

P97-051 CADILLAC DRIVE OFFICE BUILDING

- REQUEST:
- A. **Negative Declaration**
  - B. **Plan Review** for construction of a 17,111± square foot office building on 1.48± acres in the Shopping Center (SC-R-PUD) and Limited Commercial (C-1-R-PUD) zones.
  - C. **Variance** to encroach 5 feet into the 25 foot landscape setback along Cadillac Drive in the Shopping Center (SC-R-PUD) and Limited Commercial (C-1-R-PUD) zones.

LOCATION: 155 Cadillac Drive  
APN: 295-0020-003  
Council District 3

APPLICANT:	Jackson Properties (Leslie Iiams), 916-381-8113 3851 North Freeway Boulevard, Sacramento, CA 95834
OWNER:	Owens Mortgage Investment Fund 2221 Olympic Blvd. Walnut Creek, CA 94595
APPLICATION FILED:	May 30, 1997
STAFF CONTACT:	Brad Shirhall, 264-7483

**SUMMARY:** The applicant proposes to construct a 17,111± square foot general office building after demolishing an existing unoccupied 7,450± square foot restaurant. The applicant is seeking a Plan Review, and a Variance to encroach 5 feet into the 25 foot setback on Cadillac Drive in the Shopping Center (SC-R-PUD) and Limited Commercial (C-1-R-PUD) zones. The project's primary issues relate to land use compatibility, aesthetics, and consistency with the Campus Commons PUD Guidelines.

**RECOMMENDATION:** Staff recommends approval of the project subject to conditions set forth herein. The proposal was found to be consistent with the General Plan designation, and with guidelines set forth in the Campus Commons PUD. Moreover the proposal is compatible with surrounding land uses.

PROJECT INFORMATION:

General Plan Designation: Community/Neighborhood Commercial and Offices  
 Community Plan Designation: None  
 Existing Zoning of Site: Shopping Center (SC-R-PUD) and Limited Commercial (C-1-R-PUD)  
 Existing Land Use of Site: Restaurant (unoccupied)

Surrounding Land Use and Zoning (see Attachment 3):

North: Office Building; (OB-R-PUD)  
 South: Office Building, Multi-Family Residential; (C-1-PUD) & (R-3-PC-PUD)  
 East: Bank; (C-1-R-PUD)  
 West: Multi-Family Residential (R-2B-R-PC-PUD)

Property Area: (1.48±) 64,468± Square Feet  
 Height of Proposed Building: 18± feet (1 story)  
 Parking Required: 57 spaces - 1:300  
 Parking Provided: 62 spaces - 1:275 (PUD maximum)  
 Street Improvements and Utilities: Existing

OTHER APPROVALS REQUIRED: In addition to the requested entitlement, the applicant will be required to obtain a building permit for improvements from the Neighborhoods, Planning, and Development Services Department. The subject site is outside the Campus Commons Design Review District.

BACKGROUND: On September 10, 1974 the Planning Commission approved a rezone of the subject site from Agriculture (A) to Shopping Center (SC-R-PUD) and Limited Commercial (C-1-R-PUD), and a Special Permit to develop a restaurant and an office building (P6092 and P6093). At the time, the parcels (then known as 291-560-07 and 08) were combined to allow compliance with setback requirements along Fair Oaks Boulevard (see Setback discussion below). Although the parcels were combined, their original zoning designations remain intact. On June 10, 1975, the Planning Commission approved a Special Permit (P6595) to modify the September 1974 plan thereby increasing the permitted size of the restaurant and decreasing the size of the office space.

On July 31, 1992 the Planning Director approved a Modification of the Plan Review (P92-110) for the Key Largo Restaurant and Bar. At that time the City Council was concerned with a nuisance created by restaurant and bar patrons waiting outside to enter the building at night after the building was at maximum occupancy. The result of the Council concerns

were modifications to the facility consisting of construction of additional restrooms with external entrances, and a vestibule to conceal waiting patrons.

The site currently is occupied by a 3,900± square foot single story office building and a 7,450± square foot unoccupied restaurant. Thirteen parking spaces are provided for the office building and 105 for the restaurant.

