

P99-004 - 14th and I Street Parking Lot

REQUEST:

- A. Environmental Determination: Exempt 15311(b)
- B. Special Permit to establish a stand alone, 54 space parking lot, on .44 acres in the Central Business District (C-3[SPD]) zone.

LOCATION: 1400-1408 I Street
APN 006-0056-001,002
Central City Community Plan Area
Council District 1

APPLICANT: Roy Jeske
Allright Parking
708 10th Street, Suite 140
Sacramento, CA 95814

OWNER: Ralph Family Trust
c/o Richard Ralph
3600 Jackson Street
San Francisco, CA 94118

APPLIC. FILED: January 5, 1999

STAFF CONTACT: Mark Kraft, 264-8116

SUMMARY: The applicant is requesting the entitlement necessary to operate a stand-alone 54 space parking lot, on the southeast corner of 14th and I Streets.

RECOMMENDATION:

Staff recommends approval of the project, with conditions. This recommendation is based



upon the projects general consistency with the City's Surface Parking Interim Use Policy, given the conditions proposed for the project. It is also based on the project's consistency with General Plan and Community Plan designations for the site. The project also will address the short term parking needs for the Memorial Auditorium and the Community Convention Center.

PROJECT INFORMATION:

General Plan Designation:	Community Neighborhood Commercial\Office
Community Plan Designation:	General Commercial
Existing Land Use of Site:	Vacant
Existing Zoning of Site:	C-3(SPD)

Surrounding Land Use and Zoning:

North: Office, Residential; C-2
 South: Office, Retail; C-3
 East: Office, Retail; C-3
 West: Office; C-3

Parking Spaces Proposed: 54

Property Dimensions: 120' x 160'
 Property Area: ±.44 acres

OTHER APPROVALS REQUIRED: In addition to the entitlements requested, the applicant will also need to obtain the following permits or approvals, including, but not limited to:

<u>Requirement</u>	<u>Agency</u>
Building Permit	Development Services
Design Review\	Development Services
Preservation	

BACKGROUND INFORMATION:

The property was occupied by a Grand Auto retail outlet until 1991. Subsequent to the demolition of the Grand Auto store, the property has been vacant, with a small portion, on the south side of the property, currently being illegally used for parking. The property was the subject of a 1995 application for a temporary parking lot (P95-025), but this application was withdrawn by the applicant.

The current request is being submitted with the objective of providing parking for



Convention Center and Memorial Auditorium uses. The applicant has agreed to most of the conditions which would serve to make the project consistent with the City's Surface Parking Interim Use Policy. However, there are still several points of disagreement. Specifically staff has proposed conditions which would require redesign of the proposed layout to provide only alley access to the project, and to provide a planter strip on the eastern boundary of the lot, as well as a condition requiring a maximum 4 foot, externally illuminated sign.

STAFF EVALUATION: Staff has the following comments:

A. Policy Considerations

The proposed use is consistent with the General Plan and Community Plan Land use designations for the site, and parking policies that support downtown retail and cultural activities. The General Plan designation of Community Neighborhood Commercial\Offices and the Central City Community Plan designation of General Commercial are consistent with the site's General Commercial (C-3[SPD]) zoning which allows stand alone parking lots subject to granting of a Special Permit by the Planning Commission. The City's zoning Ordinance does state, however, that "Prior to the approval of the Special Permit, the Planning Commission shall consider the potential impact that the additional parking spaces might have on commute patterns (i.e., a shift to single occupancy vehicles)".

1. Parking Supply

In providing a stand alone parking facility, not intended to meet requirements of an associated building, the project is inconsistent with the following General Plan Goals and policies:

Sec.5-13, Policy 2: Support actions/ordinances/development agreements that reduce peak hour trips.

Sec 5-15, Policy 1: Encourage the use of light rail transit and other alternative methods of transportation to facilitate circulation in the downtown core.

Sec 5-17, Goal A: Promote a well designed and heavily patronized light rail and transit system.

Sec 5-21, Policy 3: Encourage the providing of expanded Central City perimeter and suburban park-and-ride lots in order to promote alternative transportation and reduce traffic congestion within the core business area and in other areas of the City.

Given that the applicant has agreed to charge on a daily, rather than a monthly basis for

parking, and that the Special Permit will be conditioned so that the use is a short term, rather than a permanent use, the proposal is consistent with the following General Plan (GP) and Central City Community Plan (CCCP) Policy:

GP Sec. 5-15 Goal D: Provide an adequate amount of parking to support continued downtown prosperity, alternative modes of transportation, and the Central City Urban Design Plan.

GP Sec. 5-19 Goal A: Provide adequate parking for new development and reduce the impact of on-street parking in established areas.

GP Sec. 5-19 Policy 1; Continue to use parking standards which will provide adequate off-street parking.

GP Sec. 5-16 Policy 2; Provide adequate short term parking in such a manner as to support downtown development and mass transit.

CCCP Transportation Goal: Provide adequate parking to meet the needs of shoppers, visitors, and residents.

CCCP Transportation Goal: Reduce the impact of commuter parking on residential streets.

