



Planning Commission Staff Report

December 12, 2012
Item 6.c.

- SUBJECT:** Work Session for PUD-87
- APPLICANT:** John Pringle for E&S Ring Management
- PROPERTY OWNERS:** Frank Auf der Maur and Konrad Rickenbach
- PURPOSE:** Work Session to review and receive comments on a Planned Unit Development application to construct 345 apartment units, an approximately 38,781-square-foot retail center consisting of four buildings, new surface parking, and related site improvements on an approximately 16-acre site.
- GENERAL PLAN:** High-Density Residential and Retail, Highway, Service Commercial, Business and Professional Offices
- ZONING:** Planned Unit Development – High Density Residential (PUD-HDR) and Planned Unit Development – Commercial (PUD-C) Districts
- LOCATION:** 3150 Bernal Avenue
- EXHIBITS:**
- A. Preliminary Development Plans, Narrative, & Proposed Retail Uses
 - B. Planning Commission Work Session Topics
 - C. Ordinance 2032, Rezoning the Subject Site
 - D. Public Comment
 - E. Housing Site Development Standards and Design Guidelines (*previously provided to the Planning Commission*)
 - F. Location Map and Noticing Map

I. BACKGROUND

E & S Ring Management, on behalf of Frank Auf der Maur and Konrad Rickenbach (property owners), has submitted for a Planned Unit Development (PUD) application for the development of the approximately 16-acre subject site. The site is 1 of the 9 sites rezoned in January 2012 for high-density multifamily development in order to meet the City's share of the regional housing need, (please see Ordinance 2032 attached to this report as Exhibit C for the rezoning), and is the third to be scheduled for a workshop with the Planning Commission.

The purpose of the workshop is to receive comments from the Commission members regarding the project and discuss how the project meets (or requires exceptions from) the *Housing Site Development Standards and Design Guidelines* (hereafter referred to as *Design*

Guidelines), adopted by City Council on August 21, 2012. The site is identified as Site #6 in the *Design Guidelines*, and has a minimum and maximum density of 30 units per acre, which results in 345 units on the approximately 11.5-acre site. No action on the project will be made at the work session. If an affordable housing agreement is part of the project, the project will be scheduled for a recommendation by the Housing Commission. The project will also require review by the Planning Commission and final decision by City Council. A list of discussion topics and questions are included as Exhibit B to this report.

II. SITE DESCRIPTION

The subject property is located southeast of the intersection of Stanley Boulevard and Bernal Avenue. The site is approximately 16-acres total, 11.5 of which is zoned for high density residential and 4.5 of which is zoned commercial. Figure 1 provides a vicinity map of the area.



FIGURE 1: Vicinity Map

Figure 2a shows an aerial photograph of the site and provides identifiers for surrounding land uses (shown in yellow letters “a” through “h”) that correspond to Figure 2b and blue arrows with letters “i” through “l” that correspond to photos of the site shown in Figures 2c and 2d.



FIGURE 2a: Aerial Photograph

a. McDonald's Restaurant



b. ARCO Service Station and Convenience Market



c. Diablo Valley Auto Body



d. Bernal Retail Center



e. Stanley Business Park



f. Livermore-Pleasanton Fire Station #1



g. Congregation Beth Emek



h. PG&E Substation



FIGURE 2b: Photographs of Surrounding Land Uses

i. View of Site Looking South (photograph taken in April of 2012)



j. View of Site Looking Northwest (photograph taken in September of 2012)



FIGURE 2c: Photographs of Subject Site



FIGURE 2d: Photographs of Areas along Street-Side Property Lines

As seen in Figures 1, 2a and 2b, the site is bound by Pleasanton Self Storage across Stanley Boulevard to the north, McDonald’s restaurant, ARCO service station and convenience market, Bernal Retail Center, and Stanley Business Park across Bernal Avenue to the west, Congregation Beth Emek across Nevada Court to the south, and a PG&E substation directly to the east. The site is relatively flat (as seen in Figure 2c), but the grade near the northwestern corner (adjacent to the Bernal Avenue and Stanley Boulevard intersection) is higher than the adjacent sidewalk. Elevation points in this area range between 353-feet adjacent to the sidewalk to a high point of 359-feet. Elevation points range from 358-feet near the southern property boundary adjacent to Nevada Court to 357-feet near the eastern property line, to 357-feet near the western property line adjacent to Bernal Avenue, and to 359-feet near the northern property boundary adjacent to Stanley Boulevard.

