

REPORT AMENDED BY STAFF 5-26-93
CITY PLANNING COMMISSION
1231 "I" STREET, SUITE 200, SACRAMENTO, CA 95814

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| APPLICANT: <u>Hallenbeck, Chamorro & Associates, 2415 Mariner Square Dr., Alameda, CA 94501</u> |
| OWNER: <u>United Services Automobile Association, USAA Building, San Antonio, Texas 78288</u> |
| PLANS BY: <u>Hallenbeck, Chamorro & Associates, 2415 Mariner Square Dr., Alameda, CA 94501</u> |
| FILING DATE: <u>November 24, 1992</u> ENVIR DET: <u>Neg Dec</u> REPORT BY: <u>Doug Holmen</u> |
| ASSESSOR'S PCL. NO. <u>277-0151-15, 26</u> |

- APPLICATION:**
- A. *Negative Declaration (Added by staff)*
 - A-B. Mitigation Monitoring Plan
 - B-C. Special Permit Modification to construct a total of 702,394 \pm square feet of office, including an existing 288,611 \pm square feet of office on 23.05 \pm partially developed acres in the Office Building (Planned Unit Development) (OB{PUD}) and Light Industrial (M-1) zones.
 - C-D. PUD Schematic Plan Amendment to rearrange the construction of pre-approved 413,833 \pm square feet of office and related uses in the OB(PUD) and M-1 zones.

LOCATION: Northwest corner of Arden Way and Harvard Street (2241 Harvard Street).

PROPOSAL: The applicant is requesting the necessary entitlements to construct 413,833 \pm pre-approved square feet of office buildings, parking structures and recreation facilities in addition to an existing 288,611 \pm square feet of office building and parking structure (Capital West) at the northwest corner of Arden Way and Harvard Street in the OB(PUD) and M-1 zones with provided parking totaling 2,453 spaces.

PROJECT INFORMATION:

General Plan Designation: Regional Commercial and Offices
Existing Zoning of Site: Office Business (Planned Unit Development) (OB{PUD}), Light Industrial (M-1)
Existing Land Use of Site: Partially developed with 288,611 \pm square feet of office buildings and parking structure.

Surrounding Land Use and Zoning:

North: Warehousing, industrial; M-1
South: Manufacturing (bread company); M-2
East: Hotel, Offices; C-4R, M-1
West: SPRR trackage, RT trackage, Swanston Light Rail Station; M-1

Parking Required: Not less than 2,007 parking spaces (one space per 350 square feet of gross floor area {1:350}), and not more than 2,555 parking spaces (1:275).
Parking Provided: 2,453 parking spaces
Property Dimensions: Irregular
Property Area: 23.05 \pm acres
Square Footage of Buildings: 702,394 square feet total (288,611 \pm square feet exist).
Height of Buildings: Range upward to eight stories
Topography: Flat
Street Improvements: Existing
Utilities: Existing
Exterior Building Materials: Precast concrete/ grey glazing

APPLC. NO. P92-307

May 27, 1993

Item 3

BACKGROUND INFORMATION: The subject site encompasses an area approximately 23+ acres in size and is bordered by Silica Avenue on the north, Arden Way on the south, SPRR trackage and RT light rail line on the west and Harvard Street on the east. The subject site is located within the Capitol West PUD. In 1983, the City Planning Commission and City Council approved the necessary entitlements for a master plan for the future development of the subject site (P83-221). In September of 1984, the City Council approved the necessary entitlements to amend the community and General Plans, to rezone the site to OB(PUD) and adopt the Capitol West PUD (P84-101). The City Council subsequently approved special permit modifications and schematic plan amendments related to building heights and sizes in 1985 (P85-018) and 1987 (P87-109).

At the time that the USAA Insurance Office Complex was approved (1984), a provision was made to provide partial funding (\$450,000) for a pedestrian bridge from the Swanston Light Rail Station to the project site. A condition of approval for the California Plaza Phase I (P89-130) across Harvard Street from the USAA Insurance Office complex, was a contribution of \$300,000 toward the construction of the pedestrian bridge. That amount was increased by another \$100,000 as a condition of approval for California Plaza Phase II (P90-009) for a total of \$400,000. The grand total amount available to build the Swanston Light Rail Station pedestrian bridge is \$850,000.

