

Planning Commission Staff Report

July 13, 2016
Item 6.b.

SUBJECT: PUD-118

**APPLICANT/
PROPERTY OWNER:** Mike Carey

PURPOSE: Applications for: 1) certificate of appropriateness to demolish all existing structures; 2) rezoning of an approximately 13,040-square-foot site from O (Office) to Planned Unit Development – Mixed-Use (PUD-MU); and 3) PUD Development Plan approval to construct: a) an approximately 2,229-square-foot, three-story mixed-use building with office/retail space on the first-floor and three apartments on the second- and third-floors; and b) three, three-story, detached single-family homes with potential office space on the first-floors and related site improvements.

LOCATION: 4791 Augustine Street

GENERAL PLAN: Retail/Highway/Service Commercial; Business and Professional Offices

SPECIFIC PLAN: Downtown Specific Plan – Office

ZONING: O (Office), Downtown Revitalization, and Core Area Overlay District

EXHIBITS:

- A. [Draft Conditions of Approval](#)
- B. [Proposed Plans dated "Received June 28, 2016"](#)
- C. [Planning Commission Work Session Meeting Minutes](#)
- D. [Historic Resource Evaluation dated "Received March 28, 2016"](#)
- E. [Location and Notification Map](#)

BACKGROUND

On January 21, 2016, the applicant, Mike Carey, submitted an application to demolish the existing dwelling and accessory structures on the site and construct one, three-story mixed-use building with office/retail space on the first-floor and three apartments on the remaining second and third floors, and three, three-story detached single-family homes on the subject site. After reviewing an initial application, staff provided the applicant with feedback regarding the need to evaluate the historical integrity of the existing home and the on-site accessory structures, the lack of consistency with the Office land use designation given the amount of residential uses and limited square-footage of the proposed office/retail space, the site layout

of the buildings and the need to enhance the pedestrian-orientation of the mixed-use building, reducing the massing of the detached single-family homes, the use of building materials to better reflect the architectural character of Downtown (i.e., reducing the amount of metal siding), and on-site parking requirements for a mixed-use building (i.e., meeting the parking standards for office/retail and apartments). On April 8, 2016, the applicant submitted revised plans and associated documentation addressing some of the previous comments in order to hold a Work Session with the Planning Commission.

Planning Commission Work Sessions for major downtown/City-wide projects are required prior to requesting a formal recommendation by the Planning Commission to the City Council on project approval. A Planning Commission Work Session was held for the project on May 25, 2016. The Commission provided staff and the applicant with direction on the project land use consistency, parking, and design as detailed in the Work Session section below. In response to that direction, the applicant revised the project plans to include potential office space within the first-floors of the three, detached single-family homes. The current proposal is now before the Planning Commission for review and recommendation to the City Council, which will review and take final action on the applications.

WORK SESSION

The discussion at the May 25, 2016 Planning Commission Work Session focused on demolishing the structures, land use consistency, Specific Plan and General Plan amendments, parking, and design of the proposed project at. A summary of that discussion broken down into primary discussion topics is below. The applicant's responses to the Planning Commission's comments are discussed in the appropriate topical sections of this report.

Historic Resources

Historic Resources Policy No. 3 of the Downtown Specific Plan prohibits the demolition of any residential building in a commercial or office zoning district found to be a historic resource unless the building is determined to be unsafe or dangerous, and if no other reasonable means of rehabilitation or relocation can be achieved. The historic resource evaluation (Exhibit D) determined the existing house and accessory structure with carport are not considered historic resources and could be demolished. The Commission was not opposed to demolishing the existing home and accessory structure because the structures are not considered historic resources.

Land Use Consistency

The General Plan land use designation of this site is "Retail, Highway, Service Commercial; Business and Professional Offices" and the Downtown Specific Plan land use designation is "Office." The majority of the project (in terms of overall interior square footage) comprises detached, for-sale single-family residential uses; however, the Commission was not opposed to finding the project consistent with its respective land use designations given the presence of ground-floor commercial space oriented towards Old Bernal Avenue, and the potential of the project to generate more activity on the periphery of Downtown. However, the Planning Commission expressed support to modify the project to add ground-floor commercial space into the residential building proposed in the southwest corner of the site (Residence 1), and re-designing this ground-floor space to look more like a commercial space (e.g., introducing more transparency and a separate entrance allowing access into the commercial space). The

Planning Commission indicated that these changes would bring the proposed project further into compliance with the General Plan and Downtown Specific Plan.

Specific Plan and General Plan Amendments

As discussed at the work session, updating the Downtown Specific Plan is a City Council priority and staff has begun preparing a scope of work for the update. The scope of work would likely include re-evaluation of the Office land use district in the Specific Plan. In addition, the City is nearing adoption of a Civic Center Master Plan, which will have a major influence on the land use composition and activity level of the southern portion of Downtown. The Commission noted that land use amendments for the project site should not take place in advance of the comprehensive Specific Plan update and completion of the Civic Center Master Plan, as such amendments could set a precedent for future land use disposition of those properties with a Specific Plan designation of Office. Furthermore, the Commission noted that the minor changes to the project indicated above (introduction of ground-floor commercial space to Residence 1 and associated design changes to the façade of that building) would preclude the need for General Plan and Specific Plan amendments.

Parking and In-lieu Fee

The Pleasanton Municipal Code (PMC) parking requirements for a mixed-use building would be nine on-site spaces (i.e., two spaces for each apartment unit and three spaces for the office/retail space based on a 1 space/300 square-foot parking ratio). However, the project included only a total of six parking spaces to be shared among all occupants of the mixed-use building. The Commission agreed that the modest size of each apartment unit (two units would be 367 square feet and one unit would be 359 square feet) would limit the number of people living in the apartments. Although three additional parking spaces are required by Code, the Commission was generally supportive of the proposed parking supply for the mixed-use building. Furthermore, the Commission did not indicate that in-lieu parking fees were appropriate since the small rental apartment units are likely to have reduced parking demand compared to typical residential units and are located in close proximity to transit facilities (the ACE train station, located on Pleasanton Avenue, and Wheels bus stop along Old Bernal Avenue). The Planning Commission also indicated the need to reevaluate parking supply of Residence 1 if it was modified to include a commercial component.

Building Design

The Commission expressed support for the massing and height of the structures, as the upper-levels of the structures had less square-footage, low rooflines, and were broken up by various wall planes and balconies/decks. It was noted that the design and materials were similar to other existing buildings in the area and found the design to be complimentary and consistent with the Downtown Design Guidelines. Commissioner Allen requested that the south elevation of the mixed-use building be enhanced to accentuate its retail/business appearance.

Additional Information Requests and Public Comment

Chair Ritter requested additional information about the viability of new office, residential, and retail space in Downtown. The Commission was agreeable to using the Pleasanton Civic Center Site Market Analysis, prepared by Economic and Planning Systems (EPS), since at the time of the May 25th Planning Commission hearing, the Market Analysis was expected to be published in early June. The Market Analysis, provided to the Planning Commission via email on June 16, 2016, indicated that although residential development would provide the most

development value on the Civic Center site (and ostensibly other development sites in the immediate area), there is a strong market for mixed uses in Downtown. Furthermore, the report indicates that ground-floor retail uses (in a mixed-use format) “could provide urban design and unique ‘place-making’ benefits.”

The Planning Commission Work Session also provided the public with an opportunity to review and comment on the proposed plan. Written comments were included with the Work Session staff report; however, no public comments, other than from the applicant team, were provided at the meeting. The May 25, 2016 Planning Commission meeting minute excerpts are provided as Exhibit C.

Based on the feedback received at the May 25, 2016, Planning Commission Work Session, the applicant revised the first-floor plans of the three, detached, single-story homes to space identified as “mixed use” (labeled as “MU” on the floor plans). The application being presented to the Planning Commission is for a formal recommendation to the City Council for review and final decision.