Since the site is currently vacant, no driveways exist on Nevada Court, Bernal Avenue, or Stanley Boulevard. The site is fenced with chain link fencing around the perimeter. No mature trees are located on the property, with the exception of those located in the landscaping area between the sidewalk and Stanley Boulevard.

III. PROJECT DESCRIPTION

The applicant proposes to construct 345-residential units on approximately 11.5-acres and approximately 38,781-square-feet of commercial space on approximately 4.5-acres of the total 16-acre project site. The project characteristics are outlined below Figure 3.



FIGURE 3: Proposed Site Plan

- A total of 345 residential apartment units are proposed and would be dispersed between three clusters: Cluster 1 will be located near the northeastern portion of the property and will consist of 94 apartment units (Buildings B1, B2, C1, C2, D1, D2, E1, and E2), Cluster 2 will be located near the southeastern portion of the property and will consist of 166 apartment units in a podium style building (Building A), and Cluster 3 (Buildings B3, B4, C3, C4, D3, D4, E3, E4) will be located near the southwestern corner of the property and will consist of 85 units. The density of the residential portion of the project is 30 units per acre (345 units on 11.5 acres).
- Residential units include 21 junior one-bedroom units (approximately 650-gross square feet), 135 one-bedroom units (755-gross-square-foot), 20 one-bedroom with den units (880-gross-square-foot), 53 two-bedroom units (1,075-gross-square-foot), 44 two-bedroom-split master units (between 1,115-1,132-gross-square-foot), 15 two-bedroom plus den (1,230-gross-square foot), 8 two-bedroom carriage units (1,205-gross-square-foot), 26 two-bedroom “townhome” units (1308-1390-gross-square-foot), 19 three-bedroom units (1,250-1,510-gross-square-foot), and 4 three-bedroom with den units (approximately 1,440-gross-square feet). A full breakdown of unit mix is provided on the second page of the plan set.
- A total of 612 parking spaces are proposed for the residential portion of the project (at a ratio of 1.8 parking spaces per dwelling unit). The 612 parking spaces consist of: 54 spaces in carports, 151 spaces in private garages, 192 spaces in a parking garage in Cluster 2, and 215 surface parking spaces. If reviewed by cluster, Cluster 1 has a total of 150 spaces (90 private garages and 60 surface spaces), Cluster 2 has a total of 318

spaces (192 garage and 126 surface spaces), and Cluster 3 has a total of 144 spaces (54 carports, 61 private garages, and 29 surface spaces).

Pleasanton Municipal Code (PMC) Section 18.88.030 requires a minimum of 2 spaces for each of the first 4 units and 1.5 spaces for each additional unit for apartments with 2 bedrooms or less, and a minimum of two spaces per unit for apartments with three or more bedrooms. At least one of the required spaces per unit is required to be located in a garage or carport. One visitor space is required for each 7 units. A total of 322 units have 2 or fewer bedrooms and thus the parking requirement for these units is 485 spaces. A total of 23 units are 3-bedroom units and thus 46 parking spaces are required, yielding a total parking requirement of 531 parking spaces (397 of these spaces are in a carport or garage). Since 345 units are proposed, 49 visitor spaces are required. The project meets the parking requirements of the PMC for the total number of required spaces, the number of required covered spaces, and the number of guest parking spaces.