PROJECT EVALUATION:

A. Land Use and Zoning

The subject site consists of two partially developed parcels totaling 23+ acres in the OB(PUD) and M-1 zones. The General Plan designates the subject site as Regional Commercial and Offices. The surrounding land uses and zoning for the site consists of Light Industrial, zoned M-1 to the north, Light Industrial zoned M-1 to the South; the Hilton Hotel/ California Plaza Office complex, zoned M-1 to the east; and the Swanston Light Rail Station, zoned M-1 to the west.

B. Applicant's Proposal

The applicant is proposing to construct 413,883+ square feet of pre-approved office and related uses on 23+ partially developed acres. This would be in addition to an existing 288,511 square feet of office and parking structure use that the owner has already developed. The proposed project when complete would consist of a total of 702,394 square feet. The square feet that the owner is proposing to construct would be in a different configuration than what was originally approved (P84-101).

The project proposes five buildings for the PUD with heights of from four to eight stories. The total square footage of the proposed project is comprised of the following (the 883 square feet discrepancy is due to rounding off the figures):

| | | |
|----------------|-----------------------------|-----------------|
| Phase I | 6-Story Building (existing) | 144,353 sq. ft. |
| Phase II | 4-Story Building (existing) | 144,158 sq. ft. |
| Phase III | 8-Story Building | 170,000 sq. ft. |
| Phase IV | 6-Story Building | 130,000 sq. ft. |
| Phase V | 4-Story Building | 105,000 sq. ft. |
| Fitness Center | 1-Story Building | 8,000 sq. ft. |

This proposal is an increase in the number of buildings approved in the original PUD; however, the square footage is increased by only 5,000 square feet (less than 10%). The additional 5,000 square feet actually provides less impact than the original proposal because: a.) there is less office being proposed, b.) the proposed 8,000 square feet of fitness center will not generate more traffic; and c.) this proposal does not include a restaurant which was assumed in the original proposal, for which parking was provided. The applicant is also proposing a lighted softball field, a volleyball court, sports court, horseshoe pit, other miscellaneous recreational amenities including a jogging track, and access to the Swanston Light Rail Station pedestrian overcrossing via a dedicated easement from the bridge to Harvard Street.

C. Policy Considerations

The goals and policies of the Commerce and Industry Element of the General Plan which relate to this project are as follows:

Goal B: Promote the re-use and revitalization of existing developed areas, with special emphasis on commercial and industrial districts.

The proposed project would conform with this goal because it would be built on a site previously underutilized with an outdoor movie theater and trailer court.

Goal C: Promote new employment opportunities, particularly for the underemployed and economically disadvantaged.

The proposed project would conform with this goal in that the proposed project would employ 3,500 people.

Goal D: Promote economic vitality and diversification of the local economy.

The proposed project would conform with this goal because regional office uses would likely stimulate other areas of Sacramento's economic base.

A specific goal related to the Regional Commercial and Office Land Use designation in the General Plan that applies to this project is:

Goal A: Ensure that the City of Sacramento captures a Regional Central City's share of the regional office market.

The proposed project would conform to this goal because it would contain regional offices.

The transit goals of the General Plan which relate to this project are as follows:

Goal A: Promote a well designed and heavily patronized light rail and transit system.

The proposed project would conform to this goal because employees from the project site would be encouraged to use the transit system for commute purposes.

Goal B: Encourage some level of transit service in all communities.

The proposed project would conform to this goal because it would support the continuation of light rail service.

D. Circulation

Entrance to the proposed project site would be from Silica Avenue on the north and from Harvard Street on the east. There is an entrance and exit driveway leading into a five story parking structure from Silica Avenue. There are three entrance and exit locations leading off of Harvard Street. An internal driveway leading from the Harvard Street entrance locations would provide access to a proposed (Phase V) parking structure located in the southwest corner of the property near Arden Way.

E. Parking

The site plan (Exhibit A) indicates that there would be a total of 2,600 parking spaces associated with the proposed project. The applicant, however, has indicated in a letter dated March 3, 1993 that the total number

of parking spaces would not exceed 2,453 as originally indicated in the previously approved projects (P84-101, P85-018, P87-109). There are currently 1,055 parking spaces in the existing five level parking structure off of Silica Avenue. The applicant proposes to construct a 5 level parking structure adjacent to the existing parking structure which would contain 649 spaces for Phase III and an additional 494 spaces in Phase IV for a total of 1,143 spaces. Phase V would contain a two level parking structure at the southwest corner of the site which would contain 402 spaces. Currently, there is visitor parking off of Harvard Street adjacent to the existing most southerly building. The applicant proposes to construct an additional 20 visitor parking spaces adjacent to the Phase V building when Phase V is built (see parking table on Exhibit A). The additional 147 spaces (2,600 minus 2,453) would need to be removed from one of, or in combination of the Phase III, IV and V projects.

