

## Planning Commission Staff Report

August 27, 2014  
Item 6.c.

- SUBJECT:** PUD-25, Revised Draft Environmental Impact Report
- APPLICANT:** Greenbriar Homes Communities (Mike Meyer)
- PROPERTY OWNER:** Greenbriar Homes Communities (Mike Meyer)
- PURPOSE:** Review and provide comments on the Revised Draft Environmental Impact Report (July 2014) for the Lund Ranch II Planned Unit Development, a proposed 50-lot residential development located on an approximately 194.7-acre property
- The Revised Draft Environmental Impact Report is available for review at the Planning Division, Department of Community Development (200 Old Bernal Avenue), at the Pleasanton Library Reference Desk, and can be viewed on the City's website at: <http://www.cityofpleasantonca.gov/pdf/REVISED-LundRanch-NOC-DEIR-July-2014.pdf>.
- GENERAL PLAN:** Low Density Residential (< 2.0 dwelling units per acre), Rural Density Residential (1 dwelling unit per 5 acres), and Open Space – Public Health and Safety with a Wildlands Overlay
- ZONING:** PUD – LDR/OS (Planned Unit Development – Low Density Residential/Open Space) District
- LOCATION:** 1500 Lund Ranch Road at the end of Lund Ranch Road
- EXHIBIT:**
- A. [Executive Summary for the Revised Draft Environmental Impact Report for Lund Ranch II \(State Clearinghouse #2003092021\), dated "Received July 14, 2014"](#)
  - B. [PUD Development Plan dated "Received February 27, 2012"](#)
  - C. [Notice of Completion and Environmental Document Transmittal, dated July 15, 2014](#)
  - D. [Condition 2.b.13\) of Ordinance 1509 for PUD-90-18 \(Bonde Ranch Development\), dated May 21, 1991](#)

- E. [Condition 9. of Ordinance 1791 for PUD-97-12 \(Sycamore Heights Development\), dated October 26, 1999](#)
  - F. [Measure PP and Measure QQ](#)
  - G. [Appendix A: Project Background](#)
  - H. [Location Map and Public Notice Area](#)
  - I. [Public Comments](#)
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## **I. PURPOSE OF THIS MEETING**

The purpose of this meeting is to provide a public forum where the Planning Commission and interested parties can provide their comments to staff on the Revised Draft Environmental Impact Report (Revised Draft EIR) for PUD-25, the proposed Lund Ranch II development.

The Revised Draft EIR was published on July 14, 2014 with 15 CD copies of the Revised Draft EIR, Executive Summary, and Notice of Completion and Environmental Document Transmittal sent to the California State Clearinghouse<sup>1</sup>, beginning the 45-day<sup>2</sup> review period mandated by the California Environmental Quality Act (CEQA). The review period will end on September 1, 2014. The Revised Draft EIR was distributed to the applicable Federal, State, and County responsible agencies, City Departments, and interested members of the public for their review and response. Bound copies of the Revised Draft EIR were sent<sup>3</sup> to the Planning Commission on July 18<sup>th</sup> in order to provide as much time as possible for the Planning Commission's review prior to the public meeting.

Public comments not made at the public hearing, but received in writing, fax, or email by staff before 5:00 p.m. on September 1<sup>st</sup>, will still be incorporated into the Final EIR. The City's consultant will address the Planning Commission's and public's comments when preparing the Response to Comments document, which, combined with the Revised Draft EIR, will comprise the Final EIR for the project. The Final EIR will also include revisions to the text of the Draft EIR and the Mitigation and Monitoring and Reporting Program.

## **II. FUNCTION OF THE ENVIRONMENTAL IMPACT REPORT**

The Revised Draft EIR is an information document only; it does not provide an opinion on the approval or rejection of the project. Its purpose is to meet CEQA requirements by disclosing the environmental impacts of the project such that the Planning Commission and City Council can make a reasoned decision about project approval. As an information document, it identifies the environmental impacts of the proposed project,

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<sup>1</sup> California State Office of Planning and Research (OPR).

<sup>2</sup> Section 15205(d) Review by State Agencies, 2014 California Environmental Quality Act Guidelines, p. 267.

<sup>3</sup> Sent to the Planning Commission with its July 23<sup>rd</sup> Public Hearing packet.

mitigation measures for those impacts, the impacts of the proposed project that cannot be mitigated, and a reasonable range of project alternatives.

