

CITY PLANNING COMMISSION

1231 "I" STREET, SUITE 200, SACRAMENTO, CA 95814

APPLICANT	Holliman, Hackard & Taylor - 1545 River Park Dr., Ste 550, Sacramento, CA 95815				
OWNER	Centennial Development Fund - 1440 Ethan Way, Ste. 100, Sacramento, CA 95825				
PLANS BY	Psomas & Associates - 4153 Northgate Boulevard, Sacramento, CA 95834				
FILING DATE	9-19-85	ENVIR. DET.	10-18-85	REPORT BY	SD:sg
ASSESSOR'S-PCL. NO.	237-030-22, 23, 24, 25, 26, 41; 016-01; 017-02				

- APPLICATION:
- A. Certification of Final EIR for Northgate Station Office Complex
 - B. General Plan Amendment of 28+ acres from Industrial to Commercial and Office
 - C. Community Plan Amendment of 28+ acres from Light Industrial to Community/Neighborhood Commercial; to exceed building densities allowed in the Community Plan
 - D. Rezone 21+ vacant acres from Light Industrial (M-1(S)) to General Commercial (PUD) (C-2(PUD)); and 7.5+ acres from Agricultural (A) to General Commercial (PUD) (C-2(PUD))
 - E. Schematic Plan Designation of 28+ acres as the Northgate Station Planned Unit Development
 - F. Variance to increase the height of a structure in the C-2(PUD) zone from 45 feet to 85 feet
 - G. Variance to locate a portion of required parking off-site

LOCATION: 4200 Northgate Boulevard; Northgate Boulevard at I-80

PROPOSAL: The applicant is requesting the necessary entitlements to develop a hotel, office and ancillary restaurant and child day care complex in the Northgate Station Planned Unit Development.

PROJECT INFORMATION:

1974 General Plan Designation:	Industrial
1986 North Natomas Community	
Plan Designation:	Light Industrial
Existing Zoning of Site:	Light Industrial (M-1(S))
Existing Land Use of Site:	Vacant
Proposed General Plan	
Designation:	Commercial and Office
Proposed Community Plan	
Designation:	Community/Neighborhood Commercial

Surrounding Land Use and Zoning:

North: Industrial fuel station; M-1(S)
 South: Interstate 80
 East: Natomas East Main Drain Canal
 West: Light Industrial Office Park; MP (County)

Setbacks:

From public street frontage: 25 feet
 From main canal: 60 feet

Revised project specifics: Subsequent to the submission of the application, the applicant has made some revisions to their project.

The following chart compares the revised project to the original application:

<u>Proposed Use</u>	<u>Revised</u>	<u>Original</u>	<u>Net Change</u>
Office:	303,000 sq. ft.	350,000 sq. ft.	-47,000 sq. ft.
Restaurants (4):	810 seats	810 seats	No change
Day Care:	7,000-8,000 sq. ft.; 160-210 children	Same	No change
Hotel:	200 room, 144,000 sq. ft.	180 rooms, same sq. ft.	+20 rooms
Convenience Market:	4,000 sq. ft.	None shown	
Parking Provided:	1,502 spaces	1,220 spaces	
Parking Required:	1,143 spaces		

The following table outlines the details of the revised project:

<u>Type of Use</u>	<u>Height</u>	<u>Size</u>
Hotel	85'/6 stories	200 rooms, 144,000 sq. ft.
(2) Restaurants	1 story	250-300 seats, 8,000 sq. ft. ea.
(1) Coffee Shop	1 story	100-150 seats, 6,000 sq. ft.
(1) Fast Food	1 story	40-60 seats, 4,000 sq. ft.
(1) Day Care	1 story	160-210 children; 7,000-8,000 sq. ft.
(5) Office	35'/2 stories	203,000 sq. ft. total
(1) Office	45'/3 stories	100,000 sq. ft.
(1) Convenience Market	1 story	4,000 sq. ft.