Truck loading facilities would be integrated into the construction of Phase III where it connects with the existing Phase I structure. Trucks are expected to enter and leave via the existing southerly driveway on Harvard Street which would be the middle driveway when all the phases are built out.

F. Pedestrian Bridge

When the original USAA Insurance Office Complex was approved, provision was made to provide partial funding (\$450,000) for a pedestrian bridge from the Swanston light rail station to the project site. When California Plaza-Phase I was approved, a condition was approved that the applicant would contribute payment of one-third of the cost of the pedestrian bridge "not to exceed \$300,000". When California Plaza Phase II was approved, an additional amount of \$100,000 was required as a condition of approval. There is \$850,000 available to build the bridge from the Swanston light rail station.

There is considerable background information for the Swanston light rail station pedestrian bridge. When the Capital West Office Park Planned Unit Development was approved (P84-101, as revised by P85-018 and P87-109) a traffic study was required as part of the establishment of the PUD. The traffic study revealed that a substantial number of proposed office employees would need to take the light rail for work commute purposes in order to mitigate the projected circulation impacts that the proposed 697,304± square foot USAA office complex would generate. The Swanston light rail station is located directly west and across the Southern Pacific and Regional Light Rail tracks from the PUD. A condition of approval for the PUD was that the developer would pay improvement costs for the pedestrian bridge between the Swanston light rail station and the PUD. The purpose of the bridge is to make it more convenient for office workers and visitors to offices and commercial uses on the east side of the railroad tracks to get to the light rail station on the west side of the tracks.

The pedestrian bridge is required to be constructed prior to issuance of building permits for the Phase 3 building of the Capital West Office Park PUD or when the non-residential square footage exceeded the threshold level of 455,000 square feet for the Capital West PUD and/ or the original Capital West Master Plan. Although California Plaza- Phases I and II are no longer part of the Capital West Office Park PUD, it was determined when California Plaza- Phase I was applied for that the two phased buildings be a part of the original master plan for the area. It was also determined by planning staff, and the staff of the City Transportation Division and Regional Transit that the addition of California Plaza- Phase I building to the Harvard/Arden area will have the same impact on traffic circulation as the construction of a third office building on the USAA property- Capital West Office Park PUD. Therefore, a condition was placed on the special permits for the California Plaza Phase I and II office buildings that the applicant (Watt Investment Properties) pay for a portion of the cost for the pedestrian bridge not to exceed \$400,000 with the understanding that the total funds would not be available until 30 months after the issuance of a building permit for the project or at 70 percent occupancy of the office building, whichever is first. At present, the City has a letter of credit from Watt Investment Properties for \$300,000.

Based on 1991 estimates, should the pedestrian bridge be built by the private sector using Regional Transit design and construction requirements, the bridge would cost between \$800,000 and \$850,000 (Regional Transit estimate). The city is seeking the total amount. However, should the developer construct the bridge for less than \$850,000, the difference could be refunded.

There have been several meetings among representatives and staff from USAA, RT, City Attorney's office, and

the Planning Division relating to the location and legal ramifications of the pedestrian walkway through the USAA site from the pedestrian bridge to Harvard Street. The issue is to be presented before the RT Board on May 24, 1993. The results of the Board meeting will be presented to the City Planning Commission on May 27, 1993.

F. Transportation Management Plan

The applicant prepared a Transportation Management Plan (TMP) in 1983 for the office project which would decrease traffic by 15%. Since the project has not changed in square footage, the existing TMP will remain in effect. The TMP conditions are as follows:

1. Provide 8 showers and 80 lockers (2.5% credit). The applicant is proposing to provide 173 bicycle lockers.
2. Funding of the Arden Way overpass pedestrian ramp to Swanston Light Rail Station (12.5% credit).

