

CITY PLANNING COMMISSION
1231 "I" STREET, SUITE 200, SACRAMENTO, CA 95814

APPLICANT San Joaquin Refinery Co., 190 Newport Ctr, Newport Beach, CA 92660
OWNER 1220 Calif Partners, 13181 Crossroads Pkwy, City of Industry, CA 91746
PLANS BY Carissimi Rohrer Assoc., 2500 Venture Oaks, Sacramento, CA 95817
FILING DATE 11-25-92 ENVIR. DET. EIR REPORT BY Donald C. Smith
ASSESSOR'S PCL. NO 001-0020-017 and 018

- APPLICATION:
- A. Certification of the Environmental Impact Report for the Continental Plaza Phase III (SCH. No. 92122061);
 - B. General Plan Amendment of 4.75± developed acres from Heavy Commercial or Warehouse to Regional Commercial and Offices;
 - C. Rezone of 4.75± developed acres from Heavy Industrial (M-2) to Office Building- Planned Unit Development (OB-PUD) for a 590,463 sq.ft. office building;
 - D. Establishment of the Continental Plaza Phase III PUD Schematic Plan; and,
 - E. Establishment of the Continental Plaza Phase III Development Guidelines.

LOCATION: 425. N. 7th Street, Richards Boulevard Area

PROPOSAL: The applicant is requesting the necessary entitlements to construct a 590,463 square foot office building on 4.75± developed acres and to establish the Continental Plaza III planned Unit Development.

PROJECT INFORMATION:

Existing General Plan Designation: Heavy Commercial or Warehouse
Proposed General Plan Designation: Regional Commercial and Offices
Existing Zoning of Site: M-2
Proposed Zoning of Site: OB-PUD
Existing Land Use of Site: 105,600 sq.ft. Industrial/Warehouse bldg

APPLC. NO. P92-309

MEETING DATE August 12, 1993

ITEM NO. 1

Surrounding Land Use and Zoning:

North:	Offices (Continental Plaza Phases I and II); M-2
South:	Warehouses; M-2
East:	Warehouses; M-2
West:	Industrial (Cannery); M-2

Property Dimensions:	265' X 565'
Property Area:	4.75± gross acres
Proposed Parking:	582 spaces (1:1015 parking ratio) plus additional parking off-site up to 984 spaces (to meet the 1:600 parking ratio)
Required Parking:	1312 (1:450 ratio per Zoning Ordinance)
Recommended Parking:	590 (1:1000) on-site plus an additional 394 (1:600 overall ratio) off-site, total 984 spaces
Topography:	Flat
Street Improvements:	Existing
Utilities:	Existing
Proposed Building:	590,463 sq.ft.
Proposed Height:	136± (Subject to redesign)
Existing Building:	105,600 sq.ft

BACKGROUND INFORMATION

The Richards Boulevard Area is located less than one mile north of Sacramento's Central Business District (CBD). The Richards Boulevard Area is separated from the CBD by the Southern Pacific Railyards. The area's access to heavy rail transportation has historically allowed warehousing and other industrial uses to prosper. Today, the proximity of Richards Boulevard to the CBD and the State Capitol has made the area attractive to developers of large floor plate office complexes. Large floor plate office buildings are especially attractive for the consolidation of State offices. The State already has several office complexes in the Richards Boulevard Area. For example, the State Department of Health Services and the State Lottery offices are located adjacent to the project site. To the southwest of the site is the State's print shop and a State nursery.

The encroachment of office uses into the traditionally warehouse/ industrial area is a significant change in land use and direction for the future growth of the area. This change, and the re-use of the Southern Pacific Railroad property, has led to the drafting of a specific plan for both the Southern Pacific Railyards and Richard Boulevard Area. These specific plans attempt to balance a variety of land uses in the area and provide the infrastructure needed to support those future uses in a timely manner. Specific plans for these areas have been issued in draft form. The final Richards Boulevard Area Plan (RBAP) is expected to be ready for public hearings by the end of 1993.

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PROJECT EVALUATION:

A. Land Use and Zoning

Currently located on the site is a 105,600 sq.ft. industrial building with space for a recycling business, storage and warehousing. The project site is designated Heavy Commercial and Warehouse by the Sacramento General Plan and is zoned Heavy Industrial (M-2).

Surrounding properties include State offices to the north (Department of Health Services) and northeast (Lottery), warehouses to the east and south and a cannery to the west.

The draft Richards Boulevard Area Plan (RBAP) designates the project site for office uses.

B. Applicant's Proposal

The applicant is requesting the necessary entitlements to construct a 590,463 sq.ft. office building. It is intended that the building be Phase III of Continental Plaza office complex which currently houses the State Department of Health Services in Phases I and II. In order to facilitate the building, the applicant is requesting the existing General Plan designation be changed from Heavy Commercial and Warehouse to Regional Commercial and Offices. The applicant also requests a change of the existing zoning from Heavy Industrial (M-2) to Office Building-Planned Unit Development (OB-PUD, see Exhibit C). In addition, the applicant is requesting approval of a Planned Unit Development Schematic Plan and PUD Guidelines. The Schematic Plan (Exhibit D) identifies the basic building footprint and configuration of land uses proposed for the site. The PUD Guidelines (Exhibit E) address the project parameters such as: open space, parking ratios, building setbacks, height, design, etc.

