THE CITY OF PLEASANTON

Planning Commission Work Session Staff Report

May 22, 2013
Item 6.b.

SUBJECT: **Work Session for PUD-96**

APPLICANT: South Bay Development (Scott Trobbe)

PROPERTY OWNER: Pleasanton Gateway, L.L.C. (Scott Trobbe)

PURPOSE: Work Session to review and receive comments on an application for a Planned Unit Development (PUD) Development Plan to construct 210 apartment units, 97 single-family detached units, and related site improvements on an approximately 26.72-acre site.

GENERAL PLAN: Medium Density Residential (2 to 8 dwelling units per acre) on 19.72 acres and High Density Residential (minimum density of 30.0 dwelling units per acre) on 7.0 acres.

SPECIFIC PLAN: Bernal Property Specific Plan – Medium Density Residential (2 to 8 dwelling units per acre) on 19.72 acres and High Density Residential (minimum density of 30.0 dwelling units per acre) on 7.0 acres.

ZONING: PUD-HDR and MDR (Planned Unit Development-High Density Residential and Medium Density Residential) District.

LOCATION: 1600 Valley Avenue (south side of the Pleasanton Gateway Shopping Center).

EXHIBIT:

A. Planning Commission Work Session Topics.
B. PUD Development Plan dated, "Received May 15, 2013," including building floor plans and elevations for three housing types, civil drawings, conceptual yard plans, landscape plans and plant palettes, perspectives from the I-680 freeway, project narrative and project data, recreation center and leasing building, site sections, site plans, and street scenes. (Paper copies and disc copies.)
C. City of Pleasanton Housing Site Development Standards and Design Guidelines, dated August 21, 2012.

D. Ordinance 2031 for P11-0915 and Ordinance 2048 for PUD-02-10M
E. Section 18.88.030A.1., Schedule of Off-Street Parking Space Requirements, Dwellings and Lodges, of the Pleasanton Municipal Code.
F. Location Map and Public Notice Area.
G. Public Comments.

I. PURPOSE OF THIS MEETING

The purpose of this work session is to provide the Planning Commission and public the opportunity to review, discuss, and provide input on the proposed PUD Development Plan submitted by South Bay Development (Scott Trobbe) for a 307-unit residential development on the vacant, 26.72-acre property located on the south side of the Pleasanton Gateway shopping center between Valley Avenue and the I-680 freeway. This is the fourth site to be reviewed by the Planning Commission of the nine sites that the City previously rezoned in January 2012 for high-density multifamily development.

No action by the Planning Commission will be made on the proposed project at this work session. Staff will incorporate the comments received into its analysis of the proposed development. The Planning Commission hearing on the PUD Development Plan will follow completion of the supplemental environmental analysis of the proposed development and will follow the public hearing by the Housing Commission on the affordable housing program for the proposed development.

II. BACKGROUND

The Commons at Gateway property is located in the Bernal Property Specific Plan area. A brief description of the development approvals having occurred on this property follow.

Bernal Property Specific Plan and PUD Development Plan (PUD-02)
On August, 2000, the City Council approved the Bernal Property Specific Plan, PUD Development Plan (PUD-02), Final Environmental Impact Report, and Pre-Annexation Development Agreement for a multi-use development of the 516-acre Bernal Property Specific Plan area.

Land for the Bernal Community Park was dedicated to the City with the Development Agreement. The Specific Plan developer, GHC Bernal Investments[1], L.L.C., completed or funded the area wide infrastructure serving the Specific Plan developments including City streets, intersections, and traffic signals, and public utility infrastructure including the area wide storm water detention/treatment ponds. The City completed Fire Station #4 on Bernal Avenue, the open space area by the fire station, and completed the lighted

[1] GHC Investments included three companies: Greenbriar Homes, L.L.C., Kaufman and Broad, L.L.C. and Pleasanton Gateway, L.L.C. (South Bay Development).

ball/sports fields on the Bernal Community Park. Private developers completed the Bernal Corners service station, Kensington apartments and Wild Rose Park, and the Canyon Oaks, Carlton Oaks, Pheasant Ridge, and Walnut Hills residential developments.

South Bay Development was the owner/developer of the entire 39.6-acre Pleasanton Gateway site, which was zoned PUD – C (Planned Unit Development – Commercial) District and, with the Bernal Property PUD Development Plan, was approved for eight, four-story tall buildings with a total floor area of 745,000 square feet and a maximum height of 65 feet. Construction was not started on this development.

Pleasanton Gateway Commercial/Office Development (PUD-02-07M)

On October 19, 2010, the City Council introduced Ordinance 2014 for PUD-02-07M that modified the PUD Development Plan for the South Bay Development site from the approved eight-building office development to the Pleasanton Gateway combined office/ commercial development with uses and services including administrative, business and professional offices, a Safeway grocery store, and a variety of commercial uses that included a drive-through bank, a drive-through restaurant/coffee shop, and a drive-through pharmacy.

The PUD Development Plan for the Pleasanton Gateway Development was divided into two sections or phases: Phase I, the shopping center development on 12.88 acres, and Phase II, the office development on 26.72 acres. Phase II incorporated seven, three- and four-story tall office buildings with a total floor area of approximately 588,782 square feet and a maximum building height of up to 66 feet.

Figure 1, below, is the overall site plan for the Pleasanton Gateway development approved under PUD-02-07M. (Figure 1 does not include the Safeway Service Station that was added later under PUD-02-09M.)

Figure 1: Phase I (Shopping Center) and Phase II (Office) of the Pleasanton Gateway Development Plan[2].

