



## Planning Commission Staff Report

October 29, 2008 ~~October 15, 2008~~  
Item 6.b. ~~Item 5.a.~~

- SUBJECT:** PUD-76
- APPLICANTS/  
PROPERTY OWNERS:** Nathaniel Morales and Cody White
- PURPOSE:** Application for to rezone an approximately 7,500-square-foot parcel located at 344 and 346 West Angela Street from the RM-1,500 (Multiple-Family Residential) District to the PUD-HDR (Planned Unit Development – High Density Residential) District and for Planned Unit Development plan approval to remodel and convert the existing duplex unit into one single-family residential home and to construct two new attached units in the rear with related site improvements.
- GENERAL PLAN:** High Density Residential-Greater than 8 dwelling units per gross acre.
- SPECIFIC PLAN:** Downtown Specific Plan: High Density Residential
- ZONING:** RM-15 (Multiple-Family Residential)
- LOCATION:** 344 and 346 West Angela Street
- ATTACHMENTS:**
1. Exhibit B, Draft Conditions of Approval
  2. Exhibit A, Site Plans, Elevation Drawings, Grading and Drainage Plan, Utility Plan, Landscape Plan, and Floor Plans dated “Received September 3, 2008”
  3. Exhibit A.1, Color and Material Information
  4. Exhibit C, Location and Noticing Maps
  5. Exhibit D, Arborist Report dated February 12, 2007
  6. Exhibit E, Noise and Vibration Study
  7. Exhibit F, Green Building Checklist
  8. Exhibit G, Pleasanton Heritage Association Letter of Support

**BACKGROUND**

In December of 2006 the applicants submitted a preliminary review application for the site located at 344-346 W. Angela Street to obtain feedback from the City. Staff has worked closely with the applicants and other City Divisions regarding potential development of the site. Primary issues in the preliminary review were design, scale, materials, height, and parking. The applicants applied for a PUD rezoning and development plan approval based upon the City’s comments from the preliminary review process.

The proposed PUD development plan and rezoning from the RM-1,500 to PUD zoning district are now before the Commission for review and to provide a recommendation to the City Council for action.

The applicants plan to submit a parcel map to create three separate lots following the approval of this PUD application.

**SITE DESCRIPTION**

The subject site is an approximately 7,500 square-foot (0.17 acre), flat, lot located in the Downtown Specific Plan Area on the south side of West Angela between Augustine Avenue and the Union Pacific Railroad tracks. There is an approximately 1,200 square-foot, one-story duplex, built in 1953, and an approximately 900 square-foot detached two-car garage located to the rear of the lot. There are currently six trees on the property which are classified as heritage trees; three along the east side of the driveway and two in the southeastern portion of the lot.

**Subject Property**



### Current Streetscape View



### Surrounding Uses

The subject property is zoned RM-15 (Residential Multi-family - 1,500 square feet) District and is surrounded by a variety of single-family homes on small sized lots and multi-family developments. The proposed project is located approximately 280-feet from the Union Pacific Railroad to the northwest which provides both commuter train service and freight transport.

### **PROJECT DESCRIPTION**

The applicant proposes to rezone the subject site from RM-15 (Multiple-Family Residential-minimum 1,500 square-foot lot area per unit) District to PUD-HDR (Planned Unit Development-High Density Residential) District to provide more design flexibility. The proposal consists of 1) demolishing the existing detached garage, 2) converting the duplex into a single-family home with an attached garage, 3) constructing an approximately 868 square foot second story addition, and 4) constructing two, two-story attached units at the rear of the property. The two attached units would have one two car garage located on the ground floor (“tuck under”) with no additional parking proposed (e.g. driveway or guest parking).

The existing duplex proposes to convert the single story structure to a 1,440 square-foot two story residence. The floor area ratio would be 50% for the existing structure. The two new attached units are proposed at 1,370 square-feet, which would create a floor area ratio of 53% for unit 2 and 68% for unit 3. The maximum height of the new single-family home is proposed at 23-feet 9-inches (maximum 24-feet) with the two new attached units proposed at 26-feet 5-inches (maximum 27-feet); measured from finished grade to the ridge of the roofs. The three units are similar in design, color, and material as illustrated in the streetscape view of Attachment 3 (Exhibit A sheet A-106). The applicants are proposing a design that is consistent with the Downtown Design Guidelines and is compatible with the existing surrounding residences. The single family home will have a front porch while the two attached units will

have small second story decks. Each of the units will have outdoor space; e.g. front yard and rear yard areas.

The following chart illustrates and compares the proposed lot development standards.