- The commercial buildings are clustered alongside Drives A and B as shown on the overall site plan (Sheet 03). Surface parking is located in front of all of the buildings and along the western side of the Major tenant space.
- The commercial portion of the project will be divided into two parcels; the dividing line will be between the Major 1 tenant and through the surface parking area (shown on several sheets, but most clearly on Sheet C-02).
- The commercial portion of the project consists of a total of four buildings. Two different options are shown on Sheets RA-03 and RA-04 of the project plans. The first option (shown in Figure 3 and on Sheet RA-03) consists of: Pad 1 approximately 3,165-square-feet in size, two retail shop buildings totaling 17,356-square feet, and a major tenant consisting of 14,648-square-feet with drive-through for a possible pharmacy. The second option (shown on Sheet RA-04) consists of: Pad 1 approximately 3,165-square-feet in size, two retail shops totaling 15,216-square-feet, and a major tenant consisting of 20,400-square-feet for a possible grocery store.
- The first option (shown on Sheet RA-03) includes a total of 174 parking spaces for the commercial portion of the project (at a ratio of 5.0 spaces per 1,000-square-feet, or 1 parking space for 200-square-feet). The second option (shown on Sheet RA-04) includes a total of 189 parking spaces for the commercial portion of the project (at a ratio of 4.9 spaces per 1,000-square-feet, or 1 parking space for 200-square-feet).
- The commercial area includes an outdoor plaza with dining, seating, and fountain in the area between Retail Shops 1 and Retail Shops 2. An outdoor dining area is also proposed between Major 1 and Retail Shops 1, assuming the Major 1 tenant space is 14,648-square-feet. The option for Major 1 tenant space as 20,400-square-feet does not show outdoor dining in the area between Major 1 tenant and Retail Shops 1, but the applicant is considering a small outdoor dining area in this space.

- An enlarged elevation and material palette for the commercial buildings is shown on Sheet RA-09 of the plans. The commercial buildings will feature cement plaster walls accented with brick and stone veneers, clear glazing, and a standing seam metal roof in areas where the roof is sloped. A flat parapet with cornice detailing is proposed in some areas as well.
- The heights of the commercial buildings vary between approximately 26-feet for the building on Pad 1 to a height of approximately 30-feet for the retail shop buildings and the Major 1 tenant space.
- The residential buildings vary in height. In Cluster 1, Buildings D1 and D2 are approximately 35-feet in height (approximately 36-feet to the top of the dormer). Cluster 2 elevations are included in the plan set on Sheets A-20 and A-21. As indicated on Sheet 04, the Cluster 2 building consists of both 3 and 4-story elements, with the 4-story elements along the eastern side of the property (closest to Drive E and the PG&E site). Increasing the massing of the Cluster 2 building allows for the portions of Cluster 3 adjacent to Bernal Avenue to be two-story. At this time, elevations for Cluster 3 have not been provided and only some elevations of Clusters 1 and 2 have been provided.
- Artist renderings of various views of the residential areas are shown on Sheets A-24, A-25, A-26, and A-27.
- The windows of the residential units are proposed to be vinyl, but additional details are required to determine whether the detailing around the window meets the Design Guidelines. The applicant has indicated that these details will be provided in a subsequent draft of the plans.
- Private open space is provided by patios and balconies and group open space is distributed on the site by means of outdoor gathering areas in-between buildings within a cluster and a community swimming pool located directly east of the leasing and business center. Community gathering areas include amenities such as outdoor fireplaces, outdoor barbeque areas, fountains, and seating areas. A tot lot is proposed near the southeastern area of the site. An Open Space Diagram provided on Sheet 04 shows a calculation of the open space for the project and details of group open space are shown on Sheets L-06 and L-07 of the project plans. Sheet L-08 of the plans show photographs of the types of details proposed in the common space areas.
- Landscape lighting is shown on Sheet L-09 and includes a variety of wall lighting, pole lighting, step lighting, and up-lighting. The applicant plans to show additional lighting details (e.g. wall mounted and pole lighting) on a subsequent draft of plans.
- Pedestrian access to unit entries is provided via internal corridors or stairways that lead to the particular unit. Many of the ground-floor units (with some exceptions such as those units with private open space directly adjacent to public open space) have access from their private open space areas.