C. Policy Considerations

Normally, the project would only be evaluated by the existing General Plan policies. In this case, Resolution No. 92-781 directs staff to evaluate all projects within the Richards Boulevard area with the draft RBAP.

General Plan/ draft Richards Boulevard Area Plan

The General Plan contains a number of policies that could be applied to the proposed office project. For example, one policy promotes maintaining and strengthening Sacramento's role as a major west Coast warehousing/ distribution center. Another policy promotes capturing the regional office market. The project proposes to change the

industrial/ warehousing nature of the area to regional commercial. The draft Southern Pacific Railyards/ Richards Boulevard Area Plans support this change.

To assist the City Council in making the future land use direction for the property is the draft Richard's Boulevard Area Plan (RBAP). City Council Resolution 92-781 requires staff to analyze projects in the Richards Boulevard Area with the draft RBAP. The following is a summary of the project with respect to the major policies contained within the draft RBAP. As proposed, the project meets the following major policies contained within the draft RBAP.

- o The proposed use is an office use located within the Office Transit District.
- o The proposed office Floor Area Ratio (FAR) of 3.0 exceeds the RBAP minimum required FAR of 1.0.
- o Parking proposed at 1:1000 on-site and up to 1:600 on-site and off-site meets the provisions of the Plan.

As proposed, the project does not meet the following provisions contained within the draft RBAP.

- o The Schematic Plan does not reflect the Richards Boulevard Right-Of-Way that is identified in the RBAP.
- o The Schematic Plan does not reflect the "New" Street on the north side of the property identified in the RBAP.
- o The RBAP promotes neighborhood serving retail which is not being considered.

Staff is working with the applicant on a redesign of the site plan and the design of the building to bring more of the site specific elements into conformance with the Richards Boulevard Area Plan. The following policies will be considered in the project redesign. These issues will be reviewed by the Planning Commission with the project specific entitlements (i.e. special permit, variances, etc.).

- o Encouraging a cafeteria that will serve the public and contribute to pedestrian/ outdoor activity in the area.
- o Providing open space on-site and off-site to meet the specified goals of the RBAP.
- o Providing a child care center that will serve the needs of the proposed building.

- o Building height, building setbacks, parking ratio, open space, and design criteria established in the PUD Guidelines and the RBAP.

Staff Analysis

Site Design and Layout: The site is approximately 4.75 acres and 565' X 350' in size. The PUD Schematic Plan (Exhibit D) identifies the footprint of a large office building approximately one and one half city blocks long. The large footprint offers a structure with large floor plates which could house a significant amount of office space. The site could also accommodate support uses such as a parking, a cafeteria, ancillary retail uses and possibly a child care center. The on-site open space requirement could be met if public plazas and/ or courtyards are incorporated into the site plan.

Initially, specific floor plans, elevations and other details of the project were submitted with the application. These previously submitted plans were included and analyzed in the Environmental Impact Report for the project. These site specific plans are, however, being revised to address issues raised in the RBAP and by staff. Further discussion of the site specific plans will be withheld until revised plans are submitted. The revised plans will be reviewed with the draft (or adopted) RBAP, PUD Schematic Plan and PUD Guidelines for the site. The revised plans will be subject to approval of project specific entitlements (i.e. special permits, variances, etc.) by the Planning Commission.

Analysis: The State has adopted policy to consolidate State offices into larger complexes. Of highest priority is consolidation of the Department of Health Services (DHS) and the California Environmental Protection Agency. The project site is adjacent to and south of Continental Plaza Phases I and II which currently house approximately 230,000 sq.ft. of DHS offices. The applicant's goal is to provide approximately 590,000 additional sq.ft. of office space in Continental Plaza III for consolidation of the Department of Health Services.

The Continental Plaza Phase III site is currently designated industrial and warehousing by the City's General Plan and zoning. The proposal for the 590,000± sq.ft. office building would be inconsistent with the existing industrial and warehousing designations that have been applied to the site. A General Plan Amendment and a Rezoning to office uses is necessary to accommodate the proposed project. In support of the office proposal is the draft Richards Boulevard Area Plan (RBAP) which is undergoing its own environmental analysis and has not yet been adopted. Resolution No. 92-781 was adopted by the City Council which directs staff to evaluate projects in the Richards Boulevard Area with the draft RBAP.

In the evaluation of the proposed project with the draft RBAP, staff finds the project to be consistent with the overall land use proposed for the subject site. The draft RBAP designates the site "office" which is also the land use goal of the proposal. There are several elements of the applicant's proposal that are inconsistent with the draft RBAP. These inconsistencies relate to: the width of right-of-way needed for Richards Boulevard; the "New" Street proposed along the northerly property line of the site and provisions for neighborhood serving retail space within the project.

