



## Planning Commission Staff Report

---

May 9, 2007  
Item 6.c.

- SUBJECT:** Work Session for PUD-62/PGPA-13
- APPLICANT:** Windstar Communities, Inc.
- PROPERTY OWNER:** San Francisco Bay Area Rapid Transit District (BART)
- PURPOSE:** Work Session to review and receive comments on applications for General Plan Amendment and Planned Unit Development (PUD) rezoning and development plan to construct a mixed-use high-density residential/commercial development containing 350 apartment units and approximately 12,000 square feet of commercial/retail space at the property located at 6110 Stoneridge Mall Road (adjacent to the future West Dublin/Pleasanton BART station).
- GENERAL PLAN:** Retail/Highway/Service Commercial; Business and Professional Offices
- ZONING:** Zoning for the property is PUD-C-O (Planned Unit Development – Commercial-Office) District.
- LOCATION:** 6110 Stoneridge Mall Road
- ATTACHMENTS:**
1. Proposed Plans and Project Narrative
  2. Location Map
  3. Aerial Photographs of Site
  4. Approved Building Elevations of the West Dublin/Pleasanton BART Station and Pleasanton BART Parking Structure

---

### I. BACKGROUND

BART and Pleasanton have long planned a BART station near Stoneridge Mall. In 1990, the BART Board of Directors certified an Environmental Impact Report (EIR) for the extension of BART from the Bay Fair Station to Dublin/Pleasanton. Due to funding constraints, the BART Board of Directors adopted an alternative that only included the East Dublin/Pleasanton BART

station. However, the EIR included an evaluation of the environmental impacts associated with construction of a West Dublin/Pleasanton BART station near the Stoneridge Mall in addition to or in place of the East Dublin/Pleasanton Station. Joint development on the adjacent Pleasanton and Dublin parcels owned by BART, totaling approximately 17 acres, was also evaluated in the EIR. The joint development assumed either high-density residential or office uses for the Pleasanton parcel and assumed office uses on the Dublin parcel.

In an effort to finance the construction of the West Dublin/Pleasanton BART station, BART later entered into a public/private partnership with Jones Lang LaSalle (now Ampelon Development Group) and the cities of Pleasanton and Dublin. In 2000, BART and the cities of Pleasanton and Dublin entered into a Memorandum of Understanding (MOU) to help finance the station. BART also entered into ground leases for private development of its properties adjacent to the station which, together with other BART and cities' project revenues, will enable the station and its parking structures to be built.

In 1999-2000, BART and Jones Lang LaSalle created plans for a mixed-use development on the adjacent BART-owned parcels, which included a five-story, approximately 170,000-square-foot office building on the Pleasanton parcel and a 240-room, eight-story hotel and 160 high-density residential units on the Dublin parcel. Some ancillary retail uses were also contemplated on the Pleasanton site. Due to the changed project scope, BART prepared a Supplemental EIR (SEIR) in 2000 to analyze the environmental impacts. The BART Board of Directors certified the Supplemental EIR in 2001.

The BART station and parking garages are exempt from city review and approval. However, BART submitted the plans to the Cities of Pleasanton and Dublin for review and comment. In 2005, the "Scheme B" station and the parking structure designs were supported by the City Councils of Pleasanton and Dublin and later approved by the BART Board of Directors (please see the building elevations, Attachment #4). The two-story BART station building will be located in the median of Interstate-580 (I-580) and would connect via pedestrian bridges over the freeway to the BART-owned parcels in Pleasanton and Dublin. A four-story/five-level BART parking garage would be constructed on both the Pleasanton and Dublin BART properties. Construction on the BART parking garages started at the end of 2006 and BART expects to complete the garages at the end of 2008. Construction of the BART station should start in mid-May 2007 and be finished in early 2009.

The private development of the adjacent BART-owned lands is subject to city review and approval. Due to changing market conditions, the scope of the private development has changed since it was first conceived. On the Pleasanton side, the 170,000-square-foot office building has been replaced by a mixed-use 350-unit apartment and 12,000-square-foot commercial/retail development. In Dublin, the private development includes a 150-room hotel, a 210-unit condominium project, and a 7,500-square-foot commercial building.