STAFF EVALUATION: Staff has the following comments:

A. Policy Considerations

**General Plan.** The subject site is designated as "Commercial/Neighborhood Commercial & Offices" by the General Plan. The applicant's proposal would result in a change to the present land use of the site. The proposal is compatible with the goals of the General Plan which encourage land use compatibility, and promote sensitivity to design. (Sec. 7-11).

**Zoning.** The subject site is zoned "Shopping Center" (SC-R-PUD) and "Limited Commercial" (C-1-R-PUD). The SC zone provides for a wide range of goods and services to the community while prohibiting uses incompatible with a retail shopping center. The C-1 zone allows certain office, retail and service establishments which are compatible with residential developments. The intent is to allow these uses on small parcels surrounded by residential developments. This split zoning on one parcel is the result of earlier entitlements which required the parcels becoming and remaining developed as one parcel.

**Planned Unit Development.** The project site is within the Campus Commons PUD. This PUD is unique in that when originally approved, no guidelines had been developed. Subsequently, setback, parking, landscaping, and signage guidelines have been adopted in 1971, 1973, 1974, and 1986, respectively.

## B. Site Plan

The plan was reviewed for consistency with the City Zoning Ordinance and the Campus Commons PUD Guidelines. Staff's findings are presented below.

### 1. Setbacks.

The project would encroach approximately 5 feet into the 25 foot setback on Cadillac Drive. The applicant has indicated that this is consistent with the same encroachment from the office building to the south. A site visit by staff confirmed this setback encroachment. Staff also found that the existing Key Largo restaurant structure on this site encroaches into the setback. The encroachment of the buildings only occurs from the southwest corner of the building. The rest of the building is outside the setback. No evidence in previous staff reports indicates that these encroachments were approved or even mentioned.

According to the Campus Commons PUD Guidelines, the street setback "shall be a minimum of 25 feet from the top of the curb." The rationale for the setback is to provide landscaped buffers between residential areas and commercial developments. For areas adjacent to residential housing "parking lots are to be buffered by at least ten feet of landscaping. This landscaping will have a screening effect." While the project is not directly adjacent to a residential development, more than ten feet of landscaped buffer will exist between the project and Cadillac Drive. The encroachment of this building into the setback will not negate the ten foot landscaped buffer. Therefore staff can support the requested variance.

The northeast corner of the parking lot will be contained within the parking setback. According to the PUD guidelines, "the parking setback shall not be less than 25 feet and shall not exceed a maximum of fifty percent of the Fair Oaks frontage on any individual property." The project will meet this requirement.

### 2. Parking.

The applicant has proposed 62 parking spaces representing a ratio of one space for every 275 square feet. This is consistent with the maximum allowed for a PUD under Section 6 of the Zoning Ordinance. The Campus

Commons PUD Guidelines indicate that parking shall be required at no fewer than one space for every 300 square feet, or 57 spaces for an office project of this size. The number of parking spaces provided is consistent with both the Zoning Ordinance and the PUD guidelines.

Four of the parking spaces (three for the new building and one for the existing office building to the south) have been designed and will be reserved as handicap parking spaces as required by the California Accessibility Standards.

Parking lot circulation has been reviewed by the Department of Public Works and the Fire Department. Their comments resulted in a minor redesign to allow for a fire truck "turn-around" area.

3. Landscaping.

The Campus Commons PUD Guidelines specify that California Sycamore trees are to be planted along Fair Oaks Boulevard and that landscaped berms be utilized where possible. Trees of that species were planted and maintained under previous project applications. This project will not alter those trees, nor will it affect the berm between the site and Fair Oaks Boulevard.

Mature landscaping currently encompasses the Cadillac Drive and Fair Oaks Boulevard setback areas. One tree in each setback area will be removed to facilitate construction of the new building. Twelve other trees, not in the setback, will also be removed. None of the trees has been identified as "significant" by the City's Tree Services staff nor do they have any objection to their removal. A landscaping plan has been developed which includes approximately 20 new trees. The new trees, in conjunction with existing trees on-site, will provide shading for at least fifty percent of the parking spaces within 15 years.