As construction proceeded on the Pleasanton Gateway shopping center, the City discussed with South Bay Development the feasibility of modifying the approved PUD Development Plan for the Phase II office site to allow medium and high density residential land uses. Staff considered this to be a workable concept in that a residential development on this site would be within a one-half-mile to a one-mile distance of existing and planned City trails and parks including the Bernal Community Park, Hearst Elementary and Pleasanton Middle Schools, Alameda County Fairgrounds, and the Pleasanton Gateway shopping center, and to public transit modes such as the Wheels 8A and 8B routes and the Wheels connection to the BART and ACE train stations. The Pleasanton Gateway shopping center would support the residents of a high density residential development on the Phase II site with retail uses and services in relatively close walking distance.

P11-0915 and PUD-02-10M

On January 4, 2012, the City Council introduced Ordinance 2031 for P11-0915 (Exhibit D) that rezoned 7 acres of the subject property for high-density residential land uses (minimum density of 30 dwelling units per acre) with a maximum density of 245 dwelling units and rezoned the remaining 19.72 acres for medium density residential land uses (2 to 8

[2] Source: Planning Commission Staff Report for PUD-02-07M and PCUP-210.

dwelling units per acre). On September 4, 2012, the City Council introduced Ordinance 2048 for PUD-02-10M (Exhibit D) that modified the PUD Development Plan for the subject property to incorporate the Housing Site Development Standards and Design Guidelines (Exhibit C, referred to hereafter as "Standards") to guide the high density development on the 7-acre portion of the project site. The Standards designated the High Density Residential portion as Site #5 with a density range varying from 30 to 35 dwelling units per acre.

III. SUBJECT PROPERTY AND SURROUNDING AREA

Project Location

The subject property is a single parcel, approximately 26.72 acres in area. Figure 2, below, is an aerial photograph of the subject property with the proposed project, the surrounding uses and developments, and the Pleasanton Gateway shopping center which was under construction when the photograph was taken.

Figure 2: 2010 Aerial Photograph of the Commons at Gateway Property with Surrounding Land Uses[3]

Subject Property, Site Access, and Surrounding Land Uses

<u>Subject Property and Surrounding Land Uses</u>

The subject property is a relatively flat, vacant site visible to I-680, Valley Avenue, and to the adjacent City park property along its south side.

[3] Source: Exhibit B, Site Context Plan, p. L-1.

Table 1, below, describes the surrounding land uses.

Table 1: Surrounding Uses

Direction	Land Use
North	Pleasanton Gateway shopping center with commercial uses including a Safeway grocery store and service station, restaurants, retail, and personal services.
East	Vacant land, Kensington apartments, Wild Rose Park, and the Walnut Hills single-family homes.
South	Bernal Property park site, future public trails, and storm water retention/treatment ponds.
West	I-680 freeway and the Bernal Avenue/I-680 off-ramp.

Figure 3 and Figure 4, below and on the following page, are photographs of the nearby developments from Valley Avenue.

Figure 3: Kensignton Apartments from the East Side of Valley Avenue.

Figure 4: Walnut Hills Development from the West Side of Valley Avenue.

An 18-inch diameter water line is located within a 25-foot wide easement along the entire west side of the project site. The San Francisco Public Utilities Commission (SFPUC) owns the easement and owns and maintains the water line, which is used to transport water from the SFPUC wells in the Bernal Business Park to the Castlewood golf course, country club, and homes. The water line and easement may not be modified without prior SFPUC approval.

Site Access

Public street access to the site is provided from Valley Avenue by two driveway entrances, one driveway entrance that is shared with the adjacent Pleasanton Gateway shopping center, and one driveway entrance from Bernal Avenue through the shopping center's main north/south access driveway from Bernal Avenue. The Commons at Gateway site retains an ingress/egress easement over the shopping center's driveways to/from Bernal Avenue and Valley Avenue.

With the construction of the shopping center, the Bernal Avenue/Koll Center Drive intersection was modified to allow complete ingress/egress to/from Bernal Avenue and then the northbound and southbound directions of I-680. The Bernal Property Specific Plan developer constructed Valley Avenue with three traffic roundabouts in Valley Avenue opposite the shared driveway with the shopping center, opposite the main entrance to the proposed project from Valley Avenue, and immediately south of the project site to the planned park. The roundabouts were constructed as traffic calming measure to slow traffic on Valley Avenue, and were constructed to allow large trucks, such as moving vans, to travel around the roundabout to access the streets and properties on both sides of Valley Avenue.

Pleasanton General Plan
The Pleasanton General Plan designates 7.0 acres of the Commons at Gateway property for High Density Residential (minimum density of 30.0 dwelling units per acre equaling 210 dwelling units and Medium Density Residential (2 to 8 dwelling unit per acre) on the remaining 19.72 acres equaling 39 units to 157 units. Based on these land use designations and acreages, the subject property would have a minimum density of 249 dwelling units. At 307 units, the proposed project conforms to the Pleasanton General Plan.

Housing Site Development Standards and Design Guidelines
The Housing Site Development Standards and Design Guidelines, hereinafter referred to as Standards, designate the 7-acre portion of the subject property[4] as Site #5, with the following development standards:

- Site is more than 5 acres in size allowing for design flexibility.
- Consider a feathering of densities in areas close to single-family development.
- Consider architectural style of the existing residential neighborhood when reviewing the design of any development plan.
- New streets should connect to existing intersections along Valley Avenue (including all traffic circle intersections and Whispering Oak Way)
- New street connection should be made to Safeway shopping center.
- A public park is strongly encouraged.
- Incorporate view corridors

The remaining 19.72-acre portion of the site designated for Medium Density Residential (MDR) land uses is not covered by the Standards. Staff reviewed the MDR portion of the proposed project for its compatibility with surrounding land uses – for example, comparing it to the homes in the Walnut Hills development on the east side of Valley Avenue – and comparing it to the applicable Standards for such items as "feathering" density towards the single-family homes on the east side of Valley Avenue, interior paséos, parking, perimeter setbacks, and view corridors.

