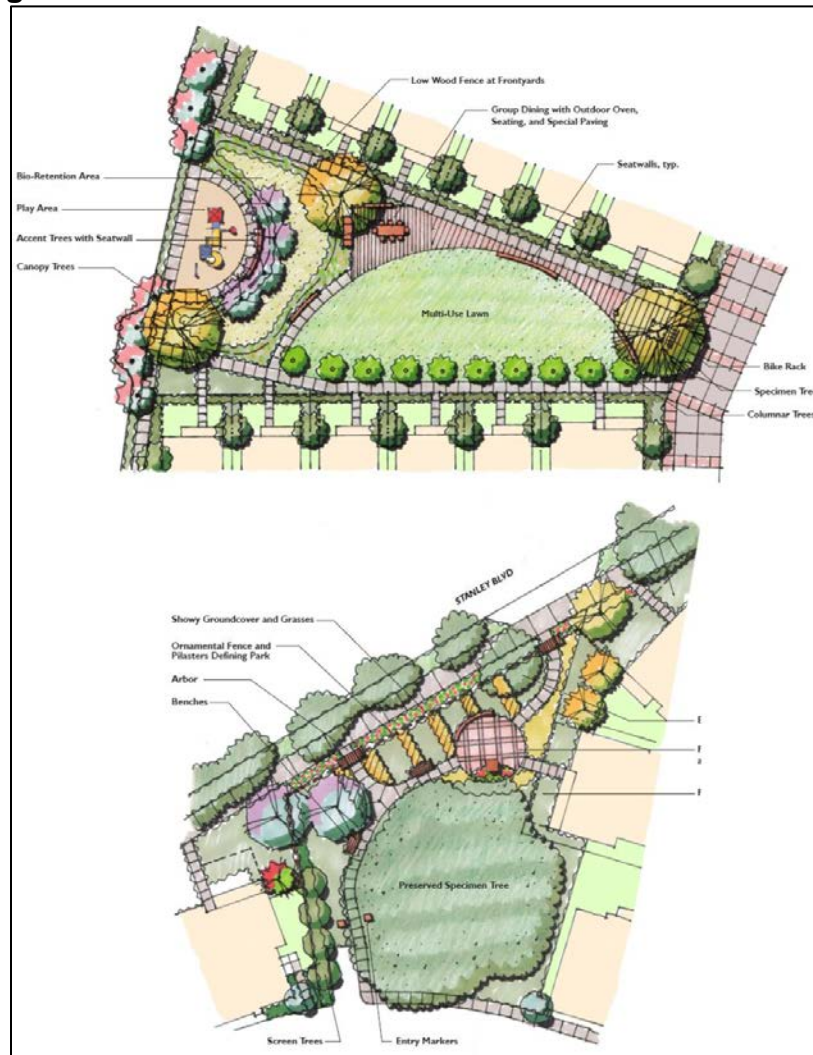
Preliminary landscape plans have been provided for the site, including enlargements of common open space/recreation areas. No turf area is proposed on the residential lots, and the landscape plan is designed to achieve a high level of water conservation. All landscaping except within private side and rear yards would be installed by the developer and would be maintained by the HOA. The front yard landscaping generally includes one street tree between each lot. Additional trees would be provided at the rear of the homes in tree wells between each garage entry. Overall, approximately 470 trees are proposed to be replanted throughout the site. Although the landscape plans are conceptual, staff believes that the species, quantities, and sizes of the proposed landscaping for the site are consistent with the other recently approved developments and are generally appropriate. A condition of approval requires that detailed landscape and irrigation plans be provided at the building permit stage subject to review and approval by the Director of Community Development.

Walls and Fencing. The applicant proposes to construct six-foot tall wood fences with horizontal slats between each home with 3-foot-tall front yard wood picket fencing along the streets and interior common area courtyards. The homes along D Street that back up to the public storage facility would include a 6-foot tall wood privacy fencing. Staff finds all of the proposed fence heights and materials are acceptable.

### Open Space and Amenities

The project currently includes 10 common open space parcels, including the construction of the public multiuse trail along the arroyo, to be used for public open space, increased from the 9 originally proposed and reviewed at the Planning Commission workshop. The exact locations are shown on sheet TM-6 within Exhibit B. All open space areas, including the public trail, have been conditioned to be privately maintained but publically accessible. The Commission had recommended that additional open space areas along C, D, and E Streets be incorporated to create more pedestrian-friendly, usable open space areas; however, no additional areas were included at this location. The applicant has revised the plans to add open space within Parcel H along the west side of B Street. In addition, the applicant added a children's tot-lot into the central park area per the request of the Planning Commission. Overall, staff believes that the revised plans did little to provided additional open space which could be better distributed throughout the community.

