\* (CUKKECIEV KEPUKI - 4/16/82) - pgs. 5 and 7

## CITY PLANNING COMMISSION

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

APPLICANT	Kaiser Foundation Hospitals - P.O. Box 12916, Oakland, Ca. 94604	
OWNER	Kaiser Foundation Hospitals - P.O. Box 12916, Oakland, Ca. 94604	
PLANS BY	F. S. Scott & Harry J. Varwig, Hospital Building & Equipment Co. 717 Office Parkway, St. Louis, Missouri	
FILING DAT	E 6-8-82 50 DAY CPC ACTION DATE REPORT BY: TM:	<u>mm</u>
	DEC. 8-11-82 EIR ASSESSOR'S PCL. NO. 117-170-57	
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#### Application:

- 1. Negative Declaration
- 2. Amendment of the 1974 General Plan for 32 ± acres from Commercial and Offices to Major Public/Quasi Public Facility
- 3. Amendment of the 1968 Valley Hi Community Plan for 32± acres from Shopping Commercial to Major Medical Facility.
- 4. Rezone 32± acres from General Commercial C-2 to Hospital H.
- 5. Tentative Map
- 6. Special Permit for Phase I to develop a 112 bed, four-story (exceeding the 45-foot limit by an additional 9-feet), 161,500 sq.ft. hospital and 73,500 sq.ft. of medical offices.
- 7. Subdivision Modification to waive sidewalks.

#### Location:

Area bounded by Bruceville Road, Valley-Hi Drive, Wyndham Drive and Highway 99

#### Proposal:

The applicant is requesting the necessary entitlements to develop the first of three phases in the development of a new Kaiser-Permanente Medical Center consisting of an interconnected 112 bed hospital and 73,500 sq.ft. of offices. Phases two and three will require further review under the Special Permit procedure.

### Project Information:

1974 General Plan Designation: Commerc

Commercial and Offices

1968 Valley Hi Community Plan

Designation:

Shopping - Commercial

Existing Zoning of Site:

C-2

Existing Land use of Site:

Vacant

Surrounding Land Use and Zoning:

North: Commercial; and C-2

South: Residential; and R-3

East: Freeway and Commercial; and C-2

West: Residential; and R-3

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.2*3* September &, 1982 -<del>August-26,-1982</del>--

MEETING DATE.

CPC ITEM NO. 44- 6

#### PROJECT PHASING

Items	Phase I	Phase 2	Phase 3	
Number of Hospital Beds Number of health care	112	176	176-200	
providers	40-60	90	150	
Gross Square Footage	235,000	235,000	335,000	
Number of Parking Spaces	764	890	1,150	

Parking required for first phase: 480 Spaces Provided: 764 Spaces

Parking ratio required:

1 space per patient bed

1 space per 200 sq.ft. of gross floor area

used for office purposes

Maximum height of structure:

ture: 54 feet

Exterior building colors:

Light brown and bronze

Exterior building materials: Brick masonry, glass and metal

Subdivision Review Committee Recommendation: On July 21, 1982 by a vote of 6 ayes, 2 absent, and one abstention, the Subdivision Review Committee recommended approval of the tentative map and subdivision modification providing the applicant satisfy each of the following conditions prior to filing the final map unless a different time for compliance is specifically stated;

- a. Provide standard subdivision improvements pursuant to Section 40.811 of the City Code. Improvements to include extension of existing culvert at Unionhouse Creek.
- b. Prepare a sewer and drainage study for the review and approval of the City Engineer; study shall be submitted to County Sanitation District concurrently:
- c. Right-of-way study required for Bruceville Road. Study should include 800-foot radius realignment (right-of-way for Bruceville Road 80 feet).
- d. Applicant shall dedicate right-of-way as determined by the right-of-way study.
- e. Standard improvements for Bruceville Road to include full improvements excepting sidewalks on that portion adjacent to State Route 99.
- f. Off-site taper required south of Unionhouse Creek. Taper shall be designed in accordance with City Traffic Engineering requirements.

Informational Item: The applicant shall check with the County Sanitation District and meet all requirements.

Staff agrees with the Subdivision Review Committee's recommendation to waive sidewalks for that portion of Bruceville Road adjacent to Highway 99 (including island created by the realignment of Bruceville). It has been standard practice not to require sidewalks between highways and frontages, especially when the sidewalks will not connect into any existing or proposed sidewalks.

Staff Evaluation: Kaiser Foundation Hospital proposes to construct a medical center on the subject site. The Center will be constructed in three phases. The environmental assessment addresses the anticipated impacts of all three phases. The Special Permit request concerns only the first phase. The eventual development of phase two and three will require additional special permits.

The phase one request, if approved, will allow the construction of two interconnected buildings. One of these buildings, identified as M.O.B. on the site plan will consist of 112 bed hospital of 235,000 sq.ft. This structure will include 24,000 sq.ft. of unfinished shell-in space to accommodate 64 additional beds required for phase two.

In general, staff is supportive of the applicant's request. However, staff has the following concerns and comments relative to the specific entitlement.

1. General Plan and Community Plan Amendments; The requested Plan Amendments are necessary to allow the proposed medical center at this site. The overriding goal of the General Plan is to improve and conserve existing urban development and, at the same time, encourage and promote quality growth in expanding areas of the City (Pg. 1-3 General Plan).