IV. PROJECT DESCRIPTION/ CONSIDERATIONS FOR THE WORK SESSION

South Bay Development proposes to construct 210 apartment units, 97 single-family detached units, a central recreation area and other project amenities, such as pedestrian trails and walkways and a community garden on the approximately 26.72-acre property. The overall proposed project density would be approximately 11.5 dwelling units per acre.

[4] Source: Standards, Site #5, p. 51.

The proposed project provides a combined active/passive recreation area including a recreation building containing a business center, conference facilities, gymnasium, and media center, leasing office for the apartments, a private 1.3-acre community park for the entire development, and outdoor amenities such as swimming pool/spa, bar-be-que and fire pit areas, tot lot, cabanas, outdoor seating, and a bocce ball court.

Site Plan

Site Design

Figure 6, below, is a copy of the site plan for the proposed development.

Figure 6: Proposed Site Plan[5]

As shown on Figure 6, above, the proposed site plan "feathers densities[6]" in a west to east direction from the I-680 freeway to Valley Avenue – three-story tall apartments to three-story tall single-family homes to the two-story tall single-family homes facing Valley Avenue, and implements Standard A2.a[7], where the proposed buildings face the internal private streets and paths and generally face each other; Standard A2.b[7], where building fronts including door entries and porches face private streets and open spaces; and, Standard A2.c[7]. with greater than 75% of the buildings' façades facing an internal street,

[5] Source: Exhibit B, Architect Product Type Site Plan, Sheet A0-5.
[6] Source: Standards, p. 51 applied to the entire site.
[7] Source: Standards, p.14.

pedestrian walks/paséos, and open space areas are fronted with a livable residential space and not a garage.

"The Grove" (Lot B on the proposed site plan[8]) shown on the proposed Community Neighborhood Plan[9] shows a 14-foot tall sound wall to mitigate noise impacts with mounding on both sides of the sound wall to reduce its visible height. The sound wall is also shown on the "View – 1: Alongside Interstate 680[10]" perspective. Staff will continue to work with the applicant on replacing the proposed sound wall with an alternate noise mitigation measure.

1. *<u>Planning Commission Discussion:</u>*

Is the proposed site plan acceptable as to the location of buildings, circulation, and parking? Does the proposed site plan provide the feathering of densities as encouraged by the standards?

The perimeter building setbacks comply with the Standards[11] applied to the entire development including the proposed apartments and the proposed single-family homes.

For the proposed single-family homes by Valley Avenue, the Standards[12] would allow a minimum, 10-foot setback building from the back of the future Valley Avenue sidewalk but would prefer a 15-foot separation to accommodate a second row of trees between the buildings and the sidewalk. (A separated sidewalk will be provided on Valley Avenue with a 5-foot wide landscape strip planted with shade trees and a 6-foot wide sidewalk.) The applicant proposes a six-foot tall solid[13] wall along Valley Avenue located behind the sidewalk. The Standards[14] allow for low entry landscape walls, not to exceed a 3-foot height up to the back of the sidewalk.

Staff does not support a continuous wall facing Valley Avenue and prefers that the private yards for the patios facing Valley Avenue should be incorporated into the design of the proposed home. The proposed homes could also be changed to "front-on" to Valley Avenue similar to the Walnut Hills homes.

2. *<u>Planning Commission Discussion:</u>*

Should the applicant remove the continuous wall along Valley Avenue by incorporating the patio enclosure into the building design? Should the proposed homes be changed to "front-on" to Valley Avenue?

From a north to south direction along the Valley Avenue project frontage, the applicant proposes a 33-foot building setback, narrowing to an 11-foot building setback where Valley Avenue "bows" inward towards the project site, then increasing to a 95-foot building

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8 Source: Exhibit B, Architect Product Type Site Plan, Sheet A0-5.
9 Source: Exhibit B, Community Neighborhood Plan, Sheet L-5.
10 Source: Exhibit B, View – 1: Along Interstate 680, Sheet A0-7.
11 Source: Standards, p. 9.
12 Source: Development Standard A3.2 (p. 19):
13 Source: Exhibit B, Single-Family Conceptual Yards, p. A0-13.
14 Source: Development Standard A3.3 (p. 19):

setback. Staff compared the proposed building setbacks to the building setbacks from property line for the Walnut Hills homes on the east side of Valley Avenue, which are 8 feet to the front porch increasing to 11 feet to the building wall. Staff requests the Planning Commission's direction on increasing the minimum building setback from Valley Avenue to 15 feet to accommodate a second row of trees.

3. *Planning Commission Discussion:*

Should the applicant increase the minimum Valley Avenue building setback from 10 feet to 15 feet to accommodate a second row of trees?

View Corridors

EIR Mitigation Measure 4. A-1[15] for Site #5 states that the City shall require that site plans for the proposed Site 5 residential development incorporate view corridors through the site which maintain views of the ridgelines to the west from Valley Avenue.

Staff discussed this subject with the applicant, who believes that the proposed building heights – 39 feet (two story buildings) to 45 feet (three-story buildings) to 43 feet (three-story apartment buildings) from Valley Avenue to I-680 – compared to the 66-foot building height of the previously approved office buildings will provide views across the project site. Staff notes that view corridors could be provided through the site at the main project entrance and at the two east to west "alèes/greenways." The applicant has provided a preliminary view perspective[16] from the west side of the traffic roundabout opposite the main project entrance looking towards the Pleasanton Ridge. The applicant will also provide two additional perspectives looking over the site from Valley Avenue at the Work Session meeting.

4. *Planning Commission Discussion:*

Would the Planning Commission support the proposed site plan with views of the Pleasanton ridge provided over the proposed buildings, or should view corridors be provided through the project site?

Open Space

The Standards do not require private open space to be provided for each unit. All 307 units would have private open space area in the form of covered patios or balconies. The private open space areas range from 68 square feet to 723 square feet in area. The Standards[17] require 300 square feet of group usable open space per dwelling unit, equaling approximately 92,100 square feet or 2.1 acres for this project.

