

STAFF REPORT AMENDED 4-12-84
CITY PLANNING COMMISSION

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

APPLICANT	Forrar-Williams, architects, 2020 'V' Street, Sacramento, CA 95818		
OWNER	State of California-Cal Trans		
PLANS BY	Forrar-Williams, architects, 2020 'V' Street, Sacramento, CA 95818		
FILING DATE	3-21-84	50 DAY CPC ACTION DATE	REPORT BY: TM:bw
NEGATIVE DEC.	4-2-84	EIR	ASSESSOR'S PCL. NO. 240-024-15

- APPLICATION:
1. Conditional Negative Declaration
 2. Special Permit to develop a 115,000 sq. ft. office building in the Residential/Office (R-0) zone
 3. Variance to exceed the 35 foot height limit by seven feet

LOCATION: Northeast of the intersection of Auburn Boulevard and Winding Way

PROPOSAL: The applicant is requesting the necessary entitlements to develop a 115,000± square foot office building with 300 on-site parking spaces on a 12.5 acre site.

PROJECT INFORMATION:

General Plan Designation:	Major Recreation-Open Space and Commercial/Office
County Land Use Designation:	Arcade Creek-Natural Stream
Existing Zoning of Site:	R-0 and F
Existing Land Use of Site:	Abandoned park

Surrounding Land Uses:

North:	Commercial and Residential; R-1
East:	Vacant and Single Family Subdivision; County
South:	Multiple Family and Single Family; County
West:	Del Paso Park; City

Property Area:	12.5± acres
Height of Proposed Building:	42± feet
Exterior Materials:	Brick and tinted glass
Parking Spaces Provided:	289
Parking Spaces Required:	287
Parking Ratio Provided:	1:400 sq. ft.
Parking Ratio Required:	1:400 sq. ft.

Significant features of site: Property is bisected by Arcade Creek and contains 125 trees of various sizes. Also, a significant portion of the site is located within the Floodway and Floodway Fringe areas of Arcade Creek

BACKGROUND INFORMATION: The subject property was originally a part of the Del Paso Park system located to the west of Auburn Boulevard. However, the State of California acquired this site in order to construct proposed Freeway Route 143. This freeway route has been eliminated, and the State therefore has optioned the property to private individuals. The City, County and park district for this area inquired into the possibility of purchasing the property from the State; however, there was a lack of sufficient funds for the purchase.

On January 18, 1983 the City Council approved an amendment of the General Plan and a rezoning of a portion of the site to Residential-Office. The applicant's current proposal consists of the necessary entitlements to develop an office structure on the R-0 zoned portion of the site.

STAFF EVALUATION: The subject site consists of approximately 12± acres which have been historically used as a park site. The site is bisected by Arcade Creek and therefore approximately 8± acres, which are within the Floodway and Floodway Fringe overlay zones, are undevelopable. A tree survey of the site has indicated that there are approximately 125 on-site trees of which 19 could be considered as Heritage Trees. Auburn Boulevard (a major street) abuts the northeasterly side of the site, and Winding Way abuts the property to the south.

Staff has the following specific comments relative to the proposed project:

1. Floodway and Floodway Fringe Constraints: A significant portion of the subject site is within the Floodway (F) and Floodway Fringe (FF) overlay zones. The City Zoning Ordinance sets forth certain development standards which stipulate the maximum permissible alteration of the Floodway and Floodway Fringe areas. The objectives of this ordinance as it pertains to this project are as follows:
 - a. Minimize expenditure of public money for costly food control projects;
 - b. Minimize prolonged business interruptions; and
 - c. Help maintain sound use and development of flood-prone areas in such a manner as to minimize future flood blight areas.

This ordinance stipulates that, prior to the issuance of a building permit or any other such structural entitlement within the (F) or (FF) overlay zones, certification must be provided to the Building Division that the proposed development will not increase the elevation of the base flood more than one foot within the community. Also, certain building standards are stipulated by this ordinance. The City Engineering Department has reviewed the proposed project and has commented that no development should be permitted in the Floodway, and that a sewer and drainage study will be required.

The initial project, as proposed by the applicant, indicated a substantial amount of development within the Floodway Fringe area along the western portion of the site. Per staff's recommendation, the applicant revised the site plan to eliminate development within this area.

Staff finds the area proposed for development of the office building and parking lots to be consistent with the requirements of the Floodway and Floodway Fringe standards.

2. County Natural Streams Plan: Arcade Creek, which bisects the subject site, is designated in the County Zoning Ordinance as a Natural Stream. The Natural Streams Plan, an overlay zone, indicates a Parkway Trail System (riding and hiking trail) along the creek area. This plan also includes a set of guidelines for developments adjacent to the Natural Stream Creeks.

