

\*\* STAFF REPORT AMENDED 2-28-83  
\* STAFF REPORT AMENDED 1-13-83  
**CITY PLANNING COMMISSION**

927 - 10th Street, Suite 300 - SACRAMENTO, CALIFORNIA 95814

APPLICANT <u>PSLC, 3900 Industrial Blvd., West Sacramento CA 95691</u>		
OWNER <u>PSLC, et. al, 3900 Industrial Blvd., West Sacramento CA 95691.</u>		
PLANS BY <u>Spink Corporation, 720 F Street, Sacramento CA</u>		
FILING DATE _____	50 DAY CPC ACTION DATE _____	REPORT BY: <u>HY/AG/RL</u> : cp
NEGATIVE DEC. EIR _____	EIR _____	ASSESSOR'S PCL. NO. <u>031-800-11; 031-051-01,02</u> <u>031-620-09, 28</u>

APPLICATION:

1. Certification of Final EIR.
2. Amend 1974 City General Plan from Residential to Commercial and Offices for 29± vacant acres (gross).
3. Amend 1976 South Pocket Specific Plan from Interim Agriculture to Business and Professional Offices for 29± acres.
4. Amend South West Five PUD and Schematic Plan by amending Phase I from offices to office and commercial uses motor lodge and conference center; designating office and commercial uses for Phase II; and renaming the PUD to Greenhaven Executive Park.
5. Rezone 12± vacant acres in Phase I from OB-PUD (Office Building-Planned Unit Development) to C-2-PUD (General Commercial -Planned Unit Development), or more restrictive zone.
6. Rezone 28± vacant acres in Phase II from A (Agricultural) to OB(PUD) (Office Building - Planned Unit Development), or more restrictive zone.
7. Rezone 0.8± vacant acres in Phase II from A (Agricultural) to C-2-PUD (General Commercial Planned Unit Development), or more restrictive zone.
8. Tentative Map to divide 58± vacant acres (gross) into 19 lots for office and commercial development.
9. Amend Development Guidelines and rename from South West Five PUD Development Guidelines to Pocket Office Parks Development Guidelines. (P82-039)

LOCATION:

Area bounded by Interstate 5, Florin Road, Greenhaven Drive, and South Land Park Drive.

PROPOSAL:

An office park to be known as Greenhaven Executive Park and 250-room motor lodge/convention center with support commercial.

APPLC. NO. P82-039

MEETING DATE January 13, 1983

CPC ITEM NO. 2

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PROJECT INFORMATION:

	<u>Phase I</u>	<u>Phase II</u>
1974 General Plan	Commercial and Offices	Residential
S. Pocket Specific Plan	Business & Professional Offices	Interim Agriculture
Airport Comprehensive Land Use Plan	N/A	EA-3
Existing Zoning	OB-PUD	A
Existing Land Use	Vacant, one office building under construction	Vacant
Approved Uses	598,000 sq. ft.	None
Proposed Uses		
Offices:	422,000 sq. ft.	450,000 sq. ft.
Commercial:	24,000 sq. ft.	8,000 sq. ft.
Motor Lodge:	250 rooms	
Conference Center:	20,000 sq.ft.	

Surrounding Land Uses and Zoning:

- North: Shopping Center and Single Family; SC and R-1
- South: Vacant; R-1 and A
- East : Freeway; TC
- West : Single Family and Apartments; R-1 and R-3R

Street Improvements: Greenhaven Drive existing fronting Phase I, under construction fronting Phase II.

BACKGROUND INFORMATION: The subject site was previously designated as the Southwest Five PUD (P-9505 at CPC November 25, 1981 and City Council December 22, 1981). The approved schematic plan for Phase I included 598,000 square feet of offices. No land use designations were made for Phase II which is within the Airport Influence Zone. The ALUC was at that time considering the Airport Land Use Plan.

The proposed Greenhaven Executive Park PUD and its schematic plan would supercede the previously approved Southwest Five PUD.

A concurrent application is the South West Office Park (P82-223) with 240,000 sq. ft. of office space proposed on the west side of Greenhaven Drive, just opposite Phase II of Greenhaven Executive Park.

The following events have occurred on this application:

1. Application filed: February 19, 1982
2. EIR required: March 20, 1982
3. Distribution of Draft EIR: August 13, 1982
4. Commission hearing on Draft EIR: September 16, 1982
5. Distribution of Final EIR: December 14, 1982

STAFF EVALUATION:

1. Land Use. Considerations for expanding office use in a community is based on an assessment of need for the use and/or assessment as one alternative land use pursuant to changes in development policies. In this project's case, the

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policy change that has occurred is the adoption and implementation of the Executive Airport Land Use Plan.