**Figure 10: Central Green and Tree Park**



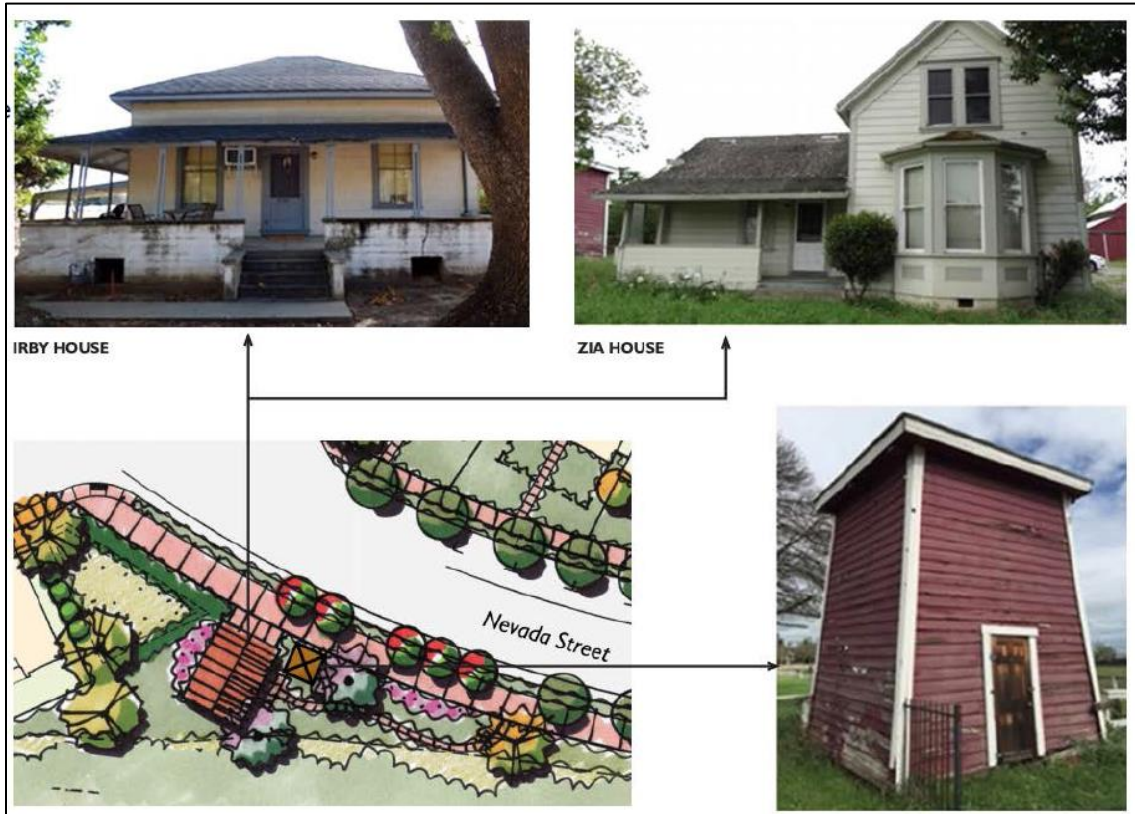
### Historic Resources and Preservation

Outside of the Downtown Specific Plan area, the City does not have adopted policies for preservation of historic structures. Of the three properties that make up the proposed development, only the Zia property is located within the Downtown Specific Plan area. The Irby home, however, is considered a historic resource because it was associated with events that have made a significant contribution local history.

The applicant is proposing to relocate either the historic Irby home or the Zia home as well as recreate the iconic ice house on the site within the historic park to be located on the south side of Nevada Street as shown in Figure 11. The applicant wishes to continue to work with the city as to which home is the safest and stable enough to be relocated on-site and restored to the representational intent of the home. The home will be relocated and refurbished to its original appearance to be used as by the Irby Ranch homeowners association for meetings and gatherings. Although the Irby home is considered a historic resource, staff believes that the Zia home and barn structures are locally identifiable because of their highly visible location near the intersection of First Street and Stanley Boulevard and serve as iconic structures within the community. Therefore, if choosing between the two homes, staff believes that the Zia home should be retained to preserve Pleasanton's history and well known visual landmark along First

Street and Stanley Boulevard. In addition, the proposed historic park location is generally located on the Zia property allowing the iconic residence to be retained in the vicinity of its original location.