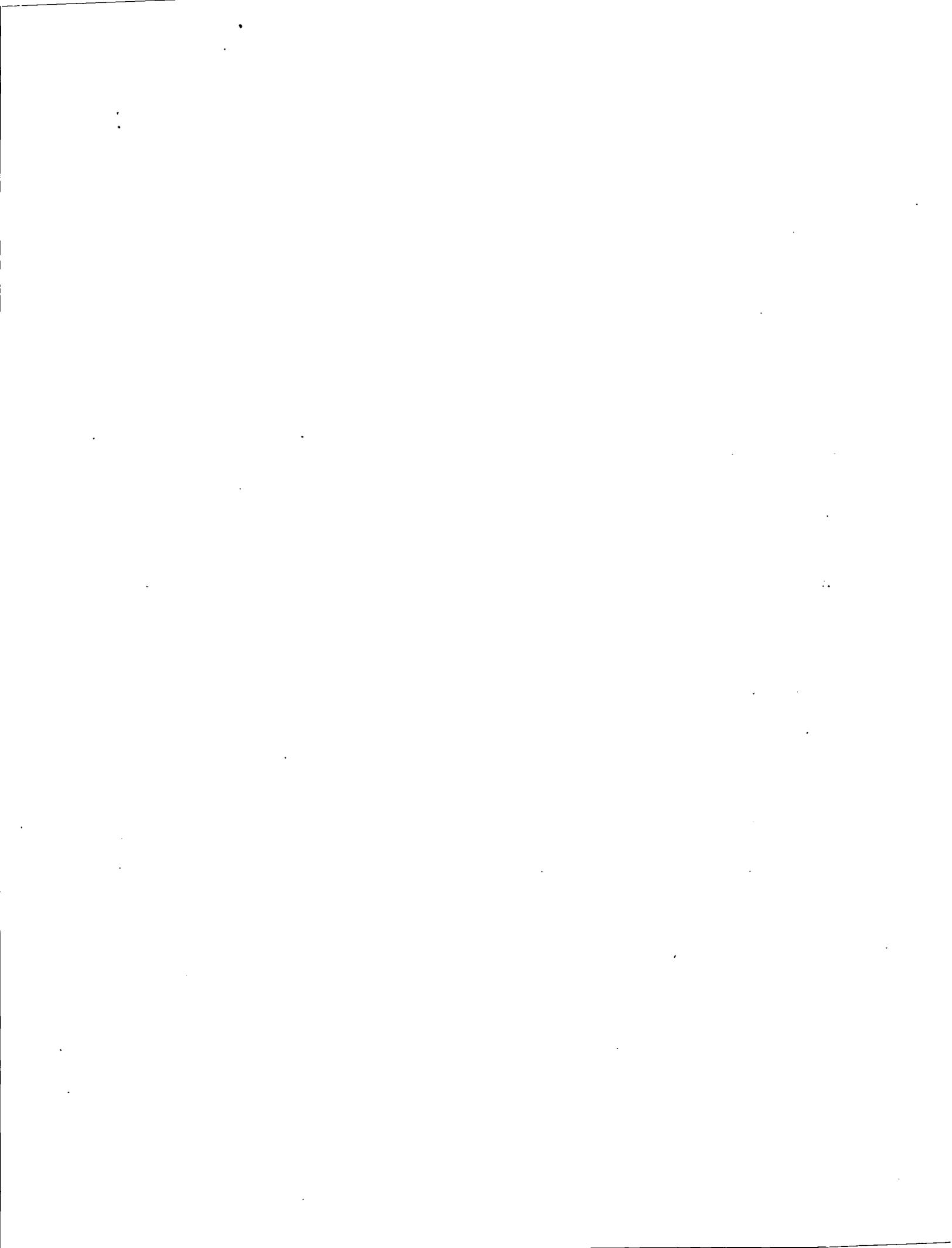
The proposal exceeds the tree shading and perimeter landscaping requirements of the zoning ordinance, and in so doing, the proposal is consistent with the following General Plan and Central City Community Plan policy:

GP Sec 5-22, Policy 3: Encourage existing and new commercial and office establishments to develop and enhance pedestrian pathways using planting, trees and creating pedestrian crosswalks through parking areas or over major barriers such as freeways or canals.

CCCP Policy (page 33): Future parking facilities should reflect the locational and design guidelines which will enhance the character and environment of the Central City.

2. Urban Design Plan

The Urban Design Plan (page 31, Framework Plan) recommends parking facilities along I and J Street and that a "parking system that is easily accessible and well signed is essential for the success of retail and cultural activities in the downtown." The Plan further states that "Facilities should be well signed and provide appropriate pedestrian streetscaping and lighting for evening events." The proposed project as designed and/or conditioned complies with these aspects of the Urban Design Plan.



3. Surface Parking Interim Use Policy

To analyze the parking demand impacts of the Cal EPA building, the Federal Courthouse, the Convention Center, and the hotel proposals, the City contracted with *DKS Associates Inc.* to prepare the Downtown Parking Study in 1997. This study found that until additional demand for parking spaces can be reduced, or the supply of parking structures is increased, there will be a shortage of parking to serve retail, and cultural and entertainment activities in the Central Business District. The study concluded that planned development, in the next five years, will increase demand around the Convention Center and Memorial Auditorium, creating a parking shortage (particularly midday) for short term parkers. The study predicted that by the year 2000, between 2,600 and 4,000 additional parking spaces will be needed to maintain current parking availability.