The purpose of this meeting is for the Planning Commission to provide comments and accept comments from the public on whether the Revised Draft EIR provides sufficient information and analysis to understand the environmental effects of the project.

### III. SUBJECT PROPERTY AND SURROUNDING AREA

#### Project Location

The Lund Ranch II property consists of two parcels totaling approximately 194.7 acres in area, including a small City-owned parcel that contains a water tank, which is accessed from Sycamore Creek Way. Figure 1, below, is an aerial view of the Lund Ranch II property and surrounding uses and developments.

Figure 1: Aerial View of the Lund Ranch Property and Surrounding Land Uses



## Subject Property and Surrounding Land Uses

The 195-acre Lund Ranch II property comprises relatively flat areas and rolling hills, swales, and ravines with areas of steep slopes. Existing buildings include a vacant farmhouse, barn, corrals, and sheds, and a caretaker's trailer that is still occupied. More than two-thirds of the site's topography ranges from a 10-percent to a 40-percent grade. Several prominent ridges, ridgelines, and knolls are within the northern and southerly portions of the site, primarily aligned in an east to west direction. The ridgelines of the property cross over the property lines onto the adjacent Lin, Spotono, and Foley properties. The flattest area of the site is located at the northwesterly portion of the site at the entrance from Lund Ranch Road.

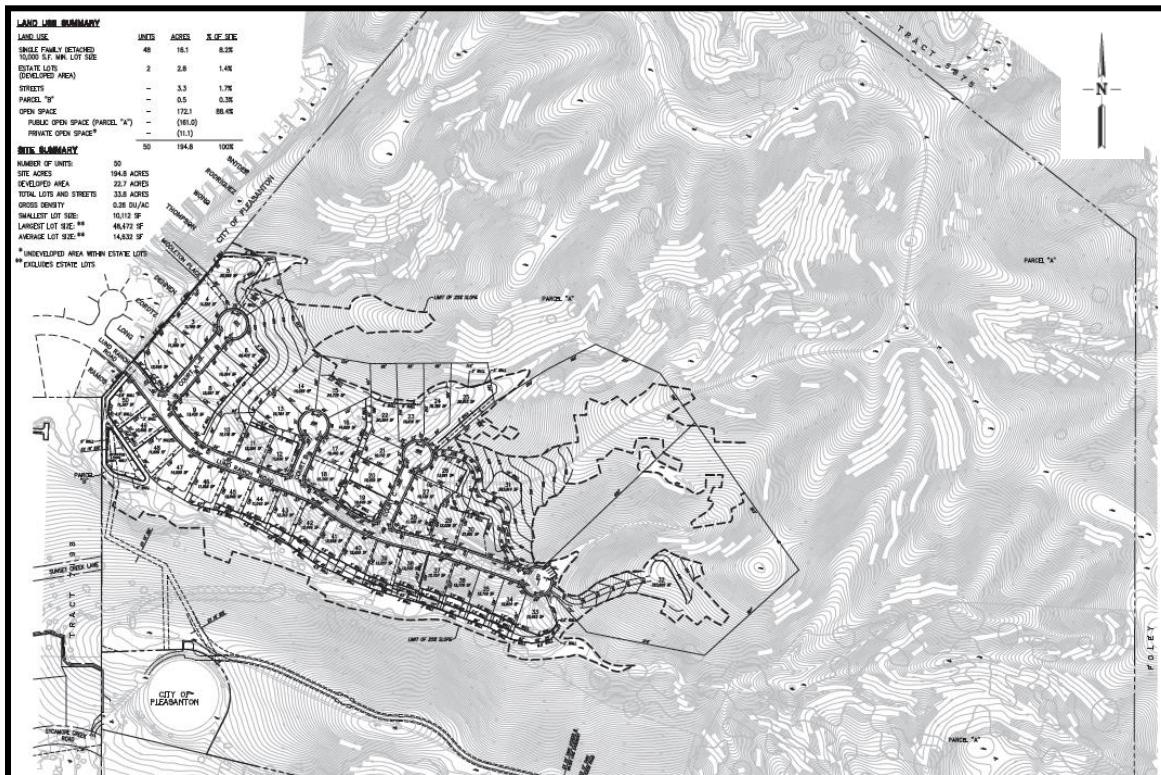
Surrounding uses include the Kottinger Ranch development to the north, Foley property to the east, Spotorno property to the south, and the Bonde Ranch, Ventana Hills, and Sycamore Heights developments to the west.