G. Site Design

As previously stated, the proposed project would consist of 413,883± square feet of pre-approved office and related uses in addition to the existing 288, 511 square feet of office and parking structure uses on 23± partially developed acres. The project proposes five buildings for the PUD with heights of from four to eight stories. The total square footage of the proposed project is comprised of the following:

| | | |
|---------------------|------------------|-----------------|
| Phase I (existing) | 6-Story Building | 144,353 sq. ft. |
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| Phase V | 4-Story Building | 105,000 sq. ft. |
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This proposal is an increase in the number of buildings approved in the original PUD; however, the square footage is increased by only 5,000 square feet (less than 10%). The additional 5,000 square feet actually provides less impact than the original proposal because: a.) there is less office being proposed, b.) the proposed 8,000 square feet of fitness center will not generate more traffic; and c.) this proposal does not include a restaurant which was assumed in the original proposal, for which parking was provided. The applicant is also proposing a lighted softball field, a volleyball court, sports court, horseshoe pit, other miscellaneous recreational amenities including a jogging track, and access to the Swanston Light Rail Station pedestrian overcrossing via a dedicated easement from the bridge to Harvard Street.

The proposed project has less height than the originally approved project. It would be no more than eight stories high (126 feet) for its highest building rather than 148 feet as was previously planned. The proposed project would be rearranged from a linear campus configuration to a style which would have the heights ascending from the north, south, and west to the eastern portion of the site where the highest building would be the eight story phase III building adjacent to Harvard Street near the middle of the site which would be across the street from the California Plaza I and II office structures. Staff prefers this arrangement. Instead of a jagged skyline, the proposed buildings juxtaposed with the buildings across Harvard Street would be symmetrical with the higher buildings being closer together and the skyline stepping down toward Arden Way, the railroad tracks, and the area to the north across from Silica. The baseball field and other recreation facilities would be in the middle of the of the site surrounded by the office and parking structures on the north, east, and south sides; and the Southern Pacific Railroad trackage on the west side. Also planned is a inner plaza area between the recreation center and the office buildings. A jogging trail is planned to loop around the baseball field and the recreation center as well as be along side of the pedestrian walk which would bisect the site from the light rail pedestrian bridge to Harvard Avenue. There is an internal driveway which would interconnect the various buildings and

parking structures. The main loading and unloading would be off the middle driveway along Harvard Street into the low rise structure separating the Phase I six story building and the Phase III eight story building. The parking structures are located at the northwest and southwest portions of the site. The entire site is designed so that not a single automobile will be visible on site from the street. The visitor parking spaces would be behind the berms fronting Harvard Street and Arden Way.

H. Building Design

The proposed three buildings would match the existing two buildings in design, materials and exterior building colors. They would be precast concrete with grey glazing. The color would be Architectural White. The Phase III building would be eight floors and be approximately 126 feet in height. The Phase IV building would be six floors and be approximately 86 feet in height. The Phase V building would be 4 floors and be approximately 72 feet in height. The proposed fitness center would be one floor and be approximately 21 feet in height. The Phase III and Phase V parking structures would likewise be of the same design as the existing parking structure. The Phase III parking structure would be connected to the existing Phase I parking structure.

I. Signage

The applicant is proposing to provide additional signage. The new signage would need to comply with the existing development guidelines for the Capitol West Office Park and the design would need to be approved by the Planning Director.

J. Landscaping

The proposed project would need to follow the original landscape plan which required the applicant to provide a 25 foot landscaped setback along Silica Avenue, Harvard Street and Arden Way. Those setback areas presently exist. The applicant has submitted a schematic landscape plan which would be irrigated by an automatic irrigation system. A detailed landscape plan would need to be approved by the Planning Director prior to the issuance of a building permit.

K. Agency Comments

The proposed project was reviewed by the Traffic Engineering, Engineering, Fire, Building Inspections, and Regional Transit. Comments were submitted by these agencies during the preliminary review period. The applicant addressed those comments in the revised plans that were submitted with this application. There has been considerable work in defining and refining the pedestrian bridge legal issues.