The proposed development is consistent with that goal in that the proposed use will serve an identified population, is located in one of the faster growing areas of the City, is proposed for a site fully serviced, and is conveniently located to major access routes.

2. Rezoning to Hospital, H: The proposed Hospital, H zone was recently created as a zone for Hospitals, convalescent homes, and group care facilities. In addition, medical offices, laboratories, and pharmacies are also permitted in this zoning classification.

In addition to most of those reasons listed under Item 1, staff recommends approval of the rezone for the following reasons:

- a. The intended uses are allowed in the H zone.
- b. The traffic and associated noise impacts of the proposed medical center are similar, or less harmful in nature, to those levels of traffic or noise which would have been generated by an alternative general office development.
- c. The proposed facility will eventually provide employment for approximately 500 employees in the Community Plan Area.
- d. The subject site is large enough to accommodate expansion of the medical facility without impaction of adjacent uses.
- 3. Special Permit: A Special Permit is requested for phase one. If approved, the special permit will allow the development of a 112 bed, 161,000 sq.ft. Hospital (54 feet high), and 73,500 sq.ft. of offices. Additional phases are anticipated to develop as indicated by the Phasing Chart listed under Project Information.

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Staff's evaluation of the special permit addresses circulation, structural orientation and design, signage, setbacks, and landscaping. Specifically, staff has the following comments relative to these areas of concerns:

a. Circulation - Public street access directly to the site will be provided via Valley Hi Drive, Alta Valley Drive, Wyndham Drive, and Bruceville Road (Freeway off-ramp).

A traffic impact analysis was provided by D. Jackson Faustman, Inc. (Holland 1982). This analysis indicated that the traffic impacts associated with this development can be mitigated with certain street improvements which include the construction of a new southbound on-ramp to Highway 99.

On-site access will be provided from different locations (see attached site plan), the alignment of these access drives has been reviewed and approved by the City Traffic Engineer.

Staff's concern relative to the on-site circulation is the access and visibility to the emergency entrance (see site plan). In order to reduce the circuitous internal approach, and to direct individuals to the emergency entrance, staff recommends a direct connection to the emergency entrance loop as shown on Exhibit "A" as well as a directional signage program.

b. Height and Design: The structure is proposed to be constructed out of brick masonry, glass and an unspecified metal type. Maximum height of the Hospital portion will be 54 feet.

Staff finds that the height and mass of the structure is acceptable because of the substantial building setbacks and surrounding building heights, therefore, staff recommends approval of the 54 foot building height which exceeds the maximum 45-foot height limit in the hospital zone.

Since the elevations are not specific as to color, depth of window, etc. staff recommends review and approval of the elevations by the Design/Review Preservation Board.

c. Signage: The applicant did not include a request for signage, therefore, staff recommends that the applicant submit a separate application for signage review. This application should include directional signage and emergency facilities signage in addition to any on-site identification signs.

A,field inspection of the site revealed several off-site billboards which are in violation of the City Sign Ordinance. Staff recommends removal of these signs prior to issuance of building permits.

d. Setbacks: The Hospital zone requires a minimum landscaped setback of 25 feet from all property lines abutting public streets. The northernmost parking lot and the area designated for future parking lot expansion in the south must be revised to reflect this setback prior to issuance of building permits.

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e. Landscaping: The conceptual landscape plan indicates a substantial amount of landscaping throughout the project. The applicant has indicated that the 50% shading requirement for surfaced areas will be complied with.

In addition to the standard landscaped and irrigated areas the plan indicates that certain areas will be hydroseeded only and not irrigated. Staff find the hydroseeding appropriate for these areas reserved for future expansion, but not the required 25-foot setback area adjacent to the Bruceville Road realignment north of the northermost parking lot nor those areas adjacent to Wyndham Drive south of the parking lots. Exhibit "A" indicates those areas which should be fully landscaped and irrigated in addition to those areas proposed by the applicant.

f. Parking: The Zoning Ordinance requires a minimum of 480 spaces for the Phase I proposal (1 space per bed and 1 space per 200 sq. ft. of gross floor area used for office purposes). The applicant proposes 765 spaces which should be sufficient for phase one. The Environmental Determination indicates that the sufficiency of the on-site parking and other traffic impacts will be reevaluated when phase two is applied for.

Staff notes that the Kaiser facility located on Cottage Way in the County sometimes charges a parking fee for portions of the parking lot used for patients. Staff recommends, that such practices not be permitted in the proposed facility since it may encourage the use of on-street parking and tends to favor those who can pay for parking over those with limited budgets.

4. Tentative Map: The land division request proposes to divide the existing 44+ acre parcel into 2 parcels. The Hospital use will be accommodated on parcel one. No land use is currently proposed for parcel two which will remain zoned C-2 General Commercial.

The recommended improvements primarily concern the realignment of Bruceville Road excepting sidewalks adjacent to the freeway and the triangular portion created by the realignment.

This triangular portion will still legally consist of a part of the parcel developed with the Hospital and will be zoned Hospital H. Staff recommends that future development of this portion be reviewed by the Commisssion because of the peculiar configuration of this portion of the parcel and its location near the freeway accesses.