Right-of-way for Richards Boulevard- The existing right-of-way for Richards Boulevard is 80 feet. The RBAP calls for a width of 138 feet (see Exhibit F). The 138 foot width includes a major one way route for the area with sidewalks, landscape strips, a bicycle lane, five travel lanes and a light rail route. The light rail right-of-way proposed in the draft RBAP is 40 feet wide.

Transportation and Planning staff have had numerous meetings with the applicant and Regional Transit to discuss the right-of-way width required for the street and light rail line. Regional Transit is willing to consider alternative routes which might alter the proposed Richards Boulevard right-of-way. However, before formal alterations could be approved, Regional Transit would require additional studies on alternative routes. Staff has reviewed this closely with Transportation Division and Regional Transit staff and are now recommending a right-of-way of 126 feet (96 feet right-of-way plus 30 feet LRT/landscape area - see Exhibit F). This would require a dedication of 38 feet of the project site.

Right-of-way for "New" Street- The RBAP proposes a 70 foot right-of-way for the "New" Street along the northerly property line of the project (Exhibit G). Transportation staff are recommending a reduction of the sidewalks (both side of the proposed street) from nine feet to five feet which will reduce the right-of-way width from 70 feet to 62 feet. The PUD Schematic Plan does not reflect the "New" Street as the developer disagrees with the need and potential impacts of the street within their complex. Transportation and Planning staff have re-evaluated the need for the "New" Street and find it to be necessary for efficient access into and through the area.

Neighborhood serving retail- The draft RBAP promotes pedestrian activity and retail facilities that serve the neighborhood. The proposed project does not provide opportunities for neighborhood retail. At this time there is no demand for retail space, other than a ancillary snack bar or newspaper stand. On July 8, 1993 Planning Commission held a meeting to discuss the draft EIR for the project. During that meeting, some of the commissioners expressed a desire to incorporate within the building neighborhood serving retail facilities

for future use. Staff feels that retail space could be designed within the ground floor of the building. Retail, other public serving businesses, could be restricted above the first level for security purposes.

Off-site open space- Since the developer has not indicated how the off-site open space requirement will be met, off-site open space information should be incorporated into the revised project upon resubmittal of the site and building plans.

Staff supports the project with the right-of-way requirements recommended above. In addition, revised plans should include space within the building that would lend itself to future retail use should it become desirable.

D. Agency Comments

The proposed project was reviewed by the City Engineering, Traffic Engineering, Building Division, Sacramento Housing and Community Redevelopment Agency and Richards Boulevard Area Project Advisory Committee.

The proposed general plan amendment, rezone, PUD schematic Plan, PUD guidelines conform to the future plans for the Richards Boulevard area. Street dedication for Richards Boulevard and "New" Street are recommended as described in Exhibits E and F. Other infrastructure and project specific entitlements are addressed in the Environmental Impact Report. Conditions of approval to provide the infrastructure, etc. will be further developed during the review of the special permit, variances and Owner Participation Agreement.

E. Neighborhood Comments

The project has been taken before the Richards Boulevard Project Area Committee on July 26, 1993 who voted in favor of the project as proposed.

ENVIRONMENTAL DETERMINATION:

In addition to the proposed project, the environmental analysis considered a no project alternative and a 200,000 sq.ft. office building alternative. These projects would have less of an impact on the environment than the proposed project. The alternatives would not, however, meet the developer's goal to provide additional office space for the Department of Health Services.

The Continental Plaza Phase III Draft Environmental Impact Report (DEIR) was circulated for public review and comment on May 28, 1993 for the 45 day

public comment period that closed on July 12, 1993. The City Planning Commission held a public meeting to receive public testimony on the DEIR on July 8, 1993. The Planning Commission's comments related mostly to typographical errors and other comments pertaining to provisions of retail uses in the project. The City is including a review and response to comments received during the draft EIR review. These comments will be included in the Final EIR for the project.

The environmental analysis identified three levels of project impacts: Avoidable Significant Impacts, Unavoidable Significant Impacts and Unavoidable Cumulative Impacts. A summary of these impacts are as follows, further information may be obtained from the project EIR.

Avoidable Significant Impacts include: 1) intersection and freeway ramp level of service (LOS) and vehicle access to parking garage, 2) parking garage carbon monoxide (CO) levels, 3) microwave, radar and radio transmission, and 4) urban design.

Unavoidable Significant Impacts: 1) intersection LOS and at-grade railroad crossings, 2) increase in reactive organic gasses (ROG) and nitrogen oxides (NOx) emissions and particulate matter around the project site, 3) sanitary sewage/ wastewater flow into the City's combined storm/ sanitary sewer system, and 4) water quality impacts with regard to the Sacramento and American Rivers.

Unavoidable Cumulative Impacts: 1) intersection and freeway (Interstate 5) LOS and at-grade railroad crossings, freeway ramp LOS, 2) increase in ROG and NOx emissions and particulate matter around the project site and 3) sanitary sewage/ wastewater flow into the City's combined storm/sanitary sewer system.