Staff evaluated the project utilizing many of the concepts and guidelines incorporated in this plan. Basically, staff finds the applicant's proposal consistent with this plan as has County Planning staff.

3. Existing Trees: The Department of Community Services has reviewed the proposed development plans and has indicated that because of the unique characteristics of the site, their preference would be to retain the site for park purposes. The City Arborist, however, did find that the site plan accommodated retention of most of the significant trees with the exception of the two Oaks noted on Exhibit B.

These trees are potential Heritage Tree candidates, and staff recommends that they be retained and the proposed building be adjusted to accommodate them. In addition to insure the survival of these two Oak trees and other existing trees to be retained, staff recommends that protective fencing be erected around the trees prior to issuance of building permits.

4. Traffic Impacts and Street Improvements: The proposed project is unusual in that it presents the type of development generally associated with a suburban office park as found in a Planned Unit Development, yet is proposed to be developed according to general standards. The project is further complicated in that the two adjacent streets, Auburn Boulevard and Winding Way, are both under County jurisdiction and therefore must be improved by County standards.

As part of the initial environmental review process, the applicant was required to submit a traffic study to assess the potential impacts of the proposed office use. Based upon this study and additional comments received from the County Department of Public Works, City Traffic Engineering and Regional Transit, staff recommends the following conditions be required:

- a. The project shall incorporate a comprehensive Transportation Systems Management Program directed at increasing ridesharing, increasing usage of public transit, increasing bicycle ridership, and reducing the concentration of traffic activity during the peak traffic hours.
- b. Install a fully actuated four-legged signalized intersection at Auburn Boulevard and the main access for the project which is opposite the off-ramp from I-80 prior to issuance of occupancy permit.
- c. Provide for a bus shelter north of the existing Arcade Creek Bridge on the easterly side of Auburn Boulevard.
- d. Relocate the northernmost driveway farther to the south towards the signalized intersection to avoid potential driveway conflicts with the proposed development to the north. The actual location of the driveway be agreed upon by the City Traffic Engineer and the County Department of Public Works.
- e. The applicant shall dedicate and improve Auburn Boulevard to a 55-foot half section and Winding Way to a 42-foot half section. The improvements adjacent to Auburn Boulevard shall include a meandering sidewalk to eliminate potential conflicts with the existing trees (the County Department of Public Works has indicated this is acceptable to them).

Many of these conditions are reflected in the Conditional Negative Declaration.

5. Special Permit and Variance Requests: Staff's approach to development of this site has been to identify the environmental constraints and significant natural features of the site and then determine how much office square footage can the site accommodate. Pursuant to this approach approximately 66% of (8± acres) of the site has already been set aside as being within the Floodway and Floodway Fringe area by previous Council action. This area will be retained in its natural state with the sole development consisting of a future recreation path as indicated in the County Natural Streams Plan.

The remaining 4± acres outside of the Floodway and Floodway Fringe contain a significant number of Oak, Elm and Sycamore trees. The applicant's site development plan concentrates most of the development in this area and provides for the retention of most of the Oak trees. In general, staff finds the site plan sensitive to the constraints of the site. The only exception is relative to two potential Heritage Oak trees as indicated on Exhibit B. Although the submitted site plans do not clearly indicate whether these trees will be retained or removed, staff proposes that both these trees be retained and the building footprint be adjusted so as to restrict construction activity within their dripline. This adjustment may result in a reduction of 8,000 square feet in overall building area.

The elevation plans indicate a maximum height of 42± feet which exceeds the R-0 height limit of 35 feet. Exterior finish materials consist of red brick and tinted glass. Although the building dimensions at 150' x 490' could be considered massive, staff finds that due to the exterior movement and vertical setbacks, the design is acceptable, especially when one considers the constraints on development proposed by the site.

6. Transportation Management Plan: Item 4 of Staff Evaluation regarding traffic impacts recommends that a comprehensive Transportation Management Plan be required to reduce the concentration of traffic activity during peak traffic hours. The environmental determination also concludes that such a plan is required to mitigate the traffic impacts associated with this development.

Pursuant to the City's Trip Reduction Ordinance, the proposed project is defined as a major project with a targeted trip reduction of 15%. To achieve this reduction the applicant may choose from a list of options such as; designated carpool/vanpool spaces, a Regional Transit subsidy, development of a transit passenger shelter, incorporation of shower and locker facilities, as well as other measures specific to the occupancy of the building.

As a mitigation measure the applicant has already been required to construct a transit passenger shelter along Auburn Boulevard which results in a 2.5% trip reduction. To achieve an additional 10% trip reduction, staff recommends the following measures:

- Designation of 30 parking spaces for carpool/vanpool parking within a preferential location;
- Designation of a transportation coordinator upon occupancy of the structure;
- Development of shower and locker facilities for bicycle commuters; and
- Development of the on-site portion of the parkway trail system as identified in the County Parkway Trail System.