Based on the Open Space Exhibit[18] prepared by the applicant, the proposed project would offer approximately 235,224 square feet (5.4 acres) of group open space, 47,916 square feet (1.1 acres) of common apartment open space, and approximately 69,696 square feet (1.6 acres) of private patio and side yard open space for the single-family homes. Per the

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[15] Source: Table 6.1, Mitigation Monitoring and Reporting Program, Final Supplemental Environmental Impact Report, January 2012.

[16] Source: Exhibit B, View from Valley Avenue at Project Entry, Sheet A0-14.

[17] Source: Standards, Appendix A, Useable Open Space Code, p. 45.

[18] Source: Open Space Exhibit attached to Exhibit B.

Standards, the private open space is considered equivalent to two square feet of group open space (139,392 square feet or 3.2 acres for the single-family homes) and may be substituted as such. Using this substitution, the project would offer approximately 422,532 square feet or 9.7 acres of total open space, which exceeds the minimum 2.1-acre open space requirement for this project.

The design of the central open space area complies with the majority of the requirements of the Standards as to location, accessibility, and the preliminary design. Open space/ pedestrian links, called Aleés/Greenways by the applicant and Paseos (Pedestrian Walks) by the Standards[19] are also designed and provided in compliance with the Standards to link the internal areas of the development with Valley Avenue. The applicant also proposes on the southwest corner of the property, an open space area with a community garden and gathering area.

A public park is not provided on the project site as encouraged by the standards. All proposed open spaces would be private and maintained by an owner's association. As discussed under ***Section V. MISCELLANEOUS STANDARDS/CONSIDERATIONS FOR THE WORK SESSION, Exceptions Requested by Applicant***, of the work session staff report, there would not be a public access easement granted over any portion of the central recreation area. The applicant would grant a public access easement over the pedestrian/bicycle trail along the west side of the project site connecting to the existing trail between the Safeway grocery store and the I-680/Bernal Avenue off-ramp and eventually connecting to a future trail on the adjoining City park site.

5. *Planning Commission Discussion:*

Are the open space areas and amenities acceptable? Should a public park be provided on the project site?

Building Types and Designs

The Standards encourage property owners to "mix and match" building types[20] on very large developments. The Standards also allow developers the flexibility to "…incorporate a new Building Type not indentified in the Residential Building Matrix...[20]" provided that the "…proposal conforms to the adopted standards and guidelines[20]." The three building types proposed by the applicant achieve this policy of the Standards.

The proposed project would include three building types described as follows:

1. Garden Style Apartments with Tuck-Under Garage Parking:

   The proposed apartments follow the Standards for "Tuck-Under Podium[21]" apartments.

   The applicant proposes 210 stacked flat apartments in nine, 18-unit and 24-unit, three-story tall buildings with tuck-under garage parking, and with a maximum

[19] Source: Standards, Paseos (Pedestrian Walks), p. 23.
[20] Source: Standards, B. Building Types, Introduction, p. 27.
[21] Source: Standards, Residential Building Matrix, p. 28 and Standard B3, Tuck Under Podium (25-40 du/ac), p. 31.

building height of approximately 43 feet, 6 inches. The proposed apartment buildings would face the I-680 freeway and the shared access driveway with the Pleasanton Gateway shopping center. The location and heights of the proposed apartment buildings would assist in mitigating I-680 freeway noise to the single-family homes of this proposal as well as the residential developments and neighborhoods on the east side of Valley Avenue[22].

The nine buildings would include a combination of:

- Plan I – One-bedroom/one-bathroom units (three floor plans) varying in floor area from 695 square feet to 799 square feet;

- Plan 2 – Two-bedroom/two bathroom units (three floor plans) varying in floor area from 1,006 square feet to 1,180 square feet; and,

- Plan 3 – Three bedroom/two bathroom units (one floor plan) with 1,343 square feet of floor area.

Each unit will have a one-car garage, will open onto the buildings' interior courtyards, and will be accessible by stairs or by elevator to the ground floor. Private open space is provided by open balconies ranging in area from 68 square feet to 173 square feet.

2. <u>Detached Three-Story Single-Family Detached Homes:</u>
The proposed three-story homes are designed according to the Standards of the "Attached Row Houses/Tuck Under[23]" Building Type and "B1. Attached Rowhouse/ Townhouses[24]." The applicant refers to this proposed building type as row-house-style homes because it closely follows the Standards even though the proposed buildings are separated from each other by a side yard and do not have the common/shared wall construction of a true townhouse/rowhouse.

The applicant proposes 62, three-story tall single-family homes with a maximum height of approximately 45 feet. The proposed buildings are generally located along the central area of the project site, on the north and south sides of the recreation center, and would face portions of Valley Avenue and the shared access driveway with the Pleasanton Gateway shopping center. The proposed units would include two floor plans:

- Plan 1 – Three bedrooms, an optional fourth bedroom, and three and a half bathrooms, with 2,830 square feet of floor area, an attached two-car garage, and private open space provided by a 174-square-foot covered second-floor patio; and,

[22] Mitigation measure specified in the Final EIR for the Bernal Property Specific Plan.
[23] Source: Standards, Residential Building Matrix, p. 29.
[24] Source: Standards, B-1. Attached Rowhouse/Townhouses (14-25 du/ac), p. 29.

- Plan 2 – Three bedrooms, two and a half bathrooms, with 3,054 square feet of floor area, an attached two-car garage, and private open space provided by a 349-square-foot second floor patio.

Figure 7, below, is the typical lot plan with setbacks and floor area ratios for the proposed Plan 1 and Plan 2 three-story homes.