Conclusion: Staff recommends support of the project as it is consistent with the direction given by the City Council for the Richard's Boulevard area. Should the City Council decide to approve project, unmitigable significant environmental impacts will occur. Because of this, the City Council will be required to adopt a Statement of Overriding Considerations which essentially is a declaration that the benefits of the project are of greater benefit to the community than its associated environmental impacts.

RECOMMENDATION: Staff recommends the Planning Commission take the following actions and forward the project to the City Council.

- A. Recommend Certification of the Environmental Impact Report for the Continental Plaza Phase III project (P92-309);
- B. Recommend approval of the General Plan Amendment of 4.75+ developed acres from Heavy Commercial or Warehouse to Regional Commercial and

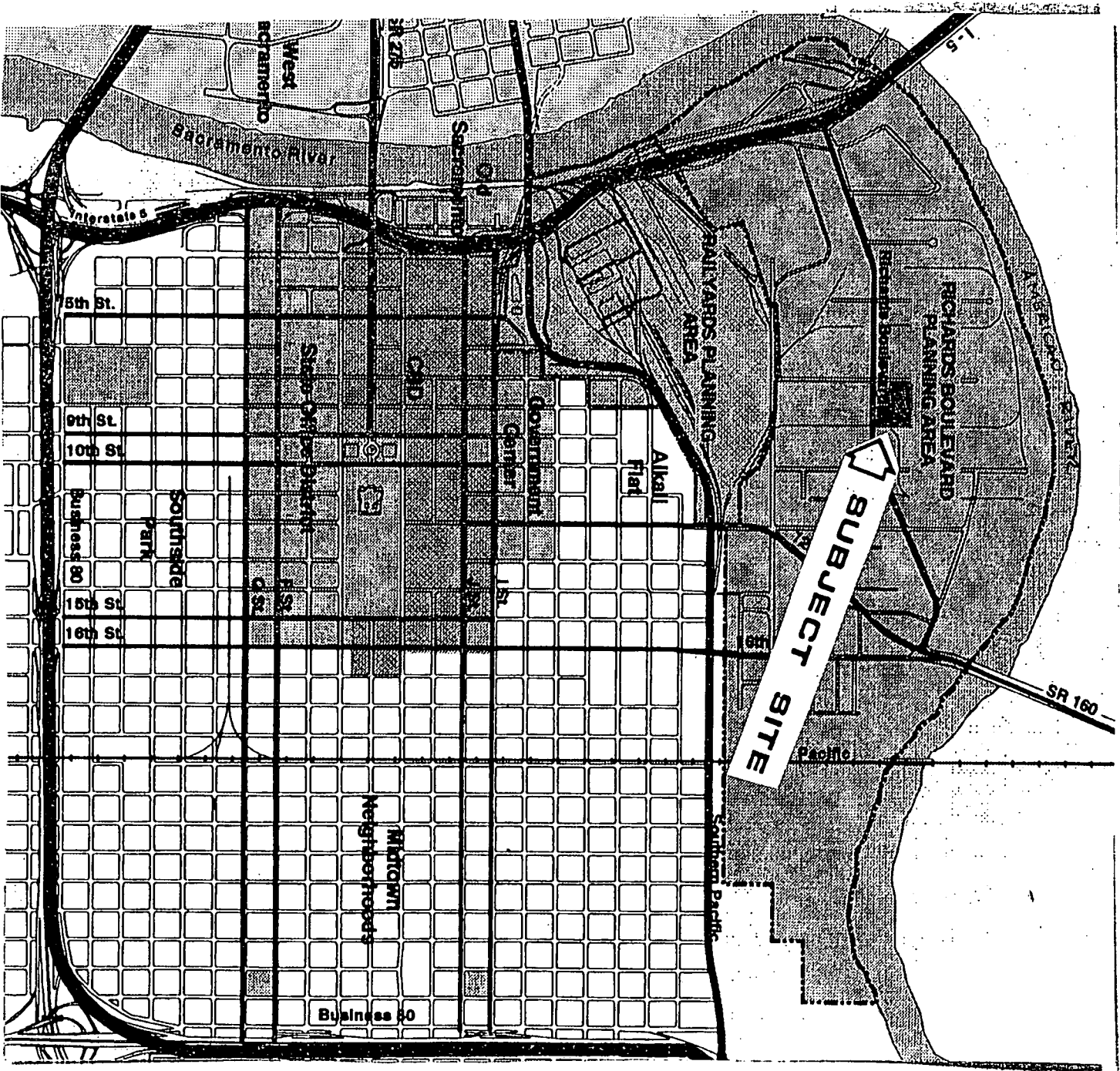
Offices and forward to the City Council;

- C. Recommend approval of the Rezone of 4.75± developed acres from Heavy Industrial (M-2) to Office Building- Planned Unit Development (OB-PUD) for a 590,463 sq.ft. office building and forward to the City Council;
- D. Recommend approval of the establishment of the Continental Plaza Phase III PUD Schematic Plan and forward to the City Council; and,
- E. Recommend approval of the establishment of the Continental Plaza Phase III Development Guidelines and forward to the City Council.

