

CITY PLANNING COMMISSION

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

APPLICANT Ferrar Williams Architects, 1418 20th Street, Sacramento, CA 95814
OWNER Inaba Bros., 412 R Street, Sacramento, CA 95814
PLANS BY Ferrar Williams Architects, 1418 20th Street, Sacramento, CA 95814
FILING DATE 11-14-86 ENVIR. DET. Neg. Dec. 1-12-87 REPORT BY JP:sg
ASSESSOR'S-PCL. NO. 009-053-013,014; 009-055-020,021

- APPLICATION:
- A. Negative Declaration
 - B. Special Permit to develop a major project in the Central City
 - C. Special permit to construct a building with more than 25% office space in the C-4 zone
 - D. Variance to locate 565 required parking spaces off-site
 - E. Lot Line Adjustment to merge two lots

LOCATION: South side of R Street between 4th and 5th Streets (office building) and 5th and 6th Streets (parking garage).

PROPOSAL: The applicant is requesting the necessary entitlements to construct a 226,000+ square foot office complex with ground floor retail and a 565 space parking garage in the Central City Community Plan area.

PROJECT INFORMATION:

1974 General Plan Designation: Industrial
1980 Central City Community
Plan Designation: Heavy Commercial
Existing Zoning of Site: C-4
Existing Land Use of Site: Warehouse, electronics firm

Surrounding Land Use and Zoning:	Setbacks: Required	Office Provided	Garage Provided
North: Vacant, parking, manufacturing, auto commercial; C-4	Front: none Side (St): none	none none	none 4'
South: Office, warehouse, residential; C-4, R-0	Rear: none	none	4'
East: Office, warehouse; C-4			
West: Warehouse; C-4			

Parking Required: 565 spaces Parking Ratio Required: 1:400 sq. ft.
Parking Provided: 565 spaces
Property Dimensions: Two sites each 160'+ x 320'+
Property Area: Two sites each 1.2 + acres (total 2.4+ acres)
Square Footage of Building: Office/retail building: 226,000+ sq ft.;
parking garage: 39,884 sq. ft.

APPLC. NO. P86-456 MEETING DATE January 22, 1987 ITEM NO 17

Height of Building: Office/retail building: 75' (top of plate line);
parking garage: 34' (top of level 4) max. 52' (top
of mechanical screen)

Topography: Flat

Street Improvements: Existing

Utilities: Existing

Exterior Building Materials: Light tone precast concrete panels and glass

BACKGROUND INFORMATION: On November 14, 1985 the Planning Commission heard a request to develop a major project consisting of 206,000+ square foot, 116 foot high office building with 515 on-site parking spaces on the southern half block bounded by 4th Street, 5th Street, R Street and the alley (P85-365). The Planning Commission approved the project subject to the conditions that the height be reduce to 78 feet (thus also reducing building square footage) and that the building include ground floor retail. On February 18, 1986 the City Council continued the major project review so that the applicant could work with Planning and Redevelopment Agency staff to include housing as part of the proposal and to provide mitigation measures for traffic impacts. This project was subsequently withdrawn by the applicant on November 25, 1986.

On November 14, 1986 the applicant's proposal to construct a 226,000+ square foot office building with ground floor retail and a 565 space parking garage was submitted (Exhibits E-L). The proposed office building is on the same half block site (4th-5th Streets, R Street - alley) as the previous proposal (P85-365). The proposed 565 space parking garage, however, is on an adjacent half block site (5th - 6th Streets, R Street-alley) which was not included in the previous application.

PROJECT EVALUATION: Staff has the following comments regarding this proposal:

A. Land Use and Zoning

1. Existing Conditions - The subject site consists of two half blocks on the south side of R Street between 4th and 5th Streets and 5th and 6th Streets. Both half blocks consist of 1.2+ acres (2.4+ acres total) and are located in the Heavy Commercial (C-4) zone. A warehousing operation for North American Food and Trading is currently located on the half block bounded by 4th and 5th Streets; Norcal Electronics Warehouse is located on the half block bounded by 5th and 6th Streets. Surrounding land uses include a vacant lot, parking, auto service and manufacturing to the north; office warehouse, parking and residential to the south; and warehouse/office to the east and west.