Environmental Assessment: See attached addendum for comments on Negative Declaration. The Environmental Coordinator has reviewed the proposed project and has determined that the project, with the following mitigation measures, as resolved, will not have significant effect on the environment. The mitigation measures are;

 Special Permit approval for Phase one only. Phase one shall consist of a maximum of a 112 bed, 161,500 gross sq. ft. hospital and 73, 500 gross square feet of offices. This will provide for future traffic and parking studies to assess if additional measures are necessary to correct Phase I problems and to provide for Phase II.

- 2. Provide standard subdivision improvements pursuant to Section 40.811 of the City Code. Improvements to include extension of existing culvert at Unionhouse Creek;
- Right-of-way study required for Bruceville Road. Study should include 800-foot radius realignment (right-of-way for Bruceville Road 80-feet).
- 4. Applicant shall dedicate Bruceville Road right-of-way as determined by the right-of-way study.
- 5. Standard improvements for Bruceville Road to include full improvements excepting sidewalks on that portion adjacent to State Route 99.
- 6. Off-site taper required south of Unionhouse Creek. Taper shall be designed in accordance with City Traffic Engineering requirements.

## <u>Staff Recommendation:</u> Staff recommends the following actions:

- 1. Ratification of the Negative Declaration with mitigation measures;
- 2. Amendment of the 1974 General Plan from Shopping-Commercial to Major Public/Quasi public facility.
- 3. Amendment of the 1968 Valley Hi Community Plan from Shopping-Commercial Major Medical Facility
- 4. Rezone 32± acres to Hospital-Review, H-R.
- 5. Approval of the tentative map subject to conditions which follow;
- Approval of the special permit subject to conditions and based upon findings of fact which follow;
- 7. Approval of the subdivision modification to waive sidewalks for the portion of Bruceville adjacent to Freeway 99 and the triangular portion of the site;

<u>Tentative Map - Conditions:</u> The applicant 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 pursuant to Section 40.811 of the City Code. Improvements to include extension of existing culvert at Unionhouse Creek.
- Prepare a sewer and drainage study for the review and approval of the City Engineer; study shall be submitted to County Sanitation District concurrently;
- c. Right-of-way study required for Bruceville Road. Study should include 800-foot radius realignment (right-of-way for Bruceville Road -80 feet);
- d. Applicant shall dedicate right-of-way as determined by the right-of-way study:
- e. Standard improvements for Bruceville Road to include full improvements excepting sidewalks on that portion adjacent to State Route 99;
- f. Off-site taper required south of Unionhouse Creek. Taper shall be designed in accordance with City Traffic Engineer requirements.

<u>Informational Item:</u> The applicant shall check with the County Sanitation District and meet all requirements.

Special Permit-Conditions:

- 1. The Special Permit shall be approved for Phase One only. Phase One shall consist of maximum of a 112 bed, 161,500 gross square foot haspital and 73,500 gross square footage of offices. Further review of the parking and traffic impacts will be required under separate Special Permits for Phases Two and Three.
- 2. (The City Traffic Engineer determined this was not necessary.)
- 3. The elevation and landscaping shall be reviewed and approved by the Design Review/Preservation Board prior to the issuance of building permits.
- 4. The applicant shall submit a signage program for the review and approval of the Planning Director. If the number or size of signs exceeds that specified by the Sign Ordinance then review shall be conducted under special permit application to the Commission.
- 5. The existing off-site signs shall be removed prior to the issuance of building permits.
- The site plan shall be revised to include a setback of 25 feet from all property lines abutting public streets prior to the issuance of building permits. (See Exhibit "A").
- 7. A detailed landscape and irrigation plan shall be submitted for review and approval of staff prior to the issuance of building permits. Such plans shall include the following;

a. Additional landscaped areas as indicated on Exhibit "A".

- b. Compliance with the City's 50-percent shading requirement for surfaced areas;
- c. A variety of tree, shrub and plant types. Tree and shrub sizes shall range from 15 gallon to one gallon sizes.
- d. The landscape plans shall incorporate drought resistent landscaping as much as possible.

e. Deciduous trees shall be utilized to the extent feasible along the southern and western elevations to reduce energy consumption.

f. The tree plantings located within the parking lots shall be within continuous planters of a width necessary to accommodate the required shade trees. Individual tree "cutouts" shall not be used.

# 8///No/parking/fees/shall/be/charged/for/patient/ptiliting/any/pf/the/fatilities(deleted by CPC)

9. Regional Transit and Kaiser shall agree on the installation, maintenance, and location of a bus shuttle at the far side of the hospital's main driveway on Wyndham Way.

Special Permit - Findings of Fact:

1. The Special Permit, as conditioned, is based upon sound principles of land use in that the proposed medical center will be located in close proximity to major access routes and will provide a buffer between the existing residential uses to the west and Freeway 99 to the east.

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- 2. The Special Permit, as conditioned, will not be detrimental to the public health, safety or welfare, nor will it allow the creation of a nuisance in that certain improvements have been required to service the site and adequate on-site parking and setbacks have been required.
- The Special Permit is consistent with the overriding goal of the General Plan to;

"Improve and consume existing urban development and, at the same time, encourage and promote quality growth in expanding areas of the City". (Page 1-3 General Plan).