Conditions:

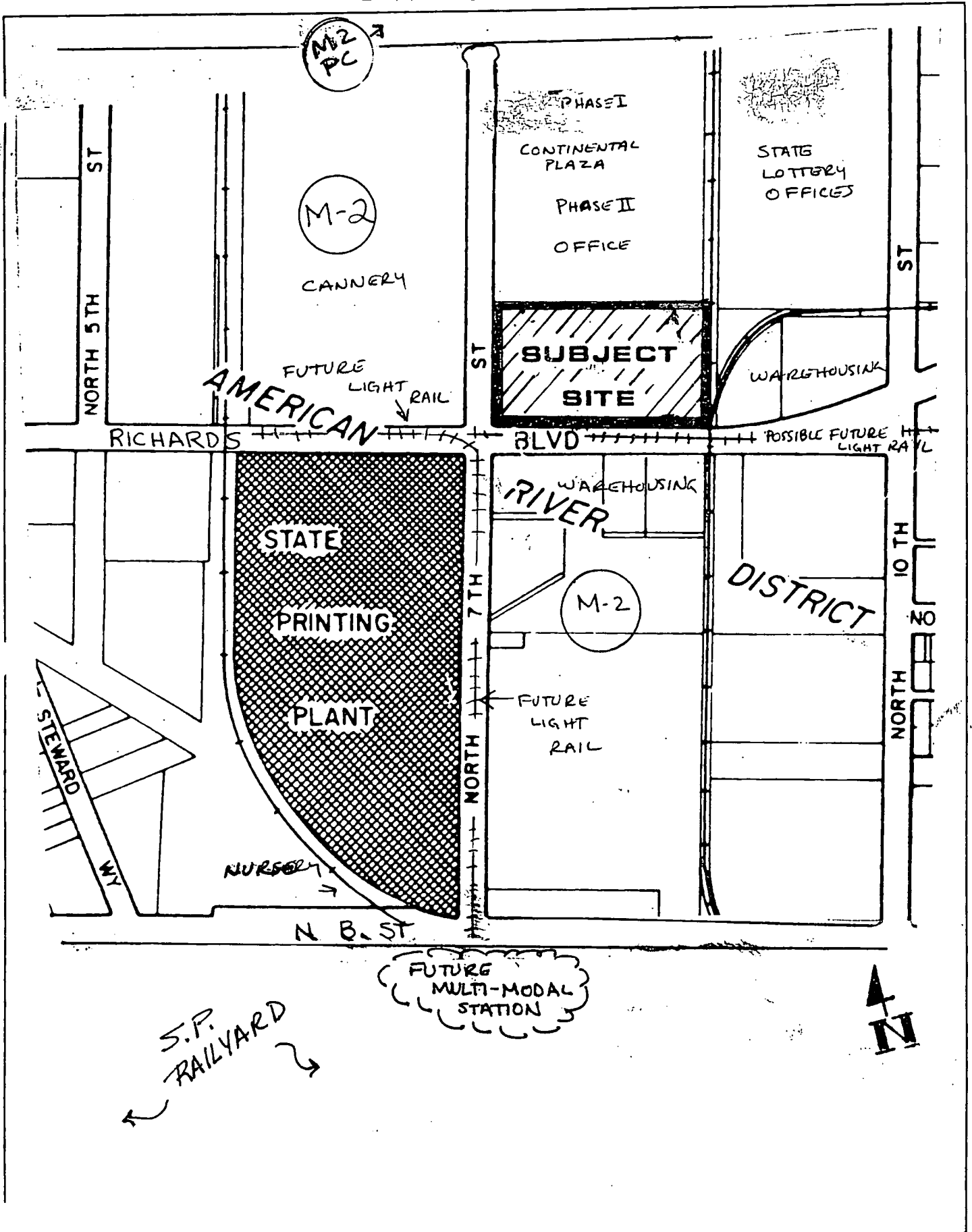
The following provisions shall be incorporated into the PUD Schematic Plan and PUD Guidelines as appropriate.

- 1. The Richards Boulevard right-of-way shall be required as prescribed in Exhibit F;
- 2. The "New" Street shall be provided as prescribed by the Transportation Division of Public Works;
- 3. The redesigned building shall include of be accompanied by the following upon submittal:
 - a) designated areas to accommodate future retail uses on the ground floor;
 - b) a cafeteria with outdoor seating on the ground floor to serve public as well as private users;
 - c) information as to how the on-site and off-site open space requirement will be met;
 - d) provisions as to how child care will be met;
 - e) provisions to meet the design criteria of the Richards Boulevard Area Plan such as building height, building setbacks, and parking ratios.