SITE AND AREA DESCRIPTION

The subject site is located on the northwest quadrant of Old Bernal Avenue and Augustine Street, is approximately 0.28-acres in area, generally trapezoidal in shape, and relatively flat (refer to Figure 1). The parcel is accessible from two driveways: one on the north side of Old Bernal Avenue and one on the west side of Augustine Street. There is fencing that varies in type and height along all property lines and there are three heritage-sized trees and three non-heritage size trees on-site.

The existing approximately 868-square-foot, single-story dwelling unit, constructed in 1895, is located in the southeast portion of the site and an accessory structure and multi-car carport are located on the north side of the property. Workers from the Americo Zaro Gravel Company resided in the home in the 1940s and 1950s and likely used the brick accessory structure for equipment storage and the carport for large vehicle storage. Staff notes that the home was not included in the City’s Historic Resource Survey since it is located in an Office Zoning District and surveys were only conducted for homes in residential zoning districts. The applicant provided a historic resource evaluation and an addendum to the evaluation which found that none of the buildings on the site are historic resources (please refer to Exhibit D).

The properties adjacent to the subject parcel include a parcel that has an existing single-family home with three apartment units currently under construction to the north; a single-story dental office building to the east, across Augustine Street; the City’s library parking lot to the south, across Old Bernal Avenue; and a two-story, single-family home to the west. The subject site is also approximately 543 feet to the east of the Union Pacific Railroad tracks, measured from the tracks to the closest property line of the subject site. Figures 1 through 3 show an aerial and street-scene view of the subject site and existing structures.

Figure 1: Aerial View of Project Site



Figure 2: Augustine Street View of Project Site



Figure 3: Accessory Structure and Carport



PROJECT DESCRIPTION

The applicant proposes to demolish all existing site improvements, including the 868-square-foot single-story home and accessory structures, all hardscape, the fences along Old Bernal Avenue and Augustine Street property lines, three non-heritage sized trees, and one heritage-sized tree. The site would be developed with an approximately 2,229-square-foot, three-story mixed-use building with first-floor office-retail space and three apartment units on the remaining two floors of the building, in addition to three detached three-story, single-family homes, ranging in size from 1,787 square feet to 1,918 square feet that have identified spaces for MU on the first floors. Please refer to Figure 4 for the site plan.

A summary of the proposed development standards for the proposed buildings are provided in Table 1.

Table 1: Proposed Development Standards

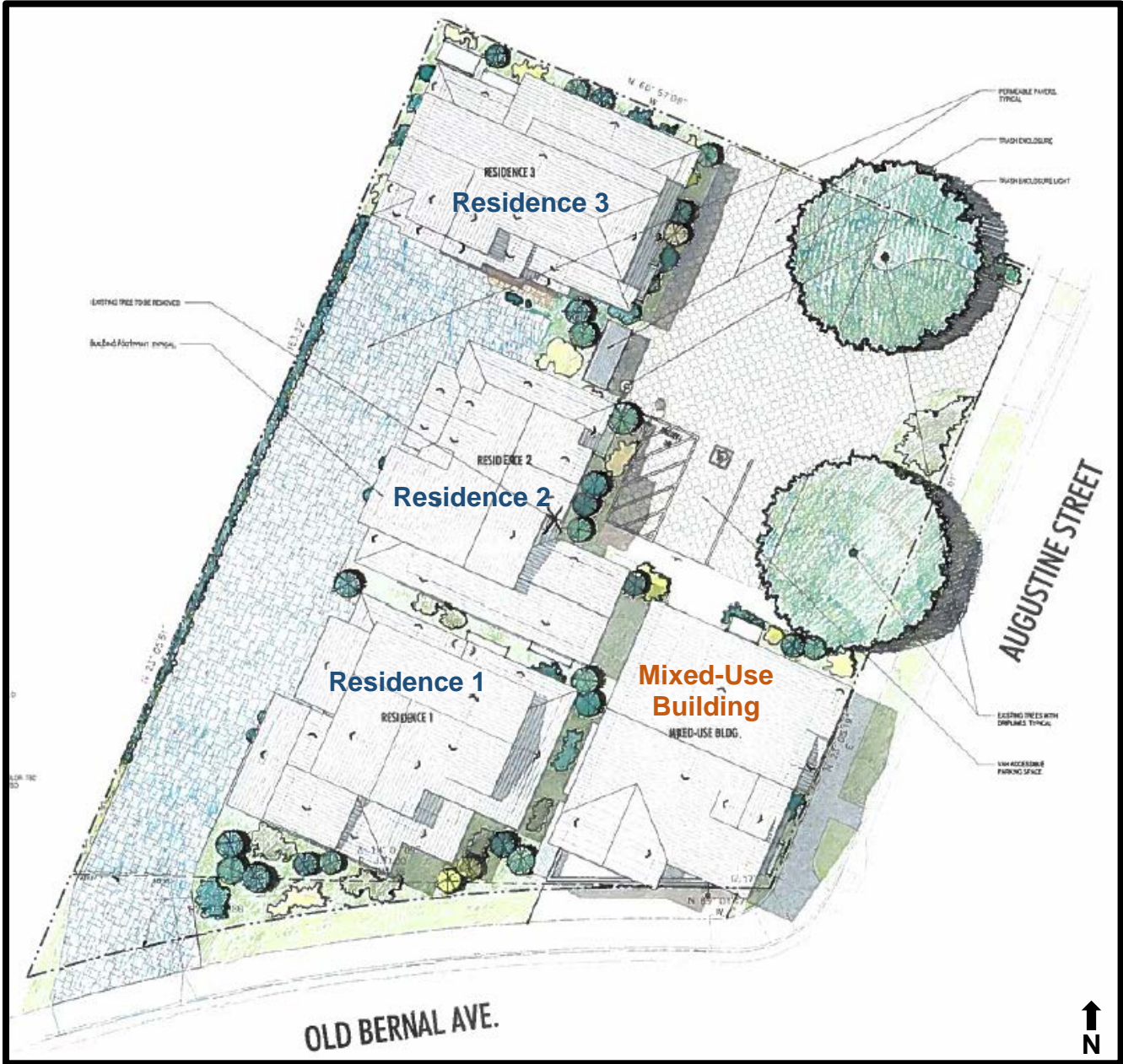
MU Building	
*Setbacks	
<i>Front (south)</i>	1 ft. (Old Bernal Avenue)
<i>Rear (north)</i>	73 ft.
<i>Sides</i>	5 ft., east side (Augustine Street) / 4 ft., 6 in., west side
**Height	29 ft., 10 in.
Residence 1	
*Setbacks	
<i>Front (west)</i>	19 ft.
<i>Rear (east)</i>	4 ft., 6 in.
<i>Sides</i>	8 ft., south side / 4 ft., north side
**Height	30 ft.
Residence 2	
*Setbacks	
<i>Front (west)</i>	20 ft.
<i>Rear (east)</i>	4 ft., 6 in.
<i>Sides</i>	4 ft., south side / 3 ft., north side
**Height	30 ft.
Residence 3	
*Setbacks	
<i>Front (south)</i>	13 ft.
<i>Rear (north)</i>	5 ft.
<i>Sides</i>	5 ft., east side / 4 ft., west side
**Height	29 ft., 6 in.
FAR	58% (Total percentage of all buildings – MU and Res. 1-3)

*Measured from the closest point of the building wall to the property line

**Measured from finished grade to the top of the roof's ridge.

The applicant is proposing to subdivide the subject parcel into four new lots (one for the mixed-use building and one for each of the three new detached single-family homes). The applicant, or responsible party, would apply for a Parcel Map, which is processed at staff-level, at a later date, should the project receive a favorable action by the City Council.