**Figure 1: Development Standards**

	<b>Lot Square Footage</b>	<b>Unit Size</b>	<b>FAR</b>	<b>FYSB to Property Line</b>	<b>RYSB to Property Line</b>	<b>SYSB to Property Line</b>	<b>Height</b>	<b>Parking</b>
<b>RM-15</b>	1,500 per dwelling unit	-	50%	20'	30'	8' & 20'	40'	2 spaces
<b>Unit 1</b>	2,879	1,440	50%	11'11"	5'1"	5' (east) & 19' (west)	23'9"	Attached 2 Car Garage
<b>Unit 2</b>	2,601	1,370	53%	19'11" to 58'	10'	4' (east) & N/A (west)	26' 5"	2 Car Garage
<b>Unit 3</b>	2,020	1,370	68%	19'11"	10'	N/A (east) & 4' (west)	26' 5"	2 Car Garage

Site Improvements

In order to meet the stormwater requirements and enhance the appearance of the lot, the applicants will be using pavers for the driveway and patio areas of the three units. The applicants will also be removing two trees, English and Black Walnut trees, located at the southeast portion of the property, to allow for more outdoor space for unit 2. The applicants will be retaining the three remaining walnut trees that are located along the eastern side of the driveway. The appearance of the site will be enhanced with various landscaping shrubs and ground cover along the front and side of unit 1 with smaller landscaping provided along the border of the patio areas of units 2 and 3. Staff has added a condition of approval that the applicants will be required to create a maintenance association that will maintain the landscaping and driveway.

There is a relatively new 6-foot tall redwood fence that borders the majority of the property. The applicants are not proposing to remove the small portion of chain link fence located along the eastern property line at this time. It is a shared fence and it would require the adjacent property owners consent and splitting the cost of the fence if it were to be replaced.

## **ANALYSIS**

### **General Plan and Downtown Specific Plan Land Use Conformity**

The General Plan land use designation for the subject site is High Density Residential (greater than eight dwelling units per gross acre). The proposed project, with three units on approximately 0.17 acres, would result in a density of 8 dwelling units per acre and therefore consistent with the General Plan designation. The project would also be consistent with the following General Plan policy in the Housing Element, “at a minimum, maintain the amount of high-density residential acreage currently designated on the General Plan Map.”

The Downtown Specific Plan designation for the property is High Density Residential. The proposed residential project would conform to this designation. The project would also be consistent with the following Downtown Specific Plan policy, “Encourage development at densities which generally exceed the General Plan range midpoints in order to enhance the opportunities for affordable housing, unique housing types, and economic growth in the Downtown.”

### **PUD Rezoning**

The applicants propose to change the zoning of the property from RM-15 to PUD-HDR (Planned Unit Development-High Density Residential). This would be consistent with the General Plan and the Downtown Specific Plan land use designation.

### **Downtown Design Guidelines**

The Downtown Design Guidelines are intended to encourage the enhancement of Downtown Pleasanton’s older buildings and to guide the development of its new buildings so as to strengthen the desirable aesthetic and pedestrian-oriented qualities of the Downtown. The project consists of three units, one single-family and two attached homes. The two attached units have purposely been tucked back on the rear of the lot to present a single-family theme that simultaneously presents a smooth transition from the duplexes and apartment complexes located west, east, and south of the subject site. The homes have designed façades that incorporate heritage architectural color and detailing such as lap siding, hardiplank, and framed windows. Building mass has been reduced through the incorporation of hipped roofs and small gables. Further heritage style is expressed through the incorporation of a small front porch and decks.

The proposed plan appears to be consistent with the intent of the Downtown Design Guidelines and the project appropriately reflects the size, scale, and massing of the Downtown area and other existing residential structures. As also required by the guidelines, the locations of the garage entries are well screened. Furthermore, a vibrant pedestrian-oriented atmosphere is maintained by keeping the existing structure at the current front yard setback.

### **Site Development Standards**

There are no specific site development standards for the Planned Unit Development zoning district in the City's Zoning Ordinance. The purpose of the PUD zoning designation is to allow flexibility in determining site-specific development standards. The development proposal consists of three individual parcels. The units are placed on the property in a way that helps to eliminate a cluster design by keeping the units tucked on the back of the property and in keeping with the other surrounding residential buildings.

Although the proposed development standards do not meet the RM-15 standards, as illustrated in the development standard chart, figure 1 above, staff believes that the proposed site layout fits in with the Downtown area. The applicants have strategically located the attached homes along the rear of the property; emphasizing and enhancing a single-family streetscape along West Angela Street.

### **Building Architecture**

Since the original project submittal, the applicants have revised the designs to provide more interest, various materials integration, and more articulation between the units. The buildings will each have a specific color palate adding interest and compatibility to the project's streetscape. The roof material on all of the buildings is proposed as an architectural shingle, "Brownwood" in color, as reflected in Attachment 4. Trim elements include deep roof overhangs, wood post porches, and divided light windows and doors. The proposed building design compliments the design quality exhibited by the existing homes, new and remodeled, in the Downtown area.