ENVIRONMENTAL DETERMINATION: The Environmental Coordinator has reviewed the proposed project and posted a conditional Negative Declaration, based upon compliance with the following mitigation measures:

1. Within the 100-year floodway, no alteration, fill or construction shall result in the alteration of the 100-year floodway except when the project will correct conditions which are hazardous to the public health and safety as determined by the City Engineer.
2. Within the 100-year floodplain, no alteration, fill or construction shall result in encroachment within the 100-year floodplain except where fill is proposed for a minor swale or depression which is not a designated tributary and which lacks trees, shrubs, rock outcroppings, or other distinctive features as determined by the City Engineer and Planning Director.
3. Utility and sanitary facilities shall be elevated at least one foot above the 100-year floodplain water surface elevation, or buried at least 30 inches below grade using watertight construction. Inspection and maintenance accesses shall be flood proofed and located outside the 100-year floodway fringe to the satisfaction of the City Engineer. Exceptions may be granted by the City Engineer.
4. No alteration, grading, trenching, or fill shall take place within the dripline of the existing Oak trees indicated as to be retained on the site plan. Prior to issuance of building permit, a six-foot cyclone fence shall be erected around the dripline of the Oak trees. Similar measures shall also be required to preserve the existing Sycamore, Ash, and Elm trees based upon consultation by the Planning Director with the City Arborist.
5. The project shall incorporate a comprehensive Transportation Systems Management Program directed at increasing ridesharing, increasing usage of public transit, increasing bicycle ridership, and reducing the concentration of traffic activity during the peak traffic hours.
6. Install a fully actuated four-legged signalized intersection at Auburn Boulevard and the main access for the project which is opposite the off-ramp from I-80 prior to issuance of occupancy permit.

STAFF RECOMMENDATION: The staff recommends the following:

1. Ratification of the Negative Declaration with mitigation measures;
2. Approval of the Special Permit, subject to conditions and based upon Findings of Fact which follow;
3. Approval of the Variance based upon Findings of Fact which follow.

Conditions - Special Permit

- a. The applicant shall revise the building footprint so as to retain the two Oak trees as indicated on Exhibit B, prior to issuance of building permit;
*The City Arborist shall inspect tree as shown on Amended Exhibit B to see if tree shall be retained or can be trimmed to accommodate proposed building.
If City Arborist determines the tree shall be removed, as removed applicant shall supply additional Oak Trees, size to be determined by the City Arborist.
(CPC added)*

- b. No alterations, grading, trenching or fill shall take place within the dripline of the trees as indicated in ~~Exhibit B~~ to be retained. Prior to issuance of building permits, a six-foot cyclone fence shall be erected around the dripline of these trees. Planning staff shall inspect the site to insure compliance; *(CPC amended to...as indicated in Amended Exhibit B to be...)*
- c. Within the 100-year floodway, no alteration, fill or construction shall result in the alteration of the 100-year floodway except when the project will correct conditions which are hazardous to the public health and safety as determined by the City Engineer;
- d. Within the 100-year floodplain, no alteration, fill or construction shall result in encroachment within the 100-year floodplain except where fill is proposed for a minor swale or depression which is not a designated tributary and which lacks trees, shrubs, rock outcroppings, or other distinctive features as determined by the City Engineer and Planning Director;
- e. Utility and sanitary facilities shall be elevated at least one foot above the 100-year floodplain water surface elevation, or buried at least 30 inches below grade using watertight construction. Inspection and maintenance accesses shall be flood proofed and located outside the 100-year floodway fringe to the satisfaction of the City Engineer. Exceptions may be granted by the City Engineer;
- f. Install a fully actuated four-legged signalized intersection at Auburn Boulevard and the main access for the project which is opposite the off-ramp from I-80 prior to issuance of occupancy permit;
- g. The project shall incorporate a comprehensive Transportation Systems Management Program directed at increasing ridesharing, increasing usage of public transit, increasing bicycle ridership and reducing the concentration of traffic activity during the peak traffic hours. This program shall incorporate those measures as indicated in Item 6 of Staff's Evaluation;
- h. The applicant shall submit a detailed landscape and irrigation plan for the review and approval of the City Arborist and Planning Director prior to issuance of building permits. This plan shall indicate all existing trees to be retained;
- i. Provide for a bus shelter north of the existing Arcade Creek Bridge on the easterly side of Auburn Boulevard;
- j. Relocate the northernmost driveway farther to the south towards the signalized intersection to avoid potential driveway conflicts with the proposed development to the north. The actual location of the driveway be agreed upon by the City Traffic Engineer and the County Department of Public Works;
- k. The applicant shall dedicate and improve Auburn Boulevard to a 55-foot half section and Winding Way to a 42-foot half section. The improvements adjacent to Auburn Boulevard shall include a meandering sidewalk to eliminate potential conflicts with the existing trees (the County Department of Public Works has indicated this is acceptable to them).