Figure 4: Site Plan



Mixed-Use Building

The mixed-use building's first floor would be approximately 948 square-feet in area and could be designed to accommodate multiple tenants. The second and third floors would have three studio apartment units ranging in size from 359 to 367 square feet. Units 2 & 3 would have lofts on the third-floor that are included in their respective square-footages. Entrances to the first-floor office/retail space would be provided from the north, east, and south sides of the building and the entrance to the apartment units would be accessible from exterior stairs located on the west side of the building. Two of the apartment units would have private open space in the form of a balcony and the northern unit would have a Juliet-style balcony (i.e., a balcony with only a small protrusion into the outdoors).

Single-Family Homes

The three, three-story detached single-family homes would range in size from approximately 1,787 to 1,918 square feet in area, and would each have two bedrooms, a living room and kitchen space, and a two-car garage. The first-floor of each single-family home has been designed to include an option of a third bedroom or an office space (ranging in size from 180 to 194 square feet, noted as MU on the floor plans in Exhibit B). A small front porch or a deck/balcony would be provided for each unit. Additional private open space is provided for Residence 1 on the south side of the residence. However, given the proximity of the proposed parking lot and location of other on-site structures/improvements, Residences 2 and 3 would not have usable ground-level private open space.

Circulation and Parking

Access to the parking lot would be from a decorative concrete paver drive aisle, north of the mixed-use building, on Augustine Street. The applicant is proposing to have the apartment tenants share the six parking spaces with the office/retail tenant(s). Access to the detached homes would be from a decorative concrete paver drive aisle on the north side of Old Bernal Avenue that would also provide access to the individual garages in each single-family home. No guest parking would be provided for the residential units.

Architecture

The applicant is proposing traditional architecture with modern elements. This “modern farmhouse” style is characterized by wood and metal siding, front porches, prominent porch supports, knee braces, and a gable roof. The roof designs include both side and front gables, which create more variety in the design and break up the massing. The buildings would have a combination of grey-colored standing seam metal roofs and weathered wood-colored (dark brown with green undertones) composition roofs. Architectural elements would feature a combination of white wood board-and-batten siding and stucco, grey metal siding, and black accents (windows, doors, garages, and exterior lighting fixtures).

The massing of the buildings is broken up by the use of balconies and projected or recessed building walls, and dormer windows which provide variation in the wall planes. Large storefront doors and windows are used on street-facing elevations (on Augustine Street and Old Bernal Avenue) of the mixed-use building. Transom windows are also incorporated over the glass doors on the south and north elevation to further distinguish the office/retail space. Please refer to Figures 5 and 6 and Exhibit B.

Figure 5: Mixed-Use Building

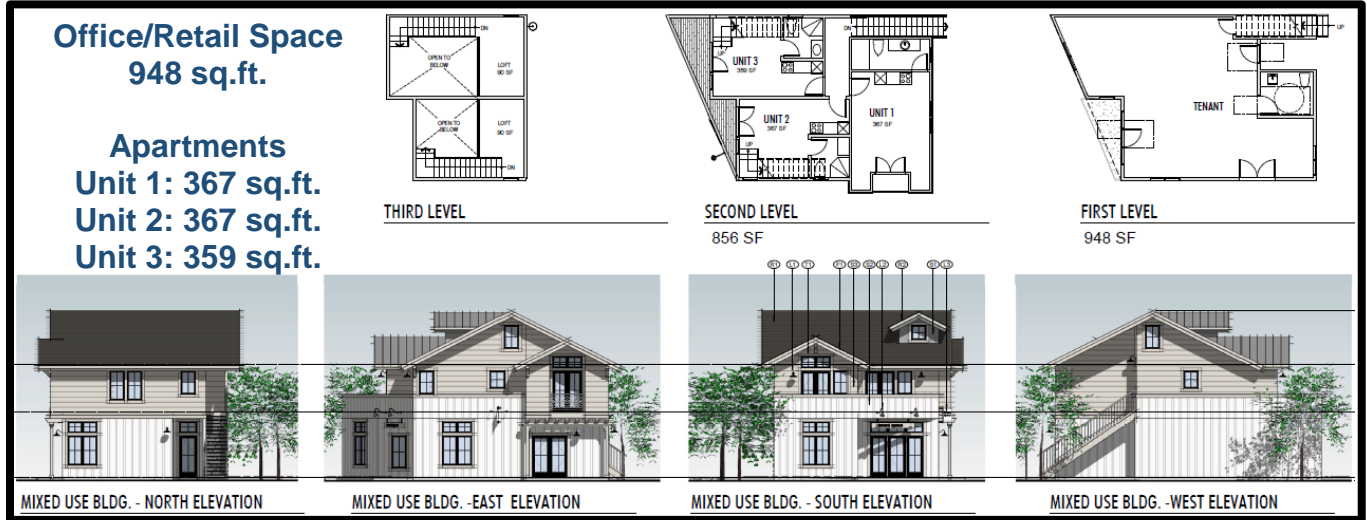
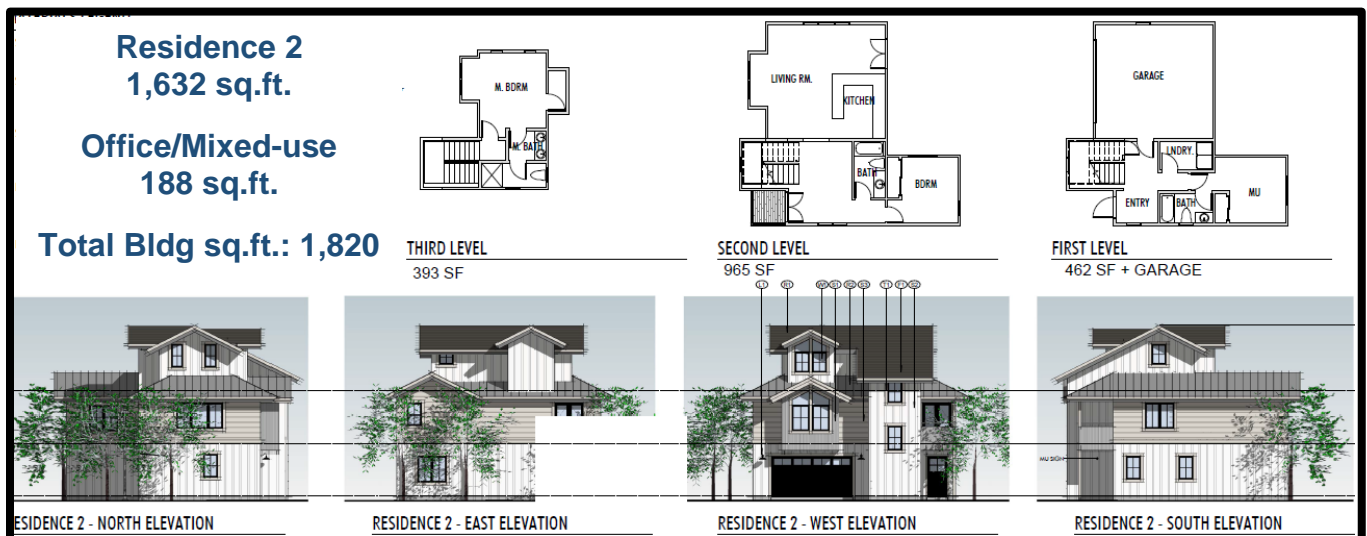
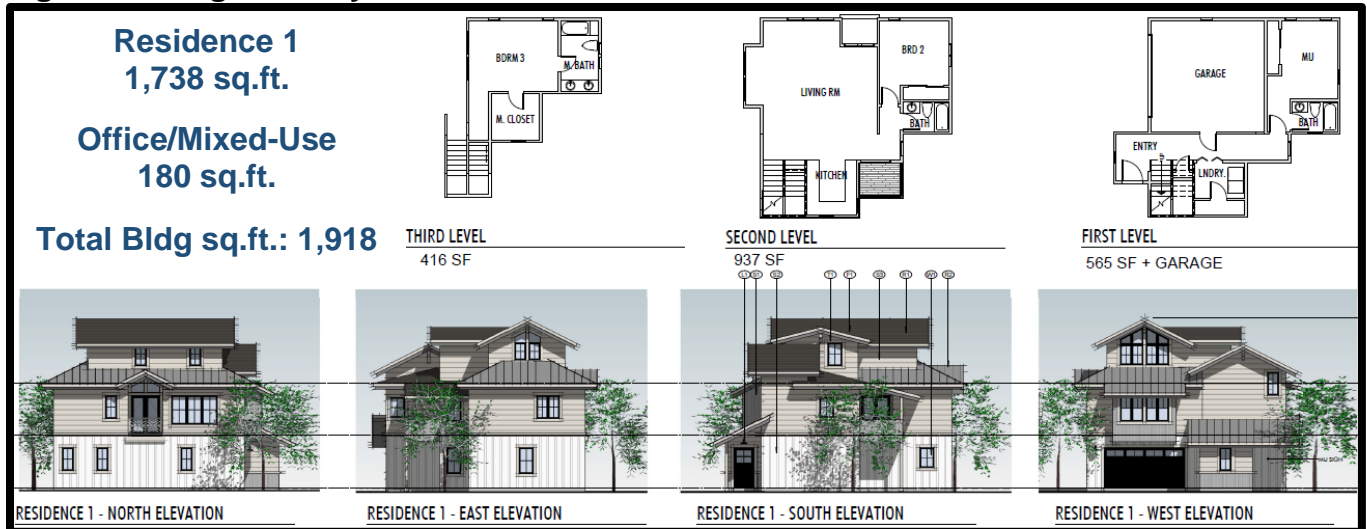
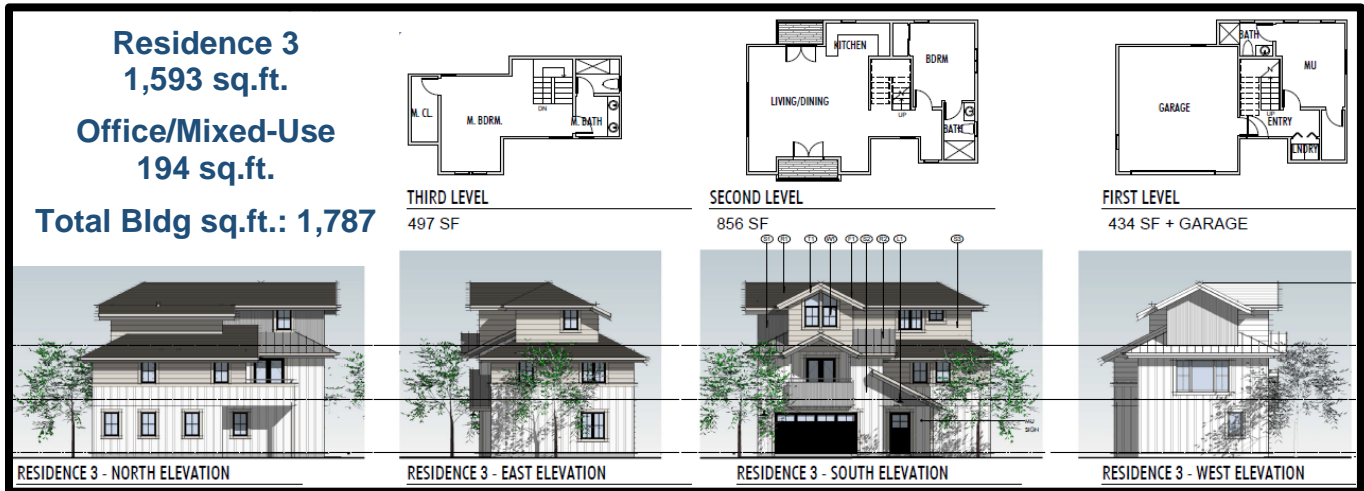