The site is in an area governed by two plans, the 1980 Central City Plan and the Merged Downton Sacramento Redevelopment Plan. The land use designations for the subject site in relation to these plans are as follows:

1980 Central City Plan: Heavy Commercial (Exhibit C) - For the area bounded by Q, R, 2nd and 10th Streets the plan also recommended that high density residential projects be considered in this area.

The Merged Downtown Sacramento Redevelopment Plan: Mixed Use - Permitted uses, prohibited uses, and building and site requirements are to be consistent with existing City codes and ordinances.

The subject site is also in an area affected by the proposed Downtown Urban Design Plan. A major goal of the Urban Design Plan is to increase economic market support for retail activities in the Central Business District. In order to achieve this the plan recommends focusing new intense office development primarily in the proposed Incentive zone (7th - 13th Street and I - L Streets) and in specific Catalyst Sites and secondarily in the C-3 zone (see Exhibit D). A measurable goal is to achieve two million square feet of office development over the next five years in these areas. In order to achieve this goal, Urban Design Plan Implementing Ordinances are proposed which: 1) "fast track" projects in the Incentive zone and Catalyst sites, have no height limit, and promote the most intense retail, commercial and office developments in the Central Business District (C-3 zone); and 2) which prohibits the issuance of special permits for office projects exceeding 75,000 square feet of gross floor area within the Old City but outside of the C-3 zone for a period of five years or until two million square feet of additional office space within the aforementioned area has been built. On January 12, 1987 the Planning Commission, by a vote of eight ayes, and the Redevelopment Commission, by a vote of 10 ayes, one no, voted to recommend approval of the Urban Design Plan Implementing Ordinances to the City Council. The subject site is within the Old City but outside of the C-3 zone.

The proposed Urban Design Plan is consistent with the policy of the State's Capitol Area Plan which is to:

Locate State offices in the downtown area north of L Street to permit more balanced office locations within the 10 minute walking radius, providing sites with supporting services already in place and serving as a positive effort to revitalize and reinforce the downtown economy.

2. Applicant's Proposal - The applicant is proposing to remove the existing warehouse on the half block bounded by 4th and 5th Streets and construct a 226,000+ square foot, 75 foot high (five floors) building (Exhibits E-H). The structure would consist of 216,400 square feet of office space and 9,600 square feet of ground floor retail. Required parking is proposed to be provided off-site on the half block bounded by 5th and 6th Streets. The applicant proposes to remove the existing building on this site and construct a

145,200 square foot, four level parking garage with 565 parking spaces (Exhibits I-J). Special Permits are requested to construct a major project exceeding 75,000 square feet in the Central City area and to exceed 25% office in the C-4 zone and a variance is requested to locate the required parking for the building off-site on the adjacent half block.

As previously noted, the various plan designations encourage the development of the site for mixed uses, heavy commercial and high density residential uses. Limited office use could be considered an appropriate land use for this site. The introduction of a 226,000 square foot office building and 145,200 square foot parking garage, however, is in conflict with the goals of the 1980 Central City Plan, Capitol Area Plan, and the proposed Urban Design Plan to redevelop and revitalize the Central Business District. The Central Business District is one of the most difficult areas of the City to develop and to allow major projects in the Central City to develop outside of this "core area" will defeat the goals of the Central City and Urban Design Plans. The Redevelopment Agency has commented that they find that the proposed project is not consistent with the Merged Downtown Sacramento Redevelopment Plan (Exhibit M). Furthermore, the parking variance is not warranted in that the structure could be redesigned to locate the required parking on the subject site. Staff, therefore, recommends denial of the applicant's request. In light of the fact that the City Council has not acted on the Urban Design Plan, the Commission does have the option to continue discussion of this major project until after the City Council meeting on the Urban Design Plan.

B. Traffic and Circulation

The Environmental Coordinator and Traffic Engineering Division have determined that the traffic impact study completed for the previous application (P85-365) would be valid for the proposed 226,000 square foot building and 565 space parking garage. The Traffic Engineering Division, as a result of the traffic impact study, recommended that a Transportation Systems Management (TSM) program that achieves a 20% reduction in peak hour traffic be required for the previous application. This mitigation measure would also be applicable to the proposed project. The Environmental Coordinator and Traffic Engineering also require that the applicant contribute a proportional share of financing to mitigate adverse traffic impacts in the R Street Corridor area.