## Planning Commission Work Session

In order to receive early input from the Planning Commission and public regarding the proposed mixed-use apartment/commercial project in Pleasanton, staff has scheduled a Planning Commission work session. After the work session, the project will be subject to review and approval by the City Council following review and recommendation by the Housing Commission and Planning Commission.

## II. SUBJECT PROPERTY AND SURROUNDING AREA

The BART-owned site is an approximately 8.5-acre site between I-580 and Stoneridge Mall Road. The site is relatively flat and contains a grove of trees towards its center. Street trees are also located along the site's Stoneridge Mall Road frontage. A BART electrical transformer with concrete block enclosure is located at the eastern end of the site. A paved driveway is located off Stoneridge Mall Road. BART subdivided the site into three parcels last year to separate the apartment/commercial site from the future BART parking garage and existing electrical transformer. The apartment/commercial site will be located on an approximately seven-acre parcel, while the BART parking garage will be located on an approximately 1.2-acre parcel and the existing electrical transformer will be located on an approximately 0.3-acre parcel.

The property is bordered on the north by I-580, on the west by a four-story office building, on the east by the Stoneridge Corporate Plaza office complex, and on the south by Stoneridge Mall, on the opposite side of Stoneridge Mall Road.



Property as viewed from Stoneridge Corporate Plaza



Property as viewed from Stoneridge Mall

### III. PROJECT DESCRIPTION

The applicants propose to build a 350-unit apartment complex with approximately 11,300 square feet of attached commercial/retail area. An approximately 720-square-foot retail “kiosk” building would be located adjacent to the BART parking garage. The existing electrical transformer would remain. The applicants would like to start construction as soon as they receive City approvals and complete construction shortly after the BART station has opened in 2009. The project features are summarized below:

- The project would include three buildings housing 350 apartment units on an approximately 6.9-acre site. The density of the project is 51 dwelling units per acre. The three buildings would be clustered together with landscaped corridors and active and passive recreation areas in between the buildings on a raised podium.
- The buildings would be set back a minimum of 16 feet from the front (Stoneridge Mall Road) property line, a minimum of 7 feet from the southeastern property line abutting the Stoneridge Corporate Plaza office complex, a minimum of 144 feet from the northern property line abutting I-580, and a minimum of 43 feet from the future BART parking garage to the west. The buildings have been located towards the southern portion of the site to avoid an approximately 90- to 120-foot wide potential future CalTrans right-of-way along the northern portion of the site (shown on Sheet C-2) that may be needed for a future I-580 to I-680 flyover and to avoid the existing underground electrical lines between the BART transformer and the BART tracks in the freeway median.
- A tree-lined pedestrian corridor with decorative paving would be located between the BART garage and proposed apartment buildings. A plaza area with a staircase to the pedestrian bridge would be located at the north end of the corridor. The corridor would also function as an emergency vehicle access (EVA) road.
- The buildings would have four or five apartment floors over one or two levels of parking or, for the retail portion, three apartment floors over one retail floor. The buildings would have a maximum height of approximately 67 feet, as measured from the grade at the exterior of the building to the top of a tower element located at the interior of the building.
- The 350 units include 184 one-bedroom units ranging from 616 to 984 square feet in area, 141 two-bedroom units ranging from 915 to 1,340 square feet in area, and 25 three-bedroom units measuring 1,426 square feet in area. Please see the “Project Summary” table on the cover sheet of the proposed plans for a detailed breakdown of the unit types.
- The project includes several active and passive recreation areas for the apartment residents. Interior recreation areas include a 1,160-square-foot fitness center, a 1,570-square-foot club room with kitchen, and a 236-square-foot sauna. Exterior recreation areas include a pool,

spa, barbeque area, water features, lawn, and seating areas. In addition to the on-site amenities, residents of the project will also have use of the park in the adjacent Stoneridge Corporate Plaza office complex that is that is open to the public during daylight hours. The park area contains landscaped areas with a small amphitheater, pond, and gazebo.

