

Planning Commission Staff Report

April 27, 2016
Item 6.a.

- SUBJECT:** Workshop for PUD-110
- APPLICANT:** Mike Serpa, Irby Ranch, LLC
- PROPERTY OWNERS:** The Irby Family, LLC
ACHF Kaplan LP
Zia Corporation
- PURPOSE:** Workshop to review and receive comments on applications for General Plan Amendment, Downtown Specific Plan Amendment, and Planned Unit Development (PUD) rezoning and development plan to construct 95 single-family homes and an affordable residential community for individuals with special needs.
- GENERAL PLAN:** Retail/Highway/Service Commercial, Business and Professional Office as well as 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 specific plan land use designations
- ZONING:** 3988 First Street and 3780 Stanley Boulevard are A (Agriculture) District and 3878 Stanley Boulevard is C-S (Commercial Service) District
- LOCATION:** Approximately 15 combined acres located at 3988 First Street, 3878 Stanley Boulevard, and 3780 Stanley Boulevard
- EXHIBITS:**
- A. [Planning Commission Work Session Topics](#)
 - B. [Project Plans](#)
 - C. [Township Square Development Standards](#)
 - D. [Public Comments](#)
 - E. [Location and Noticing Map](#)

BACKGROUND

Mike Serpa, on behalf of the property owners and Sunflower Hill, has submitted applications to construct 95 single-family homes and to plan for an affordable residential community for

individuals with special needs. The affordable component would be developed by Sunflower Hill. 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 within society.

The properties, formerly known 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. The SEIR was prepared as part of the Housing Element update as mandated by State law to meet the City's Regional Housing Needs Assessment (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. The property owners continued to show an interest in residential development and have submitted the subject applications with both single-family and multi-family components.

On April 17, 2015, the applicant submitted General Plan Amendment, Planned Unit Development Rezoning and Development Plan, Specific Plan Amendment and Tentative Map applications to consolidate and develop the three properties. The original proposal has been reduced in density and modified to relocate the Sunflower Hill project to better accommodate Sunflower Hill's operational needs.

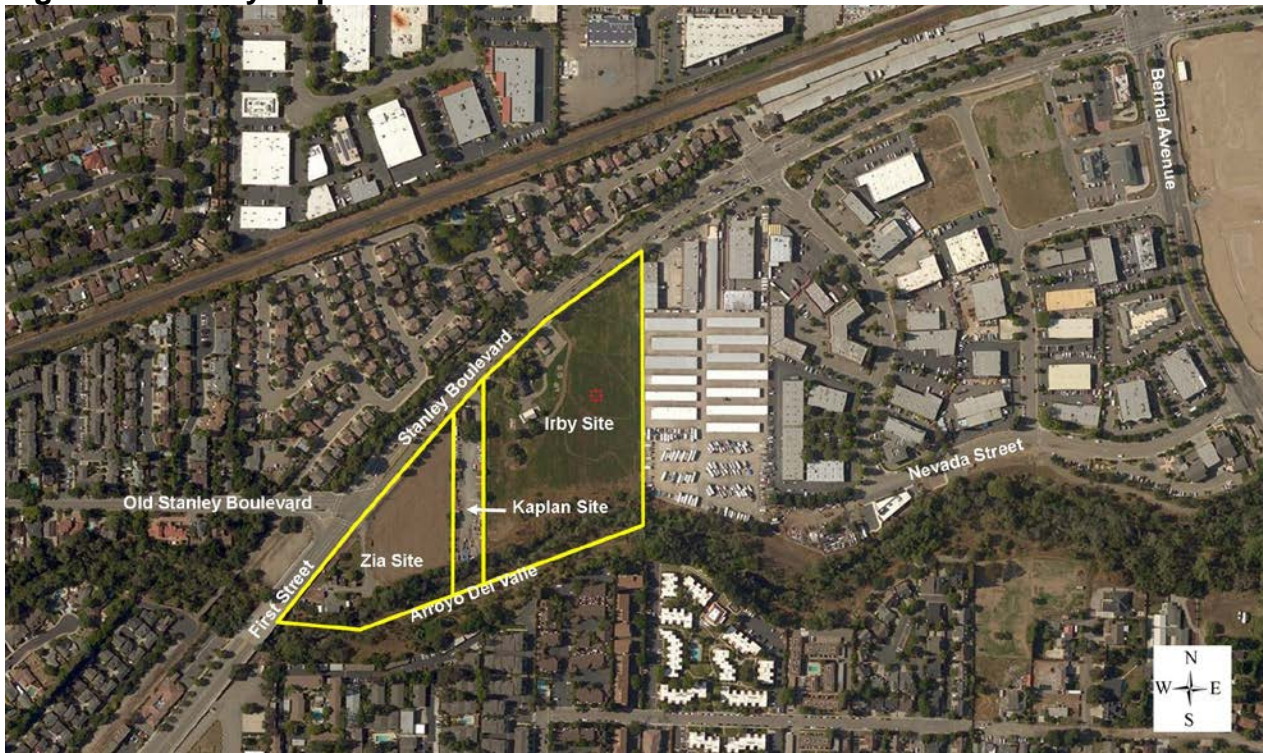
The purpose of the workshop is for the Planning Commission to review, comment and provide direction on the applications. The workshop also provides the public with an opportunity to review and comment on the proposed plan. The project will require a Housing Commission recommendation on the Affordable Housing Agreement, a Planning Commission recommendation on the PUD and a final decision by the City Council. A list of discussion topics and questions are included as Exhibit A of this report.