The Traffic Engineering Division had the following comments regarding the submitted site plans and elevations:

1. Delete intrusion of building, ramp and stairs into the public right-of-way; and

2. The proposed parking garage should be redesigned as it places too much traffic in a 20 foot wide alley; the garage entry is too close to the intersection and the design is too tight for traffic volume; and a second entrance/exit is needed as there will be too many cars using the garage to only have one access point.

The Environmental Coordinator also requires as a mitigation measure that an air quality analysis for the parking garage be provided.

C. Design

The applicant proposes to construct the five story office/retail building out of precast concrete panels with a light sand texture. The windows are proposed to be green reflective glass on the upper windows and solar grey on the lower windows. A three story glass enclosure is proposed for the lobby area and a glass canopy covers the ground floor retail arcade. Peaked metal roofs cover the mechanical areas. The proposed parking garage on the adjacent site is of a similar design and uses the same building materials. Staff finds that the massing and design concept of the proposed structure appears to be well thought out and has no objections to the submitted site plan and building design. The project is subject to the review and approval of the City's Design Review/Preservation Board.

D. Lot Line Adjustment

The applicant is requesting a lot line adjustment to merge the two lots on the half block between 5th Street and 6th Street in order to construct the proposed parking garage (a lot line merger has been approved for the two lots between 4th Street and 5th Street as part of the previous application but has not been recorded). The adjustment has been reviewed by the City Engineering, Traffic Engineering and Real Estate Divisions. There were no objections to the proposed merger.

E. Environmental Determination

The Environmental Coordinator has reviewed the proposed project and has filed a negative declaration, based on compliance with the following mitigation measures:

1. The applicant shall prepare an analysis of the air circulation within the proposed structure, including CO levels and other vehicular pollutants generated at full-occupancy peak-use times. This analysis should be performed by a certified professional in the field, and should recommend appropriate mitigation measures, if necessary. This study should be accompanied by a letter from the Air Resources Board (ARB) or other appropriate agency as identified by the ARB, assessing the adequacy of

an concurring with the findings of the final report. This final report is required prior to the issuance of a building permit.

2. The applicant shall insure that future office tenants use staggered work hours and "flex" time for employees, as part of the required Transportation System Management Plan for this project, as outlined below.
3. The applicant shall develop and implement, to the satisfaction of the City Planning Director and the City Traffic Engineer, a Transportation Systems Management (TSM) plan that achieves at least a 20% reduction in future peak hour traffic for the project. This plan shall include:
 - Trip reductions facilities and services as outlined in the City's Transportation Management Plan.
 - Provisions for a TSM coordinator to implement the TSM plan.
 - Preferential carpool/vanpool programs to serve at least 10% of the building's occupants.
 - Provisions for an annual monitoring program performed by an independent consultant who is retained by the City Traffic Engineer's Office and paid for by the applicant.
 - A \$500 per day penalty for failure to comply with the 20% peak hour traffic reduction once the office building reaches 40% full-occupancy.
4. The TSM Plan shall be developed to the satisfaction of the City Planning Director and the City Traffic Engineer, prior to issuance of a building permit.
5. The TSM Plan shall be implemented as soon as is appropriate for each individual measure, under no circumstances later than such time as 50 percent full-occupancy of the subject office building is achieved.
6. The applicant shall be obligated to contribute a proportional share of financing for measures identified by the City Traffic Engineer to mitigate traffic impacts in the "R Street Corridor". This contribution may be a condition of the building permit and/or may occur after-the-fact in the form of an assessment.

RECOMMENDATION: Staff recommends that the Commission take the following actions:

- A. Ratify the Negative Declaration;
- B. Deny the Special Permit to develop a 226,000+ square foot major project and 565 space parking garage based upon findings of fact which follow;
- C. Deny the Special Permit to develop in excess of 25% office in the C-4 zone based upon findings of fact which follow;
- D. Deny the Variance to locate 565 required parking spaces off-site based upon findings of fact which follow; and
- E. Approve the Lot Line Adjustment by adopting the attached resolution.

Findings of Fact

1. The project, if approved, would be contrary to the goals of the 1980 Central City Plan to:
 - a. provide the opportunity for office development in appropriate areas of the Central City, placing emphasis for development in and around the Central Business District; and
 - b. conserve all viable residential neighborhoods from encroachment of non-compatible uses and excessive vehicular traffic.