- Pedestrian access to the apartment units would be from internal corridors. The ground floor units along the northern and southeastern elevations would also have porch entrances.
- Approximately 280 of the units would have private open space areas in the form of balconies or front porches. The porch and balcony areas range from 16 to 66 square feet in area. Approximately 70 of the units would not have private open space.
- A 2,350-square-foot leasing office would be located at the southernmost corner of the building.
- Approximately 11,300 square feet of first floor retail space will be located at the southwestern side of the building, fronting on Stoneridge Mall Road and the pedestrian corridor to the BART station. An approximately 720-square-foot retail “kiosk” building would be located next to the southeastern corner of the BART parking garage.
- A 14- to 27-foot wide plaza area with decorative paving and tree wells would be located in front of the retail and leasing office areas along the project frontage. BART will install a bus stop/kiss-n-ride pull-out along the project’s Stoneridge Mall Road frontage.
- Vehicular access to the site would be provided from the existing Stoneridge Corporate Plaza driveway off Stoneridge Mall Road. Two new drive aisles would connect to this driveway: the southernmost driveway would access a 230-space parking garage (119 spaces for the apartment residents and 111 spaces for the retail and leasing office); the northernmost driveway would provide access to a 304-space resident parking garage and a 222-space surface parking lot for apartment guests.
- The two new drive aisles will result in the loss of 13 parking spaces at the Stoneridge Corporate Plaza site. Thirteen new spaces would be created at Stoneridge Corporate Plaza, resulting in no net loss of parking for the office complex.
- On-site parking would be provided through two levels of garage parking and uncovered surface parking spaces. A total of 423 resident parking spaces would be located in the parking garage (119 spaces at the “Ground Level” shown on Sheet A-04 and 304 spaces at “Level A” shown on Sheet A-03). At least one covered space would be provided for, and assigned to, each apartment unit. Retail and leasing office parking would be provided through 111 garage parking spaces located at the “Ground Level.” Electronic gates would separate the retail/leasing office parking from the resident parking. A total of 222

uncovered parking spaces for apartment guests would be located at the northern (rear) portion of the site adjacent to the freeway. After hours parking for apartment guests would also be allowed in the 111 retail/leasing office spaces in the parking garage.

- The project proponents are proposing contemporary styled buildings reflecting the site's urban, transit-oriented theme. Each side of the building would vary in design and color scheme to provide variety and interest. Portions of the building walls would pop-in or -out to provide variation in the wall plane and break up the building mass. The roofline of the buildings would undulate to break up the building mass and add interest. Building walls would have a stucco finish with brick accents at certain locations. Metal canopies would be located over some of the apartment windows. The retail portion of the building would feature brick veneer walls with large storefront windows with horizontal metal canopies. Staff notes that a color/material board has not been provided at this time. However, the color elevations show tan, olive, brown, off-white, peach, sienna, and brownish-brick red body colors with brown planter walls.

Staff notes that the applicants recently revised the building elevations to address staff comments. Because the applicants did not have time to revise the site and floor plans to match the revised building elevations, the building footprints shown on the site and floor plans do not precisely match the building elevations.

- The majority of the lot is relatively level with surface elevations varying from approximately 337.4 to 351.6 feet. Except for the garage excavation, the applicants are proposing to generally maintain the existing grades on the property. The finished floors of the buildings would range from 342 to 344 feet. Parking lot and roof drainage would drain into vegetated bioswales and biofiltration planters, respectively, that would filter contaminants from the stormwater before entering the arroyos and, ultimately, the bay.
- An unknown quantity of trees would be removed to accommodate the proposed development. A tree removal plan and tree report will be available when the Commission reviews the PUD and General Plan Amendment applications. Staff notes that BART has already removed several trees from the site to accommodate the BART parking garage.
- A preliminary landscape plan was submitted showing planter areas on the site. No details have been provided on the species, quantity, and size of the proposed plants.
- Conceptual project signage has been shown on the building elevations. An apartment identification sign is located on the southwestern building elevation above the leasing office. Retail tenant signs are mounted along the top of the metal storefront canopies.

## IV. CONSIDERATIONS FOR THE WORKSHOP

This workshop is the Commission's opportunity to direct the applicants and staff as to issues it wishes to be addressed. The areas noted below are those on which staff would find the Commission's input most helpful.

### **Land Use**

The General Plan Land Use designation for the parcel is Retail/Highway/Service Commercial, Business and Professional Offices. The proposed project will require a General Plan Amendment to change the land use designation to allow a mixed-use high-density residential/commercial project. The property is zoned PUD-C-O (Planned Unit Development – Commercial and Office) District. The proposed project will require a rezoning to change the City zoning to PUD-HDR/C (Planned Unit Development – High-Density Residential/Commercial) District.