#### COMMENTS ON NEGATIVE DECLARATION (P82-150)

The Environmental Coordinator distributed on August 2 the subject document to responsible agencies, community groups and interested citizens for a 21 day public review period. Staff received a few comments on the project's impacts. These comments did not identify any new or significant environmental impacts; however, staff did respond to each comment. Staff recommends that the Negative Declaration be ratified.

#### BACKGROUND INFORMATION

The proposed Kaiser South Sacramento Hospital and medical office building was evaluated to determine its potential impact on the environment. The Environmental Coordinator prepared an initial study and determined that the proposed project would not have a significant environmental impact. Consequently a Negative Declaration was prepared. The Kaiser facility needs approval from the City and from the State Department of Health Services (DHS). Since the DHS is a permitting agency, DHS is required to utilize the City's (lead agency) environmental determination thereby requiring the Negative Declaration be distributed through the State Clearinghouse. As a result of this and public distribution, staff received the following comments and provided responses to each comment.

#### Department of Transportation

- Comment At full build-out, this project could reduce the level of service on Highway 99 from between A and B to level C.
- Response- Although no analysis of Highway 99 capacity was made in the project Initial Study, assuming the project would have this effect at full build-out, level of service C is generally considered an acceptable level of service; therefore, impacts of the project on Highway 99 would not be significant.
- Comment Pages 20 and 21 have identified various adverse conditions due to this project and continued build-out of the south Sacramento region surrounding the Kaiser site.
- Response- The "various adverse conditions" predicted on pages 20-21 of the Initial Study reflects the build-out of the project and continued build-out of the South Sacramento region. However, the Initial Study also indicates (on page 23) that, although cumultive traffic impacts will occur, the amount of traffic the Kaiser project will contribute to cumulative project vicinity traffic levels is relatively small.
- Comment We urge the City to consider not only the specific mitigation measures which may be implemented, but a financial commitment to these improvements as well.
- Response- On page 23 of the Initial Study, three City mitigation measures are listed: a traffic signal of the Valley High/Bruceville intersection, stop signs on intersection approaches as required, and monitoring traffic conditions. The City will assume full financial responsibility for implementing these measures.

- Comment With regard to Phase 1 mitigation measures, a statement is made on Page 24 naming Caltrans as responsible for constructing a new southbound on-ramp to Highway 99 from Bruceville Road. The State's current Five-Year Transportation Improvement Plan does not include this project. Any roadway improvements necessitated by the Kaiser development would be provided by sources other than Caltrans.
- Response The City was under the impression that the ramp was part of the Mack/99 improvements. However, it is the City's understanding that in the future there may be a need for such a ramp. Since this ramp is on Caltrans property, the City is assuming that Caltrans would eventually provide this ramp. Although the project Initial Study identified the on-ramp as a near-term Phase I mitigation measure, because the project is not on the STIP, it is probably more appropriately to be considered a long range transportation improvement. It should also be noted that this on-ramp is not needed to mitigate specific traffic impacts of the Kaiser project, but rather is needed to improve areawide circulation.

## Concluding Comment:

We agree that the predicted level of service C on Highway 99 is an acceptable condition and that the amount of traffic the Kaiser project would contribute to cumulative impacts would be relatively small. Our comment regarding a reduction in level of service was for information only.

At this time, it is unlikely that a southbound on-ramp to Highway 99 from Bruceville Raod would be constructed in the near future. Given the uncertainty of funding for this ramp, it would not be advisable to include it as a mitigation measure, particularly on a near-term basis.

## Concluding Response:

The City Traffic Engineer indicated that this project will not generate a significant traffic impact which will exceed presently planned roadway improvements.

## State Environmental Health Division

- Comment Limits with respect to days of the week and hours of the day should be established to preclude or minimize the impacts of construction noise on nearby residential streets.
- Response Construction noise will be a short-term impact. The City currently limits operation of heavy equipment to daytime hours (7 am to 5 pm) during weekdays, and construction noise is not expected to be significant given this limitation.

- Comment Table 4 indicates that noise levels due to traffic on Highway 99 and other roads adjacent to the site are such that special acoustical mitigation measures may be required to assure that noise levels in the hospital and the medical office building are compatible with the activities in those buildings. In other words, "careful study" (Table 3) of of the site appears necessary.
- Response Motor vehicle noise levels outside the medical facilities will be in the "B" range, for which the City Noise Element specifies that the use should be permitted, but only after careful study and inclusion of protective measures if needed. For this project, Kaiser Foundation plans to use heavy insulation and double-paned glass windows for energy conservation as well as noise reduction purposes. These protection measures appear to be adequate to ensure interior noise levels will be acceptable.
- Comment Emergency vehicles may enter the site at any hour of the day or night having significant and unpredictable impacts upon adjacent residential areas, particularly if they enter from certain streets. Does the hospital or the City plan to prohibit sirens on Wyndham, Valley-Hi, Bruceville, or other streets? If not, such a prohibition on certain streets at night should be considered.
- Response The ambulance entrance to the hospital has been located so that Bruceville Road will be the primary area of impact, as opposed to Wyndham or Valley Hi. In addition, ambulance drivers will be instructed to minimize siren use in residential areas, especially at night.