VICINITY MAP

EXHIBIT B



LAND USE & ZONING MAP

REZONE EXHIBIT

Continental Plaza Phase III

Site Rezoned to O-B-PUD

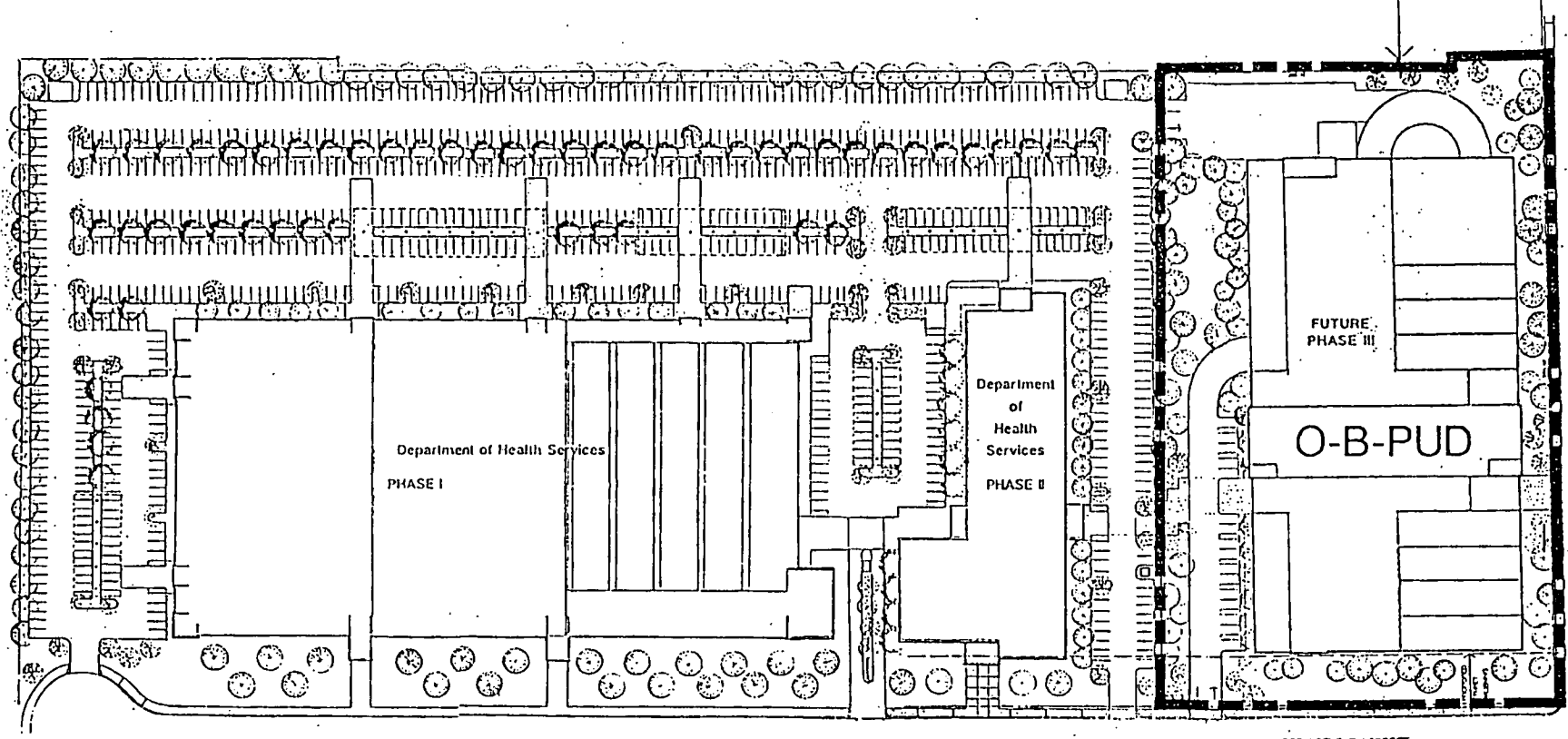


EXHIBIT C

RICHARDS BOULEVARD

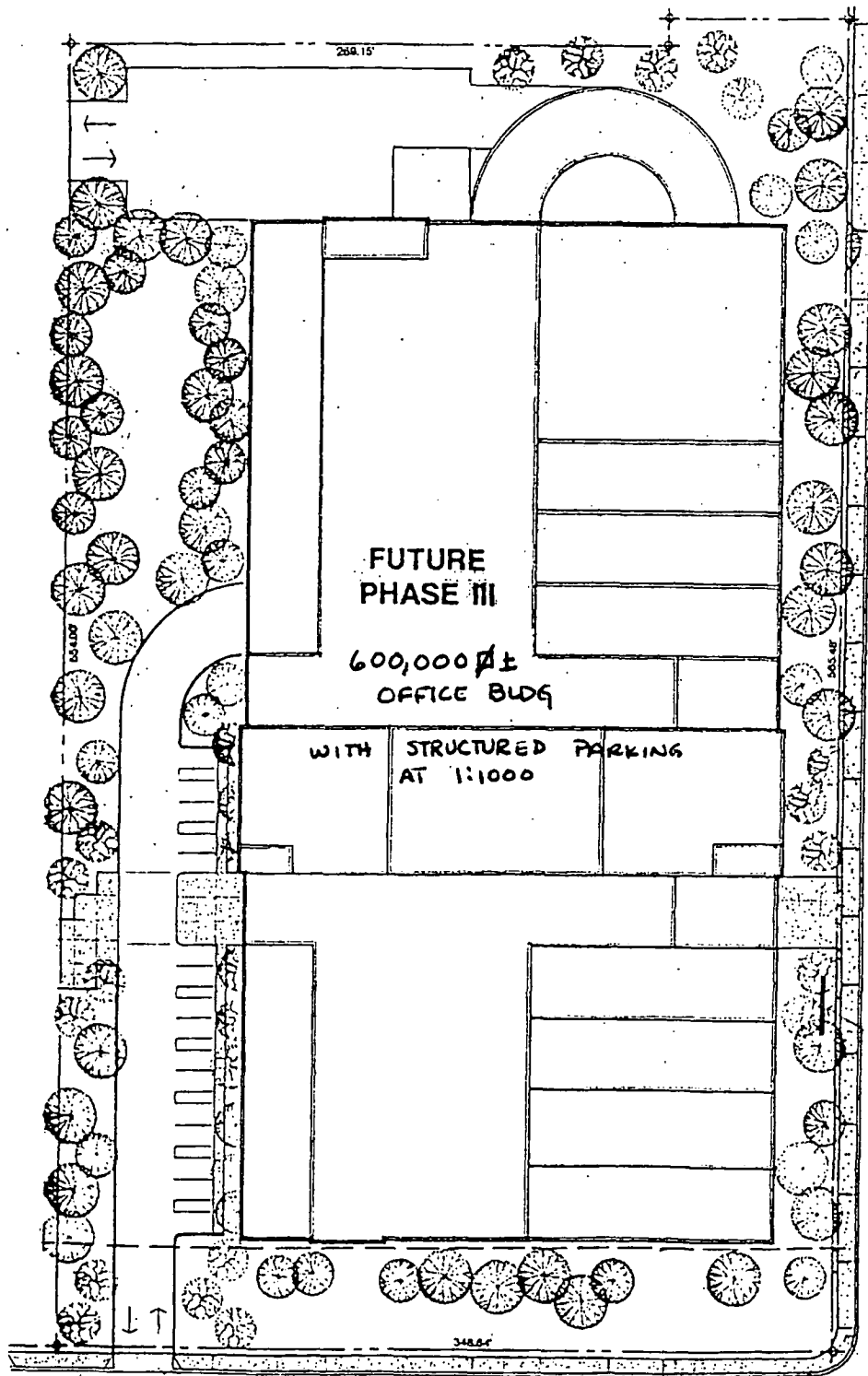
NORTH SEVENTH STREET



EXHIBIT D

PLANNED UNIT DEVELOPMENT SCHEMATIC PLAN

Continental Plaza Phase III