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<u>Type</u>	<u>Ratio Required</u>	<u>Parking Required</u>	<u>Parking Provided</u>
Hotel	1 space/2 rooms	100 spaces	200 spaces
(2) Restaurants	1 space/3 seats	200 spaces	200 spaces
(1) Coffee Shop	1 space/3 seats	50 spaces	50 spaces
(1) Fast Food	1 space/3 seats	20 spaces	20 spaces
(1) Day Care		Determined by CPC	10 spaces
(5) Office	1 space/400 sq. ft.	507 spaces	642 spaces
(1) Office	1 space/400 sq. ft.	250 spaces	360 spaces
(1) Convenience Market	1 space/250 Sq. ft.	16 spaces	20 spaces

BACKGROUND INFORMATION: During December, 1983, and January, 1984, the City received five applications to convert agricultural land within the North Natomas area to urban use. These applications were not consistent with the City's 1974 General Plan or the Growth Policy adopted by the City in 1982. To determine whether such urban development should occur in the North Natomas area, the City Council directed staff to prepare a detailed community plan. The Council further determined that applications received after January 31, 1984 should not be processed by the Planning Department until the North Natomas Community Plan was adopted. The applicant, on appeal to the Council, was granted the right to submit an application prior to review and adoption of the North Natomas Community Plan. An EIR was required for the project on October 18, 1985.

Effective January 22, 1986, the State Office of Planning and Research (O.P.R.) granted the City a time extension for completing the General Plan update. One condition of the extension is that the City not accept or process plan amendment applications until the update is complete. However, the O.P.R. extension allows the continued processing and adoption of General Plan Amendments which were filed before the extension was granted. Since the project was submitted prior to January 22, 1986, the application can be processed. During October, 1986, the City Attorney and applicant's attorney discussed further processing of the proposed project pursuant to the O.P.R. restrictions. O.P.R. advised that to approve the project, it should be determined by the City that the project is consistent with surrounding land uses.

EIR FINDINGS: An EIR was prepared for this project for the review and consideration of the Commission in hearing the requested entitlements. The EIR identified four major and seven other potentially significant environmental impacts resulting from the proposed project. The four major potentially significant impacts are land use, traffic, air quality, and visual quality.

The other seven potential environmental impacts identified in the EIR are noise, water, police, fire, geology and soils, hydrology, and plant and animal communities. The revised project defined in this staff report is within the parameters assessed in the Environmental Impact Report. The potential significant impacts can be reduced to a less than significant level by requiring the mitigation measures identified in the EIR.

The proposed project is a more intensified land use than Light Industrial and could potentially add an incremental adverse traffic impact to Northgate Boulevard. Development of the project site as Light Industrial would generate roughly 1,210 daily trips (20% TSM included). By comparison, Northgate Station would generate approximately 8,490 daily trips (20% TSM included). This represents about seven times the amount of traffic planned for along this portion of Northgate Boulevard. The densities proposed for Northgate Station could potentially create additional traffic impacts at two I-80 ramps and two Northgate Boulevard intersections which at buildout of the North Natomas Community Plan area is projected to have a level-of-service of D/F (North Natomas Community Plan DEIR Exhibit E-50). In addition, approximately 67% of the proposed project's external trips are anticipated to use the proposed Cargo Court access, while the remaining 33% are expected to use North Market Boulevard intersection. The new Cargo Court intersection adjacent to I-80 interchange will serve as the main entry to the proposed project and could potentially create vehicular queues, weaving, or merging impacts on Northgate Boulevard. A.M. peak hour queues making right hand turns into Cargo Court could extend southerly onto the westbound I-80 off-ramp. The proposed project includes realigning Cargo Court north of its existing location on Northgate Boulevard and providing an exclusive right hand turn lane into an on-site driveway to reduce potential queuing. However, the possible conflict between queuing, merging, and through traffic on the I-80 off-ramp and Northgate Boulevard could present potential traffic hazards even with the signalization of Cargo Court and 20% TSM as mitigation measures.

Recent preliminary North Natomas over-crossings and interchange modifications studies have indicated that the existing westbound exit ramp at Northgate Boulevard on I-80 be widened by constructing a 12 foot lane and eight foot shoulder a distance of about 1,500 feet. Additionally, Northgate Boulevard will be widened 12 feet for a distance of about 750 feet to accommodate the merging of the new exit ramp lane. All work may be constructed within existing right-of-way by constructing retaining walls and modifying drainage in several areas. This recent Northgate Boulevard/I-80 interchange reconstruction proposal was not available at the time the traffic update for the Northgate Station was prepared in the final EIR. The effect widening of the existing westbound exit ramp and Northgate Boulevard will have on the proposed project's traffic, noise, air quality, setbacks and density has not yet been assessed.