4. Signage.

No signage has been proposed by the applicant. However, should the applicant wish to provide signage later, that signage must be in accordance with the Limited Commercial (C-1) section of the City's Sign Ordinance, and be subject to a Staff level review. This requirement is reflected in the

Conditions of Approval.

C. Building Design

The Campus Commons PUD Guidelines only indicate that buildings should be a mixture of one and two story buildings and that at least 50 percent of the buildings should be one story. This building helps meet that goal. There are no guidelines for materials or color.

The proposed 17,111± square foot single story office building would be constructed after demolition of the unoccupied restaurant. The new building would be a one story structure, approximately 18 feet tall. The exterior would be constructed of red clay brick and non-reflective glass. The roof would be concealed by a parapet and not visible from the street. Although the project is outside the Campus Commons Design Review District, Design Review staff reviewed the originally proposed elevations and suggested changes to the applicant. The suggestions included "breaking-up" a line of windows facing Fair Oaks Boulevard, softening the building's main entrance with a canopy, and improving the rear entrance by making it more like an entrance, than just a back door. The applicant agreed to the changes and they are reflected on the attached elevations (see Exhibit 1C).

D. Trash Enclosure

There are no guidelines for trash enclosures in the Campus Commons PUD. The applicant's trash enclosure will be constructed to meet design requirements found in Section 34 of the City Zoning Ordinance. This requirement is reflected in the Conditions of Approval.

PROJECT REVIEW PROCESS:

A. Environmental Determination

The activity involves a Variance to encroach 5 feet into the 25 foot setback on Cadillac Drive, and a Plan Review of a 17,111± square foot office building construction. Staff has determined that the project as proposed will not have a significant impact on the environment; therefore a Negative Declaration has been prepared.

B. Neighborhood Response

The project application was routed to the Campus Commons Park Homeowners Association (Nancy Manly) and to the East Sacramento Improvement Association (Cynthia Scanlon). Staff followed-up with a phone call to these organizations. They've reported no opposition to the project.

C. Summary of Agency Comments

The project has been reviewed by several City Departments and other agencies. Their comments are summarized below.

1. Department of Public Works

Some parking spaces may be located inappropriately. The trash enclosure should be relocated to the west of the building. These issues were addressed in a site plan redesign.

2. Department of Utilities

The concerns are reflected in the Plan Review conditions.

3. Solid Waste Division of Public Works

The demolition of an existing structure could generate 100 tons of solid waste. Staff requests that the developer maximize all feasible recycling of construction and demolition debris.

An office building of this size could generate about 36 tons of solid waste annually. The developer may want to consider enlarging the trash enclosure to accommodate a recycling dumpster in addition to the solid waste dumpster and totes identified for recycling purposes. Although this modification probably goes beyond the required set-aside of space for this size development, removing architectural barriers to recycling at the front end of a development project is easier than attempting a retrofit in the future.

4. Fire Department

The concerns are reflected in the Plan Review conditions or were addressed in a redesign.

## 5. Tree Services

It is recommended that the applicant not plant redwood trees under the driplines of the existing trees planted along Fair Oaks Boulevard. Other concerns are reflected in the Plan Review conditions.

## 6. Police Department

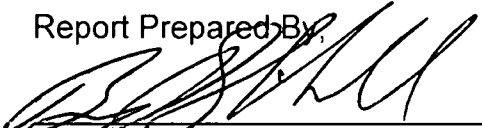
The concerns are reflected in the Plan Review conditions.

PROJECT APPROVAL PROCESS: The Planning Commission has the authority to approve or deny the requested entitlement. The Commission action may be appealed to the City Council within 10 days following the Commission's action. Any modification to the project shall be subject to review and approval by Planning staff prior to the issuance of building permits.


RECOMMENDATION: Staff recommends the Planning Commission take the following action:

- A. Ratify the Negative Declaration;
- B. Adopt the attached Notice of Decision and Findings of Fact approving the **Plan Review** for construction of a 17,111± square foot office building on 1.48± acres in the Shopping Center (SC-R-PUD) and Limited Commercial (C-1-R-PUD) zones.
- C. Adopt attached Notice of Decision and Finding of Fact approving a **Variance** to encroach 5 feet into the 25 foot setback on Cadillac Drive in the Shopping Center (SC-R-PUD) and Limited Commercial (C-1-R-PUD) zones.