Approval of the project would also be in conflict with implementation actions of the Central City Plan which rezoned properties from C-3 to a less intense zone in order to consolidate high rise office buildings in the Central Business District.

2. The proposed variance, if approved, would constitute a special privilege extended to one property owner in that the project can be redesigned to locate the required parking on-site.

RESOLUTION NO.

ADOPTED BY THE SACRAMENTO CITY PLANNING COMMISSION

ON DATE OF

APPROVING A LOT LINE ADJUSTMENT FOR THE AREA CONTAINED
WITHIN THE BOUNDARY OF PROJECT NO. 4 OF THE REDEVELOPMENT
AGENCY OF THE CITY OF SACRAMENTO FILED IN THE OFFICE
OF THE RECORDER OF SACRAMENTO COUNTY, CALIFORNIA, ON
JUNE 27, 1968, IN BOOK 26 OF SURVEYS, MAP NO 18
(APN: 009-055-20,21) (P86-456)

WHEREAS, the Planning Director has submitted to the Planning Commission a report and recommendation concerning the lot line adjustment for property located at the southeast corner of 5th Street and R Street; and

WHEREAS, the lot line adjustment has been given a Negative Declaration by the Environmental Coordinator; and

WHEREAS, the lot line adjustment is consistent with the 1974 General Plan and the 1980 Central City Community Plan; the proposed project is found to be consistent with the City's Discretionary Interim Land Use Policy, in that the site is designated for Heavy Commercial use by the 1980 Central City Plan and the warehouse/office conforms with the Plan Designation;

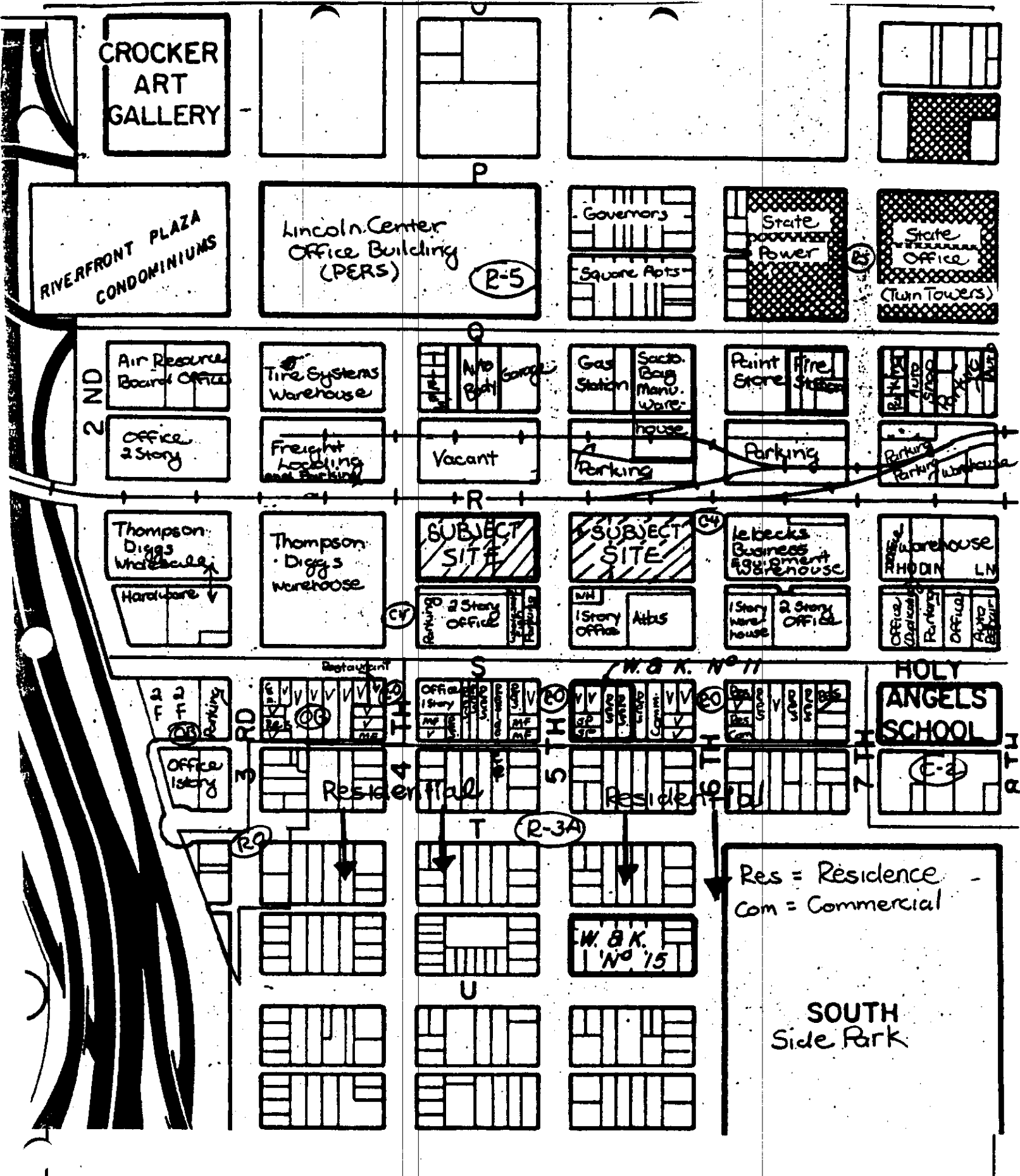
NOW, THEREFORE, BE IT RESOLVED by the Planning Commission of the City of Sacramento:

that the lot line adjustment for property located at the southeast corner of 5th Street and R Street, City of Sacramento, be approved as shown and described in Exhibits A and B attached hereto.

CHAIR

ATTEST:

SECRETARY TO CITY PLANNING COMMISSION



CROCKER
ART
GALLERY

RIVERFRONT PLAZA
CONDOMINIUMS

Lincoln Center
Office Building
(PERS)

R-5

Governors

Square Apts

State
Power

State
Office
(Twin Towers)

ND

Air Resource
Board Office

Tire Systems
Warehouse

Auto Wash

Gas Station
Socio. Bldg
Manu. Ware.

Paint Store
Fire Station

Auto Wash
Auto Wash
Auto Wash

2

Office
2 Story

Freight
Loading
and Parking

Vacant

Parking

Parking

Parking
Parking
Warehouse

R

Thompson
Diggins
Warehouse

Thompson
Diggins
Warehouse

SUBJECT
SITE

SUBJECT
SITE

Lebecks
Business
Equipment
Warehouse

Warehouse
RHODIN LN

Hardware

2 Story
Office

1 Story
Office
Apts

1 Story
house
2 Story
Office

Office
Office
Parking
Office
Auto Wash

CY

CY

Restaurant

S

W & K. No 11

HOLY
ANGELS
SCHOOL

2 F
2 F
Parking

Office
1 Story

Office
1 Story

Office
1 Story

Office
1 Story

(C-2)