Prior to the implementation of the Executive Airport Land Use Plan, Phase II of the Greenhaven Executive Office Park site would likely yield about 184 residential units (23 net acres @ 8 du/acre) Since the entire Phase II is within the EA-3 zone of the Airport Land Use Ordinance, the permitted density is now 4du/acre or a yield of 92 units.

After evaluating the size of the site, the lower density of residential use placed by the Airport Ordinance and the alternative of the proposed office use, staff has no objection to the Community Plan amendment and zone change.

- 2. Office Space: Amount & Distribution. The amount of office space that can be accommodated at the two proposed sites is primarily constrained by the ability of the street to carry the expected traffic at acceptable service levels.

There are a number of measures mentioned on the EIR to increase traffic carrying capacities. Based on conversations with the applicants, conflicts with Caltrans policy and hesitancy by the City Traffic Engineer, the slip-ramp is not a usable measure at this time.

Other measures to increase traffic carrying capacity include: the installation of geometric and operational improvements; reducing the size of the combined projects; and TSM program. Staff believes that the combination of the three measures will increase the traffic carrying capacities of Greenhaven Drive and Florin Road and achieve a satisfactory level of traffic flow (Level C). Specifically, staff recommends the following distribution of office space:

	<u>Proposed</u>			<u>Recommended</u>		
	<u>Phase I</u>	<u>Phase II</u>	<u>Total</u>	<u>Phase I</u>	<u>Phase II</u>	<u>Total</u>
Greenhaven Executive Office Park	422,000	450,000	872,000	361,000 (-61,000)	281,000 (-169,000)	642,000 (-230,000)
South West Office Park	N/A	N/A	240,000	N/A	N/A	170,000 (-70,000)
			<u>1,112,000</u>			<u>812,000</u> (-300,000)

The above distribution of office space amounts to a 300,000 sq. ft. reduction in office space. The EIR suggests a total reduction of 330,000 square feet. Staff believes that the implementation of a TSM program can justify the 30,000 sq. ft. balance and, therefore, allow a total development of 812,000 sq. ft. of office between the two projects.

In order to accommodate the reduction in square footage, the applicant indicated that an increase in size of the motor lodge from 175,750 sq. ft. to 185,000 sq. ft. was necessary. Staff has no objection to this request because the peak traffic periods of the motor lodge do not conflict with the office use.

3. Commercial Space: Amount, Type & Location. Several commercial sites are proposed for the Greenhaven Executive Park. Staff is generally supportive of their inclusion. However, there are some concerns relative to type and location of commercial uses within the project site.

Commercial uses would be consistent with the office park concept only when such uses satisfy a supportive role relative to office activities. (There are a number of office support uses that are not permitted in the OB zone. Thus, commercial zoning is necessary to facilitate the establishment of those uses in the office park.)

Other commercial activities that are not directly supportive of office activities and do not serve the workday needs of office workers should not be included. They would not only be contrary to the office park concept, but could also undermine the stability of the existing Lake Crest Village Shopping Center.

Staff is concerned with location of commercial sites within the project. Their establishment within the Airport Influence Zone would expose persons to the potential hazards of the zone at greater concentrations than would occur in the office buildings. Although restaurants are expressly prohibited in the EA-3 overlay zone, per the Executive Airport Comprehensive Land Use Plan and the City Zoning Ordinance, banks and savings & loans would not be prohibited in spite of the higher concentration of persons - both employees and customers. Staff feels that the need for commercial uses (including restaurants, and office support uses can be satisfied in the Phase I project site. Therefore, staff suggests that the 8,000 sq. ft. commercial site located within the EA-3 area be deleted.

Commercial uses sited adjacent to the freeway as initially proposed by the applicant in Phase I would cause visual impacts. Such location could generate excessive signage taking advantage of the high visibility from the freeway. Also, loading dock and trash storage area may be more visible.

The high visibility of the freeway fronting sites also have land use implications. Such locations are highly prized by freeway oriented uses that may contribute little to the functioning or aesthetics of the office park.

For these reasons, location of the commercial sites toward the interior of the office park or oriented toward Greenhaven Drive is more appropriate. Staff suggests that the two commercial sites located adjacent to I-5 be relocated away from the freeway frontage.