The Transportation Division of Public Works has the following comments: (Added by staff)

1. *Provide a pedestrian walkway from Phase V building to the Arden Way/Harvard Street intersection.*
2. *All parking spaces shall be designed to City standards.*
3. *Driveway adjacent to the "loading court" shall be aligned with the access to property across Harvard Street or off-set 120'.*
4. *Signs adjacent to driveways shall be 10' (minimum) from street right-of-way and 10' (minimum) from driveway. Signs in driveway island is not recommended.*
5. *Location of Phase V parking structure will necessitate the need for speed control devices in access drives. Redesign is recommended.*

6. *All driveways shall be built to City standards. Driveways that are to be used by large delivery vehicles may be designed to standards for industrial driveways*
7. *Islands in driveways must be behind right-of-way line.*
8. *Access to site must be approved by Fire Department and the Solid Waste Division of Public Works.*
9. *Phase IV parking is not shown.*
10. *Main entrance on Harvard Street requires a minimum of 100' of stacking for Phase V parking. If Phase III and/or IV parking will use this entrance, additional stacking may be required.*
11. *Reconstruction of median in Harvard Street may be required to provide adequate left-turn stacking.*

L. Other Comments

Friends of Light Rail has commented on the proposed project. They prefer that the development be massed closer to the western edge of the property so that there would be less walking distance from the light rail station. Staff recognizes this concern, but it needs to be pointed out that the pedestrian way is also for the use of those people going to the California Plaza I and II office buildings as well as the Hilton Hotel. Granted, the walk to these locations is over 1,000 feet, but it is anticipated that the bridge and pedestrian access walkway through the USAA property will benefit many, and not just those employed at USAA.

ENVIRONMENTAL DETERMINATION: The Environmental Services Manager has determined that the project, as proposed, will not have a significant impact to the environment; therefore, a Negative Declaration has been prepared. In compliance with Section 15070(B) 1 of the California Environmental Quality Act Guidelines, the applicant has incorporated mandatory mitigation measures into the project plans to avoid identified effects or to mitigate such effects to a point where clearly no significant effects will occur. A Mitigation Monitoring Plan has been developed and is attached as Exhibit F.

RECOMMENDATION: Staff recommends the City Planning Commission take the following actions:

- A. Recommend the City Council ratify the Negative Declaration.
- B. Recommend the City Council approve the Mitigation Monitoring Plan by adopting the attached resolution.
- C. Recommend the City Council approve the Special Permit Modification to construct a total of 702,394 \pm square feet of office, including an existing 288,611 \pm square feet of office on 23.05 \pm partially developed acres in the Office Building (Planned Unit Development) (OB(PUD)) and Light Industrial (M-1) zones subject to conditions and based upon findings of fact which follow.
- D. Recommend the City Council approve the PUD Schematic Plan Amendment to rearrange the construction of pre-approved 413,833 \pm square feet of office and related uses in the OB(PUD) and M-1 zones.

Conditions:

1. The applicant shall comply with the conditions of the Mitigation Monitoring Plan (Exhibit F).
2. A signage plan will be approved by the Planning Director prior to the issuance of a building permit.
3. A detailed landscape plan showing the location of and types of plants and trees and how they are to be irrigated will be approved by the Planning Director prior to the issuance of a building permit.

4. The pedestrian bridge/ walkway plan and contract for the maintenance and other responsibilities will be finalized between all parties involved prior to issuance of the building permit.
5. *Provide a pedestrian walkway from Phase V building to the Arden Way/Harvard Street intersection. (Added by staff)*
6. *All parking spaces shall be designed to City standards. (Added by staff)*
7. *Driveway adjacent to the "loading court" shall be aligned with the access to property across Harvard Street or off-set 120'. (Added by staff)*
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11. *Islands in driveways must be behind right-of-way line. (Added by staff)*
12. *Access to site must be approved by Fire Department and the Solid Waste Division of Public Works. (Added by staff)*
13. *Phase IV parking is not shown. (Added by staff)*
14. *Main entrance on Harvard Street requires a minimum of 100' of stacking for Phase V parking. If Phase III and/or IV parking will use this entrance, additional stacking may be required. (Added by staff)*
15. *Reconstruction of median in Harvard Street may be required to provide adequate left-turn stacking. (Added by staff)*

Findings of Fact:

1. The proposed project, as conditioned, is based upon sound principles of land use in that the project is compatible with the surrounding office and commercial development.
2. The project will not be detrimental to the public health, safety, or welfare nor result in a nuisance in that:
 - a. adequate parking and landscaping will be provided; and
 - b. the applicant will adhere to a transportation management plan which will mitigate potential traffic related impacts through improved access to the Swanston light rail station.
3. The project is consistent with the General Plan which designates the site as Regional Commercial and Offices.