Report Prepared By,

  
\_\_\_\_\_  
Brad Shiffhall, Associate Planner

Report Reviewed By,

  
\_\_\_\_\_  
Steve Peterson, Senior Planner



Attachments

- Attachment 1      Notice of Decision & Findings of Fact
  - Exhibit 1A      Site Plan
  - Exhibit 1B      Landscape Plan
  - Exhibit 1C      North, South, West and East Elevation
- Attachment 2      Vicinity Map
- Attachment 3      Land Use and Zoning Map

**ATTACHMENT 1:****NOTICE OF DECISION AND FINDINGS OF FACT FOR****Cadillac Drive Office Building @ 155 Cadillac Drive****SACRAMENTO, CALIFORNIA IN THE  
SHOPPING CENTER (SC-R-PUD) AND LIMITED COMMERCIAL (C-1-R-PUD) ZONE.  
(P97-051)****APN: 295-0020-003**

At the regular meeting of September 25, 1997, the City Planning Commission heard and considered evidence in the above entitled matter. Based on verbal and documentary evidence at said hearing, the Planning Commission took the following actions for the location listed above:

- A. Ratified the Negative Declaration;
- B. Approved the Plan Review of a 17,111± square foot office building on 1.48± acres in the SC-R-PUD and C-1- R-PUD zones; and
- C. Approved the Variance to encroach 5 feet into the 25 foot landscape setback along Cadillac Drive to construct a 17,111± square foot office building in the Shopping Center (SC-R-PUD) and Limited Commercial (C-1-R-PUD) zones.

These actions were made based upon the following findings of fact and subject to the following conditions:

**FINDINGS OF FACT**

- A. Negative Declaration: The City Planning Commission approves the Negative Declaration (the negative Declaration is approved) based upon the following findings:
  - 1. The Negative Declaration was prepared and circulated for the above-identified project pursuant to the requirements of CEQA;

2. The proposed Negative Declaration and comments received during the public review process were considered prior to action being taken on the project; and
  3. Based upon the Initial Study and the comments received during the public review process, there is no substantial evidence that the project will have a significant effect on the environment.
- B. Plan Review: The Plan Review for construction of a 17,111± square foot office building on 1.48± acres in the SC-R-PUD and C-1-R-PUD zones is hereby approved subject to the following findings of fact:
1. The proposed construction of an office building is consistent with the General Plan land use designation of Commercial/Neighborhood Commercial and Offices.
  2. Facilities, including utilities, access roads, sanitation, and drainage are all existing and consistent with City standards, and the proposed improvements are properly related to existing and proposed streets and highways;
  3. The property involved is of more than adequate size and shape to accommodate the proposed building;
  4. Approval of the Plan Review will not be contrary to the public health or safety or injurious to the property or improvements of the adjacent properties.
- C. Variance: The Variance to encroach 5 feet into the 25 foot landscape setback along Cadillac Drive for the 17,111 ± square foot office building on 1.48± acres in the SC-R-PUD and C-1-R-PUD zones, is hereby approved subject to the following findings of fact:
1. Granting the variance does not constitute a special privilege extended to an individual property owner in that variances would be granted to other property owners facing similar circumstances;
  2. Granting the variance would not be detrimental to the public welfare and not result in the creation of a public nuisance;
  3. Granting the variance does not constitute a use variance in that the office building land use is allowed in the Shopping Center (SC-R-PUD) and

Limited Commercial (C-1-R-PUD) zone; and

4. The project is consistent with the General Plan which designates the site for Community/Neighborhood Commercial and Offices.