## IV. PROJECT DESCRIPTION

Exhibit G, Appendix A, contains a summarized history of the evolution of the project from the first submittal on September 24, 2002 to the proposed 50-unit PUD Development Plan (Alternative E) now being evaluated by the Revised Draft EIR.

Figure 2, below, is a copy of the focused site development plan for PUD-25.

Figure 2: Focused Site Development Plan for PUD-25



Greenbriar Homes would construct 48 production lots, varying in lot size from 10,506 square feet (0.24 acres) to 48,472 square feet (1.11 acres), and 2 estate lots for custom homes varying in lot size from 283,814 square feet (6.52 acres) to 323,992 square feet (7.44 acres). The average lot size for the 48 production lots would be 14,632 square feet (0.34 acres). The developed portion of the project site would be approximately 33.8 acres. The remaining 160.9 acres of the Lund Ranch II property would be preserved and designated as permanent open space.

The proposed lots would be accessed from public streets. The applicant would extend Lund Ranch Road into the property, culminating in a cul-de-sac, with three courts extending into the developable areas of the site. All streets and courts would be double-loaded with lots on both sides of the street and court. No public street connections are proposed with this PUD Development Plan to Livingston Way in the Bonde Ranch development or to Sunset Creek Lane in the Sycamore Heights development.

Three building plans are proposed: 4,123 square feet, 4,280 square feet, and 4,501 square feet, one- and two-stories in height, with each unit having a one-car side-entry garage and a two-car front-entry garage. Please refer to Chapter 3, Project Description, of the Revised Draft EIR for additional detail.

## **V. DISCUSSION**

Exhibit A (attached) is the Executive Summary for the Revised Draft EIR that was provided to the State Clearinghouse. The Revised Draft EIR discusses in detail the environmental effects of the Lund Ranch II proposal, including impacts related to: aesthetics, air quality, biological resources, cultural resources (including archeological and historical resources), energy, geology and soils, greenhouse gas emissions, hazards and hazardous materials, hydrology and water quality, land use, plans, and policies, noise, public services, and traffic and circulation. Impacts, their significance, and the feasible measures necessary to mitigate each significant impact to a less-than-significant level are identified.

The Revised Draft EIR satisfies the legal requirements of CEQA and includes an analysis of alternatives, including the environmentally preferred alternative, no project alternative, and the modified access alternatives, and impacts found not to be significant, significant but unavoidable impacts, growth inducing impacts, and cumulative impacts. Staff notes that Alternative E, the proposed PUD Development Plan with 50 units, has mitigated several of the environmental impacts that were expected to result from the four previous versions of the Lund Ranch II proposal.

The following discussion addresses the Lund Ranch II development's relationship to the Pleasanton General Plan land use designations, visual considerations, Measure PP and Measure QQ, trees, and traffic.

## **Pleasanton General Plan**

The Pleasanton General Plan designates the Lund Ranch II property for Low Density Residential (< 2.0 dwelling units per acre) on 58.4 acres, allowing for the construction of 116 units, Rural Density Residential (1 dwelling unit per 5 acres) on 123 acres, allowing for the construction of 24 units, and Open Space – Public Health and Safety with a Wildlands Overlay on 13.3 acres, allowing for the construction of 1 unit. Based on these land use designations and acreages, the Lund Ranch II property could have a maximum density of 141 units and a total midpoint density of 82 units: 58 units for the Low Density Residential and 24 units for the Rural Density Residential areas of the property. The proposed density for the Lund Ranch development is 0.25 dwelling units per acre, following the General Plan’s methodology of calculating density based upon “Gross Developable Acres.”

## **Measure PP and Measure QQ**

In November 2008, Pleasanton voters passed Measure PP<sup>4</sup> and Measure QQ<sup>4</sup>. Measure PP states that, “No grading to construct residential or commercial structures shall occur on hillside slopes 25% or greater, or within 100 vertical feet of a ridgeline.” Measure QQ reaffirmed and re-adopted the policies and programs of the 1996 Pleasanton General Plan. At its meeting of December 16, 2008, the City Council determined that the provisions of Measure QQ calling for the development of a ridgeline protection ordinance and scenic hillside guidelines had been fulfilled by the voter’s passage of Measure PP.

At that same December 2008, the City Council unanimously “direct[ed] that projects be reviewed through the normal public review process for compliance with Measures PP and QQ” and “that Measure PP be interpreted with the public guidance from Measure PP petitioners...”. This same approach has been used for the implementation of the Pleasanton ridgelines area (Measure F in 1993) and the urban growth boundary (Measure GG in 1996).