PROJECT EVALUATION: The revised project will be evaluated in relationship to the following: land use and zoning, consistency with the North and South Natomas Community Plans, site design, proposed North Natomas development guidelines, infrastructure, other North Natomas Community Plan policies, transportation and circulation, air quality, aesthetic impacts, and other environmental concerns.

Staff has made the following findings with regard to this project:

A. Land Use and Zoning

1. Planning Analysis

The subject site consists of several parcels totaling 28+ vacant acres. A SMUD substation is located on the site. Approximately 7.5 acres of the site are located in the County. An annexation request (M85-030) is being processed concurrently with this application.

Land uses and zoning in the four quadrants of the I-80/Northgate Freeway Interchange are as follows:

- Northeast quadrant: Pell Avenue Industrial Park consists primarily of warehousing/office uses. It is located east of the subject site. A truck fueling station is located adjacent to the north of the site. This quadrant is zoned Light Industrial (M-1(S) and M-1).
- Southeast quadrant: (South of the subject site) Sutter Business Park is developed with a large research laboratory, accompanying offices, and warehousing/office uses. A 136 room, 40,000 square foot motel is nearing completion. This area is zoned Light Industrial (M-1(S)-R) and Heavy Commercial (C-4-R). 7+ acres, located at the elbow of the freeway interchange, is zoned Highway Commercial but remains vacant.
- Southwest quadrant: Sutter Business Park West is designated for offices and residential uses and zoned OB(PUD) and R-1(PUD). Two fast food restaurants are located in that quadrant.
- Northwest quadrant: The northwest quadrant of the I-80/Northgate Boulevard interchange is located in the County and is zoned MP. This zone, in the County, permits offices with no restrictions. A mixture of offices and warehouses are located in this area.

In reviewing the existing land uses adjacent to the project site and the land use goals and strategies in the North and South Natomas Community Plans, staff finds incompatibility in two areas. The intense office use will create adverse traffic impacts on Northgate Boulevard and for adjacent industrial development. This impact is further discussed in this report. The other adverse impact is on the land use strategies in the North Natomas and South Natomas Plans. Specific strategies affected include: (a) location of hotel/highway commercial uses at the Truxel interchange and the Del Paso/I-5 interchange; and (b) development of industrial uses in North Natomas and development of intense office uses in South Natomas.

2. Environmental Analysis

The EIR prepared for the project identified the following significant impacts that would result from this proposed project:

- Proposed rezoning to General Commercial; would establish extensive commercial uses where none currently exist.
- Consistent with policies which promote development in North Natomas; not consistent with land use designations of the North Natomas Community Plan.
- Inconsistent with existing/plan industrial, manufacturing and distribution uses. Proposed project would be more intensive with a higher activity level and of a different character than adjacent uses.

- The project could depress leasing rates for existing office spaces in the vicinity and prolong vacancy rates for existing office space. The project could inhibit office development in the northeast portion of South Natomas and could preclude future hotel use designation for the I-80/Truxel location. Office development could compete with existing/plan office development of South Natomas and downtown Sacramento, potentially affecting the City's goal for a commercial and financial center in downtown. The project could induce future amendments to the North Natomas Community Plan.

B. Consistency with the North Natomas Community Plan Policies

1. The 1974 Sacramento City General Plan specifies Light Industrial (LI) land use designation for the project site. The North Natomas Community Plan also indicates Light Industrial uses as appropriate for the project site. The North Natomas Community Plan defines the Light Industrial land use category as follows: "Light Industrial (LI) land use category is intended for light manufacturing, warehousing, and distribution type uses in a business park setting. All other types of use, even though permitted by the City's M-1 and M-2 zone classifications, are not deemed appropriate to those areas designated LI on the map."

The North Natomas Community Plan provided for community/neighborhood commercial and highway commercial uses, but not at the subject site. The plan proposes to encourage attractive business and professional offices as location for neighborhood offices. The offices would be situated along major roads and in convenient proximity to residential neighborhoods. Highway commercial uses, possibly including hotel accommodations, are indicated for the Truxel/I-80 interchange; additional highway commercial uses are proposed for the Del Paso/I-5 Interchange.

2. Policy 2 (page 35) of the Plan states:

"No special permits or building permits shall be issued (except for those necessary for the arena or stadium) for acreage in the area south of Del Paso Road and east of I-5 until the construction of the arena or stadium is at least 50 percent complete."