The applicant has indicated general agreement with excluding freeway orientation of commercial sites and prohibition of commercial sites with the Airport Influence Zone (Phase II site).

4. Transportation. The proposed projects will reduce the level of service (LOS) at all intersections serving the area. The intersection of Florin Road and Greenhaven Drive will be most affected because the level of service at peak a.m. and p.m. hours would be "F". This is the main intersection that will provide access into the project site and the proposed projects will generate an estimated 18,135 trips per day, more than twice as much traffic as the no project alternative. The proposed mitigation measures necessary to reduce this input to a less than significant level are:
  - a. Reduce the project by 300,000 sq. ft. To accomplish the reduction in square footage, staff suggests that both offices be reduced in size. This would result in a total of 812,000 sq. ft. of office use for both projects.
  - b. Split phase signal operation with dual left turn lanes from westbound Florin Road onto southbound Greenhaven Drive would increase the capacity at this intersection. Two left turn lanes would also be increased in length to allow additional stacking of vehicles. The EIR also suggests additional improvements as illustrated on Exhibit F-9.
  - c. Additional provisions should be made to increase the level of bus service to the area. This can be accomplished through coordination with Regional Transit.
  - d. Implementation of a TSM program should be required for the project. Specifically, this would include provisions for Class I bicycle parking facilities, showers and locker facilities, payment of a one time subsidy to RT to improve transit services encouraging ridesharing, posting transit route maps and schedules, and transit passenger shelters at bus loading and unloading points.

The requirement of the above mentioned mitigation measures should increase the level of service at Greenhaven Drive and Florin Road to an acceptable "C" level.

5. Development Standards. The subject site is located adjacent to residential on the west, future residential to the south, and to I-5 on the east. The utilization of this site for office use, motor lodge, and support commercial will result in increased intensity of land use. It will generate an increase in traffic on existing streets and will change the tempo, or ambiance of the neighborhood with more activity. In order to provide a buffer to the residential uses, staff suggests that the development standards identified in the PUD guidelines be adopted. The guidelines include provisions for adequate parking, landscaping, building setbacks and heights, building materials and colors, and signage. The standards will set forth specific standards for the development of each site.
6. Subdivision Map. As part of the overall project, the applicant is proposing to divide the 62± acres into 20 separate lots. Parcel 1 will accommodate the proposed motor lodge. Parcels 4, 5, 11 and 18 are intended for commercial uses. The balance of the site will be utilized for office uses.

The proposed parcel map has been reviewed by the Parcel Map Advisory Agency (Planning Director and City Engineer) and the following conditions have been recommended:

The application shall satisfy each of the following conditions prior to filing the final map unless a different time for compliance is specifically noted:

- a. Provide standard subdivision improvements including 18' of pavement on the west side of Greenhaven Drive pursuant to Section 40.811 of the City Code;
- b. Prepare a sewer and drainage study for the review and approval of the City Engineer;
- c. Name the streets to the satisfaction of the Planning Director;
- d. The final map cannot be recorded until Florin Road assessment district facilities are operational;
- e. Reconstruction of the westbound to southbound left-turn pocket at Florin Road and Greenhaven Drive. The pocket should be lengthened and accommodate dual left turns.
- f. Replacement of Traffic Signal Controller to allow for conditional service of the above-mentioned left turn (conditional service means that the left turn can be served more than once during a signal cycle).
- g. Provide a fully-actuated traffic signal at Windbridge and Greenhaven.
- h. Agree to financially participate in installation of a fully-actuated traffic signal at Greenhaven Drive and South Land Park Drive at such a time as deemed necessary by the City Traffic Engineer.
- i. Frontage improvements on Greenhaven Drive to 45-foot half section. (This will necessitate the removal of some existing improvements on the west side of Greenhaven Drive, adjacent to the existing apartment complex in order to widen Greenhaven Drive to a 90 foot right-of-way. This may require additional street dedication.)
- j. Frontage improvements on the north side of South Land Park Drive to 27-foot half section plus 12' travel lane in opposite direction (south side of street).
- k. Provide and improve the intersection of Greenhaven Drive and South Land Park Drive to city-expanded intersection standards.
- l. All internal streets of the projects shall be dedicated and improved to 58' right-of-way standards.
- \*\* m. Eliminate ingress/egress <sup>access</sup> ~~assessment~~ to Florin Road for Greenhaven Executive Park.