## Office of Statewide Health Planning and Development

- Comment It is their opinion that the hospital will have some positive growth inducing impacts related to medical care.
- Response Editorial comment, no response necessary.
- Comment The hospital will be designed and reviewed in accordance with the Seismic Safety Act, Title 24, Construction Licensing Standards, and the state fire protection regulations.
- Response Information comment, no response necessary.
- Comment In addition, storage of hazardous substances in the hospital or on the site, when applicable, will be designed and reviewed in accordance with state licensing and seismic anchorage requirements to minimize disturbance in case of an earthquake.
- Response Informational comment, no response necessary

## Regional Transit

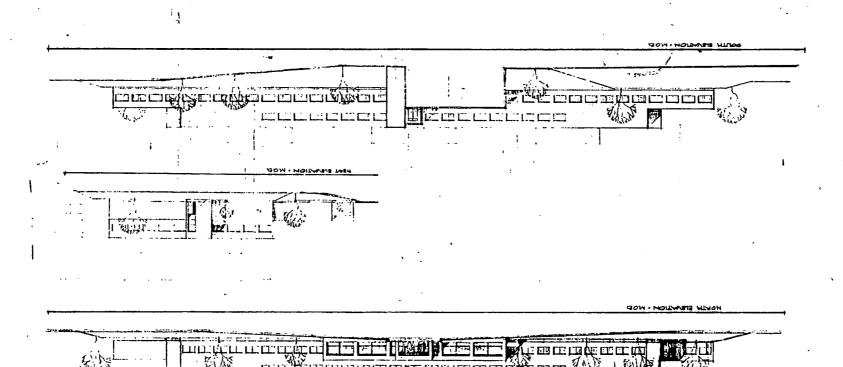
- Comment The hospital will be a major trip destination particularly to those dependent upon transit. To encourage ridership and to make it convenient and pleasant to use the bus, RT suggests Kaiser install and maintain a bus shelter at the farside of the hospital's main entrance on Wyndham Way.
- Response A condition to the Special Permit should require RT and Kaiser to agree on the installation and maintenance of a bus shelter.

The previous comments do not identify any new or significant environmental impacts from the proposed project.