**Figure 11: Historic Park Proposal**



Green Building Measures

The attached Green Building checklist shows that the proposed project would achieve 50 points or greater, consistent with the City’s ordinance. As conditioned, the final Green Building measures and score will be determined with the review of the building permit application. The project will also need to conform to the State of California’s Green Building Standards Code, “CALGreen.”

Noise Assessment

The City’s General Plan requires new projects to meet acceptable exterior and interior noise level standards. For single-family residential development, private yard areas excluding front yards cannot exceed 60 day/night average decibels (dB Ldn) and indoor noise levels cannot exceed 45 dB Ldn. However, the General Plan indicates that all residential areas may not be able to meet this goal due to economic or aesthetic considerations (e.g., the desire to not have large sound walls fronting major streets). This goal should generally be applied where outdoor use is a major consideration (e.g., backyards in single-family housing developments and common recreation areas in multi-family housing projects).

A noise assessment study was prepared by Charles M. Salter Associates, Inc. Two long term monitors continuously measured noise levels at the site between January 6-9, 2015. In addition, short-term “spot” measurements were conducted and compared with corresponding time

periods of the long-term monitors to determine how noise levels vary at different locations on-site and at different elevations.

The analysis concluded that to ensure acceptable interior noise levels in residences located along Stanley Boulevard, the project would need to install upgraded sound transmission class (STC) rated windows and doors as follows:

- At facades facing Stanley Boulevard, windows and exterior doors would be STC 38 at corner rooms and STC 34 at non-corner rooms.
- At facades perpendicular to Stanley Boulevard, windows and exterior doors would be STC 34 at corner rooms and STC 31 at non-corner rooms.

In addition, as required by the California Building Code (CBC), all rooms where windows need to be closed to reach interior noise goals would need to include ventilation or an air-conditioning unit.

The proposed homes do not include private backyard areas, so exterior noise level limitations would apply to common open space areas. Estimated future noise levels in the central park, tot lot, and all common open space areas except for the Tree Park, would be below 60 dBA Ldn and, therefore, within normally acceptable standards. To mitigate the exterior noise levels within the proposed Tree Park, the analysis has recommended that a solid 8-foot tall wall be installed along Stanley Boulevard. Due to aesthetic and design concerns, staff does not support the installation of the wall at this location and believes that it is acceptable in this instance to not reach this goal due to aesthetic considerations for the Tree Park only. All other areas of the development will be within normally acceptable standards.

### Sunflower Hill Development

As part of this application, the applicant will dedicate 1.35 acres of land to the City for future development of an affordable residential community for individuals with special needs. A future PUD development plan for this site will be required to include details such as the number of units, number of buildings, building locations, building heights, building design, parking, etc. The City will partner with Sunflower Hill for this development. The partnership will be described further in an Exclusive Negotiating Rights Agreement to be reviewed by City Council that will outline the timing and conditions under which Sunflower Hill will pursue implementation of the concept proposal and to negotiate a future ground lease and loan agreement with the City to develop the Sunflower Hill residential community.

The plans included within the application for the affordable residential portion of the project for individuals with special needs is currently designed at a conceptual level and is not part of this application. Further refinement of the development plans would be undertaken as part of the City's PUD development plan process. The Sunflower Hill development will be located along the east property line, just north of Nevada Street with access off of Street B and Nevada Street on approximately 1.35 acres. The current conceptual plans shown in Figure 12 illustrate two, two-story multi-family buildings currently anticipated to include 19 multi-family rental units. The affordable housing requirements for the overall project will be met through the dedication of land and contribution of \$1,000,000 in accordance with the Affordable Housing Agreement (discussed below). In addition, Sunflower Hill and the developer are also in discussions regarding a private agreement to allow for members of Sunflower hills organization to have first



rights to purchase homes adjacent to the Sunflower Hill parcel. This agreement would be directly between the developer and Sunflower and not included within City agreements.

**Figure 12: Sunflower Hill Conceptual Site Plan**



In addition to providing an independent living environment, the site would include a community/recreation center and shared outdoor amenities, which could include a therapeutic swimming pool and a sports court. On-site property management would also be available to provide resident services coordination.

As outlined within the Development Agreement and Affordable Housing Agreement (AHA), the applicant will be required to dedicate the 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 proposed agreements, the applicant would retain ownership and maintenance responsibilities of the property until such time as the property is needed for the Sunflower Hill development. However, the land will need to be transferred to the City before the Certificate of Occupancy for the final home in the single family portion of the project. At this conceptual stage, it is expected that the City will remain the owner of the 1.35 acre property and enter into a long-term ground lease with Sunflower Hill for its development and use of the site. Such a ground lease is similar to the approach for the Kottinger senior housing project. Prior to development of the Sunflower Hill portion of the development, a PUD development plan will be required to include details such as the number of units, number of buildings, building locations, building heights, building design, parking, etc. A condition of approval (No. 17.g.) requires the applicant to record a disclosure for future buyers of the single-family homes advising them of the future development of this 1.35 acre site with high density multi-family affordable housing.