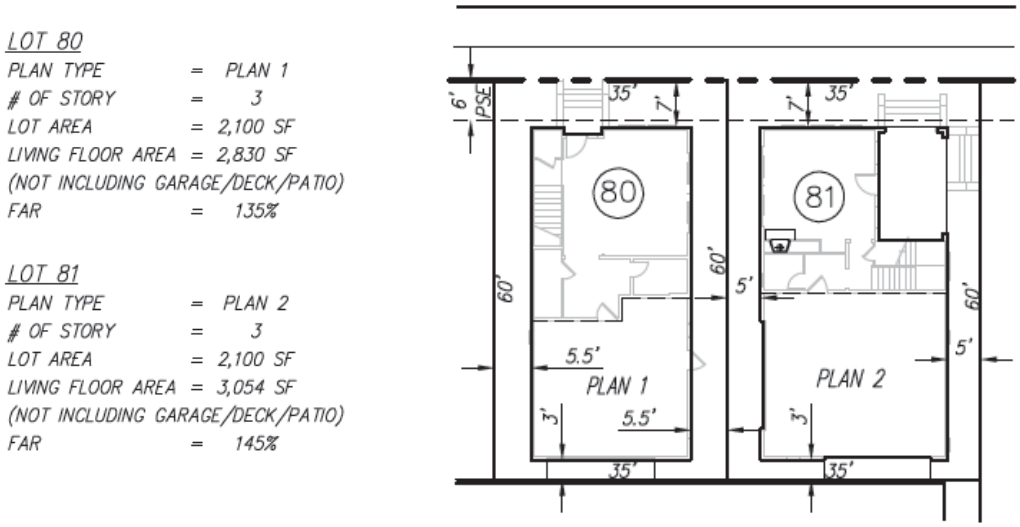

Figure 7: Typical Lot Plan[25] for the Three-Story Single Homes.

The proposed units will be designed and constructed to accommodate an elevator accessing all three floors of the residence.

3. <u>Two-Story Single Family Detached Homes:</u>
As previously stated, the proposed two-story homes addressed the Site #5 design standard to feather densities towards the single-family homes on the east side of Valley Avenue. However, the Standards did not include design guidelines for single-family homes. The applicant also designed the two-story homes according to the Standards of the "Attached Row Houses/Tuck Under" Building Type and "B1. Attached Rowhouse/Townhouses."

The applicant proposes 35, two-story tall single-family homes with a maximum building height of approximately 38 feet, 7 inches. The buildings are located along Valley Avenue on the north and south sides of the main access driveway from Valley Avenue. The proposed units would include two floor plans:

- Plan 1 – Four bedrooms, three and a half bathrooms, with 3,541 square feet of floor area, an attached two-car garage, a two-car driveway apron, and private open space provided by a ground floor patio and a second-floor balcony totaling 542 square feet; and,

[25] Source: Exhibit B, Floor Area Ratio, attached to Exhibit B.

- Plan 2 – Four bedrooms, three and a half bathrooms, with 3,654 square feet of floor area, and attached two car garage, a two-car driveway apron, and private open space provided by a ground floor patio and a second floor covered balcony totaling 723 square feet.

Figure 8, below, is the typical lot plan with setbacks and floor area ratios for the proposed Plan 1 and Plan 2 two-story homes.

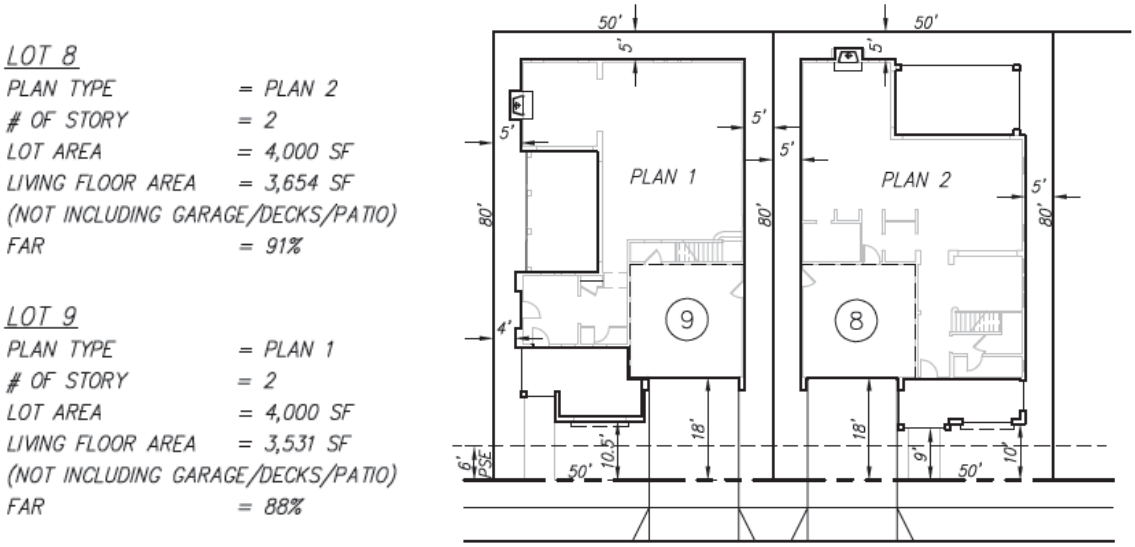

Figure 8: Typical Lot Plan[26] for the Two-Story Single-Family Homes.

Single-Family House Sizes and Floor Area Ratios

The Planning Commission has expressed its concerns on relatively large single-family detached homes on small lots.

The Walnut Hills development on the east side of Valley Avenue was developed with approximately 4,812-square-foot lots with single-family detached homes with a detached garage with/without a second-floor living area. The floor areas and floor area ratios for the four Walnut Hills models (with a second-floor living area over the detached garage) varied from: 1) 2,490 square feet (3,170 square feet); 2) 2,703 square feet (3,383 square feet); 3) 2,886 square feet (3,566 square feet); and, 4) 2,294 square feet (2,974 square feet), with the corresponding floor area ratios of: 1) 52 percent (66 percent); 2) 56 percent (70 percent); 3) 60 percent (74 percent); and, 4) 48 percent (62 percent).