#### Discussion Points

- *Is the proposed mixed-use apartment/commercial land use acceptable? The proposed land use of this site has been discussed as part of the City's General Plan Update. The City Council included 350 residential units at this site in its preferred land use plan that will be used as the basis for completing the Draft General Plan and the Draft Environmental Impact Report for the General Plan Update. Staff notes this does not mean that Council has approved or specifically endorsed this project.*
- *A list of the proposed commercial uses has not been submitted at this time. However, the applicants have noted that they would like to locate an "urban" grocery store in all or most of the 11,300 square feet of retail space attached to the apartment complex. The Planning Commission may wish to comment on the proposed commercial uses it feels would or wouldn't be appropriate for this site.*

### **Site Plan**

#### Discussion Points

- *Is the positioning of the buildings acceptable?*
- *Are the locations of the retail floor area, retail "kiosk" building, and leasing office acceptable?*
- *Are the vehicular access points acceptable?*

- *Is the layout of the parking areas acceptable?*
- *Are the proposed on-site recreation facilities and amenities adequate?*
- *Should an on-site tot lot with play equipment be provided for residents? The closest City parks with children's play equipment are Moller Park and Val Vista Park, both of which are approximately one mile away via City streets. Staff notes that the adjacent Stoneridge Corporate Plaza office complex contains landscaped areas with a small amphitheater, pond, and gazebo that are open to the public during daylight hours, but it doesn't contain play equipment. Although the project site is constrained, staff believes that a small tot lot could be located next to the pool/barbecue area or next to or in place of either the water feature or raised planter near the club room.*

### **Traffic/Circulation**

Traffic and circulation mitigations for the BART station itself were addressed in the SEIR and in two Memorandums of Understanding (MOU) between BART, the City of Pleasanton, and Stoneridge Mall. A traffic study prepared by Dowling and Associates, the City's traffic consultant, will be required to analyze the traffic and circulation for this project. The traffic study will be provided in conjunction with the Planning Commission's formal review of the development plan.

### **Parking**

#### **Discussion Points**

- *Is the amount and location of the resident parking acceptable? The 423 proposed resident parking spaces, excluding guest parking, is 117 fewer than the 540 spaces normally required by the Pleasanton Municipal Code. Because the site is zoned PUD, the applicants may request a lower parking requirement, subject to review and approval by the Planning Commission/City Council. Staff believes that it would be possible to provide less parking than required by the City's Code given that the apartments would be located next to a BART station. Staff has requested that the applicants provide a parking analysis that defines how this project does not require the number of parking spaces indicated by the Pleasanton Municipal Code.*
- *Is the amount and location of the resident guest parking acceptable? The 222 proposed guest parking spaces at the rear of the site is 172 more than the 50 guest spaces required by the Pleasanton Municipal Code. However, if CalTrans needs all of the potential right-of-way for a future I-580 to I-680 flyover, then the 222 resident guest parking spaces would need to be removed, resulting in no guest parking except for the proposed "after hours" guest use of the 111 retail/leasing office parking spaces in the garage. Staff has requested*



*the applicants to indicate how the project would provide for the potential loss of the 222 guest parking spaces.*

- *Is the amount and location of the retail and leasing office parking acceptable?*

The 111 proposed parking spaces for the retail and leasing office uses seem to exceed the City's parking regulations as calculated below:

Leasing Office: The 2,350-square-foot leasing office would require approximately 8 spaces based on the City's standard office parking ratio of 1 space per 300 gross square feet.

Retail Space: The 11,300-square-foot retail space would require 75 spaces if entirely occupied by a food store based on the City's standard food store parking ratio of 1 space per 150 gross square feet.

Kiosk: The 720-square-foot retail "kiosk" building would require 4 spaces if leased to a restaurant or café based on the City's standard restaurant/café parking ratio of 1 space per 200 gross square feet.

Total: The total parking requirement would be 87 spaces, not including any potential discount that might be included for being located within walking distance of the BART station, high-density residential, and retail and office buildings. Also, if retail and/or restaurant uses located in the 11,300-square-foot retail area, then the parking requirement would be lower.