Figure 6: Single-Family Homes





Landscaping

The landscape plan (found in Exhibit B) includes a tree/plant palette of native and non-native species that are primarily drought tolerant, as well as some hardscape features, including pervious concrete paver driveways. A joint-use trash enclosure for the tenants of the mixed-use building is also proposed along the western side of the parking lot, between Residences 2 and 3. The enclosure would be designed to architecturally complement the proposed buildings.

Please see the attached project plans (Exhibit B) for additional information on the subject proposal, including signage criteria for the proposed mixed-use building and exterior lighting for all buildings.

ANALYSIS

Land Use

General Plan and Downtown Specific Plan

The General Plan land use designation of this site is “Retail, Highway, Service Commercial; Business and Professional Offices” and the Downtown Specific Plan land use designation is “Office.” The Downtown Specific Plan has language that encourages and/or allows above ground-floor multi-family housing on Office-designated properties.

In the current plans, the applicant has identified potential “mixed-use” space that could be used as a bedroom or an office space on the ground floor of each single-family residential unit. Staff is not opposed to the potential office space in each detached unit, but is skeptical that this space would be used in a way that would meet the intent of the Office district. It is likely that the flexible “mixed-use” spaces would be used as bedrooms, similar to other residential units with multiple bedrooms, as the mixed-use spaces would not be accessed via an independent doorway and would not have design features (substantial windows) that would make the spaces attractive to office tenants. Staff believes the project would be consistent with the Specific Plan and General Plan land use designations if Residence 1 was designed such that the first-floor mixed-use (MU) space is identified for office/retail uses and separated from the residential unit and the south elevation of Residence 1 is designed such that it has an office/retail appearance. This can be achieved by extending the south garage wall adjacent to the MU space to the entry hallway in front of the unit’s laundry room and creating an exterior

tenant-access-only door on the west elevation. Large storefront windows, similar to those of the dedicated mixed-use building, should be utilized in the south elevation to delineate the space from the residential unit. Please see Figures 7-9. These changes would create a project with continuous office/retail frontage on Old Bernal Avenue with residential space above or behind office/retail space. Staff notes that the office/retail spaces would be required to meet applicable Americans with Disabilities Act (ADA) requirements (e.g., ADA-compliant restrooms would be required). A condition of approval has been recommended that summarizes the staff recommendation.