In a May 1998 parking workshop, the City Council indicated that, given the conclusions of the Downtown Parking Study, the City should support several short-term parking strategies including restriping City lots to increase spaces; joint use with the State; and development of surface parking lots by private developers, if the lots are an interim use and the market for the lots is targeted towards daily and/or hourly users who arrive for special events and retail purposes.

In response to City Council policy direction to encourage short term private and public approaches to increase parking supply in the downtown area, Planning and Downtown Development staff developed a Surface Parking Interim Use Policy to guide review of surface parking lot proposals serving the Central Business District. This policy was approved by the Planning Commission and the City Council March of this year. This is the first application submitted since adoption of the policy. The parking policy identifies the locational, design, and operational criteria that should be met. The Policy is included as Attachment D.

Staff reviewed the proposed project for consistency with the policy and found that the proposal, as conditioned, addresses the various location and design criteria, follows:

- 1) While the proposed site is located on a corner lot, and is adjacent to another parking lot (at 14th and I Streets) the site is not located at a key intersection or gateway to downtown or midtown.
- 2) The site is zoned C-3, which is preferred over C-2 sites, as redevelopment of the site is more likely over the shorter term.
- 3) The site is within very close walking distance of both the Convention Center and the Memorial Auditorium (1 block)



- 4) The site has been vacant for well over 2 years (8 years)
- 5) Due to it's location next to an existing surface parking lot, the site may be suited for a permanent parking facility (preferably as part of an office or mixed use project), as it could be merged with the subject site to provide sufficient land area for a parking structure.
- 6) The project provides shading and landscaping in excess of City Standards, and provides historic acorn lighting to illuminate the parking lot.
- 7) The lot would be limited to a 5 year term.
- 8) The lot would be limited to daily rates to encourage short term use.
- 9) The applicant would enter into an agreement with the Convention Center to make the lot exclusively available for Convention Center use when necessary.

The applicant is not currently proposing to utilize alley access for the project, contrary to the parking policy criteria. However, staff has proposed a condition that the layout be redesigned to provide alley access. Staff has also proposed a condition that the landscaping be further enhanced by providing a planter strip on the eastern boundary of the site. Although not required by ordinance, this planter strip will enhance the landscaping, consistent with the parking policy, and will reduce the impact and soften the appearance of the sites location directly adjacent to an existing surface parking lot to the east.

B. Site Plan Design/Zoning Requirements

1. Special Permit

The City's Zoning Ordinance requires a Special Permit to establish a stand alone parking lot. As stated in the Policy Considerations section of this report, Prior to the approval of the Special Permit, the Planning Commission shall consider the potential impact that the additional parking spaces might have on commute patterns (i.e., a shift to single occupancy vehicles).

To ensure that the parking lot addresses special event and daily parking needs, and minimizes any shift in commute patterns, the applicant has agreed to daily rates, utilizing a fare box on-site. No spaces shall be reserved for monthly parkers. Moreover, an agreement with the Convention Center and the Memorial Auditorium



will guarantee the availability of this lot for cultural and entertainment uses. This should discourage office commute traffic from using this lot, as office commuters will find the availability of spaces somewhat unreliable.

The term of the agreement will be limited to five years, with the condition that the applicant executes a recordable agreement with the City whereby the applicant will remove all on-site improvements upon expiration of the Special Permit. Staff has incorporated this as a condition of approval.

2. Site Plan Design/Development Standards

a. Pedestrian & Automobile Circulation

Access to the proposed parking lot is proposed by the applicant to be from 14th Street. However, staff is recommending a condition that would require redesign to provide access from the alley. This is consistent with Surface parking Interim Use Policy criteria. As shown in Exhibit C-2, the proposed redesign would result in the loss of 10 parking spaces, from 54 to 44 spaces. Pedestrian circulation into and out of the parking lot has been enhanced by placing pedestrian two pedestrian entrances on 14th Street.

b. Landscaping / Street Trees

The shading plan submitted achieves 55% shading, which exceeds City Standards. The proposal provides 4 foot planter strips on the perimeter of the site, as well as 18' x 15' landscaped areas on the northeast, northwest, and southeast corners of the site. Staff has requested that the applicant provide a planter strip on the eastern boundary of the site as well. This additional planter strip would soften the aesthetic impact of developing two adjacent surface parking lots, and would alleviate Public Works concerns over uncontrolled access to the site. The applicant has declined to comply with this request, citing financial considerations. He has proposed to provide wheel stops along this boundary to address Public Works concerns. Despite the applicants resistance to this redesign request, staff has included it as a condition of approval.