Affordable Housing and Regional Housing Needs Allocation (RHNA)

The City's Inclusionary Zoning Ordinance (IZO) requires new single-family residential projects of fifteen (15) units or more to provide at least 20% of the dwelling units as affordable to very low, low, and/or moderate income households, or to satisfy the requirement through alternative

means. The alternative means may include the dedication of land for the purposes of affordable housing development, so long as the property is appropriately zoned, is large enough to accommodate the number of inclusionary units required, and is improved with infrastructure and adjacent utilities. Under the ordinance, the proposed market rate project would be required to provide 19 affordable units.

As described in the Affordable Housing Agreement (AHA), the applicant has proposed to meet the City's IZO by: 1) assisting with the application for land use approvals necessary to develop the Sunflower Hill concept proposal, including basic site plan drawings and necessary studies to develop the site; 2) providing 1.35 acres of the site dedicated for multi-family affordable housing to the City with utility connections constructed to the site and the site graded; and 3) providing \$1,000,000 to the City to support the development of affordable housing (which the current proposed City & Sunflower Hill agreement provides that such \$1,000,000 may be included in Sunflower Hill's financing pro forma). Please see the attached Housing Commission staff report (Exhibit E) for additional details and discussion.

The Housing Commission, at its July 14, 2016 special meeting, reviewed affordable housing options for the project. The Commission strongly conveyed its opinion that all money contributed by the applicant in accordance with the AHA be used for affordable housing on the subject site and not for other purposes or elsewhere in the City. The Housing Commission ultimately unanimously recommended the approval of the AHA to the City Council.

The subject properties are not currently included in the 2015-2023 Housing Element Housing Sites Inventory, which identifies sites available for future residential development and the adequacy of these sites to address Pleasanton's RHNA needs for the current RHNA cycle. The Housing Site Inventory only includes sites that are already zoned to accommodate residential development. Although the project site was not included within the inventory, any affordable housing units constructed during this RHNA cycle, including the units proposed as part of this project, would still be counted towards the City's progress in meeting its RHNA goals. Although the contribution of more market rate affordable housing would help with the City's housing shortage, rezoning the site to allow for residential development would not be necessary to meet the City's current RHNA obligation.

#### Development Agreement

State law authorizes cities to enter into binding development agreements with any person having a legal or equitable interest in real property for the development of the property. A development agreement is a commitment between the City and a property owner or developer to proceed with a specific development in accordance with the terms of an agreement that describes what land use and related processes shall apply to the application. In essence, a DA locks in the laws in existence at the time of entering into the agreement and the City agrees not to change its planning or zoning laws applicable to the specific development project for a specified period of time. Therefore, future land use decisions regarding such a development project will not be based on the then-current planning and zoning law, but rather will be based on the laws that were in existence at the time the development agreement was executed. The developer gains certainty, through the development agreement, of the continuity of regulations that were in force at the time of entering into the development agreement and prior to a commitment of a substantial investment for project improvements. In exchange, the City gets certain benefits and concessions that it might not be able to require through conditions of approval. In this case, primary benefits would be the dedication of the 1.35 acre site for the



proposed Sunflower Hill project, as well as a \$1,000,000 contribution to the City to support the development of affordable housing.

The applicant has proposed a 10-year term for the development agreement. The developer would be obligated to pay the applicable development impact fees which are in effect when the ordinance approving the agreement is effective. As set forth in Section 4.1 of the development agreement, the developer will pay development impacts fees at the rate in place when building permits are obtained (as such fees are subject to regular cost-of-living adjustments), but the project would not be subject to new impact fees which were not in place when the development agreement goes into effect. The agreement also ensures that the developer will abide by all requirements of the approved AHA. The draft DA is attached as Exhibit F.

The development agreement process requires that the Planning Commission provide a recommendation to the City Council for action. Staff supports the proposed development agreement and believes that the Planning Commission should provide a positive recommendation to the City Council.

