

## Planning Commission Staff Report

October 17, 2011  
Item 4.b.

- SUBJECT:** PUD-85-08-12D (Site 1) / PUD-81-30-86D (Site 2)
- APPLICANT:** Bob Linder / BRE Properties, INC.
- PROPERTY OWNERS:** WP Carey (Site 1) and BRE Properties Inc. (Site 2)
- PURPOSE:** Work session to review and receive comments on two applications for PUD (Planned Unit Development) Development Plans to construct: (1) a mixed-use high-density residential/commercial development containing 251 residential units, four live/work units, and approximately 5,700 square-feet of retail space (PUD-85-08-12D); and (2) a high density residential development containing 247 residential units and four live/work units (PUD-81-30-86D).
- LOCATION:** The southeast corner of Owens Drive and Willow Road (Site 1) and the northern corner of Gibraltar Drive and Hacienda Drive (Site 2).
- GENERAL PLAN:** Mixed Use / Business Park (Industrial / Commercial and Office)
- ZONING:** PUD – MU (Planned Unit Development – Mixed Use)
- EXHIBITS:**
- A. Site Plan, Building Renderings, Elevation Drawings, Landscaping Plans, and Civil Drawings dated “Received August 19, 2011” for Site 1
  - B. Site Plan, Building Renderings, Elevation Drawings, Landscaping Plans, and Civil Drawings dated “Received August 19, 2011” for Site 2
  - C. Hacienda TOD Standards and Guidelines
  - D. Location and Noticing Maps
  - E. Public Correspondence

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### BACKGROUND

On March 1, 2011, City Council adopted the *Hacienda Transit Oriented Development (TOD) Standards and Guidelines*. These Guidelines were a part of the Settlement Agreement for the *Urban Habitat v. City of Pleasanton* as it related to development in Hacienda Park. The standards and guidelines provide direction in regard to uses, density, affordability, building mass and height, setbacks, open space, parking, access, and street character for three vacant

sites in Hacienda Park (i.e., Sites 1, 2, and 3). The Core PUD regulations found in the *Hacienda TOD Standards and Guidelines* apply only to these three specific sites in Hacienda; the standards do not apply to all of Hacienda Park. All development applications for the sites require review by the City through the Planned Unit Development (PUD) process, which will include review and recommendation by the Planning Commission and action by the City Council. Accordingly, the applicant has submitted two formal PUD applications for Sites 1 and 2.

In order to receive input from the Planning Commission and public regarding the proposed mixed-use apartment/commercial project (Site 1) and the live/work residential project (Site 2), staff is presenting the project to the Planning Commission as a work session. After the work session, the project will be scheduled for a formal review and approval by the City Council following review and recommendation by the Housing Commission and Planning Commission.

### SITE DESCRIPTIONS

Site 1 is an approximately 8.4-acre, relatively flat vacant lot located on the southeast corner of Owens Drive and Willow Road. Site 2 is an approximately 8.1-acre, relatively flat vacant lot located on the northern corner of Gibraltar Drive and Hacienda Drive. Both Sites are south of the Pleasanton/Dublin BART station, west of the Iron Horse Trail, and bordered by Shaklee’s corporate headquarters and the Kaiser campus. Site 2 currently has an access drive to the Shaklee site, which will be removed upon development of the property.