SITE DESCRIPTION

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 are developed with single-family compounds built around 1887 and 1900, 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 has not. 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 an existing 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. All together the three properties total approximately 15 acres of land. The properties also include a portion of Arroyo Del Valle creek running west to east along the southern property line.

The properties adjacent to the subject parcel include single-family homes to the north, across Stanley Boulevard; 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



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. The existing oak woodland provides an abundance of foraging opportunities for a wide range of species making it an important animal habitat. All together 118 trees were evaluated on-site, of which 31 are heritage trees. Preliminary plans indicate about a third of the trees will be removed, approximately 13 of which are heritage trees.

PROJECT DESCRIPTION

The applicant is proposing to subdivide the property to create 95 single-family residential lots and related infrastructure on approximately 13.7 acres and one approximately 1.34-acre lot to be dedicated to Sunflower Hill to develop an affordable multi-family residential community for individuals with special needs. The Sunflower Hill portion of the development, to be discussed later in the report, is still in conceptual stages of design and is shown for reference within the plans.

Single-Family Development

Site Layout & Access

The proposed development will include the Nevada Street extension, which will eventually extend from its current terminus at California Avenue, just west of Bernal 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 2. 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. The development will also include a new multi-use trail along the arroyo on the south side of Nevada Street. The multi-use trail along the top of bank of the arroyo, outside the southern edge of the proposed right-of-way, is consistent with the City's Community Trails Master Plan and Pedestrian and Bicycle Master Plan. The master plan specifies that an 8-12 ft. wide, multi-use trail be provided along the north edge of the Arroyo del Valle for use by pedestrians, equestrians, etc.

Figure 2: Proposed Site Plan



Homes

There are four proposed home model types, two two-story models and two three-story models; front elevations are shown in Figure 3. The two-story models would range in size from 2,223-square-feet to 2,359-square-feet and are approximately 26 feet in height at the highest ridge. The three-story models would range in size from 1,843-square-feet to 2,359-square-feet and are approximately 35 feet in height at the highest ridge. The homes have all been designed with a traditional architectural style. Each home is proposed to include a two-car garage.

Figure 3: Front Elevations



The development parameters vary and would generally maintain the following:

Setbacks	
Front Yard	
Stanley Boulevard:	11 - 29 feet
Nevada Street:	6 - 10 feet
Interior Streets:	8 - 15 feet
Interior Courtyards:	6 - 11 feet
Side Yards:	0 feet and 6 feet 6 inches
Garage:	2 feet
FAR	
Range	35.4% - 143.9%
Average	99.75%
Lot Size	
Range	1,401 - 6,673 square feet
Average	2,342 square feet

Open Space¹	
Total Private Open Space	41,853 square feet
Total Public Open Space	32,496 square feet

¹ Per Sheet TM-5

Parking

Two garage parking spaces would be provided per home. The development would also provide 51 guest and on-street parking stalls which would be dispersed throughout the development; 23 parking stalls would be provided on the north side of the Nevada Street for a total of 74 additional parking spaces.

Open Space and Amenities

The project currently includes several passive open space areas and amenities as well as a proposed historic community park and gardens. Proposed recreation areas include three passive open space areas, two that include open lawn areas with a fire pit (6,403- and 12,124-square-foot in size), and a third area (8,798-square-foot) in size that will be centered around a large valley oak tree that will be preserved on site shown in Figure 4. None of the open spaces areas include any programmed active areas such as children’s play areas with play equipment.