*Because the site has 117 fewer resident parking spaces that would normally be required by Code, should some of the retail spaces be converted to residential spaces?*

- *Staff believes it is likely that the apartment and/or retail tenants would park in the adjacent Stoneridge Corporate Plaza parking spaces, particularly in the evenings and weekends. Should the applicants pursue a parking agreement with the owners of Stoneridge Corporate Plaza to allow after hours apartment and/or retail parking in the western parking areas of Stoneridge Corporate Plaza?*
- *Should a vehicle counter sign be installed near the entrance to the retail parking garage to inform customers of the number of available parking spaces before entering the garage?*

## **Grading Plan**

### Discussion Points

- *Are the proposed site grading and building finished floor elevations acceptable?*

## **Building Design**

Given the high visibility of the site from both the I-580 freeway and Stoneridge Mall area, staff feels that the buildings will need to be designed with a high quality visual image. Staff believes that the proposed building design is a good start, and has made the following suggestions to the applicant:

1. Include detailing in the commercial storefront brick work such as: adding brick soldier and belt courses; using different colored brick to create patterns; adding accent features such as rosettes or tiles; widen the base of the “pilasters,” etc.
2. Use brick veneer on the face of the planter walls located at the base of the building and on the low walls on either side of the podium staircases.
3. Add more horizontal canopies and deep projecting lintels on the apartment windows.
4. Some of the apartment windows consist of a series of two or three windows stacked vertically with spandrel glass between. Staff suggests that the spandrel glass material be replaced with stucco to break the windows up into individual units (although staff feels that the stucco between the windows could still be recessed similar to the windows).
5. Recess the windows approximately three inches from the outside face of wall.

## **Discussion Points**

- *Is the building design acceptable?*
- *Are the proposed building colors and materials acceptable?*
- *Is the building height acceptable?*
- *Are the apartment unit sizes and bedroom types acceptable?*
- *Is the private open space adequate? There are approximately 70 units without any private open space (balconies or front porches) and approximately 13 units have an approximately 16-square-foot balcony. The Municipal Code requires a minimum of 50 square feet of private open space per unit when located at the balcony level.*

## **Green Building**

This project will be required to comply with the City’s Green Building Ordinance. As required by the ordinance, the project will need to achieve a “Green Home” rating on Alameda County

Waste Management Authority's "Multifamily Green Building Rating System." The proposed green building measures will be provided in conjunction with the Planning Commission's formal review of the development plan.

### **Noise**

A noise study is being prepared to ensure that the project will meet General Plan noise standards. The General Plan requires that outdoor recreation areas in multi-family housing projects not exceed 60 dB L<sub>dn</sub> and that indoor noise levels not exceed a L<sub>dn</sub> of 45 dB. The noise study will be provided in conjunction with the Planning Commission's formal review of the development plan.

### **Landscaping**

A preliminary landscape plan has been provided. A complete landscape plan, with proposed plant species and sizes noted, will be provided in conjunction with the Planning Commission's formal review of the development plan.

#### *Discussion Points*

- *Are the proposed planter locations and dimensions acceptable?*

### **Signage**

#### *Discussion Points*

- *Are the location and general design of the conceptual signs acceptable? Although sign details have not been provided at this time, staff believes that an illuminated apartment sign at the proposed location could disturb future residents since the sign is adjacent to bedroom windows.*

## **V. PUBLIC COMMENT**

Public notices were sent to all property owners and tenants within a 1,000-foot radius of the subject property. At the time this report was written, staff had not received any public comment.

The owners of Stoneridge Mall have the authority through private CC&R's to review and approve the proposed development on this site. Approval by the Stoneridge Mall owners will be required before the Planning Commission formally reviews this project. Staff notes that the applicants have already discussed the project with the Stoneridge Mall owners.

## **VI. ENVIRONMENTAL ASSESSMENT**

Since the Planning Commission will take no formal action on the project at the workshop, no environmental document accompanies this workshop report. Environmental documentation will be provided in conjunction with the Planning Commission's formal review of the General Plan Amendment and PUD applications.

## **VII. 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 applicants and staff.

*For questions or comments about this proposal, please contact: Steve Otto, Associate Planner at 925-931-5608 or [sotto@ci.pleasanton.ca.us](mailto:sotto@ci.pleasanton.ca.us).*