#### CONDITIONS OF APPROVAL

- A. Plan Review: The Plan Review for construction of a 17,111± square foot office building on 1.48± acres in the SC-R-PUD and C-1-R-PUD zones, is hereby approved subject to the following of approval:

#### Planning

- A1. The applicant shall obtain all necessary building permits prior to commencing construction.
- A2. Any modification to the project shall be subject to review and approval by Planning staff prior to the issuance of building permits.
- A3. Should the applicant wish to mount or place any signage, that signage shall be in compliance with the Limited Commercial section of the City Sign Ordinance and shall be subject to a Staff level review.
- A4. Applicant shall obtain a permit from the City arborist prior to the pruning of any City trees.
- A5. Trees located in the setback along Fair Oaks Boulevard shall (during demolition and construction) be protected by enclosure within a 6 foot high chain link fence no less than 2 feet from the west, south and north side of the tree trunks.
- A6. Within the above mentioned fenced in area, there shall be no trenching or grade changing; no storage of materials or stockpiling of soil; no parking of vehicles or equipment.
- A7. The applicant shall be responsible for damage to city trees including but not limited to trunk wounds and broken limbs.
- A8. Handicap parking spaces shall be constructed according to design standards found in the California State Accessibility Standards. All other parking

spaces shall be constructed according to dimensions found in Section 6 of the City's Zoning Ordinance.

- A9. Applicant shall construct a trash enclosure meeting the requirements of Section 34 of the Zoning Ordinance.
- A10. Applicant shall submit a Statement of Recycling Information, meeting the requirements of Section 34 of the Zoning Ordinance, to be reviewed and approved by Planning Staff prior to issuance of any building or demolition permit.

#### Fire

- A11. Fire sprinklers shall be installed in the new building.
- A12. The applicant shall provide documentation to the Fire Department indicating that adequate water for fire fighting is available on-site.
- A13. A fire truck "turn-around" shall be provided at the northeast corner of the parking lot. This turn-around area shall be clearly marked and maintained as a "No Parking" area.

#### Utilities

- A14. A drainage study and shed map as described in Section 11.7 of the City Design and Procedures Manual shall be completed to the satisfaction of Department of Utilities prior to issuance of any building permits.
- A15. An on-site drainage system is required and shall be connected to the street drainage system by means of a storm drain service tap. All on-site systems shall be designed to the standard for storm drainage systems (per Section 11.12 of the Design and Procedures Manual). Drain inlets, drainage pipes and manholes will be required for this system. The system shall drain the entire site and be designed for gravity flow conditions based on an assumed runoff of 0.30 cubic feet per second/acre.
- A16. The building pad shall be no less than one (1) foot above the local 100-year Hydraulic Grade Line (HGL). The project's site engineer shall determine this local 100 year HGL.

- A17. The site shall be graded so that drainage does not cross property lines or a reciprocal drainage easement must be recorded.
- A18. Post construction, storm water quality control measures shall be incorporated into the development of the site. Only source control measures are required. Refer to the draft "Manual of Standards for Design of New Development On-Site Storm water Quality Control measures," dated January 23, 1995, for appropriate source control measures.
- A19. Applicant shall comply with the City's Grading, Erosion and Sediment Control Ordinance.

#### Police

- A20. Applicant shall illuminate the parking lot from dusk to dawn at 1.5 foot candles per square foot.
- A21. Applicant shall maintain all landscaping at a maximum plant or shrub height of 30 inches and trees maintained at a minimum distance of 6 feet from the lowest branch to the ground.
- A22. Exterior doors shall be equipped with audible fire department emergency exit alarms.
- B. The Variance to encroach 5 feet into the 25 foot landscape setback along Cadillac Drive to construct a 17,111± square foot office building in the Shopping Center (SC-R-PUD) and Limited Commercial (C-1-R-PUD) zones is hereby approved subject to the following conditions:

#### Planning

- B1. The applicant shall obtain all necessary building permits prior to commencing construction.
- B2. Any modification to the project shall be subject to review and approval by Planning staff prior to the issuance of building permits.
- B3. Should the applicant wish to mount or place any signage, that signage shall be in compliance with the Limited Commercial section of the City Sign

Ordinance and shall be subject to a Staff level review.