Figure 7: Staff’s Recommended Changes to Residence 1

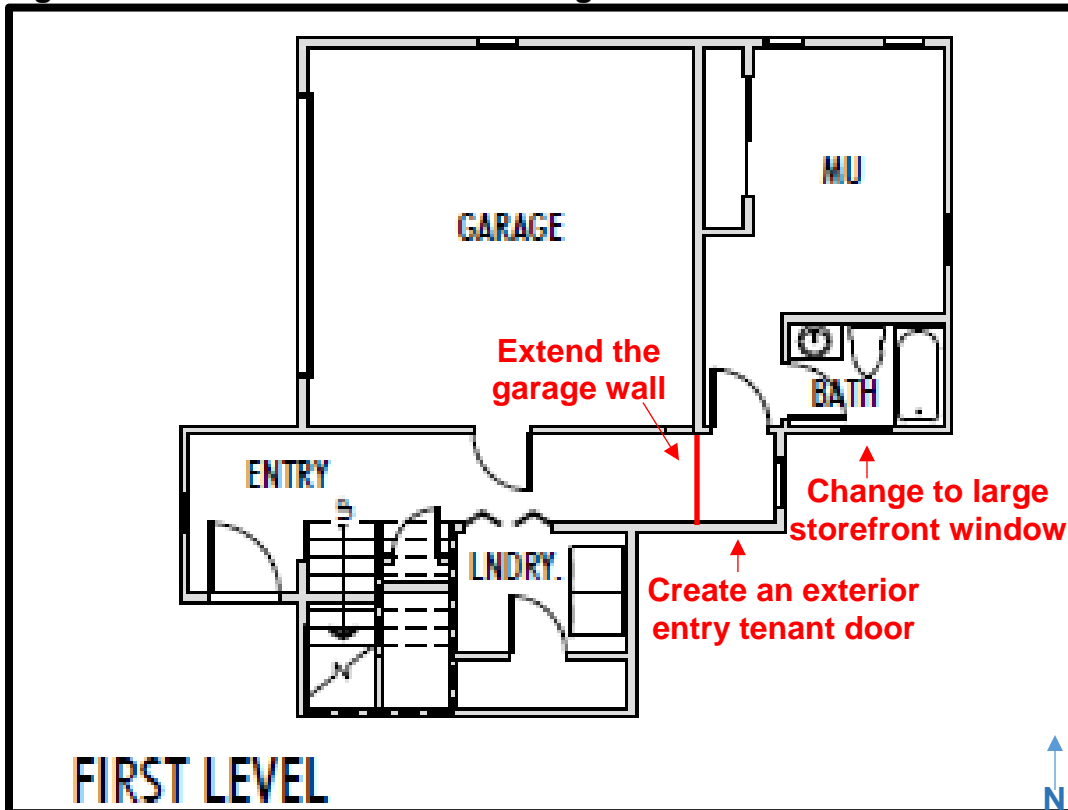


Figure 8: Res.1 South Elevation

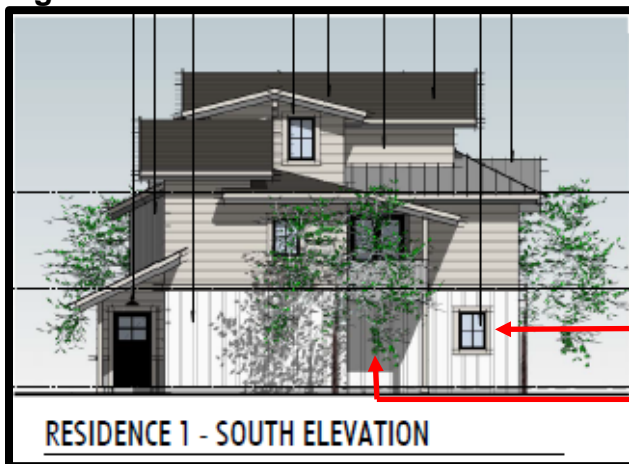
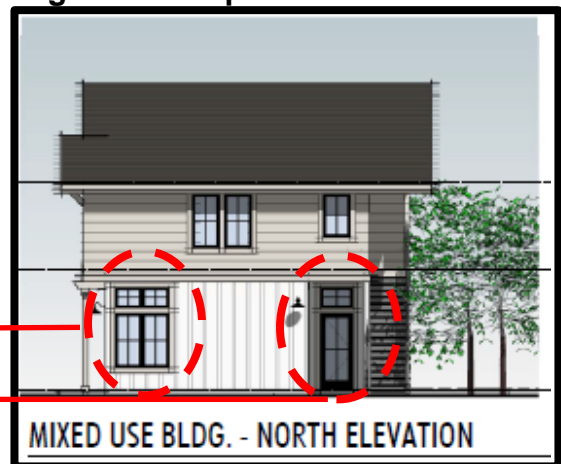


Figure 9: Proposed Window & Door



At the May 25, 2016, Work Session, the Planning Commission was generally supportive of providing office/retail square-footage space in Residence 1 as long as it was viable and generates the level of street activity that is desired in the Downtown and would not create the need to provide additional parking spaces on-site. Should Residence 1 be designed per staff's comments above, the proposed project would be consistent with the General Plan Land Use Policies and Programs listed below, as the project would: (1) introduce more activity to the subject site with a new office/retail use; and (2) introduce a mixed-use project in the Downtown that would create a transition between commercial and residential areas. Staff does not believe that the new office space in Residence 1 would require additional parking spaces because of its limited size (it would comprise approximately 180 square feet of interior space) and potential to be used as a space ancillary to the primary residential use in Residence 1, at least in the short-term (in advance of potential new development on the Civic Center site).

The proposed project, as revised per staff's recommendation, would be consistent with the following General Plan Land Use Element and Housing Element, and Downtown Specific Plan goals, policies, and/or 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 2.3: 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

Policy 4: Allow development consistent with the General Plan Land Use Map.

Special Interest Areas

Policy 7: Continue to implement adopted specific plans along with relevant rezoning.

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.

Program 10.1: Use planned unit development (PUD) zoning for residential properties that have unique characteristics or to accommodate development that does not fit under standard zoning classifications.

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.
- Goal 14: Provide adequate locations for housing of all types and in sufficient quantities to meet Pleasanton’s housing needs.
- Policy 36: Strongly encourage residential infill in areas where public facilities are or can be made to be adequate to support such development.

Downtown Specific Plan

Land Use

- Goal: Preserve the character and development traditions of the Downtown while improving upon its commercial and residential viability.
- Objective 1: Retain the small-town scale and physical character of the Downtown through the implementation of appropriate land use and development standards.

Staff finds that the project, if modified to include a more viable commercial space in Residence 1, would have adequate office/retail space to comply with the intent of the General Plan and Downtown Specific Plan land use designations of Retail/Highway/Service Commercial; Business and Professional Offices and Office. As indicated above, the project would also promote policies related to encouraging appropriate infill development, different types of housing, and transit-compatible development.

Zoning and Uses

The subject parcel is zoned O (Office), Downtown Revitalization, Core Area Overlay District. The proposal seeks to rezone the property to Planned Unit Development – Mixed-Use (PUD-MU), which would allow for single- and multi-family residential and commercial uses on the subject site. The rezoning would permit and conditionally permit those uses listed in Section 18.32.030 and 18.32.040 (One-Family Residential) of the PMC for the detached residential units and permit and conditionally permit those uses listed in Section 19.36 (Multi-Family Residential Districts) of the PMC for the apartment units. The designated office/retail/MU spaces would permit and conditionally permit those uses listed in Section 18.44.090 C-C (Central-Commercial) of the PMC

Additionally, since this proposal is intended to be a mixed-use project, staff would not support allowing the proposed mixed-use building or office/retail space in Residence 1 to be occupied with solely residential uses in the future.

Affordable Housing and Regional Housing Needs Allocation (RHNA)

The City’s Inclusionary Zoning Ordinance (IZO) requires new multi-family residential projects of fifteen units or more to provide at least 15% and new single-family residential projects of fifteen units or more to provide at least 20% of the dwelling units as units affordable to very low, low, and/or moderate income households. The proposed project includes three new single-family

detached residences and three apartment units, none of which are required to be affordable. The applicant intends to sell the detached homes and rent the apartments at market rate.

The City has already met its Regional Housing Needs Allocation (RHNA) obligation to zone land to meet the anticipated housing demand for the 2015-2023 planning period. Although the proposed rezoning would increase the City's supply of market-rate housing, and the smaller apartments units may be more affordably-priced than larger units, rezoning additional land within the City for housing would not be necessary to meet current RHNA requirements. In addition, staff notes that the current Office land use designation of the site already allows for housing to be developed on the site.

Certificate of Appropriateness

Demolition of buildings in the Downtown requires that a certificate of appropriateness be approved by the Planning Commission. The Downtown Specific Plan's Historic Resources Policy No. 3 prohibits the demolition of any residential building in a commercial or office zoning district found to be a historic resource unless the building is determined to be unsafe or dangerous, and if no other reasonable means of rehabilitation or relocation can be achieved. The home is located in an office zoning district and the historic evaluation determined the house and accessory structures would not be historic resources and could be demolished.

At the Work Session, the Commission was supportive of demolishing the existing structures as they were determined to not have architectural or historical interest and would be replaced with a well-designed mixed-use project. Therefore, staff believes that granting a certificate of appropriateness to demolish the buildings is appropriate for this site. The historic resource evaluation is included as Exhibit D for reference.