Subsequently, in 2012 and 2013, the Planning Commission and City Council have considered implementation options for Measure PP, including a draft ordinance proposing to add a new Chapter 18.70 [Ridgeline and Hillside Protection and Preservation] to codify and clarify Measure PP. On April 16, 2013, the City Council introduced Ordinance 2066 for the adoption of such Chapter 18.70. However, after further consideration in light of the threat of litigation from approximately five parties, the ordinance was not adopted, is not in effect, and proposed development projects must be reviewed in the City’s normal review process subject to the provisions of Measures PP and QQ, and applicable provisions of the General Plan, zoning code, and other applicable regulations. Like other regulations, the Planning Commission and City Council will undertake environmental review and a fact-specific analysis for each project, with policies and programs applied using reasonable judgment.

The requirements of Measure PP and Measure QQ as they relate to the proposed project are addressed on pages 4.1-9 through 4.1-16 of the Revised Draft EIR.

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<sup>4</sup> Exhibit F: Measure PP and Measure QQ.

## **Visual Analysis**

The general area from which the project site is visible includes close range and more distant viewing locations. Because of intervening topography and mature vegetation, the area of the Lund Ranch II project viewshed is limited to the immediate developments that surround the property.

CEQA evaluates the significance of impacts to visual resources based on several criteria, including the extent of project visibility from sensitive viewing areas such as designated scenic routes, public open space, or locations within residential areas from which views by the public are available; the degree to which the various project elements would contrast with or be integrated into the existing landscape; the extent of change in the landscape's composition and character; and the number and sensitivity of viewers. Typically, the focus of the aesthetics analysis under CEQA is on public viewpoints.

Visual simulations of the Lund Ranch II property were produced using computer modeling and rendering techniques. The viewpoints chosen for simulations are representative of the public viewing locations. In general, the site is not visible from the public areas of the City including the Bernal Sports Park, downtown Pleasanton, and I-680. The Lund Ranch II property is not widely visible from any single ground-level public vantage point until entering the property from Lund Ranch Road. However, the project will be visible from the private areas of homes and yards that have a direct view of the Lund Ranch II property. The 50-unit PUD Development Plan, by complying with the requirements of Measure PP and QQ that focus development within the relatively flat, lower elevations of the Lund Ranch II property, mitigates the effects of the project on views from public viewpoints in the City and, therefore, does not create significant visual impacts.

## **Trees**

There are approximately 1,700 existing trees on the Lund Ranch II property including 1,400 native oaks. The Revised Draft EIR assessed 220 existing trees within and immediately adjacent to the proposed development that include 46 valley oak trees and a combination of black locust, California black walnut, and olive species, the predominant species identified by the tree survey. Of the 220 trees identified in the Revised Draft EIR, 128 trees are Heritage-size species. Construction of the proposed development will result in the removal of a total of 146 existing trees, including 80 Heritage-size trees.

## **Traffic**

### Circulation and Levels of Service

Traffic concerns are a key concern to residents in surrounding neighborhoods. The Revised Draft EIR found that the project would result in a significant impact to the northbound/southbound I-680/Sunol Boulevard ramps, but that the payment of traffic impact fees would mitigate these impacts. Traffic impacts during construction, and operational effects on local streets and intersections, vehicular and pedestrian safety, and emergency access for neighborhood streets (including Dalton Creek Way, Hanifen

Way, Hopkins Way, Independence Drive, Junipero Street, Lund Ranch Road, Mission Drive) were evaluated for the proposed project and for the eight modified access alternatives and were found to be less than significant. However, there remains opposition to the proposed project from the residents of Ventana Hills due to the project's anticipated traffic through the Ventana Hills neighborhoods.