- l. The applicant shall prepare a sewer and drainage study for the review and approval of the City Engineer. This study may indicate off-site extensions;
- m. The applicant shall dedicate an easement to the appropriate County Department for the designated parkway trail per County design standards.

Findings of Fact - Special Permit

- a. The special permit, as conditioned, is based upon sound principles of land use, in that it retains many of the natural features of the site and yet provides for an office development which will be compatible in design and materials with the surrounding area;
- b. The special permit, as conditioned, will not be detrimental to the public health, safety or welfare, nor result in the creation of a nuisance, in that adequate provisions have been incorporated to insure retention of the existing floodway and floodplain areas;
- c. The special permit, as conditioned, is consistent with County Natural Streams Plan and with the conservation element goal of the General Plan to:
"Protect and manage the diverse and valuable natural land, water and air resources of the region (and City) for the use and enjoyment of present and future generations."

Findings of Fact - Variance

- a. The variance does not constitute a special privilege extended to one property owner, in that the developable area of the site is severely restricted due to the extensive areas encumbered by the Floodway and Floodplain, as well as the desire to retain a substantial number of the existing trees;
- b. The variance does not constitute a use variance, in that offices are allowed in the R-0 zone;
- c. The variance does not constitute a disservice to the public in general, nor to adjacent property owners, in that substantial setbacks have been required and conditions placed to insure retention of most of the natural features of the site;
- d. The granting of the variance provides for the development on the less sensitive portions of the site and insures consistency with the conservation element goal of the General Plan to:
"Protect and manage the diverse native wildlife and vegetation of the region (and City) for the continued use and enjoyment of these resources by man."



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PROJECT INFORMATION:

General Plan Designation: Major Recreation-Open Space and Commercial/Office
County Land Use Designation: Arcade Creek-Natural Stream
Existing Zoning of Site: R-0 and F
Existing Land Use of Site: Abandoned park

Surrounding Land Uses:

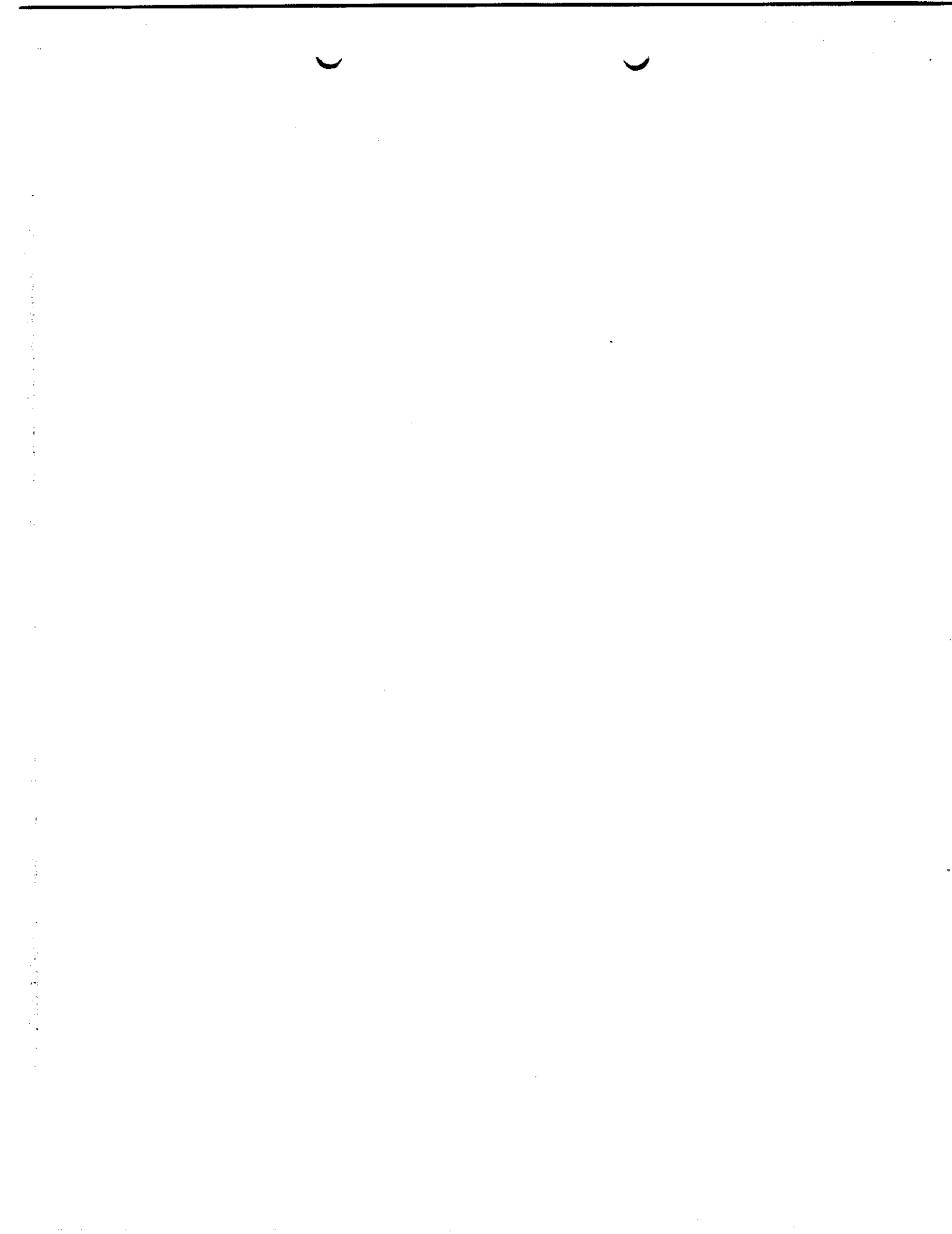
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South: Multiple Family and Single Family; County
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Height of Proposed Building: 42± feet
Exterior Materials: Brick and tinted glass
Parking Spaces Provided: 289
Parking Spaces Required: 289
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- Designation of a transportation coordinator upon occupancy of the structure;
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- Development of the on-site portion of the parkway trail system as identified in the County Parkway Trail System.