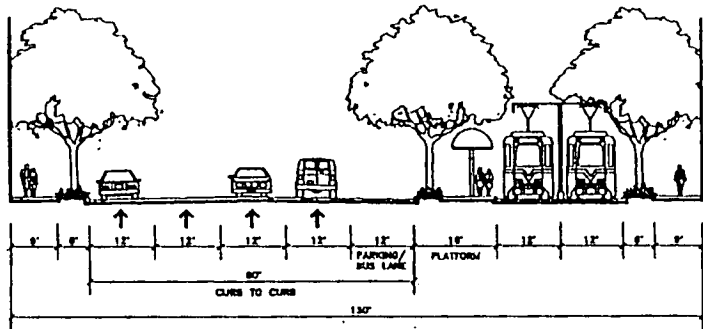
RICHARDS BOULEVARD

NORTH SEVENTH STREET

EXHIBIT E

**PLANNED DEVELOPMENT GUIDELINES
CONTINENTAL PLAZA PHASE III**

DRAFT PLAN 6/92



RICHARDS BOULEVARD

DRAFT PLAN 6/92

PROPOSED REVISIONS 4/93

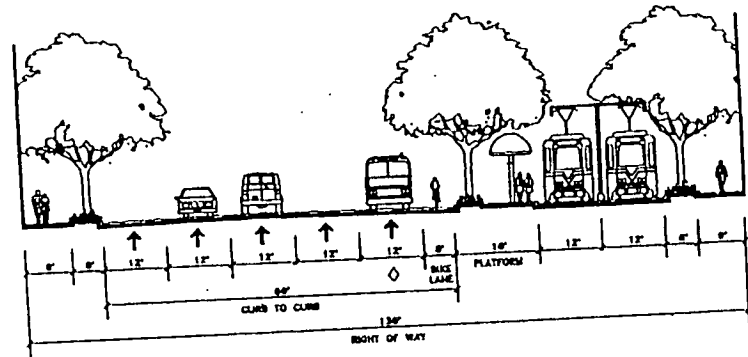
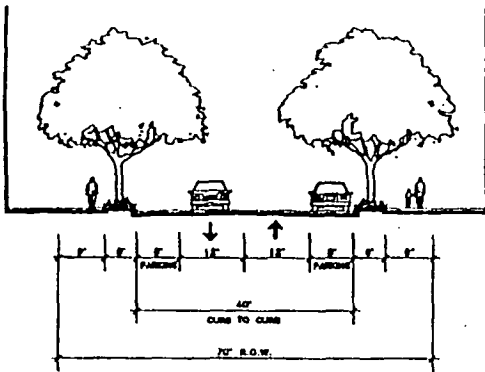


EXHIBIT F
RICHARDS BLVD.