The applicant is requesting neither a special permit nor a building permit at this time. However, if the applicant wishes to commence construction prior to 50% completion of the sports complex, a plan amendment will be necessary at that time.

3. Policy C-1 (page 14), establishes maximum gross building area per acre for commercial and industrial uses. Staff has prepared the following chart comparing the maximum densities allowed in each land use designation with those proposed by the applicant.

<u>Applicant's Proposed Use</u>	<u>Applicant's Proposed Density</u>	<u>Appropriate Designation</u>	<u>Maximum Gross Building Square Footage/Net Ac.</u>	<u>Difference</u>
Offices	19,804 sq.ft./ac.	CNC	9,000 sq.ft.	+10,804 sq.ft./ac.
Restaurant/Day Care	5,484 sq.ft./ac.	CNC	9,000 sq.ft.	-3,516 sq.ft./ac.
Hotel	23,226 sq.ft./ac.	HC	6,750 sq.ft.	+16,476 sq.ft./ac.

The proposal exceeds the building densities permitted in the community plan in both the Highway Commercial and Community/Neighborhood Commercial designations and, therefore, requires a plan amendment which staff cannot support. The North Natomas Community Plan specifically avoids locating the proposed uses in the vicinity of the subject site. The Northgate Corridor is designated for industrial use in the adopted community plan. The proposed increases in densities will add an incremental adverse traffic impact at two Northgate Boulevard intersections and two I-80 Freeway ramps which, at buildout of the community plan area, are projected to have a level of service of D-F (North Natomas Community Plan Draft EIR, Exhibit E-50). Land use designations which would accommodate the proposed uses are located in the North Natomas Community Plan near I-5 and the sports complex. The Community/Neighborhood Commercial designation is intended to meet the daily needs of, and be convenient to, North Natomas residents and workers and is not anticipated at the densities nor at the location proposed by the applicant.

The office building designation in the North Natomas Community Plan is intended to provide for neighborhood personal services offices to service the residents of North Natomas. These would include medical, dental, insurance, real estate and similar professional offices. In addition, these land use classifications were designated in areas proximate to the residential development areas proposed in the adopted North Natomas Community Plan. The maximum building density allowed in the OB designation is 16,500 square feet per acre and the applicant's proposal exceeds that figure by 3,304 square feet per acre.

In addition to the office uses, the plan designates 46 acres of Highway Commercial located at Del Paso Road and I-5 and at Truxel Road and I-80. The community plan cites a maximum building density of 6,750 square feet per acre. The applicant's proposal of 23,000+ square feet per acre is far in excess of the acceptable density allowed in the plan.

Staff cannot support the proposed community plan amendment to Community/Neighborhood Commercial because the density and intensity of the uses proposed is inconsistent with the designation as defined in the community plan. Staff finds the Light Industrial designation, as defined in the adopted plan, to be the most appropriate for this site based on such issues as traffic impacts and incompatibility with land use goals and strategies adopted for South Natomas, North Sacramento, and the Central City.

C. Consistency with the South Natomas Plan Area

The Office/Office Park designation in the South Natomas Plan calls for large-scale developments near I-5 and I-80 with buildings of 40,000 square feet or more. There are 337 acres of Office/Office Park designation in South Natomas with a maximum of 5.2 million square feet of building space. The type of office uses that the applicant proposes is planned to be met in the South Natomas area. To date 1.3+ million square feet of office space has received special permit approval.

A 136 room, 40,000 square foot motel is currently nearing completion at the southeast corner of I-80 and Northgate Boulevard. An additional motel site has been approved nearby. Staff has also reviewed a preliminary request for another 130 room three-story motel at the southwest quadrant of I-5 and West El Camino Avenue. In addition, the North Natomas Community Plan designates three sites, 45 acres, which would accommodate hotels/motels, restaurants, etc. uses.

The South and North Natomas Plans were intended to be compatible with one another and generate a healthy economic environment which will promote orderly growth within the City. Staff finds that the proposed project would generate competition and conflicts between the two planning areas and defeat the goals and strategies in both plans.

D. Site Design

The applicant has submitted a schematic plan for PUD designation and approval. Detailed information is not available at this time. Staff review is, therefore, limited to building types and sizes, parking arrangements, and proposed setbacks as submitted per the latest revised plans received November 20, 1986.