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1. Within the 100-year floodway, no alteration, fill or construction shall result in the alteration of the 100-year floodway except when the project will correct conditions which are hazardous to the public health and safety as determined by the City Engineer.
2. Within the 100-year floodplain, no alteration, fill or construction shall result in encroachment within the 100-year floodplain except where fill is proposed for a minor swale or depression which is not a designated tributary and which lacks trees, shrubs, rock outcroppings, or other distinctive features as determined by the City Engineer and Planning Director.
3. Utility and sanitary facilities shall be elevated at least one foot above the 100-year floodplain water surface elevation, or buried at least 30 inches below grade using watertight construction. Inspection and maintenance accesses shall be flood proofed and located outside the 100-year floodway fringe to the satisfaction of the City Engineer. Exceptions may be granted by the City Engineer.
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STAFF RECOMMENDATION: The staff recommends the following:

1. Ratification of the Negative Declaration with mitigation measures;
2. Approval of the Special Permit, subject to conditions and based upon Findings of Fact which follow;
3. Approval of the Variance based upon Findings of Fact which follow.

Conditions - Special Permit

- a. The applicant shall revise the building footprint so as to retain the two Oak trees as indicated on Exhibit B, prior to issuance of building permit;

- b. No alterations, grading, trenching or fill shall take place within the dripline of the trees as indicated in Exhibit B to be retained. Prior to issuance of building permits, a six-foot cyclone fence shall be erected around the dripline of these trees. Planning staff shall inspect the site to insure compliance;
- c. Within the 100-year floodway, no alteration, fill or construction shall result in the alteration of the 100-year floodway except when the project will correct conditions which are hazardous to the public health and safety as determined by the City Engineer;
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- l. The applicant shall prepare a sewer and drainage study for the review and approval of the City Engineer. This study may indicate off-site extensions;
- m. The applicant shall dedicate an easement to the appropriate County Department for the designated parkway trail per County design standards.