The plans submitted do not indicate specific landscaping, other than the trees. Staff has included a condition that the perimeter planting strip be planted with screening shrubs, 30" to 48" high, in compliance with the Central City Neighborhood Design Guidelines.



c. Signage

The applicant's proposal does not include specific plans for signage, but simply states that the signage will be "per code". Staff is proposing that the signage be required to be an externally illuminated four foot high monument sign, with materials subject to Design review approval. The applicant has not agreed to this condition.

d. Lighting

The applicant has agreed to provide acorn style lighting, in sufficient quantity to achieve 1.0 footcandles of light per square foot. The requirement for acorn lighting has been incorporated as a condition of approval.

C. Design Review

The project location is in the Central City Design Review District and is subject to a staff level design review. Although the proposed project does not call for construction of buildings, material for construction of the monument sign, parking lot, lighting, and landscaping will be subject to staff level Design Review, concurrent with the review of the redesign of the project.

PROJECT REVIEW PROCESS

A. Environmental Determination

The City Environmental Coordinator has determined that the proposed project is exempt from environmental review pursuant to CEQA, Section 15311(b).

B. Public/Neighborhood Association Comments

The proposed project application was routed to the Sacramento Old City Association, the Central City Alliance of Neighborhoods, and the Neighborhood. Land owners within a 500 foot radius of the project site were also notified of the project proposal. No comments were received at the time of this writing.

C. Summary of Agency Comments

The proposal was routed to several City Departments and other agencies.

The following summarizes the comments received:

1. Public Works Department

Repair or replace existing deteriorated curb gutter and sidewalk.

The northeast corner of 14th and I must be repaired to the satisfaction of Public Works. (i.e., proper handicap ramps, etc.)

Access to the site is poorly controlled, with 150 feet of access on the east side and 120 feet of access on the south side. The applicant must revise the site plan to address this issue.

Given the temporary nature of the use, the alley need not be improved to City standards.

2. Utilities

An on-site drainage system is required, and shall be connected to the street drainage system by means of a storm drainage service tap.

Post construction stormwater quality control measures shall be incorporated into the development.

All water connections shall comply with the City of Sacramento Cross Connection Control Policy.

PROJECT APPROVAL PROCESS:

The Planning Commission has the authority to approve or deny items A and B. The Planning Commission action may be appealed to the City Council. The appeal must occur within 10 days of the Planning Commission action.

RECOMMENDATION:

Staff recommends the Planning Commission take the following actions:

- A. Adopt the attached Notice of Decision approving the Environmental Determination: Exempt 15311(b)
- B. Adopt the attached Notice of Decision and Finding of Fact approving the Special Permit to establish a stand alone parking lot in the C-3 zone.