6. Planning Commission Discussion:

Are the house sizes, lot sizes, and floor area ratios for the proposed single-family homes acceptable?

[26] Source: Exhibit B, Floor Area Ratio, attached to Exhibit B.

Rear Yards

The two- and three-story tall single-family homes would provide a 10-foot wide side yard in lieu of a large rear yard. The applicant believes that the combination of the proposed side yards, private patio/balcony areas, the proposed common open areas, and the existing and planned facilities at the nearby Bernal Park off-set the provision of large rear yards for these buildings. The depth of the rear yards for the Walnut Hills development varied based by model, from 19 feet, 14 feet and 24 feet, 12 feet and 20 feet, and 17 feet and 27 feet between the house and the detached garage. Providing rear yards would require re-designing the proposed project resulting in a reduction in density for the two- and three-story single-family homes, or using a different unit with a smaller floor area for these areas of the project.

7. Planning Commission Discussion:

For the two- and three-story single-family homes, does the combination of 10-foot wide side yards, private patio/balcony areas, proposed common open area, and the existing and planned facilities at the nearby Bernal Park off-set the need for rear yards or should the applicant increase the rear yards for the single-family homes?

Design Elements, Materials, and Colors/Discussion Item

The proposed building designs follow a New England design style. Each of the three building types include building forms, materials and colors, and detailing to create a separate identity for each building type while tying the designs of the individual building types with each other and with the residential developments on the east side of Valley Avenue.

Design elements used throughout the proposed development include walk-up porches, liberal use of masonry wall surfaces, detailed entrances, bay windows and wall pop-outs, and varied building forms and roof lines for visual interest. Materials and colors generally follow a New England design theme – deep red brick, medium brown and very dark gray asphalt shingles, terra cotta colored standing seam metal roof material, building colors including white, light to medium-blue grays, tans and browns, and deep reds. There would be a total of ten different material/color palettes used on the buildings of the overall development: one material/color palette for the apartments, five material/color palettes for the three-story homes, and four color palettes for the two-story homes. Large-size building material and color boards will be presented to the Planning Commission at the work session.

As previously stated, the Standards state that the architectural style of the existing residential neighborhood should be considered when reviewing the design of any development plan. The applicant has addressed this requirement of the standards by brick and concrete materials, stucco finishes, and wood trim that matches or compliments the designs of the nearby shopping center, apartment, and single-family homes. Staff has discussed with the applicant the importance of quality materials used throughout the proposed development and that these materials are applied correctly, such as real wood trim and metalwork, brick and masonry applied with relief and variation as is the case with the rowhouse/townhouse style design. Staff will work with the applicant to incorporate applicable construction details in the PUD Development Plan.

8. Planning Commission Discussion:
Does the Planning Commission support the design theme for this proposal?

Circulation, Access, and Parking

Vehicular Circulation
Pedestrian and vehicular access to the proposed development would be provided from the existing driveway entrances from Valley Avenue and from Bernal Avenue through the Pleasanton Gateway shopping center to the proposed development. The driveway entrances connect to private streets and courts of the development. Pedestrian connections are provided to the sidewalks and existing bus stop on Valley Avenue, to the adjoining shopping center including the pedestrian/bicycle trail between the Safeway grocery store and the I-680/Bernal Avenue off-ramp, and eventually to the adjoining City park site. All internal streets and courts and sidewalks will be private and will be maintained by an owners association.

Circulation is arranged in the following hierarchy:

1. B Street and D Street would provide the main driveway connections to Valley Avenue and Bernal Avenue. D Street is the short segment from Valley Avenue. B Street is aligned with the main north/south driveway of the shopping center.

2. A Street is designed as an internal ring road accessing the driveway courts and garages of the development. A Street adjoins the south project boundary to maintain an open view of the City park site on the development's south side.

3. C Street and a portion of A Street surround and define the recreation area and maintain the views of the recreation area.

Except for the courts, all streets are designed with parallel parking on both sides of the street, a planting area, and a private sidewalk. D Street as the main entrance from Valley Avenue is not designed to provide on-street parking. A Street on the south side of the project site only provides parking on its north side.

The proposed courts are used to reduce the number garages facing a private street. The Standards[27] require a 24-foot wide driveway with a minimum 3-foot deep planting strip adjacent to building garages. All of the proposed courts conform to the Standards except Courts I, J, and K, which are 26 feet in width to provide turning access for Livermore-Pleasanton Fire Department vehicles.

Garages for the apartment buildings and for the three-story homes generally face the private courts. Garages for the two-story homes face A Street, but are designed with minimally 50% of the building elevation devoted to living/entrance areas and with the garage recessed behind the living areas of the home to minimize the visibility of garages to the private street.

[27] Source: Standards, A5.a., p.22.

Pedestrian and Bicycle Circulation

The proposed site plan and circulation plan is designed with an integral pedestrian sidewalk system and bicycle routes between the development and the shopping center to the north, between the individual buildings within each area, as well as between the site and the surrounding uses and developments.

Figure 9, below, is a copy of the proposed pedestrian and bicycle circulation showing the project's on-site circulation and linkage with adjoining uses.