Findings of Fact - Special Permit

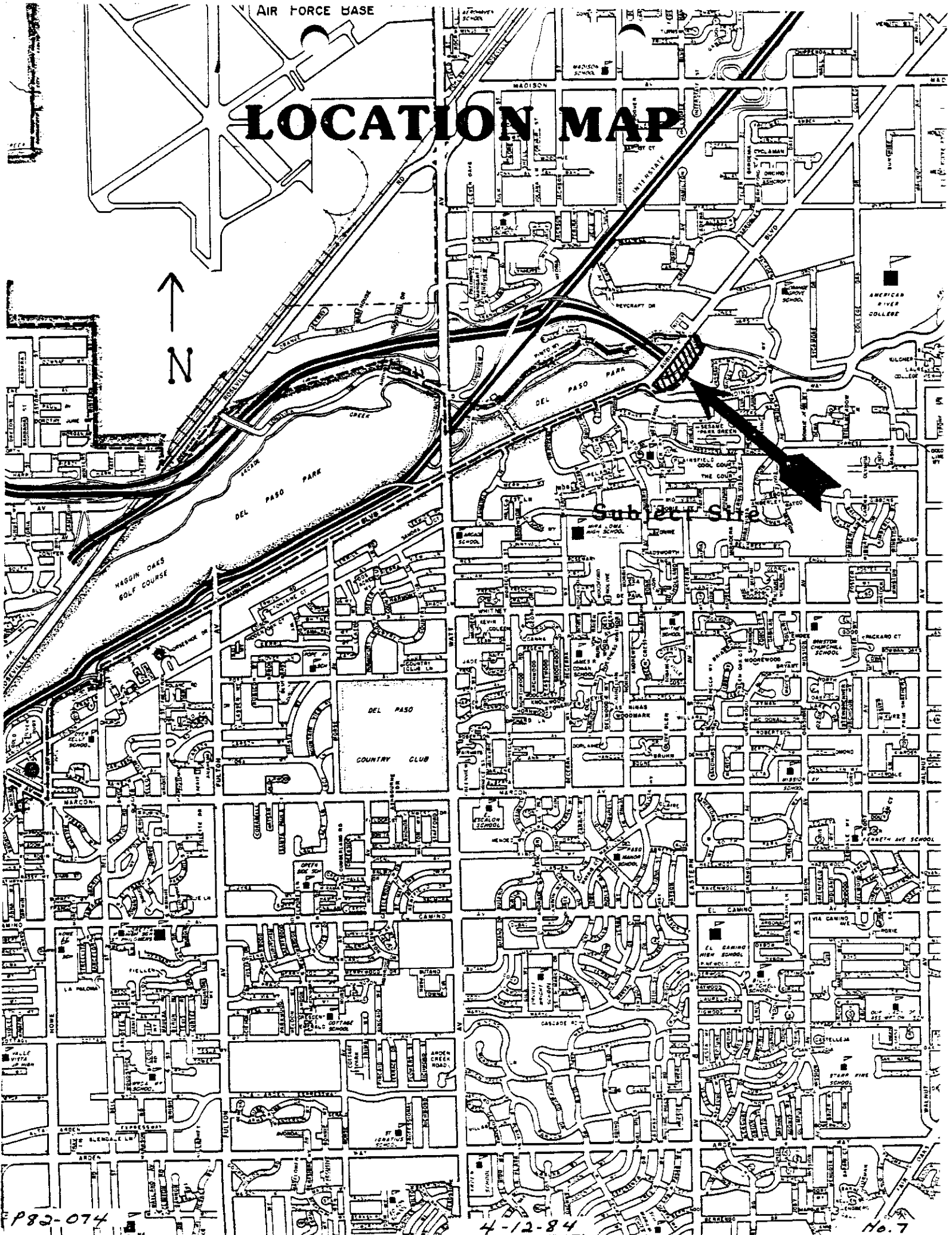
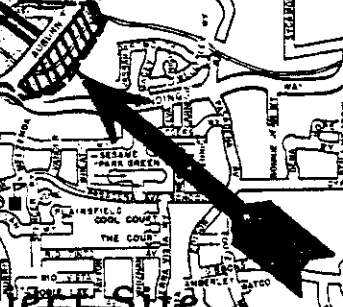
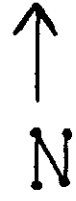
- a. The special permit, as conditioned, is based upon sound principles of land use, in that it retains many of the natural features of the site and yet provides for an office development which will be compatible in design and materials with the surrounding area;
- b. The special permit, as conditioned, will not be detrimental to the public health, safety or welfare, nor result in the creation of a nuisance, in that adequate provisions have been incorporated to insure retention of the existing floodway and floodplain areas;
- c. The special permit, as conditioned, is consistent with County Natural Streams Plan and with the conservation element goal of the General Plan to:
"Protect and manage the diverse and valuable natural land, water and air resources of the region (and City) for the use and enjoyment of present and future generations."

Findings of Fact - Variance

- a. The variance does not constitute a special privilege extended to one property owner, in that the developable area of the site is severely restricted due to the extensive areas encumbered by the Floodway and Floodplain, as well as the desire to retain a substantial number of the existing trees;
- b. The variance does not constitute a use variance, in that offices are allowed in the R-0 zone;
- c. The variance does not constitute a disservice to the public in general, nor to adjacent property owners, in that substantial setbacks have been required and conditions placed to insure retention of most of the natural features of the site;
- d. The granting of the variance provides for the development on the less sensitive portions of the site and insures consistency with the conservation element goal of the General Plan to:
"Protect and manage the diverse native wildlife and vegetation of the region (and City) for the continued use and enjoyment of these resources by man."