#### Modified Access Alternatives

In addition to the "no project" and "different location" alternatives, the Revised Draft EIR discussed eight "modified access alternatives" including combinations of access to Lund Ranch Road, Livingston Way (Middleton Place), Sunset Creek Lane, and Sycamore Creek Way and a connection to the Happy Valley Bypass road. A condition of PUD-90-18 (Bonde Ranch) required two street connections:

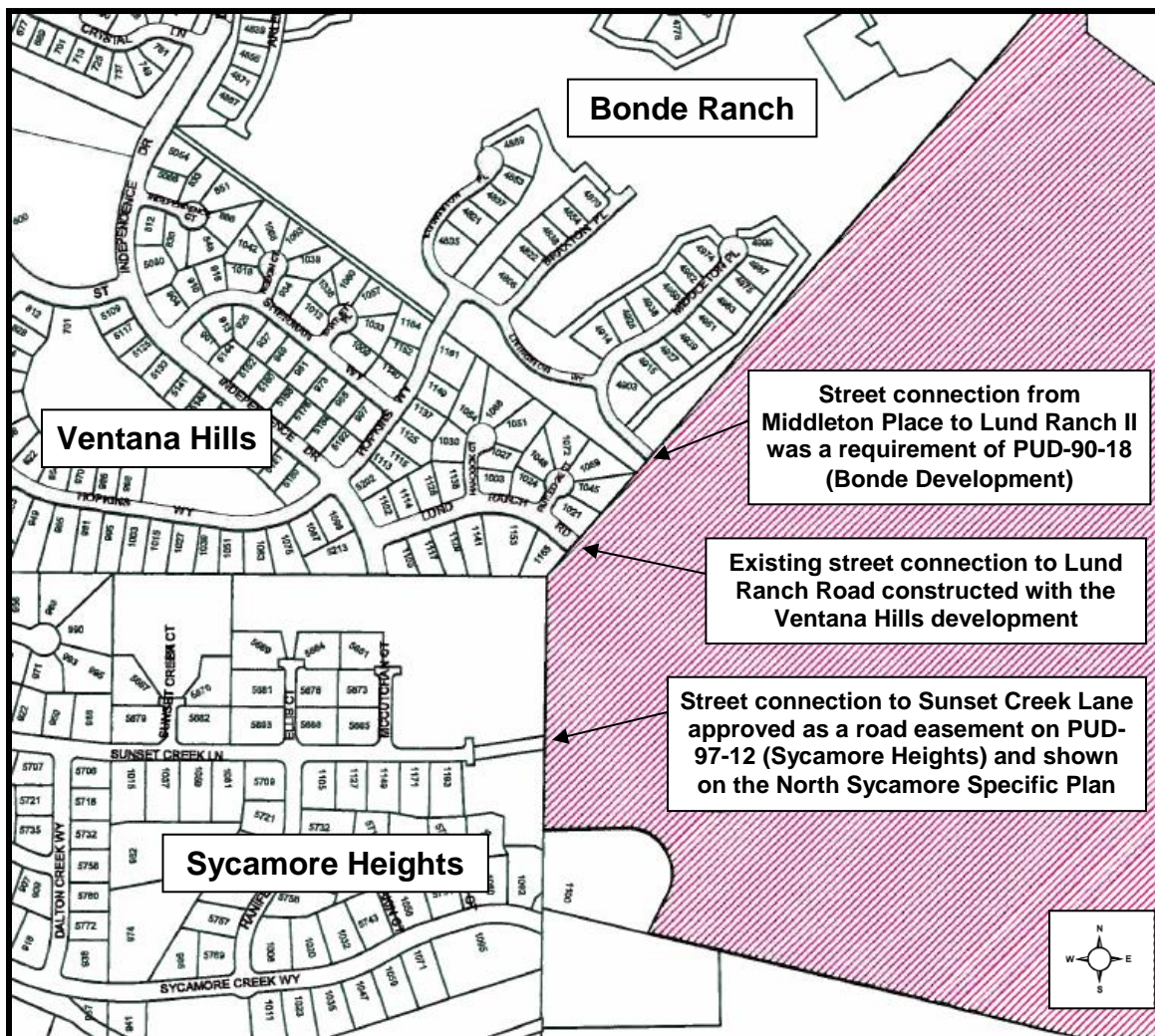
1. A street connection from the Lund Ranch II property to Sunset Creek Lane in the Sycamore Heights development (North Sycamore Specific Plan) intended to reduce the amount of Lund Ranch II traffic going through the Ventana Hills neighborhoods.
2. A street connection from the Lund Ranch II property to Middleton Place in Bonde Ranch to reduce the amount of Bonde Ranch traffic using Livingston Way to Hopkins Way to Lund Ranch Road.

Residents of the Ventana Hills development have stated to staff that these previous requirements for street connections must be provided by the proposed Lund Ranch II development.



Figure 3, below, shows the Lund Ranch II property with notes pertaining to streets/access points that have been approved/conditioned on adjacent properties.