Respectfully submitted,

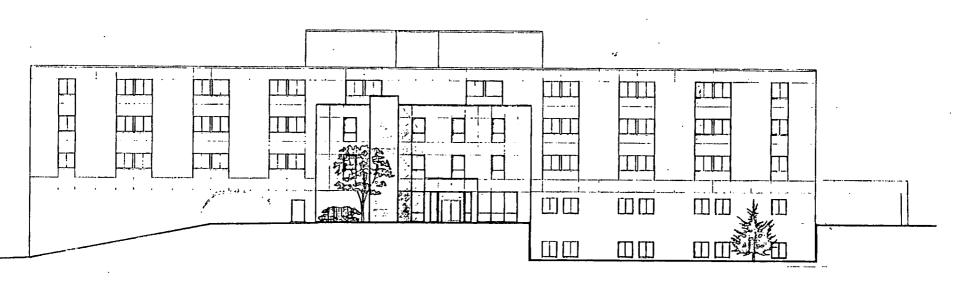
Clif Carstens, Senior Planner

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SOUTH ELEVATION

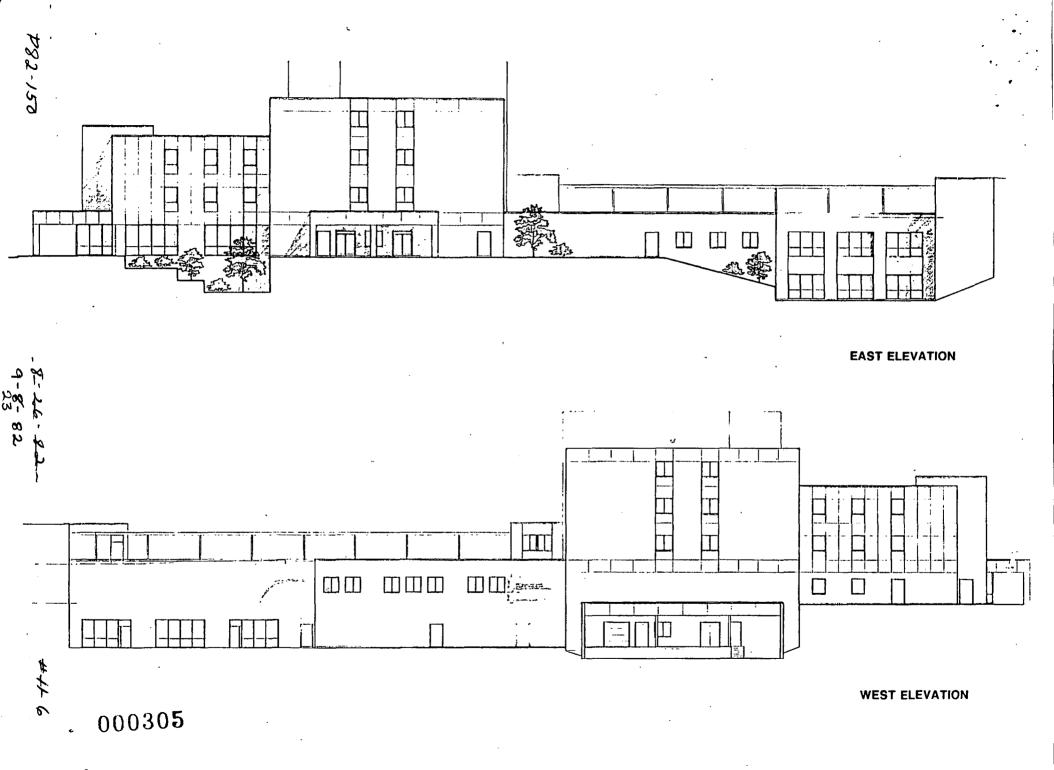
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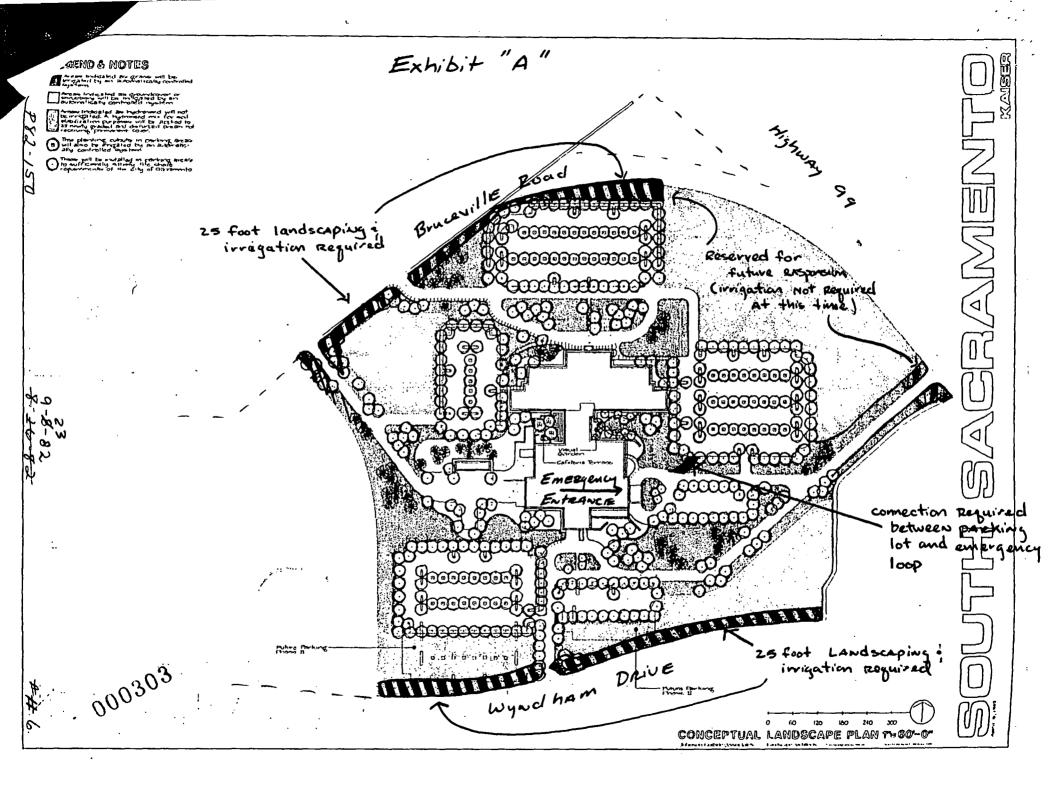
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BRUCEVILLE

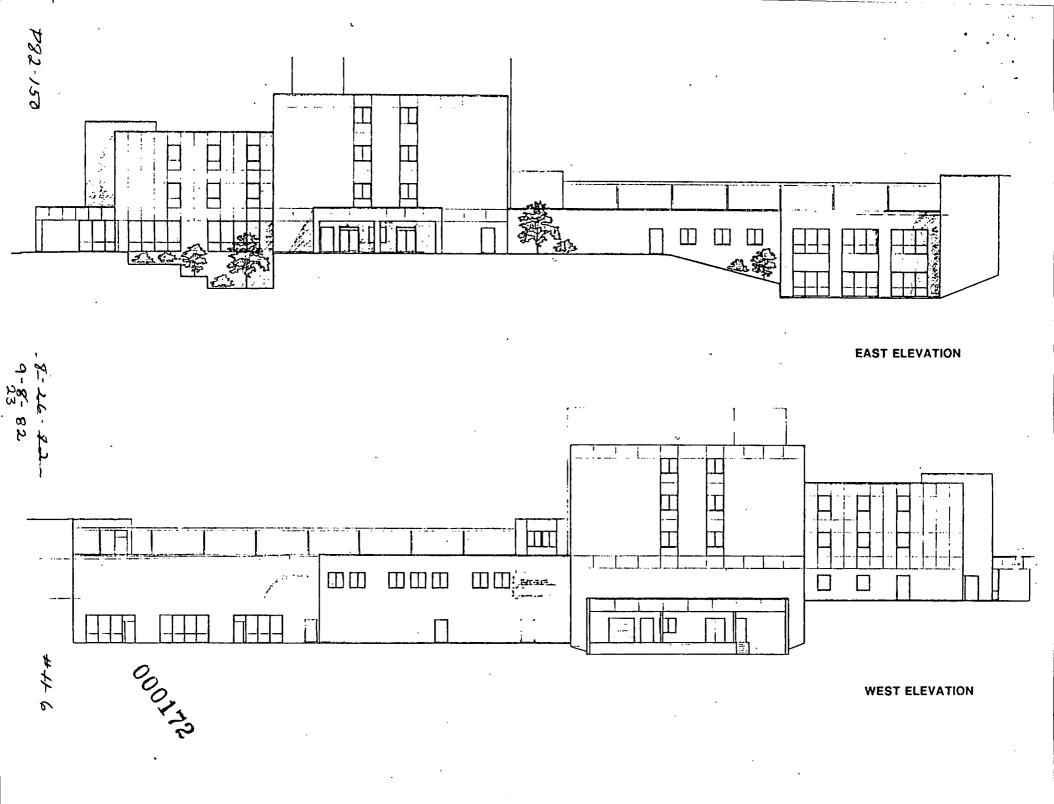
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Hospital Building & Equipment Company