AIR FORCE BASE

LOCATION MAP



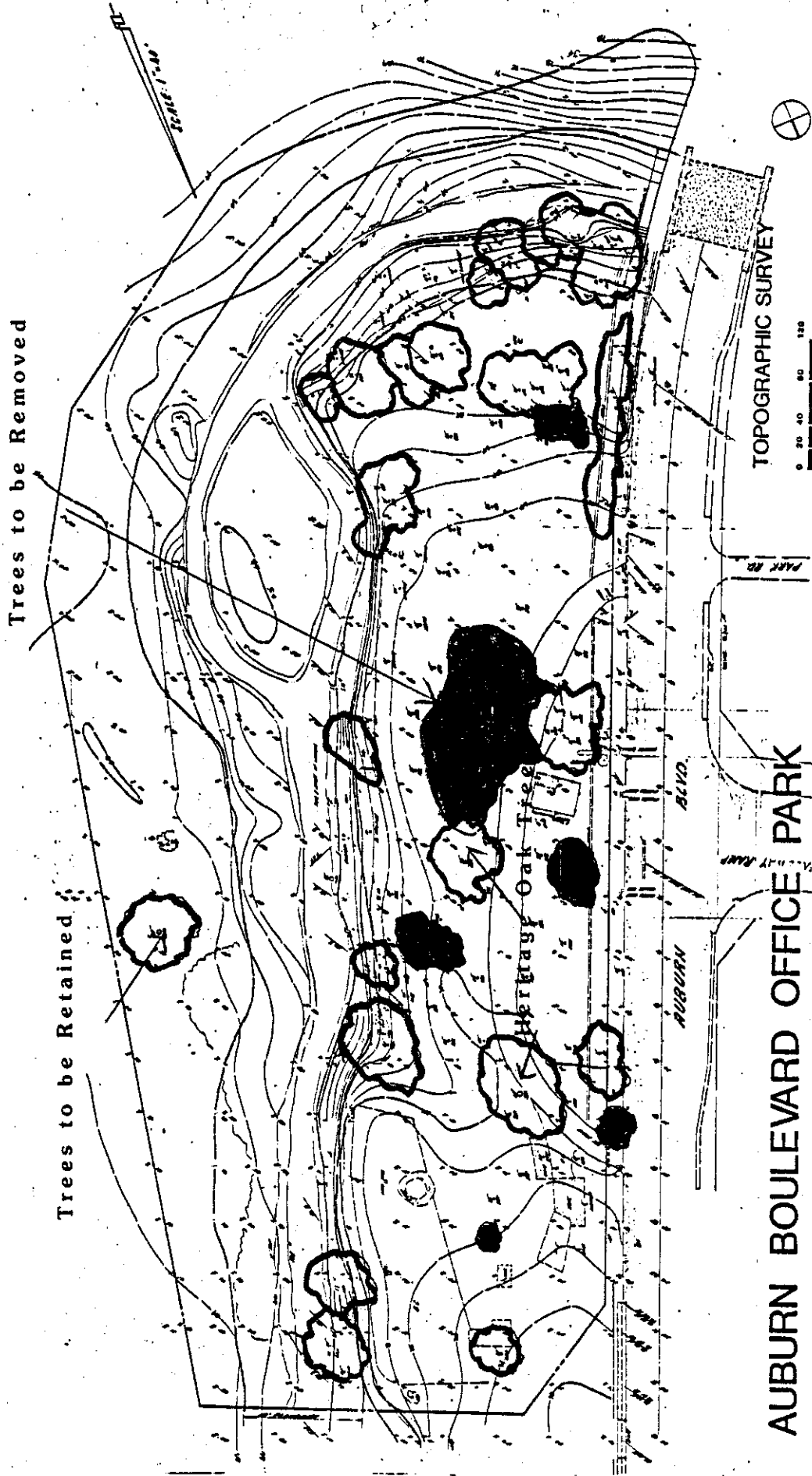
P82-074

4-12-84

No. 7

EXHIBIT B

Topographic Survey and Tree Plan



A & T DEVELOPMENT

FORRAN • WILLIAMS • ARCHITECTS



No. 7

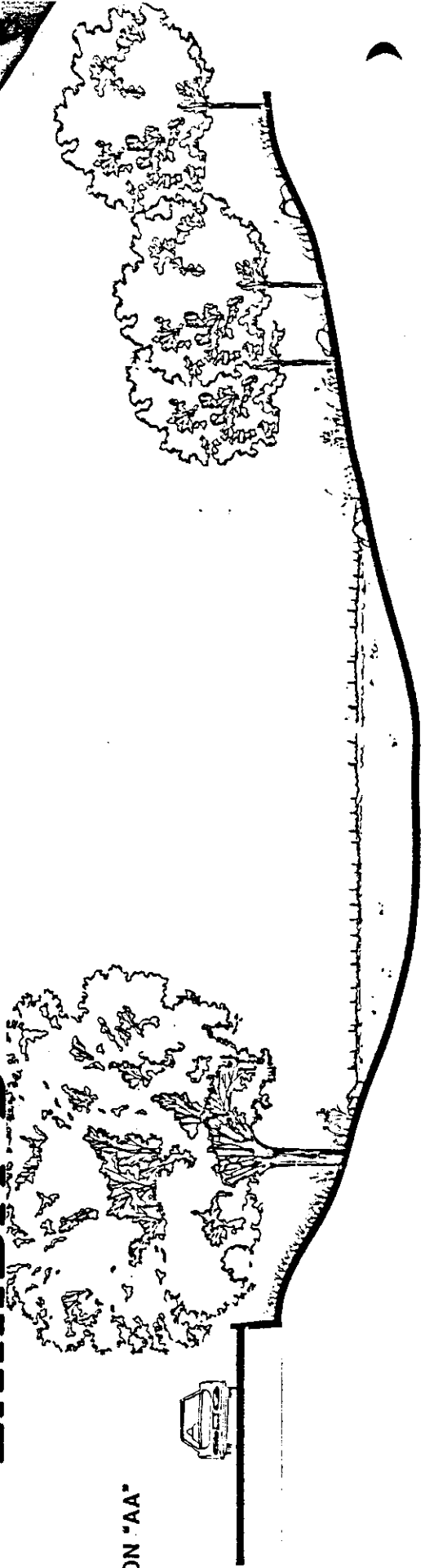
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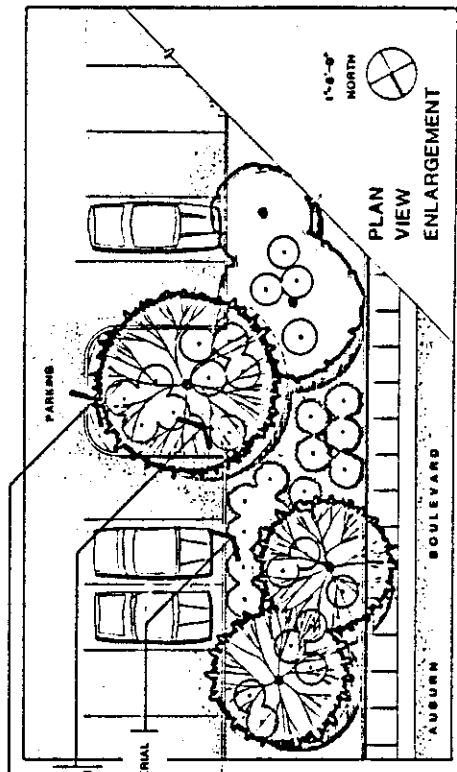