Office
1 Story

Residential

Residential

Residential

R-3A

R-3A

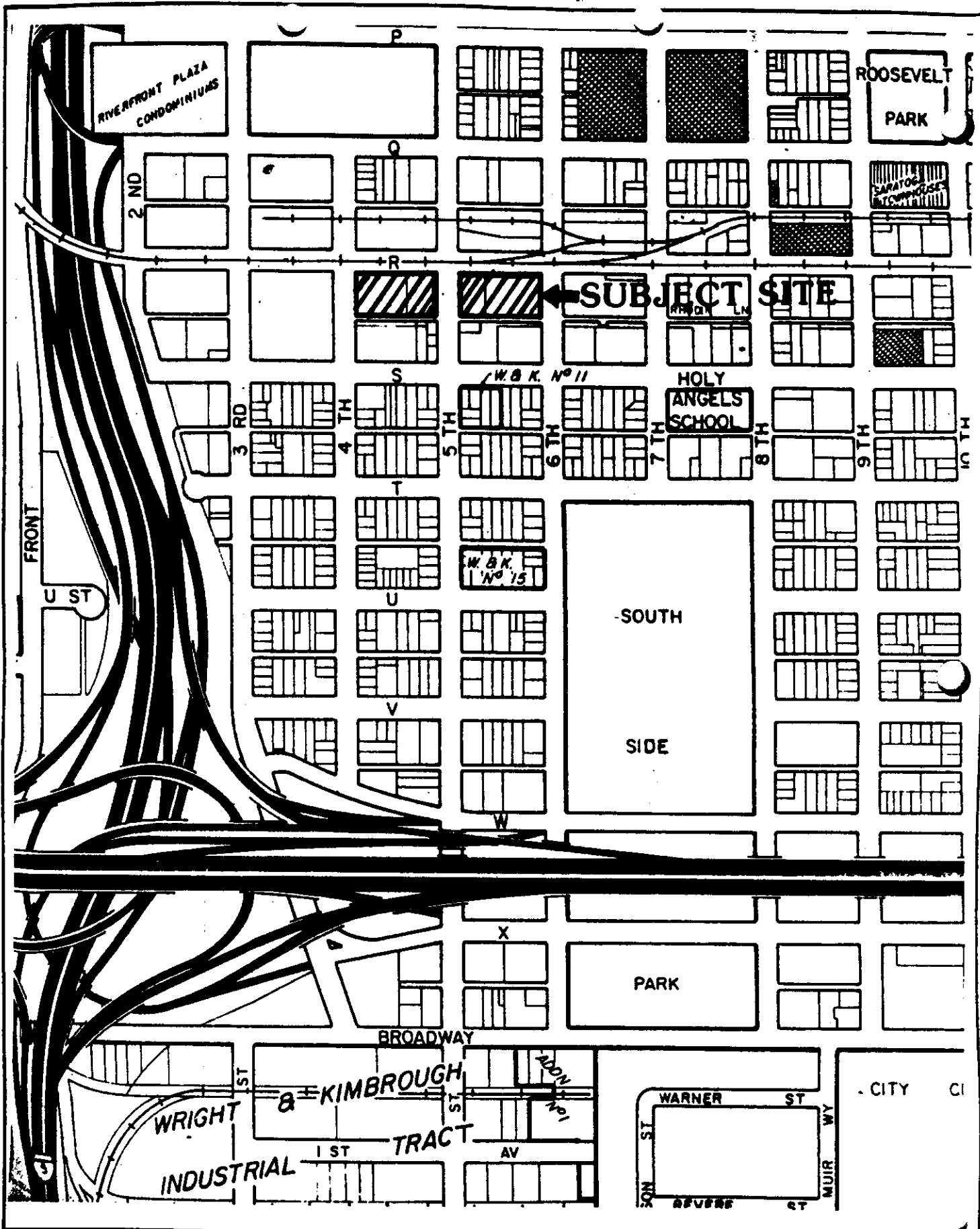
W & K.
No 15

U

Res = Residence
Com = Commercial

SOUTH
Side Park

LAND USE & ZONING MAP



VICINITY MAP

P86-456

1-22-87

Item 17

The land referred to in this Report is situated in the State of California, County of Sacramento, City of Sacramento and is described as follows:

PARCEL ONE:

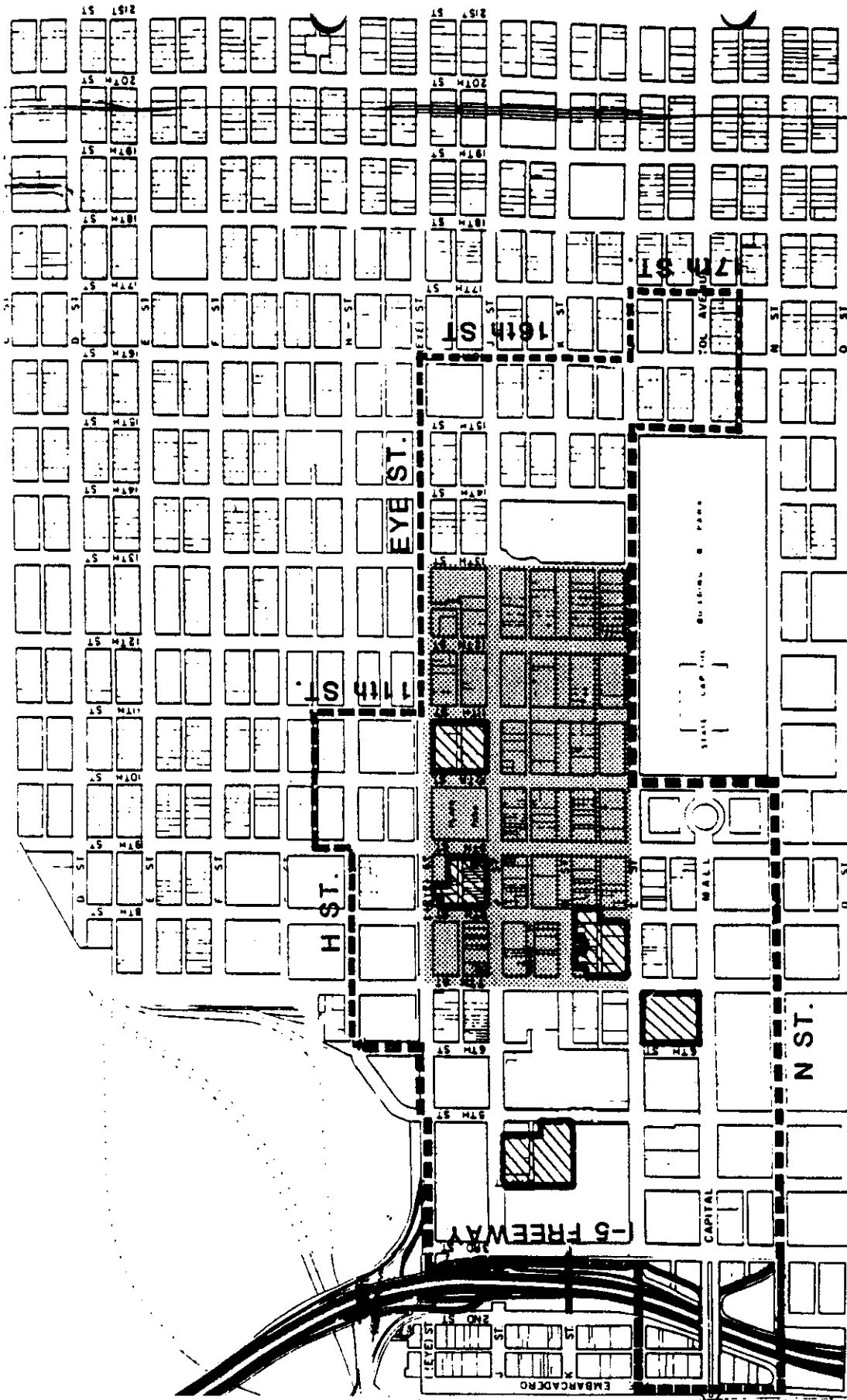
EXHIBIT A

Beginning at a point at the center line intersection of "R" and 5th Street, said point being as shown on Sheet 7 of 7 of the Record of Survey entitled "Area Contained Within The Boundary Of Project No. 4 Of The Redevelopment Agency Of The City Of Sacramento", filed in the office of the Recorder of Sacramento County, California, on June 27, 1968, in Book 26 of Surveys, Map No. 18; thence along the center line of said "R" Street, South $71^{\circ}35'33''$ East 40.00 feet; thence South $18^{\circ}27'42''$ West 40.00 feet to the true point of beginning; thence along the South boundary of said "R" Street, South $71^{\circ}35'33''$ East 320.56 feet; thence along the West boundary of 6th Street, South $18^{\circ}27'32''$ West 160.58 feet; thence along the North boundary of the "R"- "S" alley North $71^{\circ}33'31''$ West 320.57 feet; thence along the East boundary of said 5th Street, North $18^{\circ}27'42''$ East 160.39 feet to the true point of beginning.