1. Building Types and Sizes

a. Hotel

The six-story, 200 room hotel includes 5,000 to 7,000 square feet of ancillary uses such as a lobby and a coffee shop. 100 parking spaces are required; 200 spaces are provided. The proposed height of 85 feet exceeds the height limit of the C-2 zone which necessitates a variance.

The height limit for highway commercial uses in the proposed North Natomas development guidelines is 35 feet. Approval of a six-story hotel at this location conflicts with these guidelines as well as the adopted plan strategy to locate this type of use elsewhere. Staff believes that approval of the proposed height will set a precedent for similar, inconsistent, high intensity uses elsewhere in the North Natomas Community Plan area. Additionally, the site is vacant and staff, therefore, finds the hardship to be self-imposed. The request to increase the height of the hotel to 85 feet cannot be supported.

b. Offices

Six office buildings are proposed which are within the height limit of the C-2 zone. Five office structures will range in size from 30,000 to 45,000 square feet. The sixth structure will be 100+ square feet. The intensity of the office use exceeds the maximum 11,000 square foot per acre specified in the South Natomas Plan which is where the intense office uses are to be located. 757 parking spaces are required for the office uses; 1,002 are provided.

c. Restaurants

Two restaurants are proposed to flank the main entrance to the site at Cargo Court. Each restaurant is proposed as a sit-down facility accommodating 250-300 patrons. Two hundred parking spaces are required for restaurant use. The proposed parking ratio is consistent with the Zoning Code ratio of one space/three seats.

d. Coffee Shop

A 6,000 square foot coffee shop is proposed to be located at the secondary access at North Market Boulevard. This shop would seat 100-150 people and require 50 parking spaces. Again, the parking ratio proposed by the applicant is consistent with the Zoning Code.

e. Fast Food

One fast food restaurant is proposed near the secondary access. This facility would be 4,000 square feet and seat a total of 40-60 people. This would require 20 parking spaces at a ratio of one space/three seats. Sufficient parking is provided.

f. Convenience Market

A 4,000 square foot convenience market is proposed north of the North Market secondary access to the site. This market requires 16 parking spaces and the applicant proposes sufficient parking for the use.

g. Day Care

A 7,000 to 8,000 square foot day care facility is proposed at the northern-most portion of the site near the secondary access. This structure would provide care for 160 to 210 children. The applicant proposes 10 parking spaces to accommodate the day care facility. The Commission determines the required parking.

State regulations require a teacher/student ratio of 1:12, therefore, 13 to 18 parking spaces would be required to accommodate teachers only. In the past, the Commission has approved a parking ratio of one space per 5+

students to provide for employees and parents picking up and dropping off students. This would require 28 to 37 parking spaces (one space:5.5 students). The 10 proposed parking spaces are inadequate.

The proposed location of the day care center is a pocket at the northern-most corner of the site sharing parking and access with the convenience market. Staff finds the high traffic volume convenience market a particularly incompatible use to share parking and access facilities with a children's day care center. In addition, there is a 24 hour heavy truck and trailer fueling station with on-site fuel storage located adjacent to the proposed day care facility. The proposed location is not considered consistent with the community plan or normal siting criteria for day care centers. The center and its parking are poorly sited.

h. Proposed North Natomas Development Criteria

A set of design standards for North Natomas which will ensure visually attractive development was approved by the Planning Commission on December 11, 1986. The proposed guidelines include:

	<u>Building Setback</u>	<u>Landscape Setback</u>
I-80 Freeway	100*	50-150**
Freeway Off-ramp	50	50
Northgate Boulevard	50	50

*no structure shall locate within the landscape setback
**undulating landscaped corridor required

The applicant proposes a 25 foot landscaped setback along the freeway and off-ramp. The Northgate Boulevard building setback is proposed to be 25 feet. These setbacks are inconsistent with the proposed North Natomas Development Guidelines and would require revisions to the site design.

E. Infrastructure

The North Natomas Community Plan area is primarily rural, agricultural land at the present time, therefore the area is without the necessary infrastructure for orderly and timely development. The plan contains a number of programs and funding mechanisms to assure the availability of infrastructure. Public services such as sewer, water and drainage are available to the site. Northgate Boulevard, at this point, is to be a six lane divided road. The applicant will be required to provide street improvements along Northgate, a signal at Northgate Boulevard and Cargo Court and modification of the signal at North Market Boulevard to the satisfaction of the Public Works Director. These improvements are outlined in the EIR. Because these facilities are already available to the site as an extension of County services, staff has concluded that the applicant will not be obligated to participate in the major financing of community wide sewer, water, drainage and street improvements.