**Figure 1: Aerial View of Site 1 and Site 2**



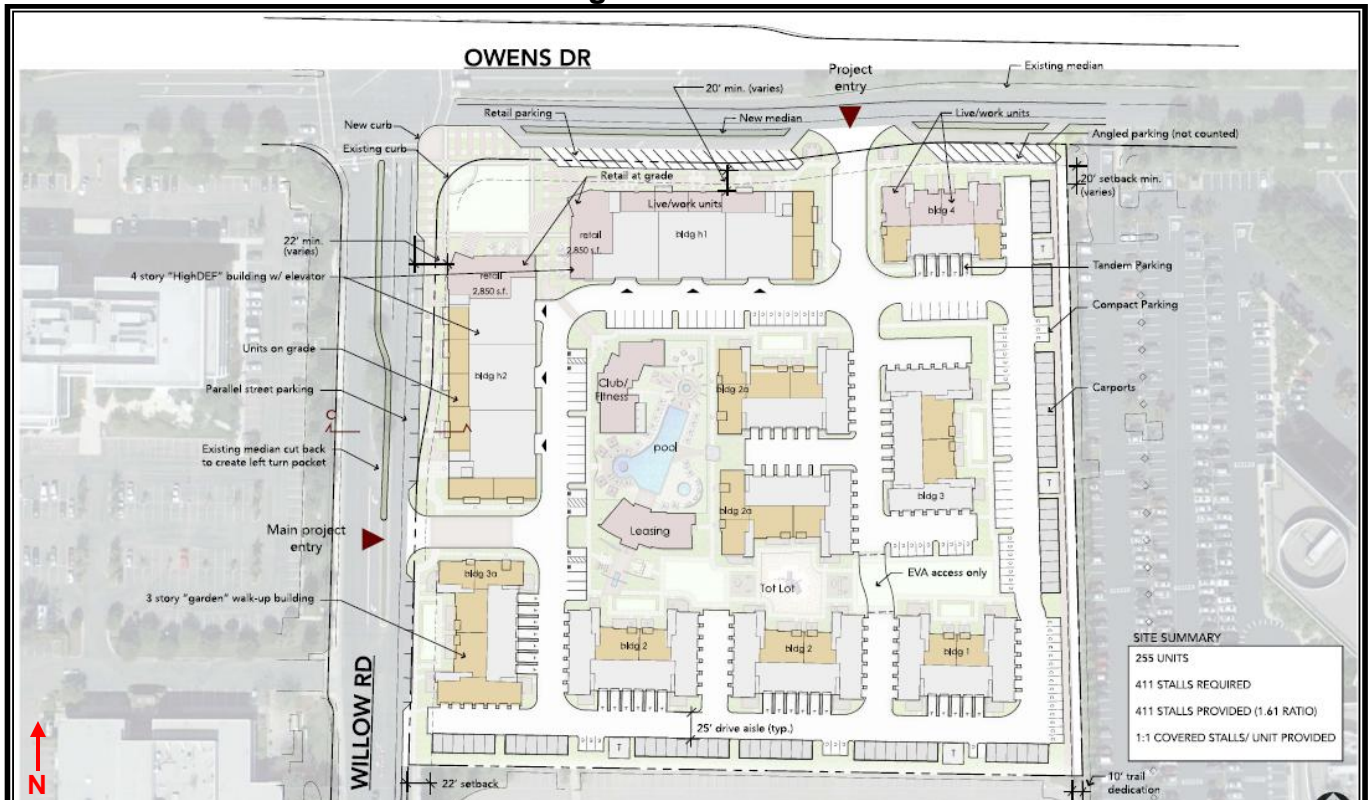
**PROJECT DESCRIPTIONS**

The applicant proposes to build: 1) a mixed-use high-density residential/commercial development containing 251 residential units, four live/work units, and approximately 5,700 square-feet of retail space (Figure 2 below), and (2) a high density residential development containing 247 residential units and four live/work units (Figure 3 on page 4 ). As discussed in the *Hacienda TOD Standards and Guidelines*, the proposed projects would include roadway changes to Owens Drive, Willow Road, and Gibraltar Drive. This includes lane reductions by replacing the travel lanes with a combination of parking lanes, frontage roads, bike lanes, and sidewalks.