**Figure 3: Lund Ranch II with Streets/Access Points Approved/Conditioned on Adjacent Properties.**



Connection to Livingston Way (Middleton Place)

PUD-90-18<sup>5</sup> (Bonde) required the section of Livingston Way between Braxton Place and Middleton Place to be converted from an existing 28-foot wide public street to a gated emergency vehicle access (EVA), with Middleton Place<sup>6</sup> then connected to the Lund Ranch II development. Implementing this requirement would mean that Middleton Place owners would no longer be able to use Livingston Way to access Hopkins Way and Lund Ranch Road as they have been doing for over the past 15 years, but would have to use the public streets on the Lund Ranch II development to reach Lund Ranch Road. Several Middleton Place owners, however, want to maintain Livingston Way as a

<sup>5</sup> Exhibit D: Ordinance 1509, PUD-90-18, Condition 2.b.13), p. 5

<sup>6</sup> Middleton Place ends opposite the Lund Ranch II property's northwest property line in the approximate area between the proposed development's Lot 4 and Lot 5.

through street to Hopkins Way and submitted PUD-90-18-07M on July 26, 2007, the PUD Minor Modification that if approved would retain Livingston Way as a public through street. No City action has been taken on the proposed modification, and the City's position is that the PUD Minor Modification will be reviewed concurrently with the Lund Ranch II PUD Development Plan.

#### Connection to Sunset Creek Lane

The street connection from Lund Ranch II to the Sycamore Heights development is opposed by the residents of the Sycamore Heights and of the Bridle Creek developments. PUD-97-12<sup>7</sup> (Sycamore Heights) dedicated the entire public right-of-way for Sunset Creek Lane to the west boundary of the Lund Ranch II property. However, only a portion of the right-of-way was constructed as a road, with the remaining right-of-way covered by a public road easement. As required by PUD-97-12, Sunset Creek Lane may only be extended to provide the connection to the Lund Ranch II property shown on the North Sycamore Specific Plan. However, construction of the street connection from the Lund Ranch II development to Sunset Creek Lane is not required to reduce congestion on Lund Ranch Road or to provide a second street access for emergency vehicles.

## **VI. PUBLIC COMMENT**

Exhibit H is the location map and public notice area for the Planning Commission meeting on the Revised Draft EIR. Exhibit I contains the public comments received by staff since the Revised Draft EIR was distributed and posted on the City's website. The comments cover concerns related to the interpretation and application of Measure PP, availability of adequate water supplies for the proposed project, project traffic and circulation through adjoining neighborhoods, and other issues.

Past public comments on the proposed project addressed in the Revised Draft EIR include the availability of adequate City and regional parks to serve the residents of the proposed project, school capacity, impacts to the quality of life of existing neighborhoods, loss of existing trees, loss of open space, impacts to off-site views of the site, the single public street connection to Lund Ranch Road, the absence of the second or alternate public street connection to Sunset Creek Lane and the absence of the public street connection to Livingston Way (Middleton Place), and the proposed density.

## **VII. STAFF RECOMMENDATION**

Staff recommends the Planning Commission hear all public comments and then provide comments on the Revised Draft EIR for PUD-25. The Planning Commission's and public's comments will be incorporated in the Response to Comments section of the Final Environmental Impact Report.

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<sup>7</sup> Exhibit E: Ordinance 1791 for PUD-97-12, Condition 9.

## EXHIBIT G

### APPENDIX A: PROJECT BACKGROUND

#### **First Application**

On September 24, 2002, Greenbriar Homes submitted its application for PUD Rezoning and Development Plan approval on the Lund Ranch II property for 113 single-family homes on approximately 12,000-square-foot lots. Based on this plan, City staff determined on September 3, 2003 that an Environmental Impact Report (EIR) would be necessary to address the environmental impacts and mitigation measures of developing the Lund Ranch II property, and recommended the consulting firm, Geier & Geier, be awarded the contract to prepare the EIR.

#### **Environmental Impact Report**

##### City Council Hearings on the EIR Consultant Contract

The City Council discussed the EIR consultant's contract at its public meetings held on May 20, 2003 and June 3, 2003. The City Council awarded the contract and directed the applicant and staff to consider increasing the proposed project's density as a means of adding an affordable housing component to the proposal with the larger, i.e., lower density homes, on the project's perimeter with a central area for the smaller, i.e., higher density, homes.