- B4. Applicant shall obtain a permit from the City arborist prior to the pruning of any City trees.
- B5. Trees located in the setback along Fair Oaks Boulevard shall (during demolition and construction) be protected by enclosure within a 6 foot high chain link fence no less than 2 feet from the west, south and north side of the tree trunks.
- B6. Within the above mentioned fenced in area, there shall be no trenching or grade changing; no storage of materials or stockpiling of soil; no parking of vehicles or equipment.
- B7. The applicant shall be responsible for damage to city trees including but not limited to trunk wounds and broken limbs.
- B8. Four handicap parking spaces shall be constructed according to design standards found in the California State Accessibility Standards. All other parking spaces shall be constructed according to dimensions found in Section 6 of the City's Zoning Ordinance.
- B9. A Statement of Recycling Information meeting the requirements of Section 34 of the Zoning Ordinance shall be submitted to, reviewed, and approved by Planning Staff prior to issuance of any building or demolition permit.

#### Fire

- B10. Fire sprinklers shall be installed in the new building.
- B11. The applicant shall provide documentation to the Fire Department indicating that adequate water for fire fighting is available on-site.
- B12. A fire truck "turn-around" shall be provided at the northeast corner of the parking lot. This turn-around area shall be clearly marked and maintained as a "No Parking" area.

#### Utilities

- B13. A drainage study and shed map as described in Section 11.7 of the City

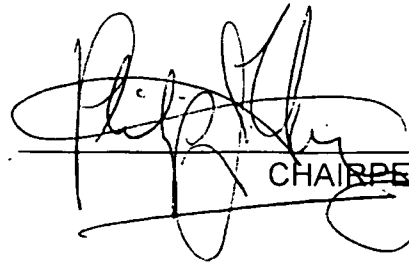
Design and Procedures Manual shall be completed to the satisfaction of Department of Utilities prior to issuance of any building permits.

- B14. An on-site drainage system is required and shall be connected to the street drainage system by means of a storm drain service tap. All on-site systems shall be designed to the standard for storm drainage systems (per Section 11.12 of the Design and Procedures Manual). Drain inlets, drainage pipes and manholes will be required for this system. The system shall drain the entire site and be designed for gravity flow conditions based on an assumed runoff of 0.30 cubic feet per second/acre.
- B15. The building pad shall be no less than one (1) foot above the local 100-year Hydraulic Grade Line (HGL). The project's site engineer shall determine this local 100 year HGL.
- B16. The site shall be graded so that drainage does not cross property lines or a reciprocal drainage easement must be recorded.
- B17. Post construction, storm water quality control measures shall be incorporated into the development of the site. Only source control measures are required. Refer to the draft "Manual of Standards for Design of New Development On-Site Storm water Quality Control measures," dated January 23, 1995, for appropriate source control measures.
- B18. Applicant shall comply with the City's Grading, Erosion and Sediment Control Ordinance.

Police

- B19. Applicant shall illuminate the parking lot from dusk to dawn at 1.5 foot candles per square foot.
- B20. Applicant shall maintain all landscaping at a maximum plant or shrub height of 30 inches and trees maintained at a minimum distance of 6 feet from the lowest branch to the ground.
- B21. Exterior doors shall be equipped with audible fire department emergency exit alarms.





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CHAIRPERSON

ATTEST:

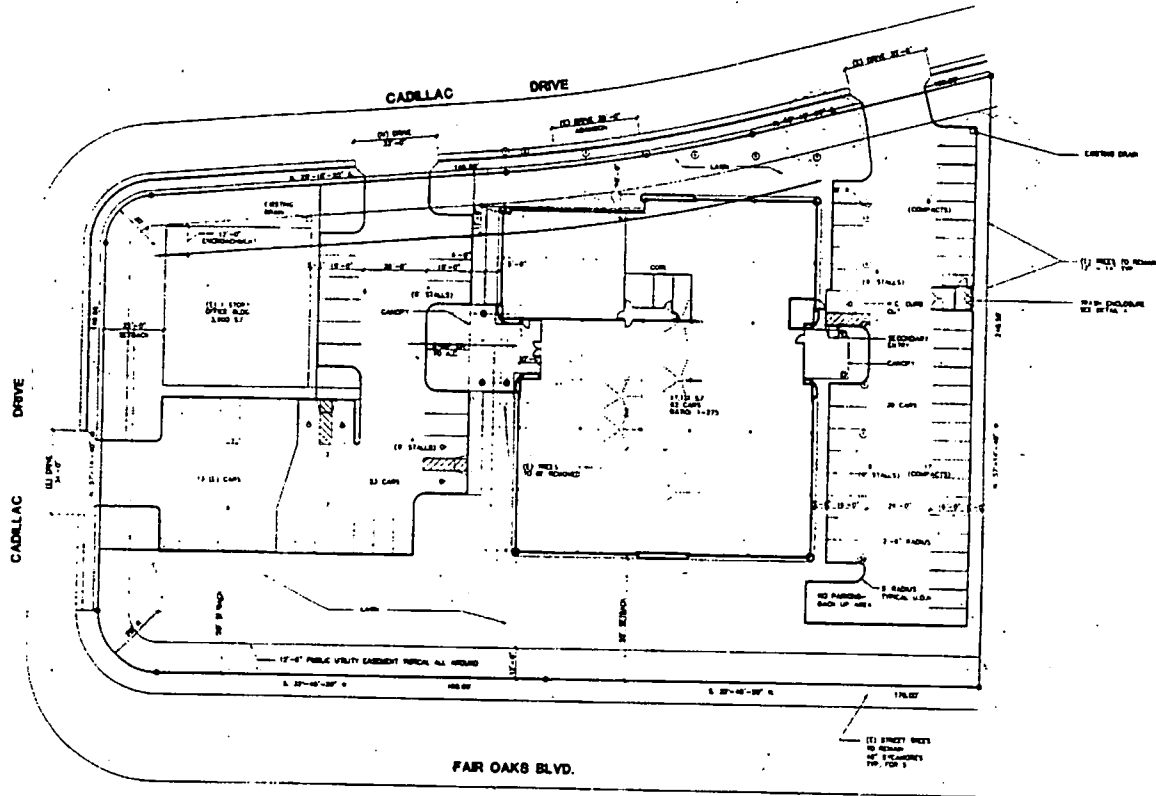
Gay L Sturhise  
SECRETARY TO CITY PLANNING COMMISSION

9-25-97  
DATE (P97-051)

Attachments

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|------------|--|
| Exhibit 1A | Site Plan                              |
| Exhibit 1B | Landscape Plan                         |
| Exhibit 1C | North, South, East and West Elevations |