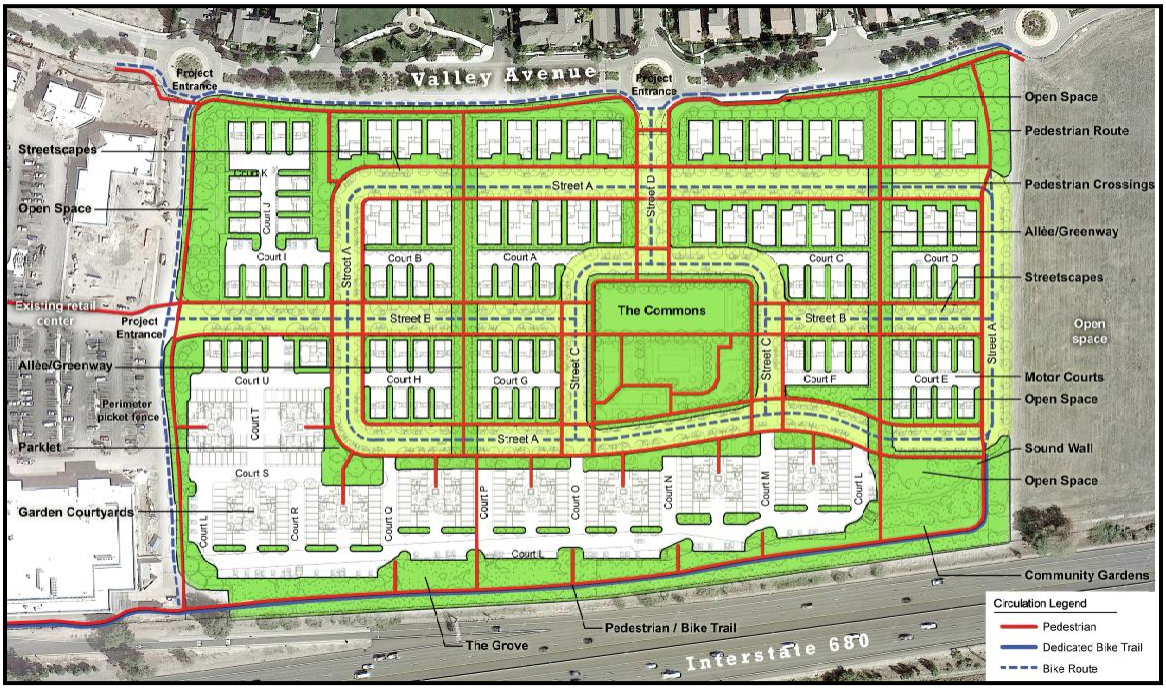

Figure 9: Proposed Pedestrian and Bicycle Circulation Plan[28]

As shown on the plans, the internal sidewalk system is linked to the existing bus stop on Valley Avenue for the Livermore Amador Valley Transit Authority (LAVTA) Route 8A and 8B. Staff will continue to work with the applicant and LAVTA on moving the bus stop farther south on Valley Avenue to increase the separation between the bus stop and the proposed homes as well as moving the stop closer to the future park site.

Parking

Parking is provided according to the parking standards of the Pleasanton Municipal Code[29] for multi-family and single family developments, and is located and designed in compliance with the Standards[30]. As previously stated, each apartment unit will have an assigned one-car garage, each three-story single-family home will have an attached two-car garage, and each two-story single-family home will have an attached two-car garage and an 18-foot long two-car driveway apron. Guest parking is provided by a combination of

[28] Source: Exhibit B, Community Open Space & Pedestrian Circulation Plan, L-6.
[29] Section 18.33.030A.1., Schedule of Off-Street Parking Space Requirements, Dwellings and Lodges.
[30] Source: Standards, A7. Parking Location and Treatment, p. 24.

perpendicular parking spaces, parallel on-street parking spaces, and the previously mentioned driveway aprons.

Based on the proposed types of units, the Pleasanton Municipal Code will require a total of 351 parking spaces for the apartments and 194 parking spaces for the single-family homes, totaling 545 parking spaces for the entire project including assigned garage and open guest parking. The applicant, however, proposes 380 parking spaces for the apartments and 405 parking spaces for the single-family homes, including the on-street parking and driveway aprons, totaling 785 parking spaces for entire project including garage and open parking. Parking for the proposed development will be evaluated by the City's traffic consultant and reported back to the Planning Commission at the public hearing on the PUD Development Plan.

The applicant proposes parking for 367 bicycles provided as 60 outdoor bicycle spaces contained in 12 outdoor bicycle racks distributed throughout the site and 307 indoor bicycle spaces provided as one bicycle space within the garage of each apartment unit and within each garage of a single-family home. The provision of bicycle parking exceeds the minimum requirement of the Standards[31]: Standard C 8.1 for, "*Weather protected and secure bike parking spaces shall be provided for a minimum of 0.8 spaces per dwelling unit. Bike parking can be grouped into one structure, parking garage or located in private garages.*" and Standard C 8.2 for, "*A minimum of 2.0 public bike racks shall be provided for every 50 residential units. Bike racks shall be clearly visible from main entry and located within 100 feet of the door. If the project has multiple entries, bicycle racks shall be proportionally dispersed*.''

On-street parking is not presently allowed on the west side of Valley Avenue by the project site. On-street is allowed on the east side of Valley Avenue by the Walnut Hills development constructed as "parking pockets" between the street corners. Such parking could be added to the project between the main entrance driveway and the south project boundary with minimal revision to the proposed site plan, but would require significant revision to the site plan in the area between the shared access driveway with the shopping center and the project's main entrance driveway.

9. *<u>Planning Commission Discussion:</u>*

Should the site plan be revised to add parallel on-street parking similar to the on-street parking provided on the west side of Valley Avenue?

Landscaping

Preliminary landscape plans are provided for the proposed development, including photos of the proposed tree and shrub species, and photos and enlargements of the bio-treatment swales, landscape bulb-outs on the private streets, entrance, alleys, and recreation area, and preliminary monument signs and motor court signs.

[31] Source: Standards, Bike Parking, p. 42.

Figure 8, below, is a copy of the preliminary landscape plan.

Figure 8: Proposed Landscape Concept Plan[32]

The proposed landscape plans are designed in compliance with the Standards[33]. The proposed plant species provide a variety of seasonal color, include a combination of deciduous and evergreen tree species totaling approximately 2,000 new trees, would have low watering requirements, as well as being an attractive asset to the area and surrounding uses. Features include:

- The applicant would arrange the plantings along the I/680 freeway, Valley Avenue, shopping center, and City park frontages in clusters and groupings that achieve a varied appearance in terms of heights and density, and which would soften and frame the views of the site and of the buildings from the freeway, park, and valley Avenue.