However, it is staff's opinion that the applicant must comply with the elements of the community plan which relate to infrastructure and financing mechanisms for fire, libraries, police, parks and all other facilities and services determined to be part of comprehensive City services. The Public Works Department is currently conducting an "Infrastructure Design Report and Financing Study" which will determine the nature and extent of infrastructure and costs. Obligation to participate in future infrastructure facilities and services will be addressed through development agreements.

F. Other Applicable North Natomas Community Plan Policies

It is a policy of the community plan that North Natomas develop as a mixed use community providing locations for residential, commercial, office and industrial land uses. In order to achieve a balance of jobs and housing available, the housing demand of the North Natomas area will be met through development of vacant City residential land, especially in nearby North Sacramento. A monitoring program will be set up to track North Natomas job creation with housing construction in North Natomas, North Sacramento and other City communities. A housing and infrastructure trust fund will also be used to stimulate moderate income housing in North Sacramento. To be consistent with the North Natomas Community Plan, the applicant shall participate in these programs in accordance with development agreements.

The community plan contains a policy that attempts to assure that City residents benefit from employment opportunities generated by North Natomas development. The applicant will be required to agree to implement provisions in the North Natomas Employment and Economic Development Opportunity Plan.

In order to assure orderly development, the North Natomas area is planned to be developed in phases. The subject site is located within the boundaries of Phase I. As previously stated, no building or special permits can be issued in Phase I until the sports complex is 50% complete. In order for this project to begin developing prior to 50% completion of the Sports Complex, a community plan amendment will be necessary. Staff does not support an additional plan amendment.

The North Natomas Air Quality Mitigation Strategy has been developed to address the traffic-related air quality impacts of the proposed North Natomas Community Plan. The strategy consists of two plan elements: the Air Quality Mitigation Element and the Transportation Systems Management Element (TSM). The Air Quality Mitigation Element identifies land use and transportation-related measures to reduce the number and length of trips. The element establishes an air quality mitigation fee to cover the actual and necessary costs of providing basic infrastructure to support alternative transportation modes and to provide a community-based shuttle system. These measures are to be implemented by project applicants through planned unit development (PUD) entitlements. The Transportation Systems Management Element (TSM) identifies various trip reduction strategies to be implemented by employers. The Air Quality Mitigation Element requires adherence to a 35% reduction in trips. Progress toward achieving the emission reduction goal and the trip reduction goal is to be evaluated annually in conjunction with the community plan monitoring program. The applicant will be required to participate in the Air Quality Mitigation Strategy in a manner acceptable to staff.

F. Transportation/Circulation

1. Planning Analysis

Northgate Boulevard will ultimately be developed as a six lane divided major roadway according to the City Traffic Engineer. Because of the high volume of traffic anticipated on the road, the Traffic Engineer recommends deleting three of the six driveways proposed on Northgate Boulevard.

The total number of parking spaces required by the Zoning Ordinance is 1,143. The applicant proposes 1,502. 198 spaces and their maneuvering space are to be located off-site through agreement with Reclamation District 1000. The off-site parking arrangement requires variance approval. Since the site is vacant, there is no hardship to support the variance. This reduces parking provided to 1,304.

Although the parking ratio required for offices is 1:400, staff has found that in suburban office parks, with minimal transit facilities, a ratio of 1:250 is more appropriate. This is consistent with the South Natomas office parks. On this basis, staff finds the number of parking spaces for the Northgate Station PUD to be 1,627. This leaves a deficit of 323 parking spaces.

The applicant proposes a shared parking program based upon locating uses with differing peak hours adjacent to one another. Staff has no experience with such a proposal. A parking reduction program, as outlined in the parking regulations section of the Zoning Ordinance, shall be applied for to help meet parking requirements as determined by the Commission to comply with policies contained in the community plan.