Site Plan

A PUD development plan allows flexibility in applying Municipal Code Standards in order to achieve a better overall plan for the site and the area. The current site plan was developed with input from the Planning Commission during the Work Session and several discussions with staff and the applicant after formally submitting the PUD application. Staff worked with the applicant to position the buildings to provide adequate setbacks from the property lines and street frontages, and in order to maximize the usability of the site. The applicant has responded to the Commission's and staff's requests by increasing the side yard setbacks between structures and repositioning the buildings to make them more pedestrian-oriented. Staff finds the proposed setbacks to be acceptable and similar to other small-lot PUD developments that the City has approved, some of which are located in the Downtown.

Staff believes that the proposed siting, massing, and size of the units and office/retail space(s) are appropriate for this site and would result in an attractive development for this area of Downtown. The buildings would be in keeping with the scale and massing of the homes on Augustine Street and Old Bernal Avenue. Furthermore, staff is recommending conditions of approval prohibiting accessory structures and additions to the new residential units.

Architecture and Design

The Downtown Specific Plan states that the design of new non-residential buildings should draw upon the primary exterior features of the Downtown's traditional design character in terms of architectural style and materials, colors, details of construction, height, floor area,

bulk, massing, and setbacks. These elements should be consistent with those elements of buildings in the immediate neighborhood, and the design of the new buildings should not represent a significant departure from the existing neighborhood character.

The Downtown Specific Plan and Downtown Design Guidelines (Design Guidelines) outline parameters related to new construction of residential and non-residential structures and also provide guidance related to architectural details, materials, and windows. The Downtown Specific Plan and the Design Guidelines contain the following design criteria that are applicable to the proposed project.

Downtown Specific Plan Design and Beautification Design Criteria (pages 73-76):

Policy 1

Protect and enhance the pedestrian-friendly scale of the Downtown by continuing its mixture of one-to-two-story facades at the sidewalk, at-grade entrances, and display windows every 25-30 feet. Three-story buildings may be allowed on a case-by-case basis subject to special design requirements, as presented in Chapter IV.

Policy 4

Maintain the Downtown's variety of stucco, brick, and wood facades with high quality materials in new construction appropriate to the architectural style of the building. Simulated materials may be used for resource conservation if determined to have an authentic appearance.

Policy 5

Encourage a diversity of architectural styles in new construction using architectural details, shapes, and colors in the common commercial elements of roofline, upper façade, and storefront.

Policy 6

Design new buildings to be unique (not corporate, chain, or franchise standard), unless it is determined that they are clearly in conformance with the design goals for the Downtown, are of high quality design and construction, and are compatible with the existing buildings in the vicinity.

Policy 17

Protect the established size and spacing of buildings in residential neighborhoods by avoiding excessive lot coverage and maintain appropriate separations between buildings.

The Design Guidelines general criteria for Commercial and Residential Guidelines for New Construction, Remodels and Additions (page 13 and 35) state:

Commercial

Building Location

Building facades should meet the sidewalk, except where mini plazas are provided.

Maintain the continuity of buildings and commercial storefronts along the street frontage.

Off-street parking is allowed at the rear or interior of the lot only.

Height & Mass

3 story buildings may be allowed on a case-by-case basis subject to special design criteria.

Design

The design of all buildings and storefronts shall be unique, not corporate, chain, or franchise.

A variety of traditional architectural styles and shapes is encouraged.

Provide detailing of the roofline, upper façade, and storefront areas of the building consistent with the building's architectural style.

Entrances

Building and storefront entrances are to be at sidewalk level.

Residential

Siting

Continue the existing density and spacing of homes. Match the side yard setbacks of surrounding homes.

Height & Mass

Reflect the general massing of surrounding homes, including roof forms and step backs, front porches, bay windows, and balconies.

The density, spacing, and setbacks of the buildings are compatible to surrounding buildings and other downtown projects that are currently under construction or have recently been completed. The buildings have been situated such that they face Augustine Street and Old Bernal Avenue.

Staff initially had concerns that the proposed architecture was not compatible with the design character of the Downtown. The initial application proposed vertical and horizontal board-and-batten and shiplap siding, metal siding, stucco, and a combination of standing seam metal and composition roof materials. The applicant revised the plans to improve the proposed materials and the changes are reflected on the color and material sheet in Exhibit B.

The mixed-use building would provide an at-grade entrance to the office/retail space and provide display windows that would provide a pedestrian friendly storefront element. The storefront windows and the use of a variety of façade materials, including stucco, wood, and metal would add to the architectural variety of the Downtown.

The project incorporates acceptable building materials for the Downtown and would be consistent with the Specific Plan policy to use high quality building materials appropriate to the

architectural style of the building. The plans incorporate articulation in the wall planes, balconies, traditional design features (porches, knee braces, gable roof), and a combination of light colored materials. The proposed building colors meet the Downtown Design Guidelines, which state that colors should be appropriate to the architectural style of the building.

The Downtown Specific Plan has the following policies that are applicable to the project:

Land Use Policy No. 15

Initiate an amendment to Municipal Code Section 18.84 to limit building height in all residential zoning districts in the Downtown (including future Planned Unit Development Districts) to not more than two stories and not more than 30 feet.

Historic Preservation Policy No. 6

New residential building design, including the design of replacement buildings for buildings constructed before 1942 which are approved for demolition, should draw upon the primary exterior features of the Downtown's traditional design character in terms of materials, colors, details of construction, and setbacks and should utilize or be based on one of the following architectural styles found in Downtown dating from pre-1942: Gothic Revival, Italianate, Victorian (Queen Anne, Stick, and Folk), Bay Tradition, Craftsman, Prairie, Mission Revival, Spanish Colonial Revival, Mediterranean Revival, Minimal Traditional, Vernacular Forms, and FHA Minimum House.

The height of the buildings would not exceed 30 feet in height, which is considered acceptable in most residential zones within the City. Staff notes that a PMC amendment for limiting height and stories of structures in the Downtown has not yet been initiated and the intent of this policy is to limit development to two stories. However, staff believes the proposal would be consistent with a reasonable interpretation of the Downtown Specific Plan Land Use policy in the absence of an amendment to the PMC relating to building height. Furthermore, the Commission was supportive of the proposed height given the low and varying roof.

The applicant is proposing traditional architecture with modern elements. The materials, colors, and details of construction are based upon a "modern farmhouse" style that is characterized by wood and metal siding, front porches, prominent porch supports, knee braces, and gable roof. These details are also found in Craftsman and Minimal Traditional architecture. Although the use of metal siding and standing seam metal roofs are not typically used in downtown development projects, staff believes, and the Commission agreed at the Work Session, that the materials are high-quality and appropriately used in a way that is sensitive to the historic design quality of Downtown. Staff has included a recommended condition of approval to revise the plans such that all roofs are standing seam metal roofs, to ensure a more unified design.

The applicant proposes to use quality vinyl windows. In the Downtown, staff prefers that traditional wood-framed/sashed windows be used. Staff acknowledges the high cost of these windows and generally supports the use of quality fiberglass- or vinyl-framed/sashed windows provided they have a similar frame and sash thickness as found on a traditional wood-framed/sashed window. Furthermore, when simulated mullions (grids) are used, the Downtown Design Guidelines state that the mullions be on both sides of the window rather than located between the glass panes. For this project, some of the windows will require high

Sound Transmission Class (STC) ratings to mitigate train noise and staff acknowledges that it may be difficult for the applicant to find windows that would comply with the window design requirements. Therefore, staff's recommended condition requires that the proposed vinyl windows have a similar frame and sash thickness as found on a traditional wood-framed/sashed window and that raised mullions be used on both sides of the glass unless the required noise mitigation for this project prevents compliance with this condition.

Overall, staff believes that the building designs are attractive, and that the articulation, finish, and materials are appropriate for the Downtown, comply with the Downtown Design Guidelines, and would complement the existing buildings in the neighborhood and other areas in the Downtown.