Report Prepared By,



Mark Kraft
Associate Planner

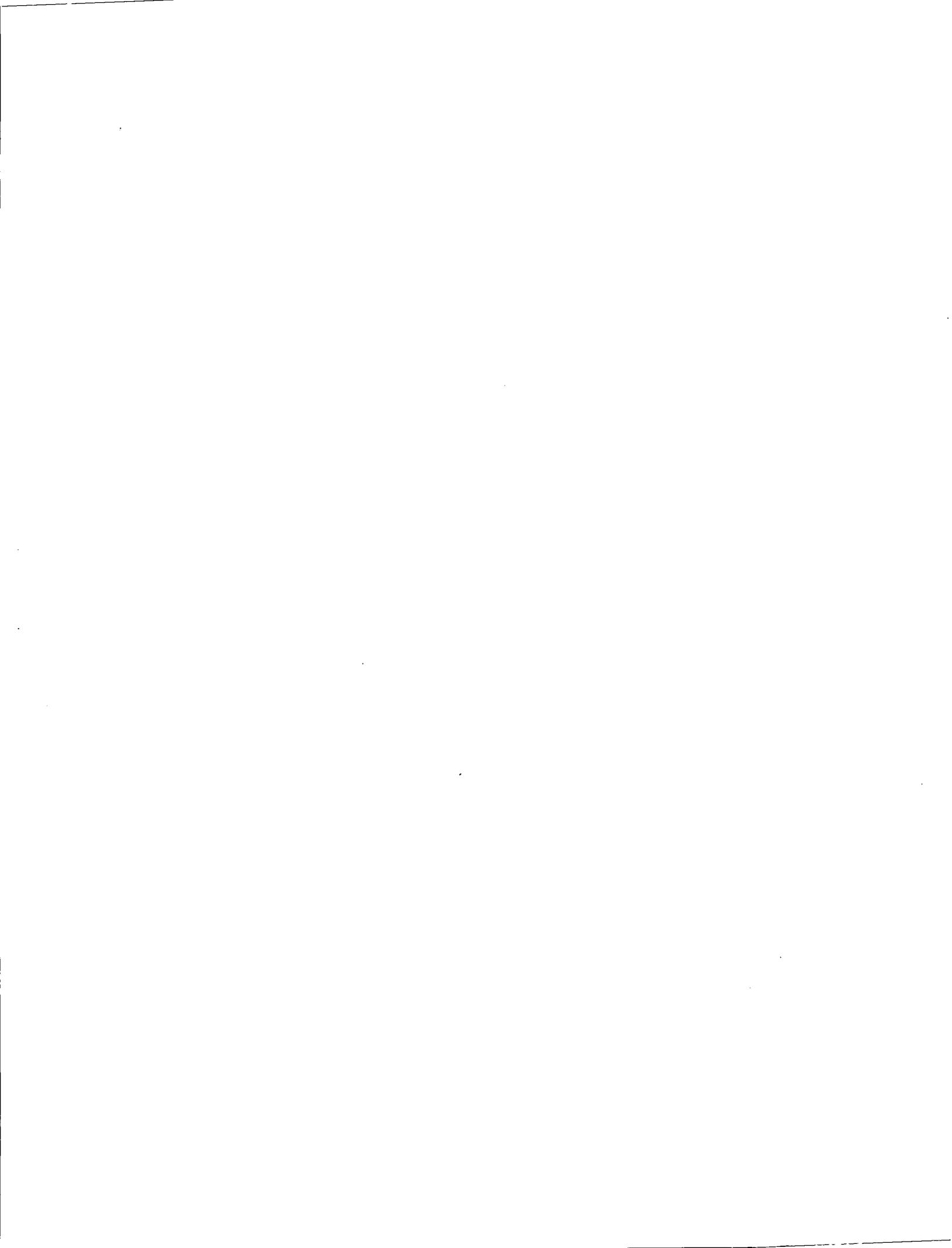
Report Reviewed By,



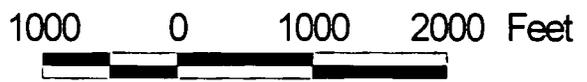
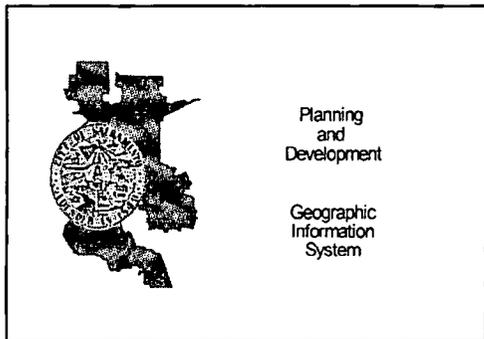
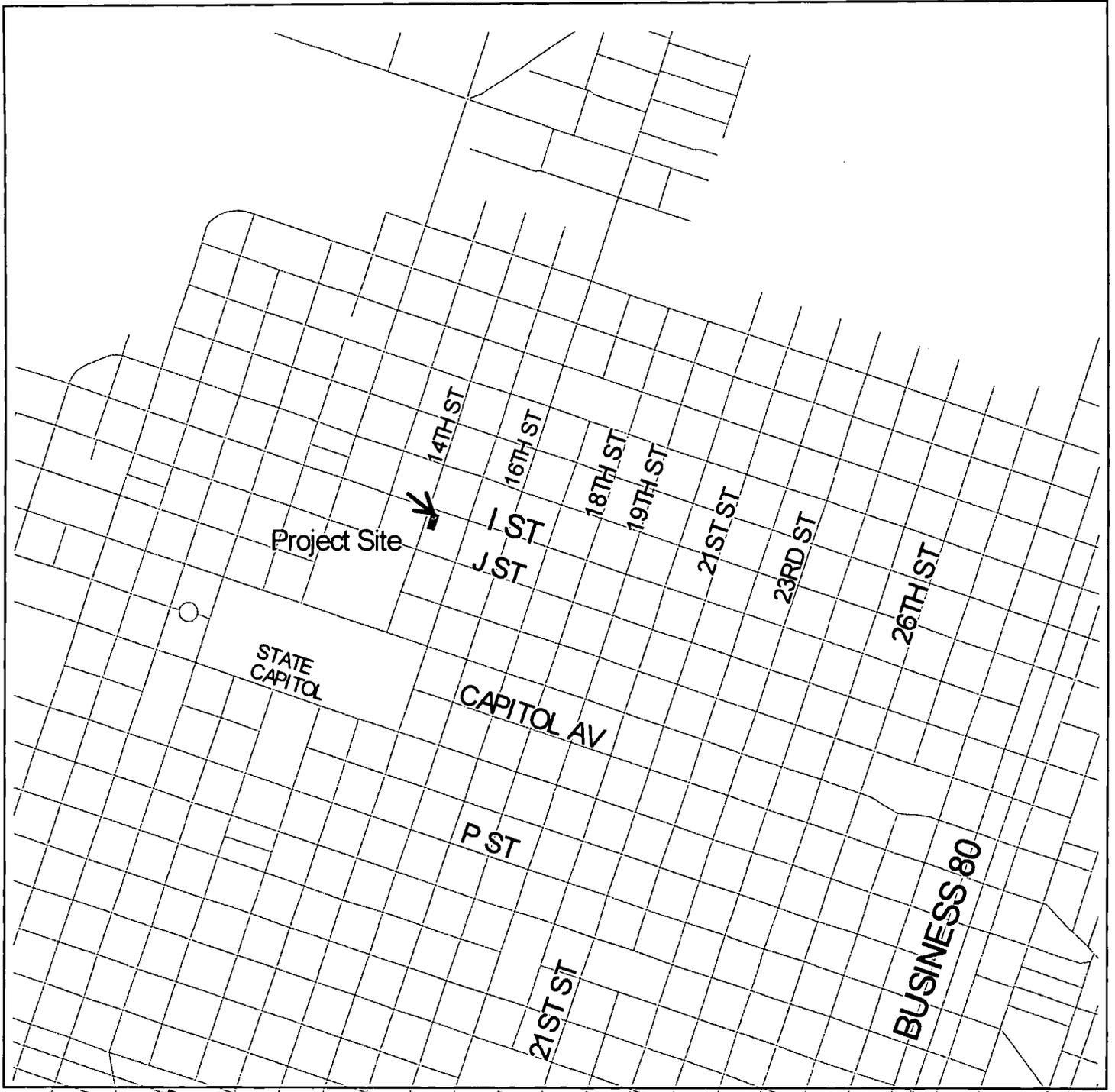
Steve Peterson
Senior Planner