Development of the project site as Light Industrial would generate roughly 1,210 daily trips; 176 A.M. peak; and 131 P.M. peak (20% TSM included). By comparison, Northgate Station would generate approximately 8,490 daily trips; 1,406 A.M. peak; and 1,048 P.M. peak (20% TSM included). This represents about seven times the amount of traffic planned for along this portion of Northgate Boulevard and would potentially create additional traffic impacts at two I-80 ramps and two Northgate Boulevard intersections which at buildout of the North Natomas Community Plan area is projected to have a level-of-service of D/F.

2. EIR Findings

The traffic update in the Final EIR had no effect on the conclusions presented in the Draft EIR. The resulting levels-of-service are the same as are the required mitigation. The only change in the information provided in the Draft EIR is a reduction in external daily trips generated by the project from 9,562 to 8,490 daily trips. This change would reduce the impact of the project slightly; the reduction would not be manifested in a change in levels-of-service nor mitigation.

The project would generate 8,490 daily trips, 1,406 total A.M. peak hour trips, and 1,048 P.M. peak hour trips. These volumes include 20 percent TSM measures incorporated into the project.

The project would have a potential effect on existing signalized intersections: of the six intersections analyzed in the Northgate Station EIR, A.M. peak hour traffic volumes would result in service levels of less than C for three intersections. P.M. peak hour volumes would also cause three intersections at lower than C.

The proposed project is a more intensified land use than Light Industrial and could potentially add an incremental adverse traffic impact to Northgate Boulevard. Development of the project site as Light Industrial would generate roughly 1,210 daily trips (20% TSM included). By comparison, Northgate Station would generate approximately 8,490 daily trips (20% TSM included). This represents about seven times the amount of traffic planned for along this portion of Northgate Boulevard. The densities proposed for Northgate Station could potentially create additional traffic impacts at two I-80 ramps and two Northgate Boulevard intersections which at buildout of the North Natomas Community Plan area is projected to have a level-of-service of D/F (North Natomas Community Plan DEIR Exhibit E-50). In addition, approximately 67% of the proposed project's external trips are anticipated to use the proposed Cargo Court access, while the remaining 33% are expected to use North Market Boulevard intersection. The new Cargo Court intersection adjacent to I-80 interchange will serve as the main entry to the proposed project and could potentially create vehicular queues, weaving, or merging impacts on Northgate Boulevard. A.M. peak hour queues making right hand turns into Cargo Court could extend southerly onto the westbound I-80 off-ramp. The proposed project includes realigning Cargo Court north of its existing location on Northgate Boulevard and providing an exclusive right hand turn lane into an on-site driveway to reduce potential queuing. However, the possible conflict between queuing, merging, and through traffic on the I-80 off-ramp and Northgate Boulevard could present potential traffic hazards even with the signalization of Cargo Court and 20% TSM as mitigation measures.

Recent preliminary North Natomas over-crossings and interchange modifications studies have indicated that the existing westbound exit ramp at Northgate Boulevard on I-80 be widened by constructing a 12 foot lane and eight foot shoulder a distance of about 1,500 feet. Additionally, Northgate Boulevard will be widened 12 feet for a distance of about 750 feet to accommodate the merging of the new exit ramp lane. All work may be constructed within existing right-of-way by constructing retaining walls and modifying drainage in several areas. This recent Northgate Boulevard/I-80 interchange reconstruction proposal was not available at the time the traffic update for the Northgate Station was prepared in the final EIR. The effect widening of the existing westbound exit ramp and Northgate Boulevard will have on the proposed project's traffic, noise, air quality, setbacks and density has not yet been assessed.

G. Air Quality

The Northgate Station EIR indicates that the proposed project would generate an incremental contribution to ambient and local air pollution; the specific impacts are:

- Project emission would comprise 0.06-0.15 percent of total forecast emissions for the Sacramento Air Quality Maintenance Area.
- If traffic slows along Northgate Boulevard, CO levels could approach the 1 and 8 hour CO standards, adversely affecting the health of children in the outdoor play area associated with the proposed day care center. Ambient air quality standards are designed to protect those people most susceptible to further respiratory distress such as asthmatics, the elderly, very young children, people already weakened by other disease or illness, and persons engaged in strenuous work or exercise, identified as "sensitive receptors".

H. Other EIR Findings

1. Aesthetic Impacts

The EIR identified potentially adverse significant visual impacts from the proposed six-story hotel and the three-story office when viewed from I-80. From Northgate Boulevard, south of I-80, only the hotel and three-story office building would be visible.