Roadway Changes

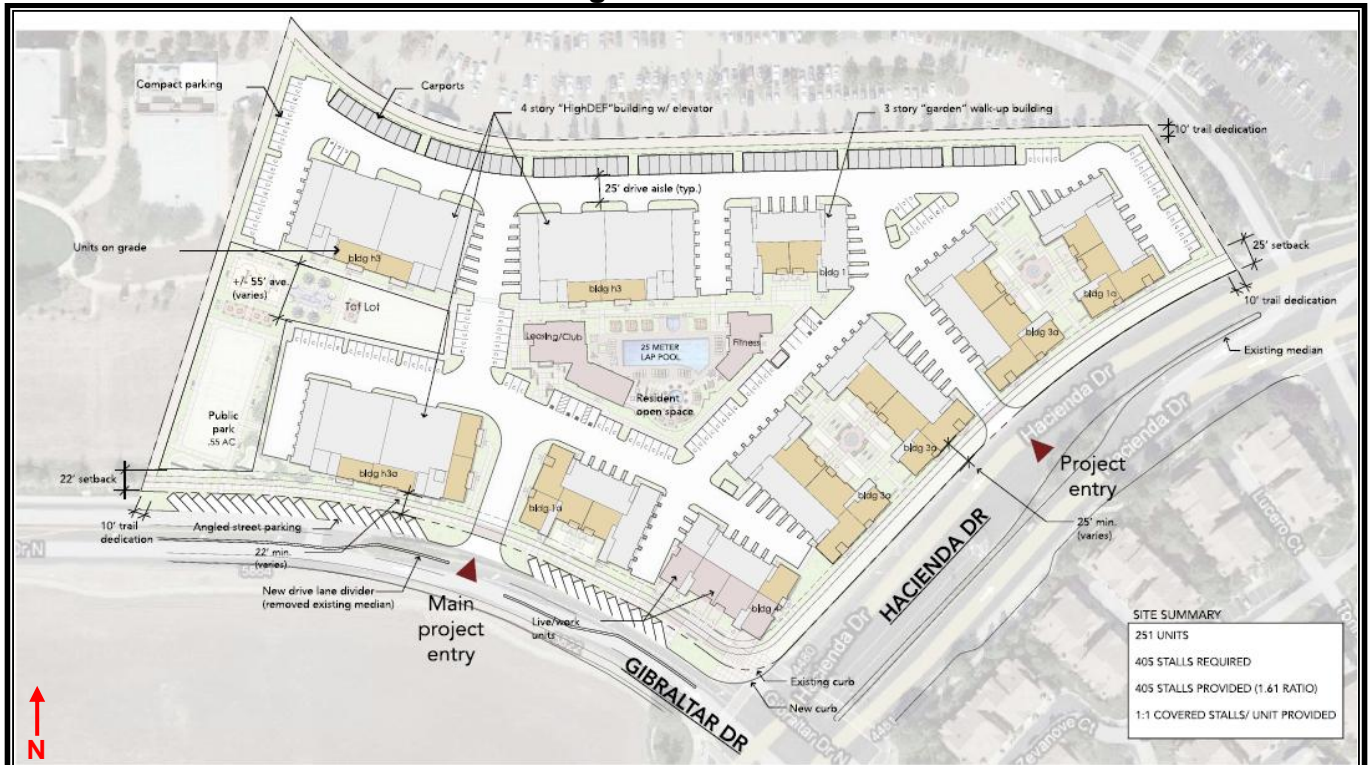
Owens Drive between Willow Road and the BART traffic signal will be reduced from a six-lane roadway to a two-lane roadway, one lane in each direction, with a frontage road on both sides, and diagonal parking on the south side of Owens Drive. Willow Road between Owens Drive and Gibraltar Drive will be reduced from a four-lane roadway to a two-lane roadway with parallel parking on the west side of Site 1. Gibraltar Drive between Hacienda Drive and Willow Road will be reduced from a four-lane roadway to a two-lane roadway with diagonal parking on the north side of Gibraltar Drive along the frontage of Site 2.

**Figure 2: Site 1**





**Figure 3: Site 2**



Additional project details for Sites 1 and 2 are summarized below:

**Site1**



- The project would include eight buildings housing 251 residential units and two mixed-use buildings containing four residential units and approximately 5,700 square-feet of retail/commercial space on an approximately 8.4-acre site. The density of the project is 30.29 dwelling units per acre; of which is consistent with the *Hacienda TOD Standards*

*and Guidelines* requirement. The residential buildings are located along the southern and eastern sides of the property, with two of the buildings located generally in the center of the site. One mixed-use building is proposed at the north side of the property (fronting Owens Drive) with the second mixed-use building located on the west side of the property (fronting Willow Road).