- Deciduous trees are used where summer shade is needed and winter solar access desired, and evergreen trees are used for constant tree cover.

- Limited turf areas will be provided according to the Standards.

- The project applicant or developer shall comply with the State of California's Model Water Efficient Landscape Ordinance.

[32] Source; Exhibit B, Illustrative Landscape Plan, p. L-2.
[33] Source: Standards, A9. Landscape Development Standards and Design Guidelines , p.26.

V. MISCELLANEOUS STANDARDS/ CONSIDERATIONS FOR THE WORK SESSION

For the Planning Commission's reference, the page and section number for each item below is noted.

C1. Residential Entries

- C1.a. Entries should be the 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.

- C1.c. Building entries should be the prominent feature of the front facade and identify access to individual units.

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

The entries to the three story homes should be revised to visual emphasize the entrances to these buildings. Staff will work with the applicant to revise the entrance designs by the public hearing on the PUD Development Plan.

C4. Materials and Character (pp. 39-40):

- C4.d High quality materials, such as concrete, masonry or tile, should be used at important locations to articulate the building facade, providing visual interest as well as durable performance.

- C4.e Architectural details and elements such as reveals, score-lines, trim, and/or other architectural elements and features should be scaled appropriately based on viewing distance (i.e. finer grain details from pedestrian view points and large scale details from more distant view points).

Staff has discussed with the applicant the importance of quality materials used throughout the proposed development and applied correctly, such as real wood trim and metalwork, brick and masonry applied with relief and variation as is the case with the rowhouse/townhouse style design. Staff will work with the applicant to incorporate applicable construction details in the PUD Development Plan.

10. *<u>Planning Commission Discussion:</u>*
Does the Planning Commission concur with the staff direction to the applicant on building materials, detailing, and application on the project's buildings.

Exceptions Requested by Applicant

A4. Internal Streets and Drives (pp.20-21):

- A4.2. Front setbacks shall be a minimum 8 feet from the back of sidewalk providing enough room for planting and privacy while still allowing a strong relationship between the units and the street.

- A4.5. Where head-in parking occurs, a landscaped finger with street tree is required an average of every 10 spaces.

The front setback from the private street for some but not all of the three-story buildings is 6 feet. The head-in parking by the apartment buildings facing I-680 is grouped into rows of 12 to 14 parking spaces between landscape fingers.

- A4.c. Internal streets should provide through or loop circulation wherever possible rather than dead end cul-de-sacs.

All private streets provide through connections. Courts C, D, E, F, G, H, I, J, and K, however, are dead-end courts designed to only provide access to the units' garages. Although not technically consistent with the Standards, these courts either provide the required turnarounds for fire equipment or meet the maximum 150-foot maximum length for a dead-end court or street.

A8. Open Space (pp. 25-26):

- A8.b. Publicly accessible parks, plazas, and/or open spaces are encouraged for all sites greater than 5 acres, especially those sites not in close proximity to public parks

Special Design Standards & Guidelines:

- A public park is strongly encouraged (p. 51).

The applicant does not concur with the Standard encouraging a public park on the project site or with the staff request to allow public access to the central recreation area of the proposed project preferring, instead, that the recreation area remain available only to the residents of this development and their guests. The applicant cites the proximity of the Bernal Park and its planned sports fields, lighted baseball fields, and similar amenities.

11. *<u>Planning Commission Discussion:</u>*
Does the Planning Commission support granting the exceptions from Standards A4.2, A4.5, A4.c.. and A8.b.?

VI. PUBLIC COMMENT

Public notices were sent to property owners and tenants within a 1,000-foot radius of the project site. At the time that the work session staff report was written, staff had received one letter from an owner in the Walnut Hills development regarding traffic impacts to Valley Avenue (Exhibit G). Staff will forward to the Planning Commission any additional public comments as they are received.

VII. ENVIRONMENTAL ASSESSMENT

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

VIII. STAFF RECOMMENDATION

Staff recommends the Planning Commission review the attached material, hear all public testimony, and then discuss and provide direction to staff and to the applicants on PUD-96 following the discussion points listed in Exhibit A.

Staff Planner: Marion Pavan, Associate Planner, 925-931-5610 or mpavan@ci.pleasanton.ca.us.

PUD-96
Exhibit A, Discussion Points for the Planning Commission

The Commons at Gateway
1600 Valley Avenue
May 22, 2013

1. *Is the proposed site plan acceptable as to the location of buildings, circulation, and parking? Does the proposed site plan provide the feathering of densities as encouraged by the standards?*

2. *Should the applicant remove the continuous wall along Valley Avenue by incorporating the patio enclosure into the building design? Should the proposed homes be changed to "front-on" to Valley Avenue?*

3. *Should the applicant increase the minimum Valley Avenue building setback from 10 feet to 15 feet to accommodate for a second row of trees?*

4. *Would the Planning Commission support the proposed site plan with views of the Pleasanton ridge provided over the proposed buildings, or should view corridors be provided through the project site?*

5. *Are the open space areas and amenities acceptable? Should a public park be provided on the project site?*

6. *Are the house sizes, lot sizes, and floor area ratios for the proposed single-family homes acceptable?*

7. *For the two- and three-story single-family homes, does the combination of 10-foot wide side yards, private patio/balcony areas, proposed common open area, and the existing and planned facilities at the nearby Bernal Park off-set the need for rear yards or should the applicant increase the rear yards for these homes?*

8. *Does the Planning Commission support the design theme for this proposal? Does the Planning Commission concur with the staff direction to the applicant on building materials, detailing, and application on the project buildings.*

9. *Should the site plan be revised to add parallel on-street parking similar to the on-street parking provided on the west side of Valley Avenue?*

10. *Does the Planning Commission support granting the exceptions from Standards A4.2, A4.5, A4.c.. and A8.b.?*

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