- A second-floor pedestrian bridge between some buildings is proposed (e.g. a connection between Buildings D1 and E1, D2 and E2 in Cluster 1).
- Access to the site is proposed from Bernal Avenue via a three-lane drive (Drive A, one lane going into the property and two-lanes exiting onto Bernal Avenue). This drive turns into Drive B, which provides one lane in each direction for vehicular ingress and egress onto Stanley Boulevard. Drive C provides access (one lane in each direction) from Drive A, Drive B, or Drive D to Nevada Street. A second two-way driveway from Stanley Boulevard provides access to Drive E, which consists of parking areas.
- As shown on Sheet C-02, a median break on Stanley Boulevard is proposed to allow westbound vehicular traffic to make a left turn into the property (to Drive B).
- A separated sidewalk is proposed along Stanley Boulevard and the southern half of the property's frontage on Bernal Avenue. A monolithic sidewalk is proposed along the northern half of the property's frontage on Bernal Avenue.
- Two bus stops are proposed, one each along Bernal Avenue and Stanley Boulevard. The existing bus stop (without shelter or turnout) along the project's Stanley Boulevard frontage would be removed. The Livermore Amador Valley Transit Authority (LAVTA) has provided comments on the subject project and has requested a bus shelter and trash receptacle for the new bus stop on Stanley Boulevard. On Bernal Avenue, LAVTA requests a bus turnout (no shelter required) with a 6-foot sidewalk.
- Community amenities are located near Clusters 1 and 2, near the center of the site. An approximately 2,200-gross-square-foot leasing office and business center will be located in the center of the three clusters, off of Drive B. An approximately 2,008-gross-square-foot community room will also be located in the same area. Floor plans of these common areas are on Sheet A-19.
- A pedestrian and bicycle connection from the southeast corner of the site to the existing trail along the Arroyo del Valle is not shown on the project plans, but is encouraged by the Design Guidelines. The details for the trail access and access through the PG&E property are in the process of being worked out by the applicant.
- To distinguish the corner of the project site at Stanley Boulevard and Bernal Avenue, four stone pilasters and a low-profile stone sign wall arranged in a curve are proposed. Two ornamental trees are proposed behind the pilasters and sign wall. No sign details have been provided at this time.
- A retaining wall is proposed along Bernal Avenue and Stanley Boulevard in the northwestern area of the site and tapers to a point where it is no longer necessary due to the existing grade (please reference Section drawings #9 and #10 on Sheet L-05). Shrubs and trees will be planted between the retaining wall and the sidewalk. The highest portion of the retaining wall is at the corner of the two streets, where it will be 5-

feet tall. A 2-foot tall vertical trellis is proposed on top of the retaining wall, resulting in a maximum total height of 7 feet.

- The applicant will be providing an updated checklist related to green building and the Climate Action Plan subsequent to this workshop. The project narrative indicates that the applicant would like to attain a minimum rating of LEED silver. The residential portion of the project will be required to attain a minimum of 50 points on BuildItGreen's Multifamily Green Building Guidelines as required by the PMC.
- A list of proposed uses for the commercial buildings are included with this submittal (please reference Exhibit A).

IV. CONSIDERATIONS FOR THE WORK SESSION

The following section aims to provide discussion topics and analysis of key issues. This work session 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 returning 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.

Design Guidelines

The following items are areas where the proposed project does not meet the requirements of the Design Guidelines. For the Commission's reference, the page and section number for each item is also included.

1. **Development Standard A4.1, page 20:** Internal streets shall have a minimum 4-foot planting strip and 5-foot sidewalk on each side of the street (9-foot total, plus an 8-foot setback from the back of sidewalk, for a total of 17-foot).
 - a. On Drive A, section drawing #7 on Sheet L-04 shows an 8-foot walk and a 12-foot landscape buffer for a total of 20-foot.
 - b. On Drive B, section drawing #6 on Sheet L-04 shows a 12-foot wide section, consisting of 4.5-foot wide bio-retention zone, a 5-foot walk, and a 2-foot wide bio-detention zone.
 - c. On Drive C, section drawing #8 on Sheet L-04 shows a 2-foot-8-inch bio detention zone, a 5-foot walk, and 4-foot-6-inch wide (total of 12-foot-2-inches) bio retention zone on west side of street (adjacent to Cluster 3) and a 10.5-foot landscape buffer and 6-foot walk on eastern side (adjacent to Cluster 2).