Figure 4: Tree Park Valley Oak Tree



The proposed historic community park and gardens will be approximately 9,359-square-foot and will be located on the south side of Nevada Street. The main central barn will be used for potting and growing plants, composting, and educational/teaching classes. The applicant is proposing to include large story panels to provide pictures and a narrative of the history of the Irby and Zia properties and their importance to the local agricultural history of the area. In addition to the barn, the applicant is proposing to recreate the Zia ice house and water tower to

complement the barn. Details of the historic community garden are show in Figure 5. As currently proposed, the individual gardening plots will be available to residents only, while the barn and accessory structure will be open to the public. The amenities provided on the Sunflower Hill site will be analyzed separately and will not be considered amenities provided for the single-family development.

Figure 5: Historic Community Park and Garden



Historic Resources

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. All of the homes on-site are shown in Figure 6. The report indicated that the Irby home was associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States. In addition, 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 a type, period, region, or method of construction. Staff has reviewed the historic evaluations and concur with their findings.

The Zia home with associated barn and outbuildings, as well as the Kaplan converted home do not embody the distinctive characteristics of a type or period of construction and the properties were not significantly associated with any historic events or persons in the history of Pleasanton and therefore were not historic resources. The current proposal does not include the retention of any of the homes or associated buildings on-site.

Figure 6: Existing Structures:

Irby Property (Home and Historic Resource)



Kaplan Property (Converted Home)



Zia Property (Home and Barn Structures)



Sunflower Hill Development

The Sunflower Hill development is a proposed new affordable residential project for individuals with special needs and is currently designed at a conceptual level. 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 1.34 acres. The current conceptual

plans shown in Figure 7 illustrate two two-story multi-family buildings currently anticipated to include 17 units. The affordable housing requirements for the overall project have not yet been negotiated but are anticipated to be met entirely by the Sunflower Hill portion of the development, with the final number of units and affordability levels to be determined. The density of the multi-family residential portion of the project is estimated to be between 11 and 15 units per acre.

Figure 7: Sunflower Hill Conceptual Site Plan



Sunflower Hill, a Pleasanton based non-profit, goal is to provide home living options for individuals with special needs by creating a community similar to senior living. 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.

None of the Sunflower Hill residents are expected to have their own cars, and therefore the parking provided (approximately 20 spaces) is anticipated to be for the on-site staff and guests only. Depending on the services provided, Sunflower Hill expects to utilize 3 parking spaces for on-site staff during weekday working hours, with the remaining parking spaces available for service providers or other visitors during the day.

Regional Housing Needs Assessment (RHNA)

The subject properties are not currently included in the 2015-2023 Housing Element Housing Sites Inventory, which discusses the availability of sites 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 our progress to meeting our RHNA goals. However, rezoning the site to allow for residential development would not be necessary to meet the City's current RHNA obligation.

Staff Refinements

Although staff has forwarded the application and plans to be presented to the Commission as a workshop item, multiple City departments are still working with the applicant on various components of the project. Areas of the project that staff will continue to work with the applicant to refine are as follows:

Architecture. Although staff believes the proposed architecture has improved from the first submittal, additional refinements are desired. Staff will continue to work with the applicant to refine the architecture and provide greater details in regards to the project elevation articulation, colors and materials.

Homes not fronting streets or green belts. There are numerous homes along D Street (Lots 8-16) and K Court (Lots 7-9) that front to the rear and do not have pedestrian friendly frontage (i.e., the front elevation is dominated by the garage door instead of an attractive front entry with porch). Staff will continue to work with the applicant to provide an alternative model type for these units to allow for all homes within the development to have pedestrian friendly porches and frontage.

Trail and Street Section. The proposed trail and street section have not been finalized and are still being reviewed by staff. Final alignments and trail/street sections will need to meet all Code, Trails Master Plan, and Pedestrian/Bike Master Plan requirements.

Fire Access. Adequate Fire Department access and circulation details, specifically involving F and G Streets, have not been provided. Staff will continue to work with the applicant on meeting all Fire Department requirements.

First Street Intersection and Nevada Street Improvements. Complete improvement plans including intersection improvements and Nevada Street extension plans are still being reviewed by staff. Staff will continue to work with the applicant on final plans to meet all requirements.