### **Parking**

Access is from the driveway off of West Angela Street; no new curb cuts are necessary. The three residential units each contain a full-sized two car garage on the lower level that is accessed from the existing joint-access driveway. Guest parking will not be provided and no parking will be allowed in any area of the joint access driveway.

### **Usable Open Space**

In providing the required on-site parking, the opportunities for usable open space have been substantially reduced. The Pleasanton Municipal Code prescribes minimum group and private usable open space for dwelling units in the RM districts. A PUD zoning, however, is designed to provide flexibility in development standards to allow innovative design for projects that otherwise meet the intent of the General Plan, relevant Specific Plan, and, in this case, the Downtown Design Guidelines. Consistent with the architecture of a vibrant, urban, street-friendly design, open space is incorporated into the project in the form of porches, decks, and small patio areas. Unit 1 will have a 30 square-foot front porch with an approximately 220 square-foot backyard patio. Units 2 and 3 will contain 79 square-foot decks with approximately 250 square-foot backyard patios. Lack of group open space is mitigated by the close proximity of Veterans Park to the subject site. The project will also be subject to the City's park dedication fee requirements.

## **Existing Trees**

An arborist report was prepared for the five trees on the subject site (Attachment 5: Exhibit C); two Black Walnut trees (No. 22 and 23) and one English Walnut tree (No. 24) along the eastern portion of the driveway and one Black Walnut tree (No.26) and one English Walnut tree (No. 25) in the southeast portion of the property. Although the arborist report recommends removal of tree No. 24, staff does not agree with the conclusion that the tree needs to be removed and has added a condition of approval that the tree shall not be removed. The City's Landscape Architect has reviewed the report and conducted a site inspection and agrees with staff's recommendation, therefore, the three trees located along the driveway shall be retained.

Given the proximity to unit 2 and the structural issues of the two trees located at the rear of the property, tree No. 25 and 26, would have to be removed. The trees would not be able to sustain the impacts of construction as walnut trees are sensitive to construction activities, thus, it is highly unlikely that the trees would survive. Therefore, the applicants shall pay into the Urban Forestry Fund in the amount of the two trees total appraised value (\$4,000.00). The applicants will also be required to post a bond in the amount of the three trees that shall be retained (\$17,470).

Staff has conditioned the project and provided the Arborist report as Attachment 5.

## **Noise Study**

Given the sites close proximity to the Union Pacific Railroad tracks, approximately 280 feet, a noise study was prepared by Wilson, Ihrig & Associates, Inc. (Attachment 6). The study provides a comparison of the noise levels to the applicable City standards and recommends mitigation measures for the project to meet the City's interior Day-Night Average Sound Level (DNL) goal of 45dBA and the interior single-event noise level goal of 50dBA. The study indicates that the DNL can be met by using high-performance dual-pain windows. For the single event levels to be met, the study recommends Sound Transmission Class (STC) rated windows. Interior noise levels can be mitigated by additional measures, such as increased sound insulation in the walls of the structure. A condition of approval has been added to ensure that recommendations in the noise study are implemented.

## **Green Building**

All new residential projects are required to include green building measures in the design of new homes. The three units shall achieve a minimum of 50 total points and the minimum requirements in each category (Community, Energy, Indoor Air Quality/Health, Resources, and Water) required for a City Certified Rating. The project has been conditioned to require the green building measures to be shown on the plans submitted for issuance of a building permit. Please see Attachment 7 for the Green Building Checklist.

## **Building and Fire Code Compliance**

The two new units would be required to comply with all current Building and Fire Code requirements. The new buildings would be equipped with automatic fire suppression systems (sprinklers), as required by the Fire Department.

## **Permitted and Conditional Uses**

Given the use of the parcels as single family homes, staff is subjecting the proposed PUD to the permitted and conditional uses of the RM (Multi-Family Residential) District as outlined in the Pleasanton Municipal Code (P.M.C. §18.36).

## **PUBLIC NOTICE**

Notice of this application was sent to all property owners and occupants within 1,000 feet of the subject property. At the time this report was prepared, staff had not received any comments or concerns. Furthermore, this project was referred to the Pleasanton Heritage Association (PHA) for review and comments. The PHA has provided staff with a letter of support which can be found in Attachment 8.

## **PUD CONSIDERATIONS**

The Zoning Ordinance of the Municipal Code sets forth purposes of the Planned Unit Development District and “considerations” to be addressed when reviewing a PUD development plan. The Planning Commission must find that the proposed PUD development plan conforms to the purposes of the PUD District, as listed below, before making its recommendation to the City Council.

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

All on-site infrastructures shall be installed by the project developer with connections to municipal systems in order to serve the site. Adequate storm drain, sanitary sewer, and water service utilities are present near the development and are sufficient to serve the new buildings. Public street access is provided to all structures for police, fire, and other emergency response vehicles. The buildings are designed to meet the requirements of the Building Code and other applicable City codes. The applicants would install landscaping as part of the project.