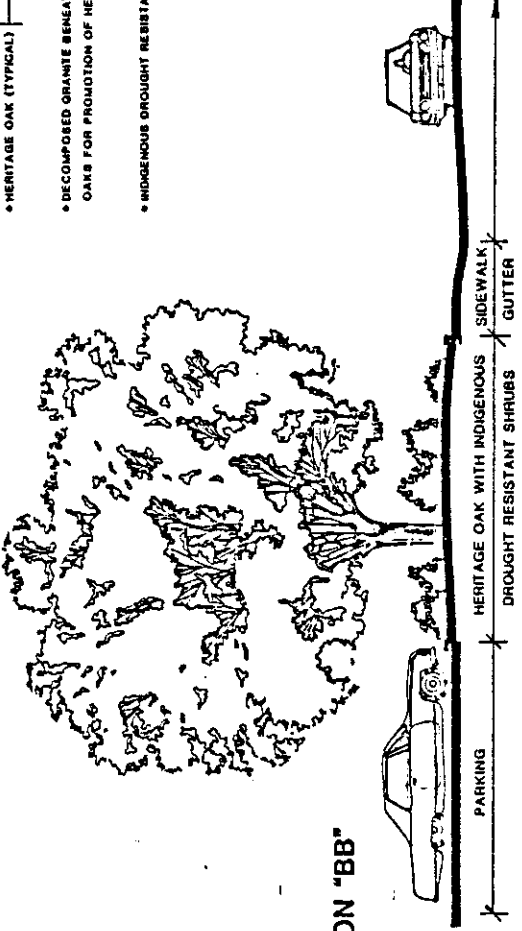
EXHIBIT D

SECTION "AA"



4-12-84
12-9-82

SECTION "BB"



SCHEMATIC SECTION VIEWS

AUBURN BOULEVARD OFFICE PARK

SCALE 1/4" = 1'-0"

A & T DEVELOPMENT

FORRAN • WILLIAMS • ARCHITECTS



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TELEPHONE: 333-7000

P 82074

No. 67