CONSIDERATIONS FOR THE WORKSHOP

The following section provides potential discussion topics and analysis of key issues related to the project. This workshop will allow the Planning Commission to provide direction to the applicant and staff regarding any issues it wishes to be addressed before the project formally returns to the Planning Commission for a recommendation to the City Council. The areas noted below are where staff would find the Commission's input most helpful. A list of these discussion topics and specific questions regarding the proposal are attached to this report as Exhibit A for the Planning Commission's consideration and discussion.

General Plan, Specific Plan, and Zoning

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. Therefore, an amendment to the General Plan Land Use designation is proposed to change the land use designation to “Medium Density Residential” for the single-family residential component and “High Density Residential” for the multi-family component. The site would be rezoned to Planned Unit Development - Medium Density Residential and Planned Unit Development – High Density Residential. In addition, the Zia property is located within the Downtown Specific Plan Area with a Downtown Commercial land use designation which will also need to be changed to Medium Density Residential.

The Medium Density Residential General Plan land use designation allows for 2 to 8 dwelling units per acre (DUA) with a midpoint density of 5 DUA. The General Plan indicates that residential projects which propose densities greater than the midpoint should be zoned PUD and include sufficient public amenities. The proposed single family portion of the development would have a density of 6.9 DUA, which is beyond the midpoint density; thus public amenities are required for this portion of the project.

The High Density Residential General Plan land use designation allows for 8+ DUA with a midpoint density of 25 DUA. The proposed Sunflower Hill development would have an approximated density of 11.2-14.9 DUA. The maximum density of properties designated as High-Density Residential are determined on a case-by-case basis based on site characteristics, amenities, and affordable housing incorporated into the development

Discussion Point

1. Does the Commission support the General Plan and Specific Plan Amendments and PUD rezoning to allow for residential development on the subject parcels?

Site Plan

The proposed development includes a hierarchy of streets and internal pedestrian access is provided along Nevada Street, the main Entry Road, B Street, D Street, and open space corridors as shown in Figure 8.

Staff seeks the Planning Commission’s comments regarding the street design and overall pedestrian experience. Staff believes that the overall pedestrian connections and view corridors within the project could be strengthened by providing enhanced landscaping and greater visibility through the project, specifically enhancing the connection between Parcel E and G through I Street as well as access along K Court as shown below.

Figure 8: Site Plan and Pedestrian Circulation



Discussion Point

2. Are the overall site plan and street/pedestrian design layout acceptable?

Amenities

The project currently includes several passive open space areas shown in Figure 9 and amenities as well as a proposed historic community park and gardens. The current proposal does not include programmed active space such as children’s play areas or tot-lots. For a project of this size, staff believes that additional programmed play space is warranted. In addition, staff has concerns with the open space proposed in Parcel B along the far northeast corner of the development. The area is closed off and not readily visible except from the dead-end of C Street. Staff believes that the open space area within Parcel B should be eliminated and converted into private yard area for Lots 8, 10, 11 and 12.

The proposed single family portion of the development would have a density higher than the midpoint density for the proposed General Plan designation therefore requiring public amenities for this portion of the project. Public amenities could include open space or recreational areas that include better programmed space such as tot-lots or bocce ball courts.

Figure 9: Passive Open Space Areas



The proposed historic community park and gardens will include barn and accessory structures that will help to highlight and maintain the properties' agricultural roots and importance in the community. The addition of the proposed story panels which would include historic pictures will also help reference the properties' agricultural history.

Discussion Point

3. Are the proposed public amenities sufficient for the proposed density and are they adequately designed?

Parking

The project would include two garage parking spaces per home. There would be no driveways to provide additional parking per unit. Dispersed throughout the development would be 51 parking stalls as well as 23 parking stalls on the north side of Nevada Street, for a total of 74 additional stalls. Since these units are single-family homes and not apartments, the PMC does not require on-site guest parking; however, the City normally requires some guest parking for single-family home projects. Outside of the development there is no parking allowed along First Street or Stanley Boulevard adjacent to the project.

Discussion Point

4. Is the proposed parking sufficient and appropriately dispersed throughout the development?

House Size and Design

The new single-family lots will range in size from 1,401 – 6,673 square feet, and average approximately 2,342 square feet. The homes vary in size from two-story models between 2,223- and 2,359-square-feet and three-story models between 1,843- and 2,359-square-feet. The development will have an average FAR of approximately 100%. The two-story models are primarily situated on the perimeter of the development adjacent to Stanley Boulevard and Nevada Street with the three-story models within the interior of the development as shown in Figure 10. The homes have all been designed with a traditional architectural style. Typical front yard setbacks range from 6-15 feet. A typical street scene is shown in Figure 11.