##### Planning Commission Scoping Session on the EIR

On September 24, 2003, the Planning Commission held its public meeting to gather public comment on the scope and content of the EIR for the Lund Ranch proposal. A summary of the public comments expressed at the scoping session include:

- Affordable and low-income housing;
- Inadequate disclosures to the residents of the Bridle Creek development;
- Loss of habitat areas, rangeland, trees and vegetation;
- Grading and erosion;
- Noise;
- Parks and open space;
- Placement of houses;
- School impacts;
- Traffic impacts to surrounding streets including access and pedestrian safety;
- Views; and,
- Water quality.

Based on that first application and on the comments received at the scoping session, the Planning Commission directed staff and/or the applicant to address the following issues with the project and/or the EIR:

- Address the potential transfer of the unused development rights from the Lund Ranch property to other properties in Pleasanton;
- Address the proposed buildings on ridges;
- Address construction routes and possible neighborhood traffic calming measures;
- Consider alternative access points such as Kottinger Ranch, Bonde Ranch, and Ventana Hills;
- Concern regarding major grading and tree loss;
- Concern regarding potential impact to the City's Urban Growth Boundary Line;
- Analyze the proposed project according to the General Plan;
- Consider an off-site project alternative, such as the Hacienda Business Park, for this development;
- Address amenities if the project density exceeds the General Plan midpoint density of 83 units; and
- Consider the cumulative impacts on air quality and energy.

### **Second Application**

On April 3, 2007, Greenbriar Homes submitted its response to the comments made by the City Council and Planning Commission with a revised PUD Development Plan that consisted of three alternative PUD Development Plans:

- Alternative A for 149 units in response to the City Council's direction for increased density. The development alternative included 149 units with 43 units designed as "cluster homes" (five detached homes on 3,000 square foot lots served by a motor court), 23 units on 4,000- to 6,000-square-foot lots, and 79 units on 12,000- to 40,000-square-foot lots. The proposed 149-unit alternative proposed to utilize the 25-percent density bonus (Policy 11, Page 2-32) of the Pleasanton General Plan "for the provision of significant affordable housing." The entire 149-unit development with streets and related improvements was located on approximately 71 acres.
- Alternative B for 107 units on 17,000-square-foot to 60,000-square-foot lots including 16 lots designated as potential duet-style lots for below-market rate housing and 4 lots designated as split-pad lots. The entire 107-unit development with streets and related improvements was located on approximately 71 acres with the remaining 114.7 acres.
- Alternative C for 82 units on approximately 14,000-square-foot to 60,000-square-foot lots, that would show the Lund Ranch II property developed at the mid-point density of the Pleasanton General Plan. The entire 82-unit development with streets and related improvements was located on approximately 64.9 acres.

The 149-unit, 107-unit, and the 82-unit development plan alternatives and supporting materials constituted the proposed project for PUD-25 that was to be evaluated in the project's Draft and Final EIR. The EIR review, however, was not completed. All three alternatives proposed to:

- Dedicate the remaining land area to the City of Pleasanton as permanent open space, with the proposed project's wildland fire management areas, public trails, and a public trail staging area.
- Provide public street connections to Livingston Way (Bonde Ranch development) and to Sunset Creek Lane and Sycamore Creek Way (Sycamore Heights) development, Emergency Vehicle Access (EVA) connections to Lund Ranch Road (Ventana Hills development) and Casterson Court (Kottinger Ranch development), and a future public street connection to the Foley property.

### **Third Application**

Completion of the project review and the project's environmental review was delayed by the Pleasanton General Plan update and by the initiatives for Measures PP and QQ that addressed development in the City's hillside areas and defined the term "dwelling unit" for the General Plan.

### Alternative D

After the City completed the General Plan update, the applicant in 2008 prepared a revised PUD Development Plan, Alternative D, with 77 lots designed to address Measure PP and Measure QQ. Alternative D used a Weighted Incremental Slope<sup>8</sup> (WIS) formula for the Lund Ranch II property. Staff evaluated and rejected the WIS formula as not being consistent with Measure PP, in that this slope averaging formula would include and, therefore, potentially allow development on slopes greater than 25-percent.<sup>9</sup> Also, Alternative D did not incorporate the ridgeline setback of Measure PP<sup>10</sup> in its design.