- The 251 units include 12 studio units ranging from 595 to 771 square-feet in area, 126 one-bedroom units ranging from 605 to 935 square-feet, 107 two-bedroom units ranging from 1,023 to 1,438 square-feet, 6 three-bedroom units that are approximately 1,319 square-feet, and 4 live/work units ranging from 1,630 to 1,730 square-feet. Please refer to the “Project Data” table on the cover sheet of the plans for Site 1 (Exhibit A) for a detailed breakdown of the unit types.
- The buildings would have two to four apartment floors over parking with a total of 411 parking spaces (covered and uncovered) proposed. Each covered space includes storage space and bike storage areas as required by the Guidelines. A total of 26 parking spaces, of the 411 parking spaces, are dedicated to visitor parking, which is consistent with the Guidelines.
- The residential units are three- and four-stories tall and provide one covered parking space per unit in addition to on-site parking. The maximum height of the three-story building is approximately 35-feet and the maximum height of the four-story building is approximately 57-feet, as measured from the grade of the exterior of the building to the top element of the buildings.
- In addition to the eight residential buildings and two mixed-use buildings, there are two additional structures proposed on site: an approximately 3,380 square-foot club/fitness building and an approximately 2,875 square-foot leasing office.
- A 10-foot wide tree-lined trail is dedicated to the Iron Horse Trail along the east side of the property, adjacent to the Kaiser parking lot.
- A tree-lined pedestrian path with decorative paving is proposed adjacent to the mixed-use buildings and streets (i.e., Owens Drive and Willow Road) with a courtyard area proposed at the northwestern corner of the site.
- In addition to private patios or balcony space for the residences, the project includes active and passive recreation areas. The residences are provided with exterior recreation areas that include a pool, spa, cabanas, water feature, lawn, turf recreation area, tot lot, and lounging areas.
- Pedestrian access to the units would be from internal corridors with the ground floor units having porch entrances.

- Two, approximately 2,850 square-foot first floor retail/commercial spaces (combined total of approximately 5,700 square-feet) will be located at the southeast corner of Owens Drive and Willow Road, adjacent to the proposed plaza area with decorative pavers.
- There are two vehicular access entrances to the site: one from Willow Road and one from Owens Drive. The entrance on Willow Road would serve as the main entrance to the site.

### Site 2



- The project would include 10 buildings housing 247 residential units and four live/work units on an approximately 8.1-acre site. The density of the project is 30.72 dwelling units per acre, which is consistent with the *Hacienda TOD Standards and Guidelines* requirements. The residential buildings are located along Hacienda Drive and Gibraltar Drive with three of the buildings located at the northern (rear) part of the property. There is an approximately 3,570 square-foot leasing/club building and an approximately 1,680 square-foot fitness building located in the center of the property.
- An approximately 79,200 square-foot (.55-acre) public park is proposed at the southwest portion of the property, facing Gibraltar Drive. The park will contain a multi-purpose grass field that leads into two separate tot lot areas. Staff notes that that the *Hacienda TOD Standards and Guidelines* require a public park to be located on Site 1 or 2.
- The 247 units include 18 studio units ranging from 595 to 771 square-feet in area, 125 one-bedroom units ranging from 732 to 935 square-feet, 95 two-bedroom units ranging from 1,023 to 1,234 square-feet, 9 three-bedroom units that are approximately 1,319 square-feet, and 4 live/work units ranging from 1,630 to 1,730 square-feet. Please refer

to the “Project Data” table on the cover sheet of the plans for Site 2 (Exhibit B) for a detailed breakdown of the unit types.

- The buildings would have two to four apartment floors over parking with a total of 405 parking spaces (covered and uncovered) proposed. Each covered space includes storage space and bike storage areas. A total of 25 parking spaces, of the 405 parking spaces, are dedicated to visitor parking, which is consistent with the Guidelines.
- The residential units are three- and four-stories tall that provide one covered parking space per unit in addition to on-site parking. The maximum height of the three-story building is approximately 36-feet and the maximum height of the four-story building is approximately 54-feet, 6-inches as measured from the grade of the exterior of the building to the top element of the buildings.
- A 10-foot wide tree-lined trail is dedicated to the Iron Horse Trail along the northwest, and east sides of the property, adjacent to the Kaiser parking lot and proposed public park.
- A courtyard area with decorative paving is proposed adjacent to the live/work buildings at the corner of Gibraltar Drive and Hacienda Drive.
- In addition to private patios or balcony space for the residences, the project includes active and passive recreation areas. There is a club room for residents attached to the leasing office and a standalone fitness center located east of the leasing office. The proposal also has exterior recreation areas that include a pool, kid pool, spa, cabanas, fire pit, barbeque area, a turf recreation area, and lounging areas.
- Pedestrian access to the units would be from internal corridors with the ground floor units having porch entrances.
- There are two vehicular access entrances to the site: one from Hacienda Drive and one from Gibraltar Drive. The entrance on Gibraltar Drive would act as the main entrance to the site.