Exhibit 1A  
Site Plan

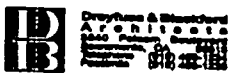
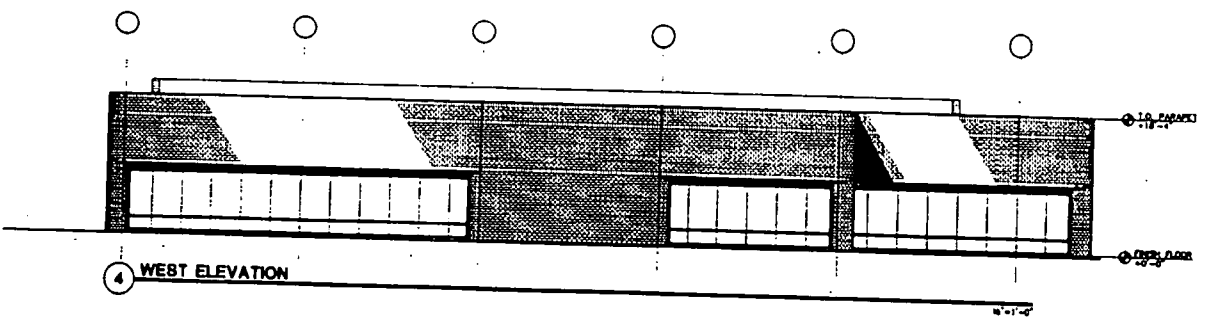
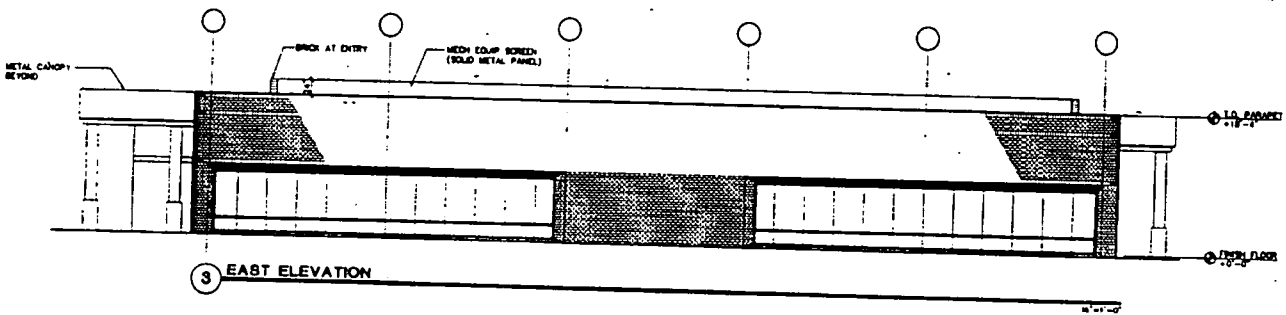
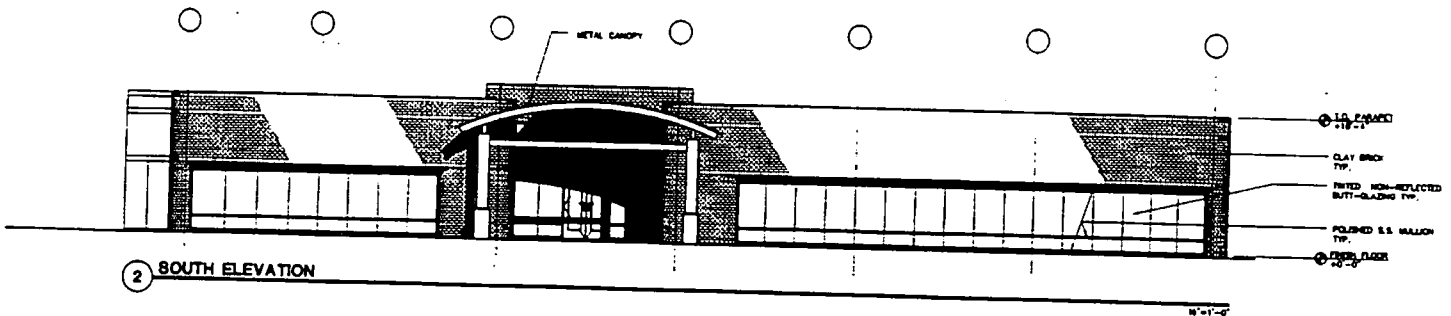
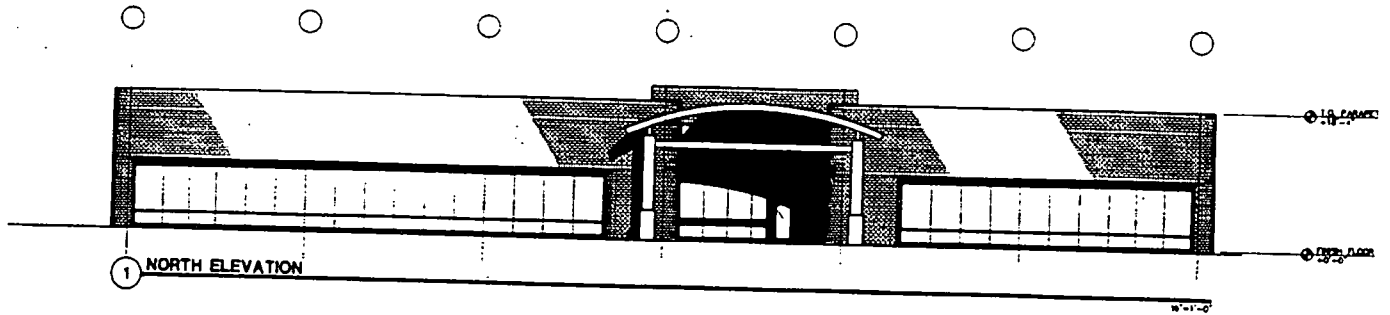


1 SITE PLAN





Exhibit 1C  
North, South, East, and West Elevations



JACKSON PROPERTIES  
OFFICE BUILDING