

City Planning Commission
Sacramento, California

Members in Session:

Subject: A. Negative Declaration

B. Special Permit Time Extension (P88-179)

PROPOSAL: The applicant is requesting a one year time extension for a Special Permit for a six story, 161,223 sq.ft. office building on 9.57± vacant acres in the Office Building- Metropolitan Center Planned Unit Development (OB-PUD) zone.

LOCATION: East side of Gateway Oaks Drive, North of El Camino Ave.

APN: 225-0230-078

PROPERTY AREA: 9.57 Vacant Acres

EXISTING ZONING: OB-PUD

BACKGROUND INFORMATION: In 1988, the original application went before the City Planning Commission. At that time, staff and the Planning Commission opposed the request for the six story building. It was determined by staff and the Commission to be contrary to established regulations and goals, incompatible with existing development and detrimental to the burgeoning high rise office development in the Central Business District (CBD). The City Council, on appeal, found the project was compatible with surrounding land uses and approved the project.

The maximum height permitted under the provisions of the original Metropolitan Center PUD Guidelines was 65 feet. The Special Permit for the six story office building was accompanied by another Special Permit which amended the maximum height in the PUD from 65 feet to 98 feet. The additional height would accommodate the proposed six story building.

APPLICANT'S REQUEST: The applicant is now requesting the Planning Commission to extend, for a period of one year, the Special Permit for a six story office building that was approved by the City Council on March 14, 1989. The current applicant, First Interstate Mortgage Company, obtained the property in foreclosure in 1989. The original owner did not complete implementation of the Special Permit prior to the foreclosure. Because of existing market conditions, a new user of the property has not been located. The applicant, therefore, requests the additional one year time

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extension to allow them time to locate a new user for the project.

STAFF EVALUATION: Staff has reviewed the request and provides the following comments.

Land Use Regulations/ Policies- Staff and the Planning Commission based their decision on regulations that were governing the height of buildings in the Metropolitan Center PUD at the time of the prior application (April 1988). Those regulations were intended to limit building bulk and massing in the PUD. The regulations also worked to support office uses in the Central Business District. Some of the regulations tied to the Urban Design Plan have expired. There are still, however, significant goals within the General Plan and Urban Design Plan that promote development within the Central Business District.

Some of the pertinent General Plan policies include:

- Maintain and enhance downtown's role as a regional office, retail, and employment center, with special emphasis given to promoting visitor service and cultural/entertainment uses.
- Maintain and strengthen Downtown's role as a major regional office, retail commercial, governmental, and cultural/entertainment center.
- Maintain and strengthen Downtown's role as a center for governmental office activity.

The intent of the Urban Design Plan is also to concentrate office development within the CBD. It notes:

- The competition created by suburban development has an effect on increased vacancy rates in the CBD.
- That office employees play a significant role for the revitalization of the CBD by providing the basic economic support to retail activities.

In addition, the Urban Design Plan states that the concentration of office uses into a small area of the CBD is the key to attaining the urban vitality envisioned by the community.

Office projects in the CBD and office projects in the suburbs compete for the same clients. Each of these have locational benefits. For example, suburban office development can offer lower rents due to lower land and development costs and available parking. Central Business District office projects can offer

prestige and the convenience that a centralized location offers. Some of the prestige offered may come from prominent architecture which includes the use of quality building materials and significant height. Unrestricted heights has been used in the CBD as an incentive for office development. This incentive is offered

by the City in an effort to locate commuters into the central business areas where public transit can be maximized. Market conditions, however, are making it difficult to find tenants for these high-rise buildings. Approval of tall buildings in the suburbs helps increase the competition between suburban and CBD offices. The end result is that the approval of entitlements that promote suburban offices with building heights and massing similar to offices in the CBD. These types of projects will only make attainment of the City's urban design and transportation goals more difficult.

Existing Land Uses- Existing office buildings in the Metropolitan Center PUD are three and four stories in height. In addition, a new two story multi-family residential project approved after the subject project have been constructed to the west of the project site. A six story building would be inconsistent with the existing development in the Metropolitan Center PUD. It should be noted that the same amount of office square footage could be constructed on the site within a lower structure.

STAFF RECOMMENDATION: Staff recommends that the Planning Commission:

- A. Ratify the Negative Declaration;
- B. Deny the request for the one year time extension of the Special Permit to allow the construction of a six story, 161,223 sq.ft. office building based on the findings of fact that follow.

Findings of Fact

1. The project, proposed, is not based upon sound principles of land use in that the proposed six story, 161,223 square foot building is:
 - a. not compatible with surrounding land uses in height or design; and,
 - b. in conflict with the City's Urban Design Plan which promotes intense office development in the Central Business District.

2. The project, as proposed, is injurious to surrounding properties in that:
 - a. its height and design are incompatible with existing surrounding development; and,
 - b. property values may be impacted in the Central Business District.

Respectfully Submitted,

Will Weitman,
Principal Planner

WW:DCS:
5/10/91

The proposed project interchanges at Truxel Road/I-80 and North Market Boulevard/I-5 will provide direct routes from the regional freeway system to the Stadium via these roadways. In addition, Truxel Road, Northgate Boulevard, Del-Paso Road and Elkhorn Boulevard surface streets will provide circulation to the area supplementing access from I-5 and I-80.

B. METHODOLOGIES/ASSUMPTIONS

Assumptions

To provide a consistent basis for traffic conditions associated with operation of the stadium, a number of basic assumptions were developed through consultation with City of Sacramento staff concerning trip characteristics and sports complex events.