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

### **2. Whether the plan is consistent with the City’s General Plan:**

The proposed project’s land use, High Density Residential, conforms to the “High Density Residential” Land Use Element designation for the project site. The General Plan land use designation for the subject site is High Density Residential (greater than eight dwelling units per



gross acre). The proposed project, with three units on approximately 0.17 acres for a density of 1.3 units per acre, would be consistent with this General Plan designation.

Because the site is located within the Downtown Specific Plan, the Specific Plan programs, policies, and land use designation are regarded as a more refined, detailed version of the General Plan. The land use designation for this property in the Downtown Specific Plan is “High Density Residential”. The proposed use conforms to this designation. Thus, staff concludes that the proposed development plan is consistent with the City’s General Plan and Downtown Specific Plan, and staff believes this finding can be made.

**3. Whether the plan is compatible with previously developed properties in the vicinity and the natural, topographic features of the site:**

The Downtown project site is surrounded by single-family residential and multi-family residential uses. As conditioned, staff believes that the proposed project would be compatible with the single-family/multi-family character in the area. The height of the proposed buildings is within the height range of surrounding buildings. The site is flat with minimal grading proposed for drainage purposes. The design of the buildings is consistent with the Downtown Design Guidelines and staff believes that the plan, as conditioned, is compatible with the previously developed properties and the natural topographic features of the site, therefore, staff believes this finding can be made.

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

The subject site is flat, therefore, as conditioned, staff feels that the minimal grading required is designed in keeping with the best engineering practices and would not have an impact on the environment. Staff believes that this finding can be made.

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

The project site is in a developed area of the City and would not involve the extension of any new public streets. As an urban infill site, there is little natural terrain in the vicinity. Development of the site complements the natural terrain by making only minor changes as necessary to the site’s existing flat topography. Therefore, staff feels that this PUD finding can be made.

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

The project, as conditioned, would be consistent with City safety standards. The new buildings would be equipped with automatic fire suppression system (sprinklers), as required by the Fire Department. The project would be required to comply with all building and fire code requirements.

Therefore, staff believes that the plan has been designed and conditioned to incorporate adequate public safety measures.

## **7. Whether the plan conforms to the purposes of the PUD District:**

The proposed PUD development plan conforms to the purposes of the PUD district. One of these purposes is to ensure that the desires of the developer and the community are understood prior to the commencement of construction. Staff believes that the proposed project implements the purposes of the PUD ordinance in this case by providing a high-density project consistent with the General Plan, Downtown Specific Plan, and Municipal Code. The PUD process allows for ample input from the public and for an ultimate decision by the City Council regarding the appropriateness of the proposed uses and development plan.

Staff feels that through the PUD process, the proposed project has provided neighboring property owners and residents, the applicants, and the City with a rezoning and development plan that optimizes the use of this infill site in a sensitive manner. Therefore, staff believes that this finding can be made.

## **ENVIRONMENTAL ASSESSMENT**

In-fill development projects on sites of five acres or less that have no habitat for endangered, rare, or threatened species, that can be adequately served by all required utilities and public services, that are consistent with the General Plan and zoning regulations, and would have no significant effects on traffic, noise, air quality, or water quality are also categorically exempt (In-fill Development: 15332(32)(a-e)) from CEQA. Furthermore, an Environmental Impact Report for the Downtown Specific Plan was approved by the City Council on March 5, 2002. The Environmental Impact Report anticipated that a high-density residential project, such as that proposed, would be located on the project site. Therefore, no other environmental documentation accompanies this report.

## **CONCLUSION**

Staff believes that, as conditioned, the proposed PUD is in keeping with the themes, policies, and requirements of the General Plan, the Downtown Specific Plan, and the surrounding area. The proposed development obtains the balance required of an infill lot: provision of high-density, single-family housing that incorporates the design and development standards of the surrounding area while respecting the concerns of, and minimizing the impacts on, nearby residents. The development of this PUD would be carried out in a manner that blends-in and

preserves the unique make-up of the surrounding area. Staff believes that the proposed project merits a favorable recommendation from the Planning Commission.

### **STAFF RECOMMENDATION**

Staff recommends that the Planning Commission:

1. Make the finding that the proposed PUD development plan is covered by the previously approved Final Environmental Impact Report for the Downtown Specific Plan.
2. Find that the proposed PUD development plan and related material, Exhibit A, is consistent with the General Plan, Downtown Specific Plan, and purposes of the PUD ordinance;
3. Make the PUD findings listed in this staff report; and
4. Adopt a resolution recommending approval of PUD-76, subject to the development plan as shown in Exhibit A and the conditions of approval listed in Exhibit B, and forward the PUD development plan to the City Council for action.

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