## **CONSIDERATIONS FOR THE WORK SESSION**

Staff is presenting the Commission with conceptual plans for the two Sites (Exhibit A and Exhibit B) for consideration and comments. This work session will allow the Planning Commission the opportunity to provide direction to the applicant and staff regarding any issues it wishes to be addressed prior to the project formally returning to the Planning Commission for a recommendation to City Council. The areas noted below are where staff would find the Commission’s input most helpful.

## **Hacienda TOD Standards and Guidelines**

Staff notes that the following comments were provided to the applicant regarding consistency of the two sites with the Standards and Guidelines. The applicant has indicated that the items noted below will be met or a formal request for exceptions to the Standards will be made. For the Commission's reference, the Standards and Guidelines are included as Exhibit C and reference page number for each item below is noted in *italics* thereafter.

1. The minimum setback requirements are 10-feet for a planting strip, 6-feet for a sidewalk, and 9-feet for "privacy" setbacks. The privacy setback along Hacienda Drive (Site 2) is less than 9-feet.

*Page 19, A3 (Hacienda Drive (West Side))*

2. Site 1 does not meet the setback on the east side of Willow Road. Specifically, building H2 does not have an 8-foot planting strip setback from the curb as required in the Guidelines.

*Page 20, A4 (Willow Road (East Side))*

3. As defined in the Guidelines, an alley is a "public or private vehicular drive that is used to access private garages, structured parking, and/or surface parking." As proposed, both site designs present predominantly alley conditions which are inconsistent with the Guidelines. Alleys should not be the primary circulation.

*Page 22, B1 (Site Design and Planning - Site Circulation)*

4. As proposed, parking and garage doors face the public park and tot lot on Site 2. In addition, building H3 would be highly visible from Gibraltar Drive when traveling east and, therefore, should face the public park and have habitable space on its southwest corner as discussed in the Guidelines.

*Page 23, B2.a. and B2.c. (Building Orientation - Design Guidelines)*

5. Neither site's entry meets the internal drive standards. Specifically, a minimum 4-foot planting strip, 5-foot sidewalk, and 8-foot setback from the back of walk is required.

*Page 26, B4.1. and B4.2. (Internal Streets and Drives – Development Standards)*

6. The median strip that separates Owens Drive from the diagonal parking should incorporate shrubs for screening. The guidelines require parking to be screened by low walls and landscaping.

*Page 30, B7.1 (Parking Location and Treatment – Development Standards)*



7. Main entries to the residential units, not on the ground floor, should be more predominate. As proposed, the main entries to the upper units blend with the façade and more emphasis and detail should be provided to make the entry more “celebrated.”

*Page 46, D1.a. (Residential Entries - Design Guidelines)*

8. The retail spaces on Site 1 have a 14-foot floor-to-floor height which does not meet the interior 15-foot clear floor-to-ceiling height requirement.

*Page 47, D4.1 (Retail and Live/Work Storefronts - Development Standards)*

9. The live/work units do not meet the minimum 12-foot clear floor-to-ceiling requirement.

*Page 47, D4.2 (Retail and Live/Work Storefronts - Development Standards)*

10. The live/work units for Site 2 do not meet the minimum 50% requirement of building frontage along Gibraltar Drive.

*Page 12, Live/Work bullet point 2 (Retail and Live/Work Requirements)*

11. The live/work units on Site 1 (building H1) do not meet the minimum storefront depth of 40-feet. Furthermore, as proposed, it does not appear that the live/work units could later be converted to retail or service uses given the proposed depth.

*Page 47, D4.3 (Retail and Live/Work Storefronts - Development Standards)*

12. A well designed and/or decorative material base is desired at the display windows. As proposed, there is a combination of exterior plaster and vertical siding down to the ground plane, which do not meet the Guideline requirements.

*Page 47, D4.c. (Retail and Live/Work Storefronts - Design Guidelines)*

13. The side-by-side live/work units meet the requirements in the Guidelines; however, the design does not meet the intent of providing opportunity for change over time into retail uses if market conditions change. The less than 20-foot depth is not adequate for a successful retail space.