- * Event Schedule - For this analysis, the stadium has been evaluated as operating on a weeknight with the event starting at 7:30 PM. Therefore, the peak hour analyzed for the inbound movements was 6:30 to 7:30 PM. Representative activities which could result in concurrent usage include athletic events in the stadium (i.e., football, baseball) and family/variety entertainment or basketball in the arena. This analysis, however, does not assume concurrent usage of both the stadium and arena.
- * Event Attendance - The stadium was assumed to operate at capacity, with 65,000 stadium patrons.
- * Arrivals/Departures - 100% of stadium generated traffic will travel to and from the facility during a one hour interval immediately preceding the events and at the conclusion of events. Many factors can influence the distribution of arrivals and departures to a facility such as the desire to obtain a seat where an unreserved seating policy exists, the nature of pregame and postgame activities, weather, and the score of a sporting event. Arrival and departure rates of vehicles are also influenced by critical street sections, ramp capacities and parking lot management i.e., ticket taking capacities. This analysis assumes all patrons would choose to travel to and from the facility in a one hour time frame, given the opportunity to do so.
- * Reversible Lanes - The use of reversible lanes and temporary delineation (i.e., traffic cones) on the roadways immediately adjacent to sports complex driveways, has been assumed to accommodate inbound and outbound event traffic. In addition, use of distinctive guide signs to direct

* Trip Distribution - The directional distribution of vehicular trips to and from the sports complex has been estimated based upon employment and population distribution throughout the greater Sacramento area. The inbound trip to the Sports Complex will encompass a variety of points of origin. Week night trips will originate from both residential and employment areas, while the trip from the stadium will be residentially oriented.

Upon review of available employment and population data in conjunction with travel corridors to the sports complex site, the following distribution of trips has been assumed:

I-5 North	6%
I-80 West	6%
I-5 South	34%
I-80 East	40%
Elkhorn Blvd.	2.5%
Truxel/Northgate	4.0%
Internal to North Natomas	7.5%

	100%

The distribution and assignment of vehicle trips to the stadium was further refined based upon freeway ramp capacities. Given the above directional distribution and corresponding likely travel paths to the Sports Complex, two freeway interchanges will experience the greatest demand. The proposed Truxel Road and North Market Road interchanges with Interstate 80 and Interstate 5 would be utilized to the greatest degree given their respective locations along the regional freeway system and proximity to the stadium area. However, given maximum freeway ramp capacities of two lanes, increased utilization of the additional interchanges will be a natural occurrence required to balance traffic flows into and out of the stadium parking lots area. Therefore, increased use of surface streets and existing interchanges will occur as more direct routes (i.e., Truxel Road and North Market interchanges) become saturated.

TABLE 4
INTERSECTION LEVELS-OF-SERVICE
YEAR 2010 WITH STADIUM

INT. NO.	EXISTING INTERSECTIONS	INBOUND (6:30-7:30 PM)		OUTBOUND (10:30-11:30 PM)	
		V/C	LOS	V/C	LOS
1.	Power Line Rd./Del Paso Rd.	0.08	A	0.04	A
2.	Power Line Rd./Garden Hwy.	0.07	A	0.03	A
3.	El Centro Rd./Del Paso Rd.	0.21	A	0.09	A
4.	I-5 SB Ramps/Del Paso Rd.	0.62	B	0.09	A
5.	I-5 NB Ramps/Del Paso Rd.	0.62	B	1.73	F
6.	Northgate Blvd./Del Paso Rd.	0.60	B	0.48	B
7.	Northgate Blvd./N. Market Blvd.	1.13	F	1.29	F
8.	Northgate Blvd./I-80 WB Ramps	0.39	A	1.28	F
9.	Northgate Blvd./I-80 EB Ramps	0.32	A	0.24	A
10.	Northgate Blvd./Rosin Ct.	0.68	B	0.26	A
11.	Northgate Blvd./San Juan Ave.	0.82	D	0.43	C
12.	Garden Hwy./San Juan Rd.	--	A/A	--	A/A
13.	El Centro Rd./San Juan Rd.	0.33	A	0.16	A
14.	Azevedo Dr./San Juan Rd.	0.32	A	0.08	A
15.	Truxel Rd./San Juan Rd.	0.64	B	0.45	A
16.	I-5 NB off-ramp/W. El Camino Ave.	0.26	A	0.34	A
17.	Azevedo Dr./W. El Camino Ave.	0.44	A	0.68	B
18.	Truxel Rd./W. El Camino Ave.	0.71	C	0.70	B
19.	I-5 SB Ramps/Garden Hwy.	0.39	A	0.16	A
20.	I-5 NB Ramps/Garden Hwy.	0.31	A	0.12	A
21.	Truxel Rd./Garden Hwy.	0.30	A	0.16	A
22.	Northgate Blvd./Garden Hwy.	1.15	F	0.39	A
23.	E. Commerce Blvd./Elkhorn Blvd.	0.13	A	0.06	A
24.	Truxel Rd./Elkhorn Blvd.	0.28	A	0.46	A
25.	E. Commerce Blvd./N. Loop Rd.	0.27	A	0.16	A
26.	Truxel Rd./N. Loop Rd.	0.44	A	0.37	A
27.	El Centro Rd./W. Commerce Blvd.	0.04	A	0.02	A
28.	E. Commerce Blvd./Del Paso Rd.	0.51	A	1.51	F
29.	Truxel Rd./Del Paso Rd.	1.35	F	0.85	D
30.	E. Loop Rd./Del Paso Rd.	0.58	A	0.47	A
31.	W. Commerce Blvd./Overpass Rd.	0.35	A	0.20	A
32.	E. Commerce Blvd./Overpass Rd.	0.65	B	0.70	B