## **ALTERNATIVES**

Additional alternatives that were analyzed include the following:

1. Housing Element EIR Assumptions, High Density Residential - The Housing Element and Climate Action Plan Supplemental EIR analyzed various high density residential development options for the project site ranging from 138-270 apartment units. The project as currently envisioned includes 93 single-family homes with up to 30 units on the Sunflower Hill site (a total of 123 units), which is fewer than the total units previously analyzed for the project site. The High Density Residential apartment unit alternative was not pursued because it would be less compatible with surrounding lower-density single-family residential neighborhoods. Although the lower range of apartments is similar in traffic impacts as the proposed project, it would not be desirable directly across the street from the Reflections single family homes. The higher range of apartment units and would generate more traffic (and associated noise and air pollution).
2. General Plan EIR Assumptions, Commercial Development – The EIR for the current General Plan assumed the project site would be developed with up to 65,500 square feet of retail development. This alternative is the most conservative in the amount of square footage analyzed for commercial development and would still generate almost twice the daily trips as the proposed project. In addition, staff believes that additional residential development on the periphery of the core downtown area is more beneficial than additional commercial space to the vitality of the downtown.
3. General Plan Designation, Commercial Development – The current General Plan designation is Retail/Highway/Service Commercial, Business and Professional Office as well as Open Space – Public Health and Safety with Wildland Overlay on the portion of the site comprising the arroyo. This General Plan designation allows for a density range of 0%-60% Floor Area Ratio (FAR). A FAR of up to 300% is allowed in the Downtown Specific Plan (Zia Property). Excluding the arroyo, at a midpoint of 30% FAR, approximately 134,600 square feet of commercial development could be developed on the site. Commercial development under this alternative could encompass general office, business park, warehousing, or retail uses. Greater capacity may be permitted if the Downtown Specific Plan allowance was taken into consideration. The last commercial alternative would greatly increase the developable square

footage while allowing for a wider range of business (e.g. retail, office, warehouse). Similarly to Alternative 2, this option would also generate more traffic than the proposed development, adding additional commercial square-footage close to the downtown.

4. Two-Story Residential Development – The project could be reduced to all two-story homes. This alternative would reduce height of the three-story units located in the center of the development from approximately 35 to 27 feet in height. The total square-footage of living space within each home would also be decreased, which would reduce the sales price which may result in less money for the developer to contribute to development infrastructure, affordable housing dedications (land and money), open space and landscape improvements, and historic restoration. This alternative would not impact the visual appearance of the project along Stanley Boulevard or Nevada Street since all homes on the periphery of the project are currently two-story, but may reduce the internal visual interest of the project by creating a monoculture of homes and heights throughout the development. These are the main reasons a two-story development was not pursued.

As presented in the Table 2 below, the proposed 93 single-family home project would generate levels of traffic on a daily and peak-hour basis similar to 138 apartment units, but less traffic than 270 apartment units. Single-family homes would generate more traffic on a daily and peak-hour basis than warehousing, but would generate less traffic on a daily basis and in total during the peak hours than other general commercial uses that could be developed under the existing General Plan. Even taking into account traffic generated by the Sunflower Hill development, the overall project would generate substantially less traffic than office, business park, or retail uses developed under existing General Plan designations.

**Table 2: Project Trip Generation Estimates**

Land Use	Size	Daily Trips	AM Peak Hour			PM Peak Hour		
			In	Out	Total	In	Out	Total
<b>93 Single Family Homes</b>								
Single Family Homes <sup>1</sup>	93 single-family homes	890	18	52	70	57	33	90
<b>Sunflower Hill Site</b>								
Group Home <sup>2</sup>	30 beds + 5,000 square feet of common space	260	5	5	10	10	10	20
Total Combined		1,150	23	57	80	67	43	110
<b>Housing Element and General Plan Land Use Assumptions</b>								
Apartments <sup>3</sup>	138 <sup>8</sup> apartment units	920	<b>14</b>	56	70	59	<b>31</b>	90
Apartments <sup>3</sup>	270 <sup>9</sup> apartment units	1,800	28	110	138	111	59	170
Retail <sup>4</sup>	65,500 sq ft	2,100	29	18	47	88	94	182
<b>Other Uses Potentially Allowed Under General Plan</b>								
Office <sup>5</sup>	135,000 sq ft	1,490	186	<b>25</b>	211	<b>34</b>	167	201
Business Park <sup>6</sup>	135,000 sq ft	1,680	161	<b>28</b>	189	<b>44</b>	126	170
Warehousing <sup>7</sup>	135,000 sq ft	<b>480</b>	<b>32</b>	<b>9</b>	<b>41</b>	<b>11</b>	<b>32</b>	<b>43</b>
Retail <sup>4</sup>	135,000 sq ft	4,320	61	<b>37</b>	98	180	196	376
Notes:								
<b>Bold</b> indicates uses where the proposed single-family home project would generate more vehicle trips.								
<sup>1</sup> Based on Trip Generation Manual (9 <sup>th</sup> Edition) trip generation rates for land use 210, Single Family Homes.								
<sup>2</sup> Based on Trip Generation Manual (9 <sup>th</sup> Edition) trip generation rates for land use 253, Congregate Care Facility and estimates for the recreation/community room use.								
<sup>3</sup> Based on Trip Generation Manual (9 <sup>th</sup> Edition) trip generation rates for land use 220, Apartments.								
<sup>4</sup> Based on Trip Generation Manual (9 <sup>th</sup> Edition) trip generation rates for land use 820, Shopping Center; includes a 25 percent pass-by reduction.								
<sup>5</sup> Based on Trip Generation Manual (9 <sup>th</sup> Edition) trip generation rates for land use 710, Office.								
<sup>6</sup> Based on Trip Generation Manual (9 <sup>th</sup> Edition) trip generation rates for land use 770, Business Park.								
<sup>7</sup> Based on Trip Generation Manual (9 <sup>th</sup> Edition) trip generation rates for land use 150, Warehousing.								
<sup>8</sup> Evaluated as part of the Housing Element EIR								
<sup>9</sup> Evaluated as an alternative in the Housing Element EIR								
<sup>10</sup> Land use assumptions within the City of Pleasanton Travel Demand Model used to forecast General Plan conditions.								
Source: Fehr & Peers, 2016.								