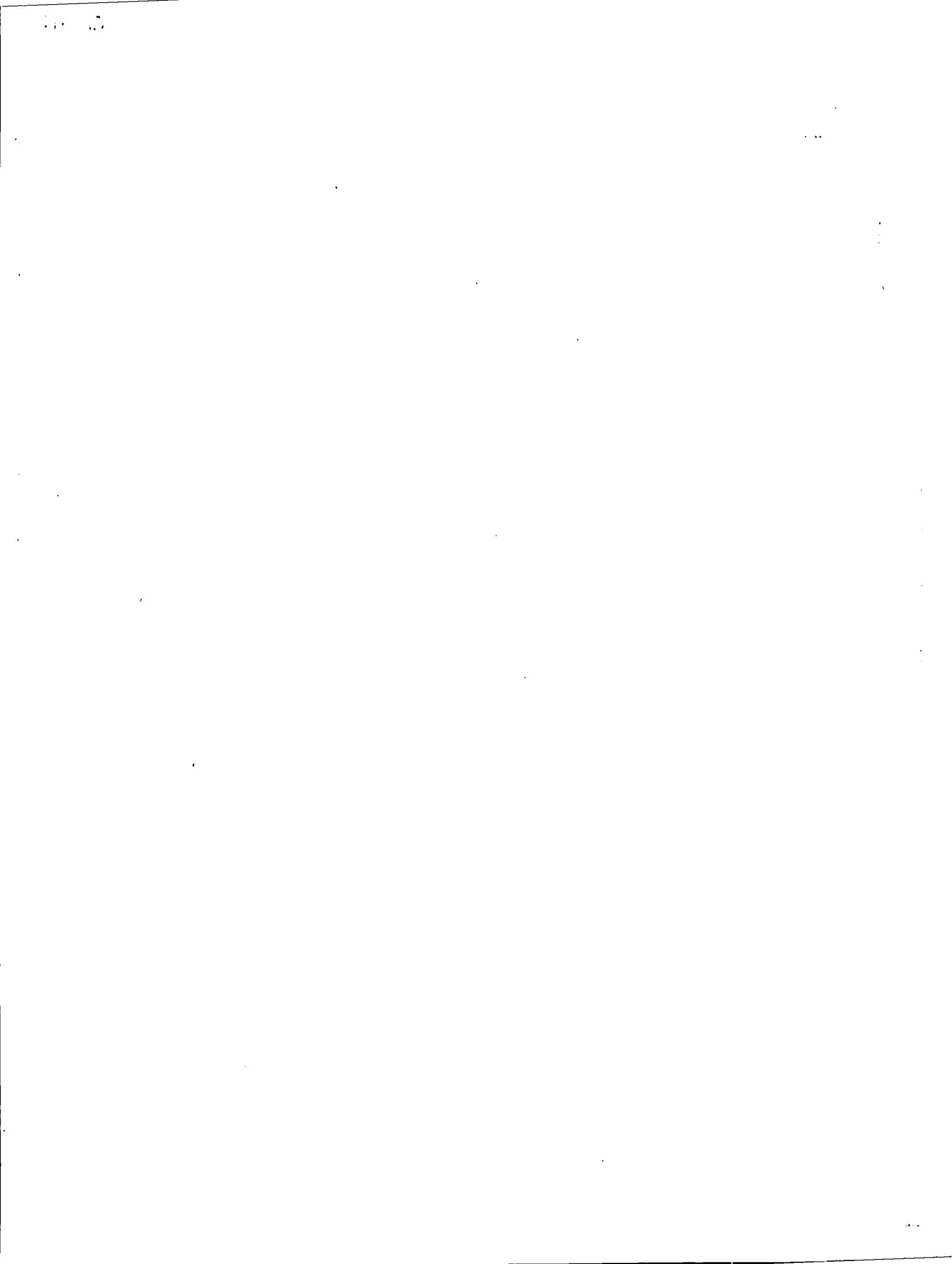
Attachments

Attachment A	Vicinity Map
Attachment B	Land Use and Zoning Map
Attachment C	Notice of Decision
Exhibit C-1	Site Plans
Exhibit C-2	Guideline for Redesign
Attachment D	Surface Parking Interim Use Review Criteria



ATTACHMENT A-VICINITY MAP
P99-004 14th & I Parking Lot





ATTACHMENT C
NOTICE OF DECISION AND FINDINGS OF FACT FOR
(14TH AND I STREET PARKING LOT), LOCATED AT 14001408 I STREET
SACRAMENTO, CALIFORNIA IN THE
CENTRAL BUSINESS DISTRICT (C-3) ZONE (P99-004)

At the regular meeting of May 27, 1999 the City Planning Commission heard and considered evidence in the above entitled matter. Based on verbal and documentary evidence at said hearing, the Planning Commission took the following actions for the location listed above:

- A. Approved the Environmental Determination: Exempt 15311(b)
- B. Approved the the Special Permit to establish a stand alone parking lot on .44 acres in the (C-3) zone.