While the section drawings show that the particular measurements required by the Design Guidelines are not met, the areas adjacent to parking have landscaping and the sidewalks have landscaping on either side. Therefore, staff is supportive of this exception as the project meets the overall intent of this section of the Design Guidelines.

2. **Design Guideline A5.b, page 22:** Garage doors should be recessed at least 2-feet from building façade.
 - a. The applicant has indicated that recessing the garage doors would result in less living space within the units.

3. **Development Standard C10.1, page 43:** Each unit should have at least 40-cubic-feet of enclosed storage area.
 - a. The subject project proposes 30-cubic-feet of storage for each unit, based on experience with other rental communities.

Discussion Point

A. Would the Planning Commission support the exceptions noted above if the project were to move forward as proposed?

Site Plan

The site plan has been designed to provide access and circulation to and from Stanley Boulevard and Bernal Avenue. For purposes of reviewing the project with the Design Guidelines, the proposed streets on the subject property are defined as follows:

- | | |
|-------------------------------------|---|
| <u>Drive A:</u> Internal Street | <u>Drive B:</u> Internal Street |
| <u>Drive C:</u> Internal Street | <u>Drive D:</u> Parking Area |
| <u>Drive E:</u> Parking Area | <u>Drive Aisles within Clusters:</u> Alleys |
| <u>Bernal Avenue:</u> Public Street | <u>Stanley Boulevard:</u> Public Street |

Amenities such as the community pool, business center, fitness center, and community room have been located in the center of the site. The tot lot is located near the southeastern area of the property (between Cluster 2 and Drive D).

Discussion Point

B. Are the on-site circulation, parking layout, and positioning of the buildings acceptable?

C. Are the proposed on-site recreation facilities and amenities acceptable?

D. Is the treatment of the corner of Bernal Avenue and Stanley Boulevard (four stone pilasters and a low-profile stone sign wall arranged in a curve, with two ornamental trees behind the pilasters and sign wall) adequate?

Building Design

Given the high visibility of the site on two major thoroughfares and at a major City entryway, staff feels that the buildings will need to be designed with a high quality visual image. The elevations in Exhibit A are copied below as Figures 4a-4h and artist renderings of the project are shown as Figures 5a and 5b.



FIGURE 4a: Cluster 2, Building A, West Elevation



FIGURE 4b: Cluster 2, Building A, West Elevation



FIGURE 4c: Cluster 2, Building A, North Elevation



FIGURE 4d: Cluster 1, Building E2, West Elevation



FIGURE 4e: Cluster 2, Building E2, East Elevation



FIGURE 4f: Cluster 1, Building D2, North Elevation



FIGURE 4g: Cluster 1, Building D2, West Elevation



FIGURE 4h: Cluster 1, Building D2, East Elevation



FIGURE 5a: Cluster 3, Building E3, North Elevation as viewed from entrance off of Bernal Avenue from Drive A



FIGURE 5b: Cluster 3, Building E3, North Elevation as viewed from entrance off of Bernal Avenue from Drive A

The proposed architecture includes several materials as outlined on Sheet A-28. These materials include: plaster, lap siding, brick accents, composition shingle roofing, metal roofing for the leasing office, synthetic wood railing, metal railing, wood veneer, and vinyl windows. The buildings are articulated with these materials and have portions that “jog” in and out to avoid a flat appearance.

The Design Guidelines indicate entries are an important feature and encourage that they be emphasized and contain adequate architectural detailing, as indicated by the following by section C1 of the Design Guidelines:

Design Guideline C1.a, page 37: Entries should be predominant feature of front facades, and should have a scale that is in proportion to the size of the building and number of units being accessed. Larger buildings should have a prominent, centralized building entrance.

Design Guideline C1.d, page 37: Building fronts should include porches, unit entries, and architectural detailing. Porches should have a minimum depth of 6-feet.