**PRO/CONS**

PROS	CONS
Additional single-family units would increase the City's supply of market-rate housing, while the Sunflower Hill portion of the project would increase the City's supply in affordable housing as well as provide the City with its first special needs housing development.	Creates higher demand on City services, including water, sewer, and roadway infrastructure, and would increase demand for schools and other public services and amenities.
Would preserve the historic resources on site and provide a publicly accessible open space area around the home.	The proposed lots are small in size with little private open space, and the homes are relatively large in relation to lot size.
Provide land to be dedicated, as well as construct the Nevada Street extension which will provide completion of loop improvements for sewer and water services, while preserving the arroyo.	Buildings on the site, which although not historic, are iconic and highly visible from the public right-of-way, would be demolished.
Provide trail improvements that are envisioned with the City's Community Trails Master Plan and Pedestrian and Bicycle Master Plan.	55 trees, including 18 heritage trees, would be removed from the site.
The proposal would generate less traffic (and associated air pollution and noise) than other reasonable development scenarios that could be developed under the site's existing land uses.	

**PUD DEVELOPMENT PLAN FINDINGS**

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

**1. Whether the proposed development 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. In addition, the project will include the extension of Nevada Street with all public utilities. The project will not generate volumes of traffic that cannot be accommodated by existing City streets and intersections in the area and the LOS would not be substantially adversely affected. The homes 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 consistent with the existing scale and character of the area. The project also would provide land to the City to help the City to meet its requirements for provision of lower income housing.

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 proposed development plan is consistent with the Pleasanton General Plan and any applicable specific plan:**

The proposed development would amend the site's General Plan land use designation from "Retail/Highway/Service Commercial, Business and Professional Office" to "High

Density Residential” for the 12.36-acre portion of the 15.06-acre site. The General Plan designation of Open Space would remain over the arroyo. The proposed single-family portion of the development would have a density of 8.45 DUA, while the Sunflower Hill portion would have an estimated density between 14 DUA (19 units) and 22 DUA (30 units), both conforming to the General Plan Land Use density requirements. 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 proposed development also includes an amendment to the Pleasanton Downtown Specific Plan. The Zia property is located within the Downtown Specific Plan Area with “Downtown Commercial” and “Open Space” land use designations. The Specific Plan designation of Open Space would remain over the arroyo, while an amendment to “High Density Residential” would be required for the rest of the parcel. The project as designed would generally conform to the Downtown Specific Plan Guidelines.

Thus, staff concludes that the proposed development plan is consistent with the City's General Plan and Downtown Specific Plan, and staff believes that this finding can be made.

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

Surrounding properties include commercial uses, single-family homes, multi-family homes, arroyo open space areas, and a church. As conditioned, staff believes that the proposed residential lots and homes would be compatible with the surrounding uses, including two and three-story homes in the general vicinity. The subject property has relatively flat terrain. Grading of the lots has been limited to the creation of pads for the future homes and to achieve the proper functioning of utilities. The creek banks on the south side of the project site will be entirely preserved, along with approximately 2.7 acres of arroyo. 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 in conjunction with the proposed development plan takes into account environmental characteristics and is designed in keeping with the best engineering practices to avoid erosion, slides, or flooding, and to have as minimal an effect upon the environment as possible:**

As described above, the site would be graded to create the needed building pad areas, but the vast majority of the site (including the riparian area along the arroyo) would be preserved in its natural state. 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 area of the property to be developed is not located in a flood hazard zone. Areas within the arroyo that are not to be impacted or disturbed are included within a Floodzone. Therefore, staff believes that this finding can be made.