2. Noise

The EIR identified potentially significant adverse noise impacts from I-80 and Northgate Boulevard on the proposed hotel, offices, and commercial uses. Title 25 of the California Administrative Code would require that a detailed noise study be undertaken and necessary noise abatement measures be incorporated into the project design to ensure that interior noise levels do not exceed 1/5 DBA (CNEL) in the proposed hotel.

3. Water

The EIR identified potentially significant adverse water services impacts resulting from water required City fire flows. Although the daily water requirements (154,000 GPD) for the proposed project should be provided by the 880 Water Maintenance District, the City Fire Department requires Northgate Station provide the necessary fire flows of approximately 1,500 gallons per minute (GPM) to 2,500 GPM.

4. Police

The EIR identified potentially significant impacts to police protection. Additional personnel and equipment would be required to serve levels of development above those specified in the North Natomas Community Plan.

5. Fire

The EIR identified potentially significant impacts to fire protection resulting in the need to improve required fire flows. Although the daily water requirements (154,000 GPD) for the proposed project should be provided by the 880 Water Maintenance District, the City Fire Department requires Northgate Station provide the necessary fire flows of approximately 1,500 gallons per minute (GPM) to 2,500 GPM.

6. Geology and Soils

The EIR identified potentially significant impacts to geology and soils indicating that poorly drained subsoils and clay soils could result in foundation damage, particularly with lighter buildings having shallow foundations.

7. Hydrology

The EIR identified potentially significant impacts to hydrology that would require an on-site storm drain system to direct run-off northerly to the C-1 canal and pumping station B.

8. Plant and Animal Communities

The EIR identified potentially significant impacts to plant and animal life due to the elimination of annual grassland and seasonal wet land.

E. Staff's Conclusions

Staff cannot support the request for the following reasons:

1. The project is inconsistent with the present adopted North Natomas Community Plan and South Natomas Community Plan land use designations. This application does not substantiate an argument for modifying the community plan in as much as the proposed uses are adequately located elsewhere within the North Natomas and South Natomas Community Plans.
2. The building densities, as proposed, exceed any density anticipated in the adopted North Natomas Community Plan.
3. The project is inconsistent with phasing policies contained in the community plan which are intended to assure that adequate infrastructure will exist to accommodate buildout as it occurs.
4. Sufficient land is designated in the North Natomas area to accommodate the proposed hotel/motel use in a manner which will best serve the area.
5. Additionally, sufficient land is designated in the South Natomas area for the office uses proposed by the applicant.

6. The applicant has proposed no unique uses which might complement the area. Staff can find no reason to support the request.
7. Although the proposed project includes realigning Cargo Court north of its existing location and providing an exclusive right hand turn lane into an on-site driveway to reduce lengthy queues on Northgate Boulevard, the possible conflict between queuing, merging, and through traffic on the I-80 off-ramp and Northgate Boulevard could present potential traffic hazards even with signalization of Cargo Court and 20% TSM as mitigation measures.
8. Development of Northgate Station would generate approximately seven times the amount of traffic planned for along this portion of Northgate Boulevard and potentially create additional traffic impacts at two I-80 ramps and two Northgate Boulevard intersections which, at buildout of the North Natomas Community Plan, area is projected to have a level-of-service of D/F.

RECOMMENDATIONS: Staff recommends the following actions:

- A. Certification of the Final EIR for Northgate Station office complex;
- B. Denial of the General Plan Amendment from Industrial to Commercial and Office;
- C. Denial of the Community Plan Amendment from Light Industrial to Community/Neighborhood Commercial; to permit building densities in excess of those allowed in the plan;
- D. Denial of the Rezone from Light Industrial (M-1(S)) to General Commercial (C-2(PUD));
- E. Denial of the PUD Schematic Plan Designation for the Northgate Station PUD;
- F. Denial of the Variance to increase the height limit in the C-2 zone from 45 feet to 85 feet, based upon findings of fact which follow; and
- G. Denial of the Variance to locate a portion of the required parking off-site, based upon findings of fact which follow.

Findings of Fact

1. The proposed project is inconsistent with the City's Discretionary Interim Land Use Policy in that the 1986 North Natomas Community Plan designates the site for Light Industrial uses, however limiting those uses to warehousing, distribution and light manufacturing and the proposed uses do not conform with the plan designation.
2. The hardship is self-imposed in that the site is vacant. Granting the variances would therefore constitute a special privilege.