These actions were made based upon the following findings of fact:

FINDINGS OF FACT

- A. Categorical Exemption: The City Planning Commission finds and determines that the proposed project is exempt from environmental review pursuant to Section 15311(b) of the CEQA Guidelines.
- B. The *Special Permit* to establish a stand alone parking lot on .44 acres in the C-3 zone is hereby approved based on the following findings of fact.
 - 1. The project is based upon sound principles of land use in that the intended use is consistent with General Plan and Community Plan designations and City policy relating to provision of adequate off-street parking for Central City visitors, residents and patrons;
 - 2. The proposed use is compatible with existing developments but may become incompatible once anticipated development or redevelopment of the area occurs.
 - 3. The project will be not be detrimental to the public health, safety and welfare;



CONDITIONS OF APPROVAL

- B. The Special Permit to construct 54± space stand-alone parking lot on 0.46± acres in the C-3 zone is hereby approved subject to the following conditions of approval:
- B1. The Special Permit shall expire 5 years from the date of final approval of building permits for the project.
 - B2. The project shall be redesigned to provide alley access, and to provide a minimum 4 foot planter strip along the eastern boundary of the site. The redesign shall be subject to review and approval by Planning Department, Design Review, and Public Works staff prior to issuance of building permits. Exhibit C-2 serves as a guideline for redesign of the project.
 - B3. Prior to issuance of any building permits, Applicant shall execute with the City a recordable agreement, whereby the applicant agrees to remove any and all on-site improvements within 10 days of expiration of the above mentioned Special Permit.
 - B4. Applicant shall obtain all necessary building and/or encroachment permits prior to commencing construction.
 - B5. Applicant shall prepare and implement a lighting plan incorporating acorn-style lights. Lights shall be installed in such a manner so as to achieve and maintain one foot candle of illumination per square foot of parking space between the hours of dusk and one hour after sunrise.
 - B6. Applicant shall maintain a minimum of 0.25 foot candles of illumination at the surface of any walkway, alcove, or passageway related to the project between the hours of dusk to one hour after sunrise.
 - B7. Applicant shall charge for parking on a hourly or daily, rather than a monthly basis. Parking spaces shall be available to the general public, and no spaces shall be reserved for monthly parking.
 - B8. Prior to issuance of any building permits, the applicant shall enter into an agreement, to the satisfaction of the Community and Visitors Services Department, to make the lot available exclusively for Convention Center and Memorial Auditorium patrons and/or equipment trucks, during periods of peak usage.

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- B9. Applicant shall remove and reconstruct, to the satisfaction of the Public Works Department, any and all existing deteriorated curb, gutter, and sidewalk, adjacent to the property on I Street and 14th Street.
 - B10. Applicant shall remove existing curb cuts found in the sidewalk adjacent to the property on I Street and 14th Street. Curb cuts shall be replaced, to the satisfaction of the Public Works Department, with new curb, gutter, and sidewalk.
 - B11. Screening shrubs shall be planted along the perimeter of the site, and shall be maintained at a minimum plant and or shrub height of 30 inches, and a maximum of 48 inches, with trees maintained at a minimum distance of 6 feet from lowest branch to the ground.
 - B12. Applicant shall place all proposed signage in compliance with the provisions of the City's Sign Ordinance. Additionally, signage for the project shall be a maximum 4 foot externally illuminated monument sign, with materials subject to review and approval by Design Review staff.
 - B13. An on-site surface drainage system is required and shall be connected to the street drainage system by means of a storm drain service tap. All on-site systems shall be designed to the standard for private storm drainage systems (per Section 11.12 of the Design and Procedures Manual).
 - B14. Post construction, stormwater quality control measures shall be incorporated into the development to minimize the increase of urban runoff pollution caused by development of the area. Only source control measures are required. This will not affect site design. Refer to the draft "Manual of Standards for Design of New Development On-Site Stormwater Quality Control Measures," dated January 23, 1995, for appropriate source control measures.