Traffic and Circulation

The Pleasanton General Plan exempts the Downtown Specific Plan area from the Citywide Level of Service (LOS) D standards although improvements at Downtown intersections may occur where necessary and when consistent with the character of the downtown. Downtown Specific Plan streets and intersections were built prior to modern road standards and lack the necessary right-of-way for major roadway improvements. Furthermore, removing on-street parking, adding additional travel lanes, and reducing sidewalk width – the types of traffic improvements that are typically required – would be inconsistent with the desired pedestrian character of the Downtown.

The proposed project is considered a small-scale project located in the Downtown, and, for these reasons, does not require a traffic study. The residential, office/commercial uses and proposed site layout are not anticipated to create any unique traffic or circulation circumstances. The applicant would be required to pay applicable City and Tri-Valley traffic fees as part of the project. Therefore, the project will result in a proposed development that will be consistent with the City's traffic safety.

Parking

Single-family homes are required to have two parking spaces per unit, with at least one of the spaces covered in a garage or carport. The applicant is proposing to provide two covered spaces in two-car garages for each detached, single-family home. As conditioned, the garages will not be allowed to be modified by the residents or used for storage in a manner that interferes with the ability to park two cars within the garage and residents will be required to park their vehicles in the garages. A condition of approval requires that these parking restrictions be recorded as restrictive covenants that will "run with the land" and, therefore, would be binding on all future property owners.

The PMC parking requirements for a mixed-use building would be nine on-site spaces (i.e., two spaces for each apartment unit and three spaces for the office/retail space based on a 1 space/300 sq. ft. parking ratio). There are six on-site parking spaces proposed for the mixed-use building and the applicant is proposing to have the apartment and office/retail tenants share the six parking spaces. PUD rezoning allows for flexibility to amend the parking standards required by the PMC. During the Work Session, the Commission believed that, although the PMC parking standards were not being met (three additional spaces are required per the PMC), the small rental apartment units are likely to have reduced parking demand compared to typical residential units and are located in close proximity to transit facilities (the

ACE train station, located on Pleasanton Avenue, and Wheels bus stop along Old Bernal Avenue). In addition, shared parking has other benefits—including the potential to reduce housing costs, enhance urban design, and make more effective use of scarce Downtown land. Given these reasons, the Commission could recommend that the proposed six on-site parking spaces, in-lieu of the nine parking spaces required by the PMC, would provide sufficient parking for the mixed-use building. As noted above, staff does not believe that the new office space in Residence 1 would require additional parking spaces because of its limited size (it would comprise approximately 180 square feet of interior space) and potential to be used as a space ancillary to the primary residential use in Residence 1, at least in the short-term (in advance of potential new development on the Civic Center site). Furthermore, the MU spaces noted in Residences 2 and 3 are not separate from the residence, such as Residence 1 would be as conditioned, and would likely only be utilized by the resident of the home. Therefore, staff believes that additional parking would not be required.

Guest Parking

Detached, single-family homes are not required to provide guest parking. Guest parking for apartments is required at a ratio of one parking space per seven units. Since there are only three apartment units, the PMC does not require on-site guest parking.

Tree Removal

The applicant is proposing to remove four of the six trees on-site, one of which is a heritage-sized tree (as defined by the Municipal Code) to accommodate the proposed development. The City's Landscape Architect, Matt Gruber, reviewed the tree report for the proposed development and conducted a site visit to the subject property to confirm the information in the tree report. Mr. Gruber agrees with the estimated value of the trees, the health observations and other conclusions regarding the on-site trees. Mr. Gruber's professional opinion is that the two remaining on-site heritage-size trees, proposed for retention, may not survive construction. Redesigning the project to avoid impacts to the two heritage trees proposed for retention would require a substantial redesign of the project and may compromise some of the key design objectives of the project (e.g., creating a strong building presence along Old Bernal Avenue, with parking generally located in the back of the site). To mitigate tree removal, the applicant will be required to remit the full appraised value of the four trees proposed to be removed. A bond, or other financial security acceptable to the City, will be required for the full appraised value of the two heritage trees proposed to be retained. The bond, or other financial security, will be retained for no less than two years after project completion to ensure the survival of the two heritage trees to be preserved. A condition of approval has been added to reflect these requirements.

Noise and Vibration

External noise sources that could affect the site include noise from the railroad to the west and traffic on Old Bernal Avenue. For single-family housing projects, the City's General Plan requires that private yard areas excluding front yards not exceed 60 day/night average decibels (dB Ldn) and that indoor noise levels not exceed 45 dB Ldn. In addition, if the noise source is a railroad, an exterior noise level up to 70 dB Ldn is allowed and indoor noise levels cannot exceed a maximum instantaneous noise level (Lmax) of 50 dB in bedrooms and 55 dB in other rooms.

In order to meet the General Plan noise standards, the following noise reduction measures would need to be incorporated into the project:

- Install a 6-foot tall acoustically effective barrier along the west and north portion of the site.
- Install windows and exterior doors with Sound Transmission Class (STC) ratings of 28 to 42, depending on floor level and occupancy of the room/area.
- Provide forced air mechanical ventilation (e.g., air conditioning) in all residential units so that windows and doors may be closed at the discretion of the occupants to control noise.

Staff notes that the above measures would address train engine/wheel noise but exclude mitigation for train horns, which may require mitigations that are infeasible and/or unacceptable from a design and neighborhood impact standpoint (e.g., tall sound walls). The General Plan indicates the City Council will evaluate the requirement to achieve the General Plan noise standards in the Downtown on a case-by-case basis. Staff believes that a condition of approval requiring disclosure of frequent train whistle noise is sufficient.

Noise Impacts on Adjacent Properties

The development of the property will generate added urban noise, such as traffic and landscape maintenance activities. However, noise levels are not expected to change substantially from those currently experienced in the area because overall activity levels at the site would be modest. Ambient noise levels could decrease for some of the adjacent properties due to the shielding of traffic noise by the proposed buildings.

Short-term construction noise would be generated during any new construction on this site. The City normally allows construction hours from 8:00 a.m. to 5:00 p.m., Monday through Friday, with Saturday construction allowed if nearby residents are unlikely to be impacted by construction noise or activities. Since there are existing residences directly adjacent to the proposed project site, staff is recommending that Saturday construction not be allowed. Staff is recommending a condition that would allow the Director of Community Development to approve earlier construction “start times” or later “stop times” only for specific construction activities (e.g., concrete pouring) if it can be demonstrated to the satisfaction of the Director of Community Development that the expanded construction hours are necessary (e.g., the concrete foundations need to be poured early due to weather conditions). Construction equipment would be required to meet Department of Motor Vehicles (DMV) noise standards and be equipped with muffling devices.

Vibration

The General Plan requires that the project demonstrate that it would be compatible with the vibration impact criteria established by the Federal Transit Administration (FTA). The buildings may need to have spread foundation footings or post/beam foundations, resulting in a raised first floor with a “crawl” space underneath the floor, instead of slab on-grade foundations in order to meet the FTA criteria.

The foundation system design will be determined with the building permit based on the analyses provided by the applicant's consultants including the architect, soils engineer, structural engineer, and noise consultant subject to City review and approval. A raised foundation, if found to be necessary, may increase the height of the structures by 30 inches to 36 inches. The draft conditions of approval allow for flexibility should this be required.

Common and Private Open Space

No common open space/recreation areas are proposed. Private, individual open space would be provided in the form of balconies for two of the apartment units and yard areas and balconies of each detached, single-family home. Because the project is a small-scale, infill project located in the Downtown, staff does not believe it would be feasible to accommodate a common open space/recreation area within the development. The project site is located within 0.5 mile of Veterans Plaza Park and the new Bernal Community Park. Overall, staff is satisfied that the private yards, Veterans Plaza Park, and the new Bernal Community Park will substantially meet the residents' park and open space needs.