### **Discussion Point**

- A. *Would the Planning Commission support exceptions (items 1 through 13 noted above) to the Hacienda TOD Standards and Guidelines if the project were to move forward as proposed?*

In staff’s view, key exceptions are related to the lack of true internal streets, the internal height inside retail and live/work spaces, and the depth of proposed live/work spaces.

## **Building Design**

Given the high visibility of the sites, staff feels that the buildings will need to be designed with high quality architecture. Staff believes that the proposed building designs are promising, but has made the following suggestions to the applicant. Staff notes that the suggestions apply to both sites unless noted otherwise.

14. The overall architectural style is appropriate; however, more detail should be incorporated into the proposals. Specifically, the buildings lack base material or color change. The base detail should reflect a greater level of material quality and detailing than the body of the buildings. This is especially important for retail and live/work units.
15. Vertical siding is proposed at the base of the mixed use and live/work buildings (plan sheet A2-2). This is a typical residential treatment and is not generally considered an appropriate material for a commercial-oriented area.
16. More delineation between the residential and retail units should be incorporated into the design to give a sense of separation.
17. The stairwells/lobby entries do not provide a sense of entry to the elevator lobby or walk-up building lobby. Clear indication and methods of security (card/key entry) for the front doors should be incorporated into the plans. A substantial ground floor lobby and entry storefront with a security system (e.g., card/key entry or call buzzer) for visitors should be considered.
18. A primary entry lobby would establish a hierarchy of entries so that the individual ground floor entries are smaller than the primary building entries. The entries could then have canopies and signage for each primary entry, which would highlight the entries to the building.
19. The proposed scores in the building skin are a key architectural detail. More detail on how these will be accomplished is necessary in order to determine whether the approach will result in a satisfactory appearance.
20. The buildings on Site 1 lack a clear top architectural element. Staff suggests enhancing the top of the buildings architectural treatment. The addition of parapet caps should be incorporated into the project to show shadow lines and provide a contemporary top or cap to the buildings.
21. The “caps” on some of the buildings on Site 2 are successful architectural elements. It should be demonstrated in plan form where they will occur to determine if more “caps” are necessary.
22. Consider alternative color schemes for the buildings.

23. It is not clear as to the trim detailing of the siding. Specifically, it is unknown if it is metal, wood, or cement board trim. The type of trim proposed should be incorporated into the plans.

In staff's view, the most important of these design issues include the delineation in the design between retail/live-work spaces and residential uses, the lack of emphasis of entries on several of the buildings, and appropriate "caps" treatments on the buildings.

### **Discussion Points**

Based on the information noted above, staff is providing the Planning Commission with the following discussion points:

- B. Are the building designs appropriate in their physical context adjacent to large office buildings?*
- C. Are the proposed building colors and materials acceptable?*
- D. Is the positioning of the buildings acceptable?*
- E. Is the size of the public park on Site 2 acceptable (.55-acres)?*
- F. What information would the Planning Commission wish to see to assist its decision on the proposals?*

### **HACIENDA PARK**

Hacienda Park has authority to review and approve the proposed developments. Approval by Hacienda Park will be required before the Planning Commission formally reviews this project. Staff notes that the applicant has already discussed the project with Hacienda Park's general manager, James Paxson.

### **PUBLIC NOTICE**

Notice of this application was sent to surrounding property owners and tenants within 1,000-feet of the site. Staff has provided the location and noticing maps as Exhibit D for the Commission's reference. At the time this report was published, staff had received three public comment emails of non-support for Site 2 and one email of support for both sites.

Jean Dowling feels that the proposal for Site 2 will obstruct the view of the hills for the residents of the Siena development (located southeast of the subject site) and bring high volume traffic and congestion to Hacienda Park. Ben Yueli, copied on Jean's email to staff, concurs with the comments in Jean's email.

Ernie Santos stated concerns with traffic and accidents on and Hacienda Drive. Mr. Santos feels that the buildings for Site 2 should be located farther away from Hacienda Drive and that entrances/exits to the site should be on the "less busy" Gibraltar Drive.

Cameron Andrus feels that the development in Hacienda Park is overdue and that the delay in development is becoming costly.

The emails have been included as Exhibit E (Public Correspondence) for the Commission's consideration.

### **ENVIRONMENTAL ASSESSMENT**

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

### **STAFF RECOMMENDATION**

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

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