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

The project site is in a developed area of the City. The proposed lots and homes would be located in a flat portion of the site, allowing for the retention of the landscape buffer along the arroyo as well other significant trees on-site, including a heritage size valley oak tree. This landscape buffer would protect the ecological integrity of the arroyo, allowing the arroyo to continue to function as a wildlife migration corridor. New landscaping is proposed including a variety of drought-tolerant trees, shrubs, and groundcovers. The proposed homes will be compatible in size and scale with the existing homes in the neighborhood. Therefore, staff believes that the project has been designed to complement the natural terrain and landscape, and this finding can be made.

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

The new Nevada Street extension, which will be public, will provide access to and from the site and is designed to be consistent with the City's Complete Streets Policy. The new homes would be equipped with automatic residential fire sprinklers. The homes would be required to meet the requirements of applicable City codes, and State of California energy and accessibility requirements. Therefore, staff believes that this finding can be made.

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

The proposed PUD Development Plan conforms to the purposes of the PUD district. One of these purposes is to allow for creative project design that takes into account site constraints, including the arroyo and the Irby house, which is a historic resource. Staff believes that, with the approval of the General Plan and Specific Plan amendments, the proposed project would help to implement the purposes of the PUD ordinance, by allowing for flexible site standards on the site, while protecting the 2.7 acres in and adjacent to the arroyo. In addition, the SEIR included a Statement of Overriding Considerations to allow for consideration of removing historic resources on-site while documenting the home according to Historic American Building Survey (HABS) standards, 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.

**VESTING TENTATIVE MAP FINDINGS**

State law and the Zoning Ordinance of the Pleasanton Municipal Code (PMC) set forth the considerations to be addressed in reviewing a Vesting Tentative Map. The Planning Commission must make the following findings that Vesting Tentative Map 8245 conforms to the purposes of the PMC, before making its approval. With the revised process in the Municipal Code that now allows for simultaneous processing of planned unit development plans and vesting tentative maps, the Planning Commission's approval of the vesting tentative map, if granted, is subject to revision of the map if the City Council's approval of the PUD includes changes that require map modifications.



- 1. The proposed vesting tentative subdivision map conforms to the zoning regulations/development plan.**

The Vesting Tentative Map and improvements will conform to the ultimately-approved PUD development plan and conditions of PUD-110. The map and improvements thus conform to the underlying zoning district.

- 2. The design of the subdivision provides, to the extent feasible, for future passive or natural heating or cooling opportunities.**

The homes will comply with the City's residential Green Building Ordinance, which requires that each home achieve a "Green Home" rating on the "Single-Family Green Building Rating System." The homes in the development will incorporate a number of green building measures, providing a minimum of 50 points, and will be constructed to accommodate photovoltaic panels and be solar-water-heating ready. For this development, the homes will exceed Title 24 state energy conservation requirements by 15% and have humidity control systems installed.

- 3. The proposed vesting tentative subdivision map, together with its design and improvement, is consistent with the Pleasanton General Plan.**

PUD-110, as discussed in the PUD Findings section of this report, was found to be consistent with the Pleasanton General Plan and Vesting Tentative Subdivision Map 8245. The proposed subdivision and its improvements are compatible with the objectives, policies, land uses, and programs specified in the General Plan.

- 4. The subdivision site is physically suitable for this type and density of development.**

The area of the property to be developed is not in a flood zone or earthquake fault zone and is relatively flat. Project construction would involve minimal site grading and alteration of existing topography. Thus, the project site is physically suitable for the proposed development.

- 5. The design of the subdivision and improvements covered by the proposed vesting tentative subdivision map will not cause substantial environmental damage and avoidably injure fish and/or wildlife or their habitat.**

The subject site is located immediately north of the Arroyo del Valle. As part of the environmental review for the Housing Element update and Climate Action Plan General Plan Amendment and Rezonings, Mitigation Measure 4.C-2 was identified to protect riparian and wetland setbacks. No new grading or development is allowed within 20 feet of the edge of riparian vegetation or top of bank, whichever is further from the creek centerline, as delineated by a qualified, City-approved biologist. Additional pre-construction biological surveys will also be required prior to commencing grading on-site. PUD-110 also includes conditions that require best management practices to be incorporated before and during construction to minimize impacts to groundwater and surface water quality.