PUD CONSIDERATIONS

The Zoning Ordinance of the Pleasanton Municipal Code sets forth the purposes of the Planned Unit Development District and "considerations" to be addressed in reviewing a PUD development plan. Staff has provided those considerations and staff's analysis below.

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

The proposed project, as conditioned, meets all applicable City standards concerning public health, safety, and welfare. The subject development would include the installation of all required on-site utilities with connections to municipal systems in order to serve the new lots. The project will not generate volumes of traffic that cannot be accommodated by the existing City streets and intersections in the area. The structures would be designed to meet the requirements of the Uniform Building Code, Fire Code, and other applicable City codes. The proposed development is compatible with the adjacent neighborhood and uses and would be consistent with the existing scale and character of the area. Adequate setbacks would be provided between the new buildings and adjacent properties.

Therefore, staff believes that the proposed PUD development plan is in the best interests of the public health, safety, and general welfare, and that this finding can be made.

2. Whether the plan is consistent with the City's General Plan and any applicable specific plan:

The subject parcel is designated by the Land Use Element of the Pleasanton General Plan for Retail/Highway/Service Commercial; Business and Professional Offices land uses, which allow for commercial and office uses. The Downtown Specific Plan has language that encourages and/or allows above ground-floor multi-family housing under the Office designation. The proposal would be in compliance with the land use designations as it will: 1) introduce more activity to the subject parcel with a new commercial use and new residential uses; and 2) introduce a mixed-use project in the Downtown that would create a transition between the

commercial and residential parts of Downtown. Furthermore, the incorporation of commercial space within Residence 1 would further bring the project in compliance with the General Plan and Specific Plan Programs and Policies. In addition, the project would also be consistent with the General Plan and Downtown Specific Plan in that it would result in the development of new housing in infill and peripheral areas which are adjacent to existing residential development, near transportation hubs, and local-serving commercial areas. The project also provides a variety of housing sizes, types, densities, designs, and prices which meet the existing and projected needs of all economic segments of the community.

The proposed project is located near public transportation, within proximity to the services and amenities of the Downtown area, and is located in an area already developed with adequately-sized infrastructure. 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 plan is compatible with previously developed properties in the vicinity and the natural, topographic features of the site:

The project site is surrounded by a variety of uses: single-family homes, apartments, offices, and the civic center. As conditioned, staff believes that the mixed-use proposal would be compatible with the surrounding uses. The buildings have been sited to minimize impacts on surrounding neighbors to the extent feasible and have been designed to reduce their perceived mass and not overpower the site. New landscaping would be installed throughout the site and perimeter to soften the buildings from off-site views. The subject site has relatively flat terrain and grading conducted on the site will be subject to engineering and building standards prior to any development.

Staff believes that the PUD development plans are compatible with the previously developed properties and the natural, topographic features of the site, and therefore, staff believes that this finding could be made.

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

Grading of the site would be limited due to the existing flat terrain of the site. City building code requirements would ensure that building foundations, on-site driveways, and parking areas are constructed on properly prepared surfaces. The proposed development would provide adequate drainage to prevent flooding. Erosion control and dust suppression measures will be documented in the building permit plans and will be administered by the City's Building and Safety Division and Engineering Department. The site is not located within an Alquist-Priolo Earthquake Fault Zone. The flood hazard maps of the Federal Emergency Management Agency (FEMA) indicate that the subject property is not located in a flood hazard zone. Therefore, staff believes that this finding can be made.

5. Whether streets and buildings have been designed and located to complement the natural terrain and landscape:

The project site is in a developed area of the City and would not involve the extension of any new public streets. The flat urban infill site has no significant physical landscape features and is appropriate for redevelopment. Development of the site complements the natural terrain by making only minor changes as necessary to the site's existing, developable, relatively flat topography. The proposed buildings will be compatible in size and scale with surrounding structures and new landscaping would be installed. Therefore, staff believes that this finding can be made.

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

The improvements associated with the project would be consistent with City design standards. The driveway entrances are located and configured to provide adequate line-of-sight viewing distance in both directions, and to facilitate efficient ingress/egress to and from the subject parcel. Adequate access is provided to all structures for police, fire, and other emergency vehicles. Buildings are designed to meet the requirements of the California Building Code and other applicable City codes and all new buildings would be equipped with automatic fire suppression systems (sprinklers).

Although the site is not located within an Alquist-Priolo Earthquake Fault Zone, it would be subject to seismic shaking during an earthquake. The State of California provides minimum standards for building design through the California Building Standards Code. The California Uniform Building Code is based on the UBC and has been modified for California conditions with more detailed and/or stringent regulations. Specific seismic safety requirements are set forth in Chapter 23 of the UBC. The State earthquake protection law requires that buildings be designed to resist stresses produced by lateral forces caused by earthquakes. The City implements the requirements of the California Building Code through its building permit process. The proposed project will be required to comply with the applicable codes and standards to provide earthquake resistant design to meet or exceed the current seismic requirements. A site specific soils analysis would be conducted in conjunction with the building permit review.

Therefore, staff believes that the plans have been designed to incorporate adequate public safety measures.

7. Whether the plan conforms to the purposes of the PUD district:

The proposed PUD development plan conforms to the purposes of the PUD district. One of these purposes is to ensure that the desires of the developer and the community are understood and approved prior to commencement of construction. Another is to provide a mechanism whereby the City can designate parcels and areas requiring special consideration regarding the manner in which development occurs. Staff believes that the proposed project implements the purposes of the PUD ordinance in this case by providing an in-fill, mixed-use development that is well-designed and sited on the subject site, and that meets the intent of the City's General Plan goals and policies, including those which promote in-fill, residential housing and encourage the development of commercial uses within the Downtown.

Moreover, input from the adjacent property owners and Pleasanton residents has been sought and obtained through one Work Session; further opportunity for public comment will occur at the Planning Commission and City Council hearings. Staff feels that through the PUD process the proposed project has provided residents, the developer, and the City with a development plan that optimizes the use of the infill site in a sensitive manner. Therefore, staff believes that this finding can be made.

PLEASANTON DOWNTOWN ASSOCIATION

The Pleasanton Downtown Association (PDA) Vitality Committee reviewed the plans and is not opposed to the inclusion of residential units as part of the proposed project.

PUBLIC COMMENT

Notices for this Work Session were sent to surrounding property owners and tenants within a 1,000-foot radius of the site. Staff has provided the location and noticing maps as Exhibit E for reference. At the time this report was published, staff had not received any additional comments beyond those provided at the Work Session meeting.

ENVIRONMENTAL ASSESSMENT

Pursuant to Government Code Section 65457, the proposed project is exempt from CEQA because the project complies with the certified EIR for the Downtown Specific Plan. Therefore, no environmental document accompanies this report.

STAFF RECOMMENDATION

1. Find that the proposed PUD rezoning and development plan are consistent with the General Plan and Downtown Specific Plan;
2. Make the PUD findings for the proposed development plan as listed in the staff report; and
3. Adopt a resolution recommending approval of PUD-118, applications for: 1) certificate of appropriateness to demolish all existing structures; 2) rezoning of an approximately 13,040-square-foot site from O (Office) to Planned Unit Development – Mixed-Use (PUD-MU); and 3) Development Plan approval to construct: a) an approximately 2,229-square-foot, three-story mixed-use building with office/retail space on the first-floor and three apartments on the second- and third-floors; and b) three, three-story, detached single-family homes with potential office space on the first-floors and related site improvements, subject to the conditions of approval listed in Exhibit A, and forward the application to the City Council for public hearing and review.

Primary Author: Natalie Amos, Associate Planner, 925-931-5613 or namos@cityofpleasantonca.gov.

Reviewed/Approved By:

Shweta Bonn and Steve Otto, Senior Planners
Adam Weinstein, Planning Manager
Gerry Beaudin, Community Development Director