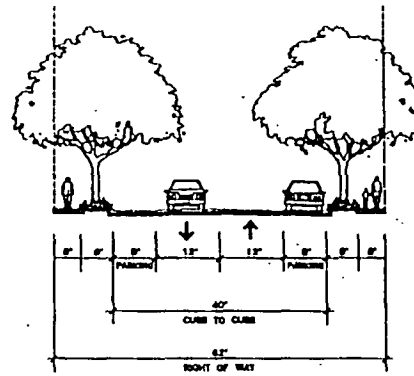
DRAFT PLAN 6/92



TYPICAL 2-LANE COLLECTOR/LOCAL
RESIDENTIAL STREETS, NEW STREET
PARALLEL TO RICHARDS BLVD.

DRAFT PLAN 6/92

PROPOSED REVISIONS 4/93

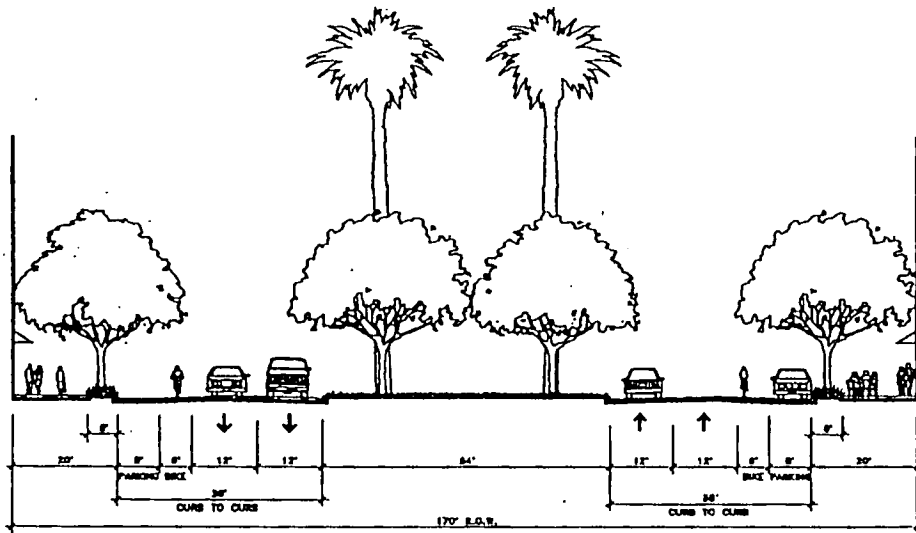


TYPICAL 2-LANE COLLECTOR/LOCAL
RESIDENTIAL STREETS, NEW STREET
PARALLEL TO RICHARDS BLVD.

REVISED 4/93

EXHIBIT G
"NEW" STREET

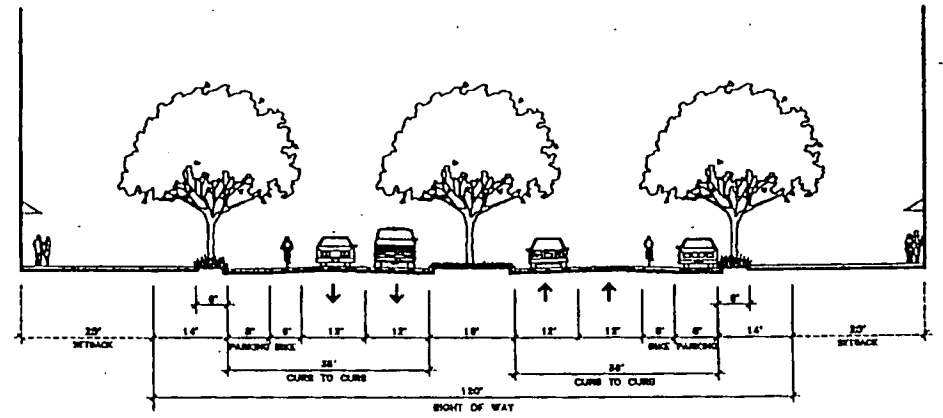
DRAFT PLAN 6/92



7TH STREET
NORTH OF RICHARDS BLVD. COUPLET

DRAFT PLAN 6/92

PROPOSED REVISIONS 4/93



7TH STREET
NORTH OF RICHARDS BLVD.

REVISED 4/93

EXHIBIT H
N. 7TH STREET