**6. The design of the proposed subdivision or type of improvements is not likely to cause serious public health problems.**

The proposed subdivision meets all applicable City standards pertaining to public health, safety, and welfare (e.g., standards pertaining to public utilities and services, public road design and traffic safety, fire hazards and noise hazards). All public safety measures are addressed through the design and conditions of approval for PUD-110 and the Vesting Tentative Map. The street design is satisfactory to the Livermore-Pleasanton Fire Department and Traffic Engineer. The homes will be equipped with automatic residential fire sprinklers and will be required to meet the requirements of the California Building Code, Fire Code, and other applicable City codes and/or requirements. The site is free from toxic or hazardous materials and no earthquake, landslide, flooding, or other natural hazards exist at this site.

**7. The design of the subdivision or its related improvements will not conflict with easements, acquired by the public at large, for access through or use of property within the proposed subdivision.**

The vesting tentative map will maintain the existing access and utility easements located on-site. This Vesting Tentative Map provides for new easements and utilities shown on the PUD development plan or required in the PUD conditions of approval, as well as the dedication of Nevada Street, which will accommodate new water, sewer, and other utilities.

**8. The restriction on approving a tentative subdivision map on land covered by a land conservation contract entered into pursuant to the California Land Conservation Act of 1965 (Williamson Act) is not applicable.**

The site has not recently been formed and is not covered by a land conservation contract, including a Williamson Act contract.

**9. The discharge of waste from the proposed subdivision would not result in violation of existing requirements prescribed by the California Regional Water Quality Control Board (RWQCB).**

No violation currently exists and sewer capacity is available for this subdivision. The project would not discharge any waste other than domestic sewage and all sewage would be discharged into the city's sanitary sewer system for ultimate treatment. Urban stormwater runoff is required to meet the City's RWQCB permit requirements for urban development.

**PUBLIC NOTICE**

Notice of this application was sent to surrounding property owners and tenants within a 1,000-foot radius of the site. Staff has provided the location and noticing maps as Exhibit I for reference. At the time of the report publication, staff received a large amount of letters/emails regarding the proposed project, both in favor and opposition of the project, which are included within Exhibit H for reference. Letters in opposition to the project include concerns regarding

additional traffic and school and water impacts. Any additional public comments received after publication of this report will be forwarded to the Commission.

## **ENVIRONMENTAL ASSESSMENT**

On January 4, 2012, the City Council certified a Supplemental Environmental Impact Report (SEIR) and adopted the CEQA Findings and a Statement of Overriding Considerations for the Housing Element update and Climate Action Plan General Plan Amendment and Rezoning. This SEIR was a supplement to the EIR prepared for the Pleasanton 2005-2025 General Plan, which was certified in July 2009. The subject property was one of 21 potential housing sites analyzed in the SEIR. Various SEIR Alternatives analyzed between 138 to 270 apartment units onsite.

The CEQA Guidelines further clarify the circumstances under which a supplemental or subsequent EIR may be required. Guidelines Section 15162 indicates that a supplemental or subsequent EIR is required only when substantial changes occur to the project or the circumstances surrounding the project, or new information is identified, that would result in the identification of new or more severe significant environmental effects beyond those identified in the previous EIR.

Staff believes that none of the conditions described in Section 15162 occurred. Therefore, an addendum to the SEIR was prepared for this project. The analysis in the attached Addendum to the SEIR (Exhibit G) concludes that the proposed project will not trigger any new or more severe significant environmental impacts as compared to those analyzed in the context of the SEIR and confirms that none of the conditions described in Section 15162 occurred.

## **SUMMARY/CONCLUSION**

Staff worked with the applicant on the proposed in revising the proposal to attempt to address the Planning Commission's and staff's comments concerning site layout, street circulation, and other elements of the design. Staff has included conditions of approval to require the applicant to continue to work with staff on final elevation materials, stucco finish and texture, and other details that would make the development compatible with the residential uses in the vicinity. In addition to the 93 single-family homes, the applicant has provided Nevada Street improvements and extension; Tree preservation; Historic preservation; Arroyo preservation; New open space, trail, and parks to be privately maintained but publically accessible; and First Street/Stanley Boulevard improvements and intersection enhancements. Staff, therefore, believes that the proposed development merits a favorable recommendation from the Planning Commission.

**Primary Author:** Jennifer Hagen, Associate Planner, 925-931-5607 or [jhagen@cityofpleasantonca.gov](mailto:jhagen@cityofpleasantonca.gov).

**Reviewed/Approved By:**

Steve Otto, Senior Planner

Adam Weinstein, Planning Manager

Gerry Beaudin, Community Development Director