- n. Eliminate access off of South Land Park for Greenhaven Executive Park.
- o. Reciprocal access shall be provided between all proposed parcels. A note shall be placed on the final map to indicate reciprocal access.
- p. Pay Pocket Bridge fees.

*\*See page 8*  
Informational Item

Fire flow requirements established by the Fire Department may require additional off-site water main extensions at developer expense before issuance of a building permit.

Staff has suggested the elimination and/or relocation of several commercial sites. Since this may modify the proposed tentative map. Staff requests that any revised tentative map be submitted to staff.

The development of one or both projects will require off-site street dedication and improvement of the intersection of Greenhaven Drive and South Land Park Drive. Greenhaven Drive will be developed with a 90 foot right-of-way and South Land Park Drive with a 54 foot right-of-way. At the intersection of these two streets, widening will be necessary to accommodate right and left turn lanes. These improvements will require the use of a remnant parcel located at the northeast corner of Greenhaven Drive and South Land Park Drive. It may significantly reduce the usability of the site and may create an undevelopable parcel. This will be determined prior to final map recordation when a right-of-way study is prepared.

The portion of Greenhaven Drive and located adjacent to the existing apartment complex will require removal of existing improvements. Greenhaven Drive, at this point, is 80 feet in width and an additional 10 feet will be necessary to accommodate a 90 foot right-of-way. A right-of-way study will be necessary before it is determined which side of the existing street improvements will need to be removed. This will depend on the location of the street alignment.

STAFF RECOMMENDATION: Staff recommends the following action:

1. Determine that the Final EIR is adequate.
2. Certification that the EIR has been prepared in compliance with State CEQA Guidelines and that the decision-making body has considered the information contained in the EIR.
3. Determination that the project will not have a significant effect on the environment and that this determination is based in mitigation measures noted in Section 4, "Transportation", in the staff evaluation.
4. Approval of the General Plan amendment from Residential to Commercial & Offices.
5. Approval of the South Pocket Specific Plan amendment from Interim Agriculture to Business and Professional Offices.

6. Approval of the Schematic Plan amendment to include:
  - (a) Offices @ 642,000 sq. ft. (Phase I = 361,000 sq. ft. & Phase II = 281,000 sq. ft.);
  - (b) Commercial @ 24,000 sq. ft. (3 separate sites - 8,000 sq. ft. per site)  
Phase I = Relocate two commercial sites adjacent to I-5 to interior of project site; Phase II = Delete commercial site;
  - (c) Motor Lodge @ 185,000 sq. ft. providing parking can be satisfied;
  - (d) Conference Center @ 20,000 sq. ft.
7. Approval of the rezoning from OB-PUD to C-2-PUD for a portion of Phase I.
8. Approval of the rezoning from A to OB-PUD for Phase II.
9. Denial of the rezoning from A to C-2-PUD for a portion of Phase II.
10. Approval of the tentative map subject to adjustment necessary for commercial site relocations and to conditions a-p (pg. 6 & 7 of report).
11. Approval of the Development Guidelines amendment and its renaming to Pocket Office Parks Development Guidelines. (Exhibit C)

\*Planning Commission added the following conditions:

- \*\* q. ~~PAY/PBB/ANB/RRRSTLRB/ASSRBBMRRRBB~~
- \*r. Prepare a right-of-way study for the intersection of South Land Park Drive and Greenhaven Drive.

\*\* City Council made the following changes and additions:

- q. Applicant shall bring all delinquent assessments current and segregate existing assessments.
- s. With respect to conditions a, b, e, f, i, j and k<sup>o</sup>, the applicant agrees to enter into reciprocal reimbursement agreements with the owner of the adjacent and concurrently approved office park. Said agreement shall address the timing, reimbursement, and installation of the improvements required by these conditions.
- t. Said improvements (Conditions g and h) shall not be required until building permits have been issued for at least fifty percent (50%) of the approved square footage for both Greenhaven Office Park and South West Office Park. Applicant shall enter into an agreement with the City which shall provide for the payment of fees to cover the costs of said improvements. The fees shall be pro-rated between Greenhaven Office Park and South West Office Park based upon approved square foot basis and collected



upon application for each building permit. The fee structure shall be designed so that at such time as the fifty percent (50%) building permit level is reached, sufficient money shall have been collected by the City to construct the improvements. The agreement shall be in a form satisfactory to the City Attorney, shall be recorded, and shall be binding on the parties' successors-in-interest.