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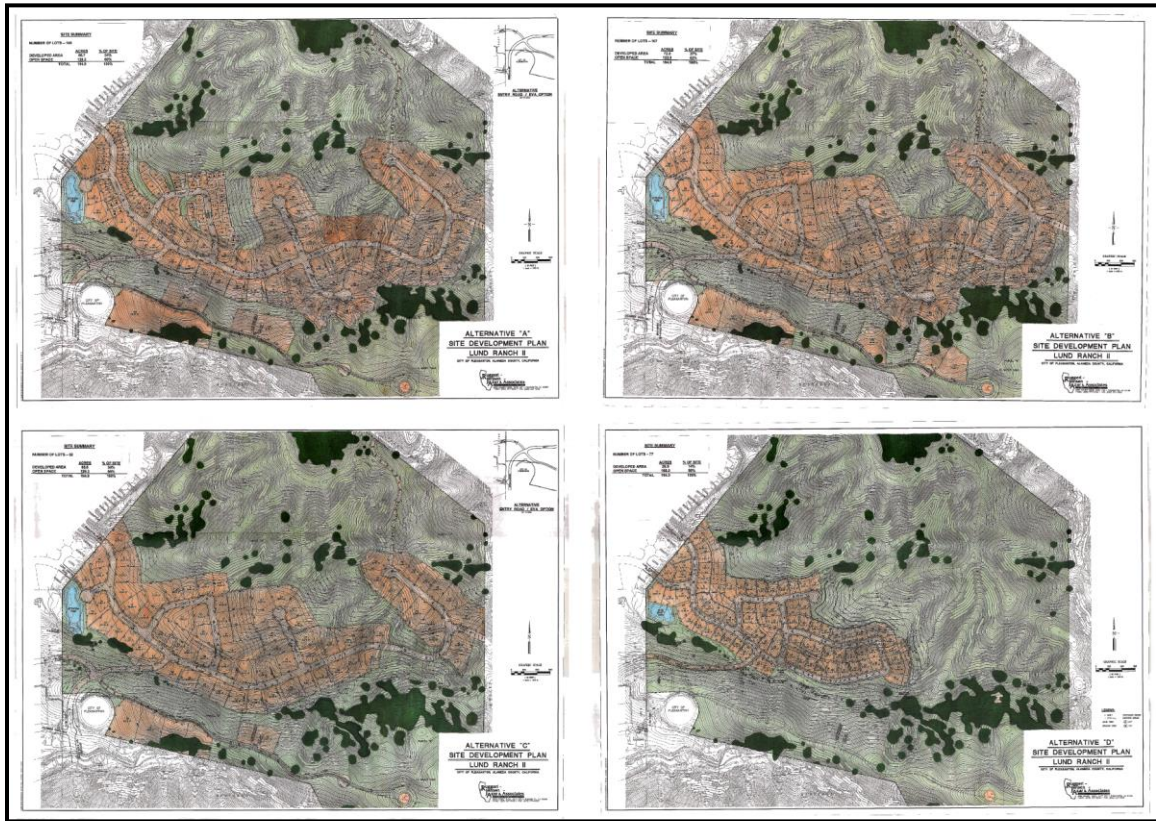
<sup>8</sup> The HPD (Hillside Planned Residential) District, Chapter 18.76 of the Pleasanton Municipal Code, uses a Weighted Incremental Slope formula to calculate average slope. The HPD District, however, predates the City's PUD Rezoning/Development Plan process and only applies to one developed property west of Foothill Road.

<sup>9</sup> Staff defines slope as the ratio of rise (height) over run (distance). A 25-percent slope is the ratio of 1-unit of height over 4-units of distance, i.e., 25 percent. Staff also defines the 25-percent slope as a nominal value and not as an average value. For example, proceeding upslope from the relatively flat portions of the site until the slope grade is 25 percent, and plotting this point on a topographic map. The 25-percent slope line is the line that links these points together into a continuous line.

<sup>10</sup> Measure PP prohibits development within 100 vertical feet of ridgeline.

Figure 1, below, shows the four Development Plan alternatives that have been proposed for the development of the Lund Ranch II property.

**Figure 1: Revised Development Plan with Alternatives**



### Alternative E

Staff continued to work with the applicant in the preparation and re-submittal of the proposed PUD Development Plan for the development of the Lund Ranch II property to address the policies and design criteria of Measure PP and Measure QQ. The result is the proposed PUD Development Plan submitted on September 16, 2012 with 50 units and related improvements on approximately 33.8 acres, with the remaining 160.9 acres preserved as permanent open space.

The Alternative E PUD Development Plan constitutes the proposed project evaluated in the Revised Draft EIR.