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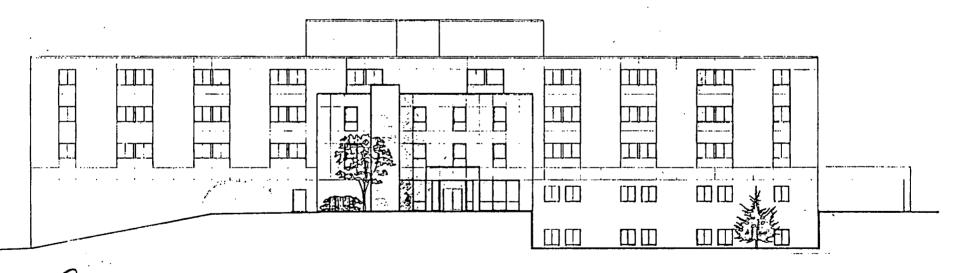
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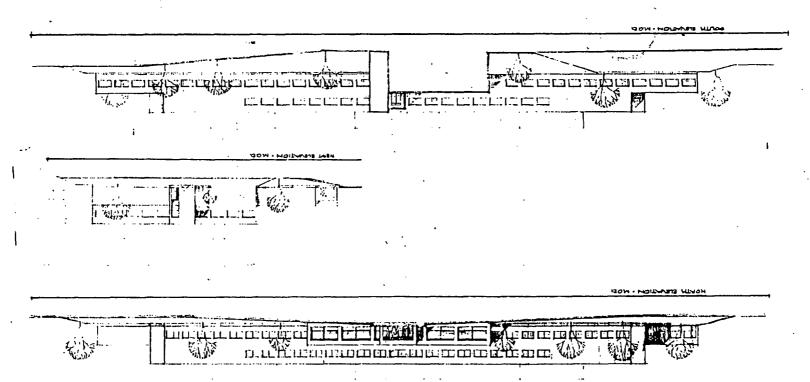
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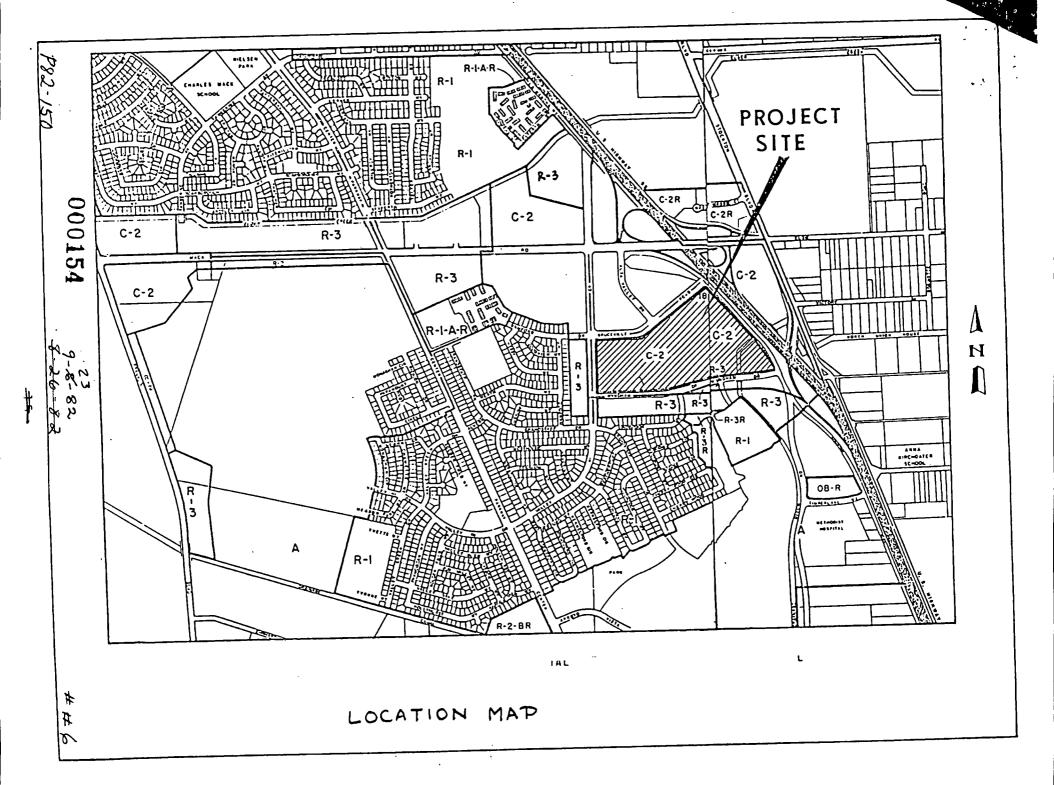
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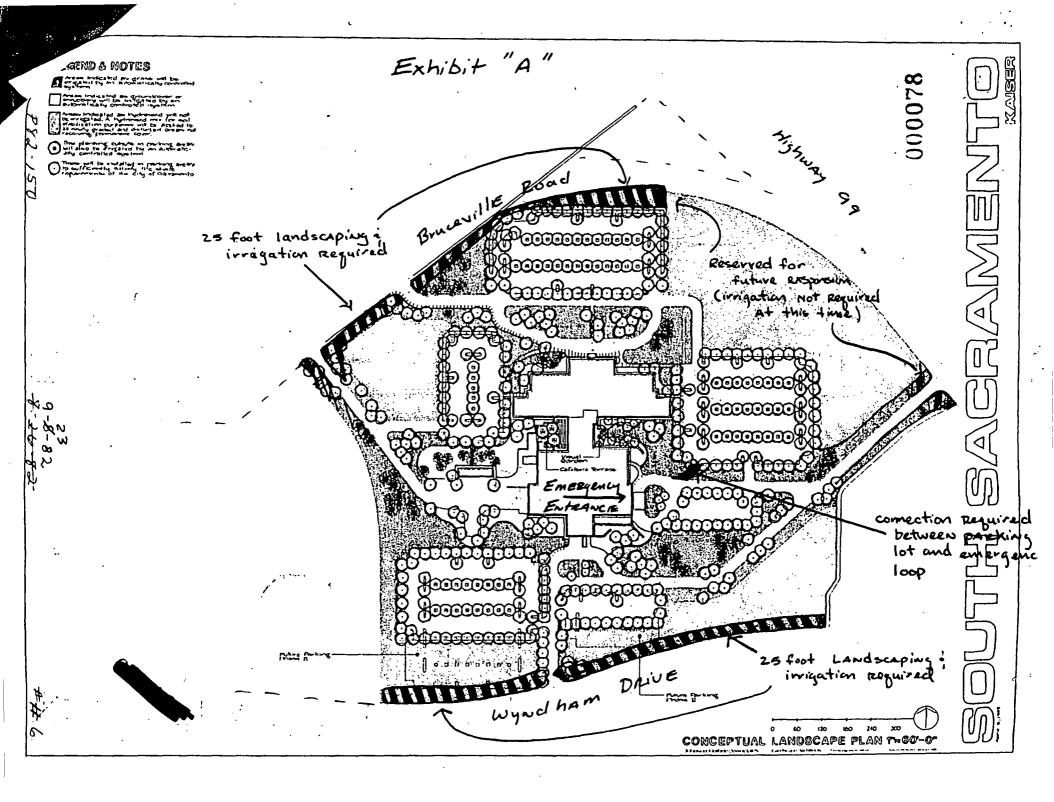