The patio areas of the ground-level buildings have gate access to the units and many of these patio areas are adjacent to open space areas. Most main entries are for ground-floor units and above-ground-floor units are through corridors. The applicant has indicated that he is willing to consider providing more defined entryways, such as trellises over the entries from open space areas.

The proposed materials for the commercial buildings include: plaster, brick and stone veneer, metal roof, and metal awnings. Figures 6a and 6b show some of the elevations provided in Exhibit A.



FIGURE 6a: Retail Buildings Facing Bernal Avenue, West Elevation



FIGURE 6b: Retail Buildings Facing Stanley Boulevard, North Elevation

Discussion Point

E. Are the residential building designs, colors and materials, and heights acceptable?

F. Are the commercial building designs, colors and materials, and heights acceptable?

Uses for Commercial Portion of Project

As previously mentioned in this report, a list of permitted uses for the commercial portion of the project has been provided as Exhibit A. Ordinance 2032 rezoned the subject property and established the uses of the Neighborhood Commercial (C-N) district for the subject property. The list provided in Exhibit A differentiates between:

- uses permitted in the C-N zoning district and are proposed to be permitted at the subject retail project;
- uses that are conditionally permitted in the C-N zoning district and are proposed to be permitted in the subject retail project; and
- uses that are not permitted or conditionally permitted in the C-N district, but are proposed to be permitted in the subject retail project.

Some of the use categories provided in this list have modifiers (e.g. florists *and floral supply stores, including garden centers and nurseries* – while florists are permitted in the C-N district, the italicized text is not in the code), and other uses are conditionally permitted in the C-N district, but are proposed as permitted uses (e.g. post offices *and mail and packaging stores*). As mentioned above, the list also includes uses that are not included in the PMC (e.g. furniture stores of less than 3,000 square feet). Staff will further review these uses and discuss them with the applicant, but requests the Planning's Commission's feedback on the proposed uses.

Discussion Point

G. Does the Planning Commission have any comments on the uses proposed in Exhibit A?

V. PUBLIC NOTICE

Notice of this workshop was sent to all property owners and occupants within 1,000 feet of the subject property. Mr. Alan Spatcher, a representative from PG&E, was also notified of this workshop. Mr. Spatcher expressed interest in the project and requested to be included on noticing lists for public hearings related to the project.

Mr. Bob Russman, representing the Beth Emek Congregation located across Nevada Court, provided verbal comments regarding the proposed project. When he and the applicant met to discuss the project, he had requested that the driveway for the subject project off of Nevada Court be one-way to reduce traffic (Mr. Russman indicated that he did not have a preference for which way). Mr. Russman also commented that the applicant not be required to connect from the subject property to the existing trail along the Arroyo del Valle since the Congregation experienced vandalism and trespassing issues with the connection on its property until a gate for public access was placed near the southwestern corner of their site. Mr. Russman's correspondence is attached to this report as Exhibit D.

Staff has also received a letter from Mr. William Burns, legal counsel representing Mr. Frank Auf der Maur and Mr. Konrad Richbach. Mr. Burns' letter communicates that Nevada Court was constructed at the City's expense to provide access to all adjacent parcels and that while child safety is acknowledged, one parcel should not be granted preference for access over another. The full text of Mr. Burns' letter is also attached as Exhibit D.

An email from Mr. Robert Gonella, a member of the Board of Directors for the Danbury Park development located northeast of the intersection of Valley and Santa Rita Road, is also enclosed as Exhibit D. Mr. Gonella comments that the project should have adequate onsite or nearby recreational facilities for the residents of the apartment units and that any potential impacts to Orloff Park be mitigated.

Staff also received an email from Ms. Barbara Cloak. Ms. Cloak indicates that she lives in Danbury Park and is concerned about the volume of traffic that could be generated by a high density residential project and requests that the site be developed with commercial uses instead. The full text of the Ms. Cloak's email is attached to this report as Exhibit D.

Staff will forward to the Commission any additional public comments received after publication of this report.

VI. 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.

VII. 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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