Figure 10: Two- and Three-Story Homes



Figure 11: Street Scene



Staff believes the perceived building massing within the development should be function of the individual home design and pedestrian experience and not the individual lot FAR. The proposed units are similar in size and scale to recently constructed units at Township Square adjacent to Valley Avenue and Bernal Avenue as shown in Exhibit C. The subject proposal would rezone the property to a PUD, therefore creating customized development standards for the subject site. Staff is seeking the Planning Commission’s comments regarding the proposed home designs, area, massing, and setbacks.

Discussion Point

5. Does the Planning Commission support the proposed building setbacks, building positioning, home designs, and massing?

Historic Resources

The applicant provided historic evaluations for all of the structures on the three properties which concluded that only the Irby home was considered a historic resource. 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. Although not all of the properties are located within the Downtown Specific Plan area, staff believes that the applicant should attempt to meet the spirit of the Specific Plan regulations and guidelines.

The following Downtown Specific Plan Historic Resources Policy discusses the relocation of historic homes:

- Policy No. 9 – Future residential development (i.e., when additional dwelling units are being proposed on a property that has existing homes) should generally provide for the preservation and rehabilitation of existing on-site street frontage homes built before 1942 or which otherwise substantially contribute to the “small town” character of the neighborhood in terms of architecture and scale. Exceptions may be permitted to: (1) relocate such homes to other appropriate Downtown locations for permanent preservation and rehabilitation; or (2) demolish and replace such homes which are specifically found by the City to lack historic and/or architectural significance.

The Preservation & Relocation section of the Downtown Design Guidelines, page 10, addresses relocation of historic buildings within Downtown. Specifically, relocation of an existing building of heritage value within Downtown should meet the following criteria:

- The relocated building is compatible with the new area in terms of scale and architectural style; and
- Moving the original building does not jeopardize its historic status.

The Irby home is considered a historic resource because it was associated with events that have made a significant contribution local history. However, staff believes that the Zia home and barn structures are locally identifiable and serve as iconic structures within the community. The Kaplan converted home has long been utilized for commercial purposes and staff does not believe it holds any historic or iconic value. Staff believes that the Irby home as well as the Zia home should be retained in some form, somewhere onsite to preserve Pleasanton’s history and well known visual landmarks along First Street and Stanley Boulevard. Staff has had discussions with the applicant regarding relocating the Irby home to the historic community park and using it as a recreation building, renovating and retaining the home as a single family residence, or retaining the home in some other capacity. Staff is seeking the Planning Commission’s input on whether one or both of the homes on site should be retained or demolished, and if retained, where they should be located.

Discussion Point

6. Does the Planning Commission support the applicant’s proposal to demolish all of the homes or should one or more of the homes be retained? If one or more of the homes should be retained, does the Commission have a preference where on-site they retained and how should they be used?

Sunflower Hill

The Sunflower Hill development would be an affordable residential option for individuals with special needs. The applicant is proposing a unifying landscaping treatment along the street to connect the entire development. In addition, the Sunflower Hill development will include pedestrian access trails leading into the central green park area which will be open to all residents of both sections of the development.

Discussion Point

7. Is the Sunflower Hill development an appropriate use within the overall development and is the conceptual plan appropriate?

Conclusion

8. Are there any other ideas for enhancing the design of the project that the Commission wishes to add?

PUBLIC NOTICE

Notice of this workshop was sent to all property owners in Pleasanton within 1,000 feet of the site as shown within Exhibit E. Prior to the report publication, Staff received multiple phone calls requesting information regarding the application and requested to review the proposed site plan. Many of the callers requested clarification the types of residents the Sunflower Hill development would be serving. Staff also spoke with one resident at the counter who lives across the street in California Reflections who requested further analysis on the current speed limit on First Street/Stanley Boulevard. In addition staff received three emails stating concern regarding the project intensity, increased traffic, and water usage. The emails are attached as Exhibit D. Any additional public comments received after publication of this report will be forwarded to the Commission.

ENVIRONMENTAL ASSESSMENT

Since the Planning Commission will take no formal action on the project at the work session, no environmental document accompanies this work session report. Environmental documentation will be provided in conjunction with the Planning Commission's formal review of the PUD application.

STAFF RECOMMENDATION

Staff recommends that the Planning Commission review the attached material, take public testimony, and make suggestions/comments to the applicant and staff regarding the development of the site.

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