SOUTH ELEVATION



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TIZER LIST

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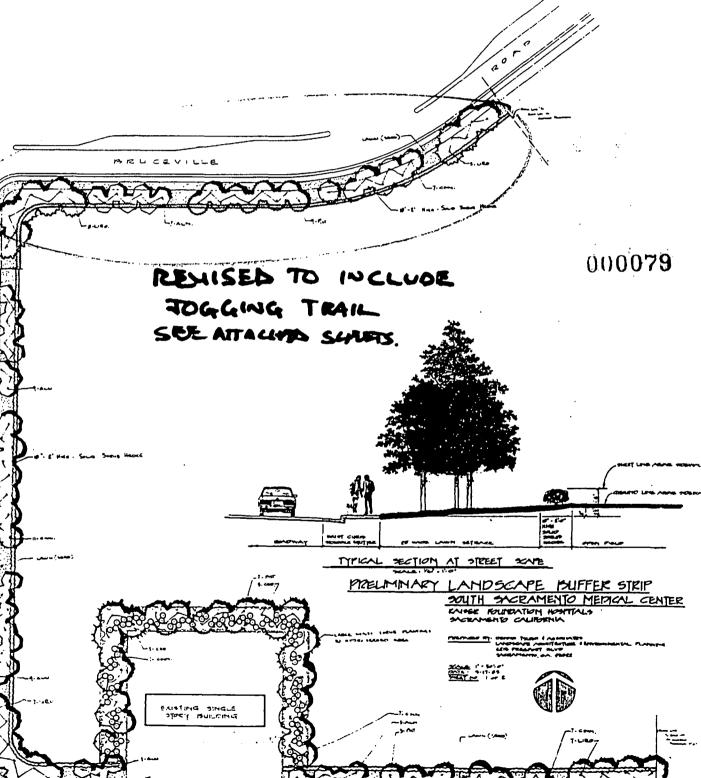
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