CHAIRPERSON

ATTEST:

SECRETARY TO CITY PLANNING COMMISSION

DATE (P99-004)

EXHIBIT C-2

GUIDELINE FOR REDESIGN

40 F SPACES

2 C SPACES

2 H SPACES

44

Scott Tobey

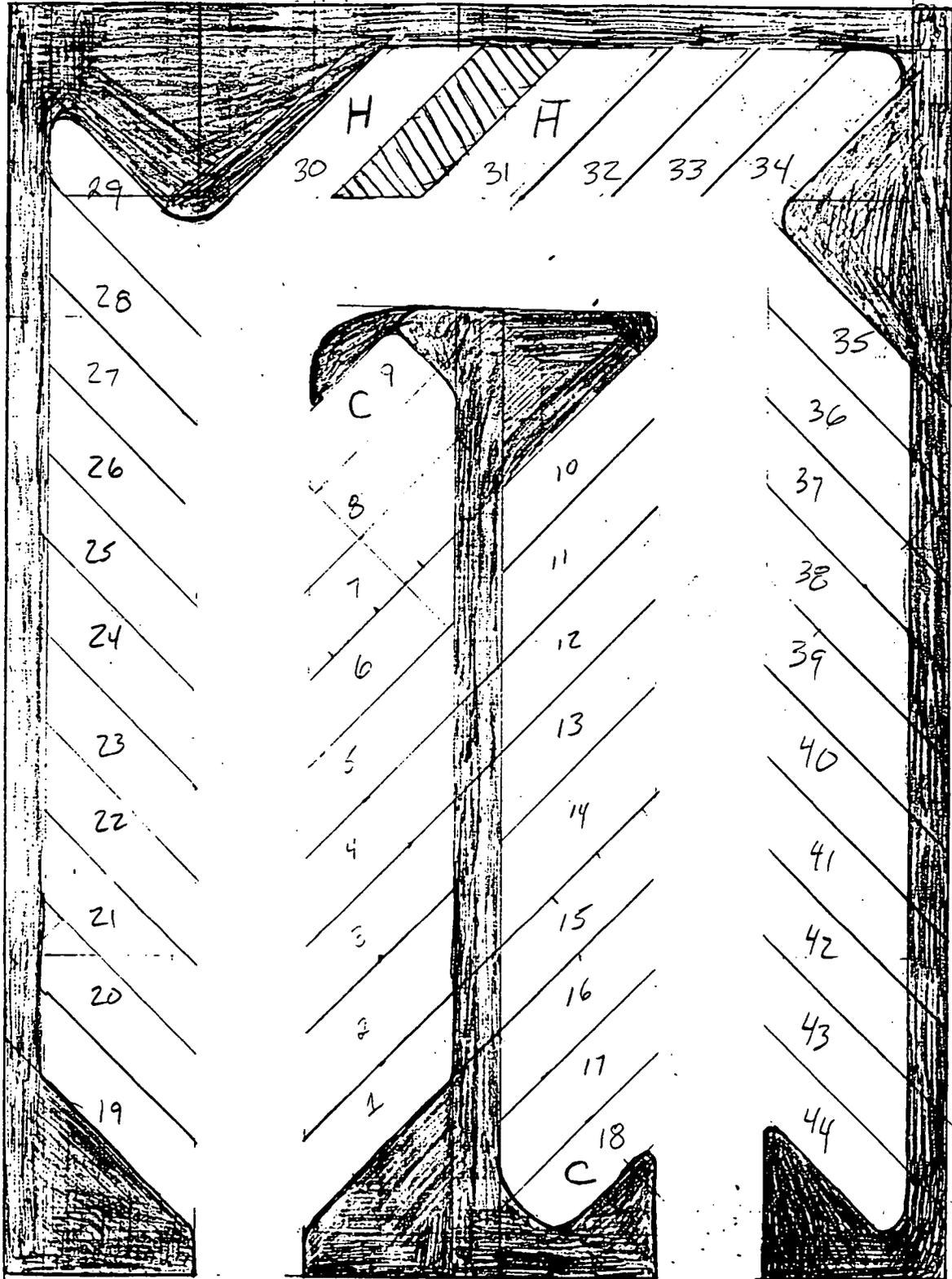
Assistant Engineer

3/10/99

I. Street

No. 5505
Engineer's Computation Pad
1" = 20'
AMN

14th Street



Alley

EXHIBIT A

SURFACE PARKING INTERIM USE REVIEW CRITERIA

Locational Criteria

- C-3 zone sites are preferred over C-2 zone sites to facilitate ultimate redevelopment
- Peripheral lots serving downtown employees with convenient shuttle service preferred
- Site must be located within walking distance of Federal Courthouse, CalEPA, Convention Center/Memorial Auditorium and Convention Center Hotel (3-5 blocks)
- Site must be vacant for over 2 years to deter demolition of existing buildings.
- Prefer sites suitable for permanent structured parking facility
- Strongly encourage midblock lots
- Strongly discourage corner lots at key intersections/gateways
- Sites should not be located next to other parking lots and the availability of existing lots in the area should be taken into consideration
- Sites within a redevelopment project area appropriate if it implements the City's redevelopment objectives (Railyards/Richards)

Design Considerations

- Special landscaping, fencing and screening should be provided along public streets (Central City Neighborhood Design Guidelines).
- Site design should be sensitive to adjacent uses (e.g. retail)
- Access should be off alleys and minimize signage
- Meet area specific lighting standards (acorn style)

Operational Considerations

- 5 year maximum term with no extensions allowed
- Subject to enforceable condition to terminate use and improvements after term expires
- Limit to daily/hourly rates to encourage short term use and mitigate midday/seasonal peak use demand