P86455

EXHIBIT D

CBD with Incentive
Zone and Catalyst Sites



SACRAMENTO URBAN DESIGN PLAN

Sacramento Housing & Redevelopment Agency
Sacramento Department of City Planning

INCENTIVE ZONE

CATALYST SITES

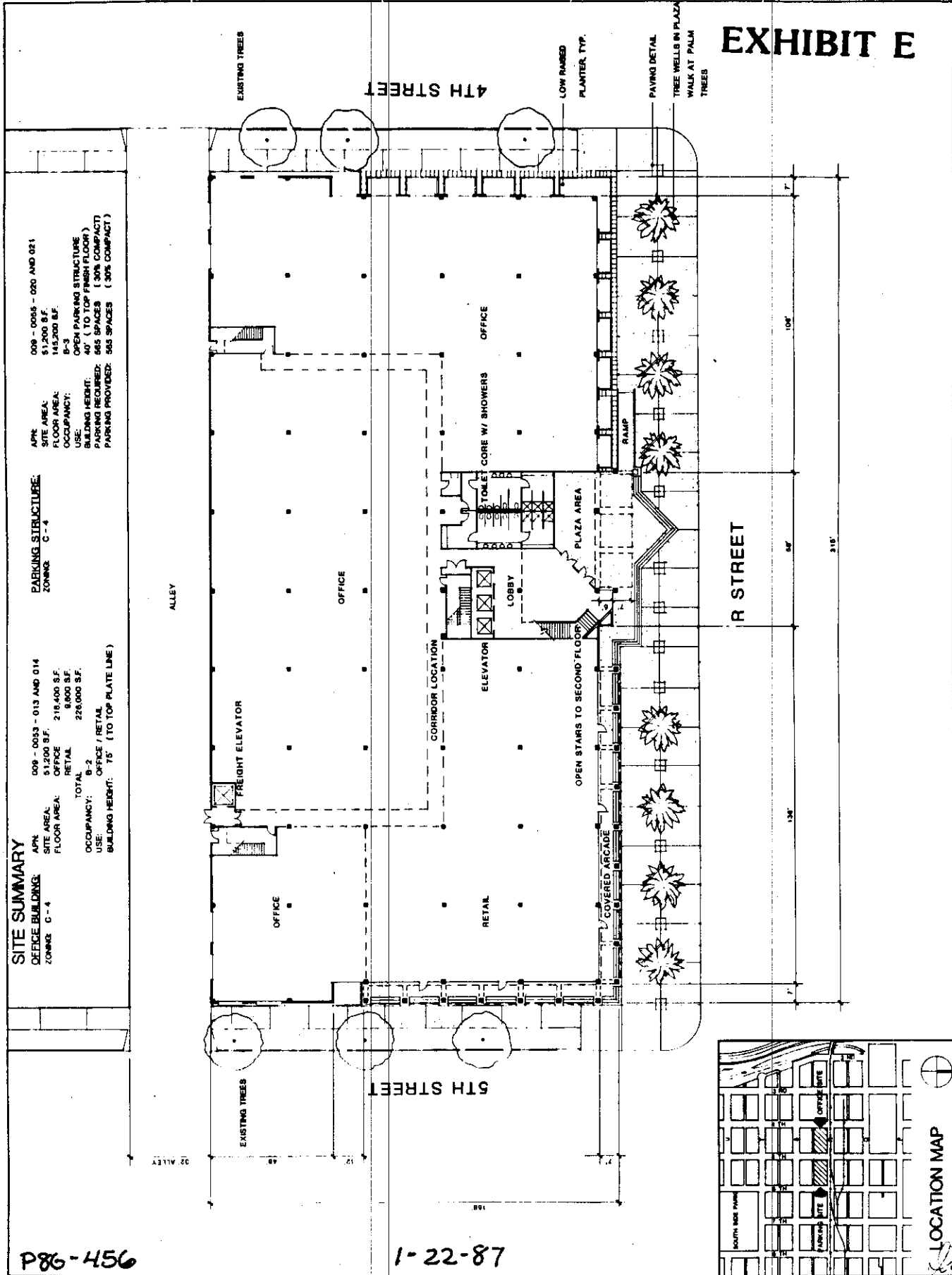


CENTRAL BUSINESS DISTRICT
(C-3 ZONE)



CENTRAL BUSINESS DISTRICT
(C-3 ZONE)





SITE SUMMARY

DECE BUILDING:
ZONING: C-4
APN: 009-0053-013 AND 014
SITE AREA: 51,200 SF.
FLOOR AREA: OFFICE: 218,400 SF.
RETAIL: 8,800 SF.
TOTAL: 226,000 SF.
OCCUPANCY: B-2
USE: OFFICE / RETAIL
BUILDING HEIGHT: 75' (TO TOP PLATE LINE)

PARKING STRUCTURE:

ZONING: C-4
APN: 009-0054-020 AND 021
SITE AREA: 51,200 SF.
FLOOR AREA: 145,200 SF.
OCCUPANCY: B-3
USE: OPEN PARKING STRUCTURE
BUILDING HEIGHT: 40' (TO TOP FINISH FLOOR)
PARKING REQUIRED: 565 SPACES (30% COMPACT)
PARKING PROVIDED: 565 SPACES (30% COMPACT)

P86-456

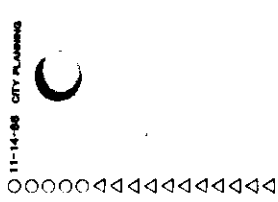
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LOCATION MAP

1/22/08

EXHIBIT E

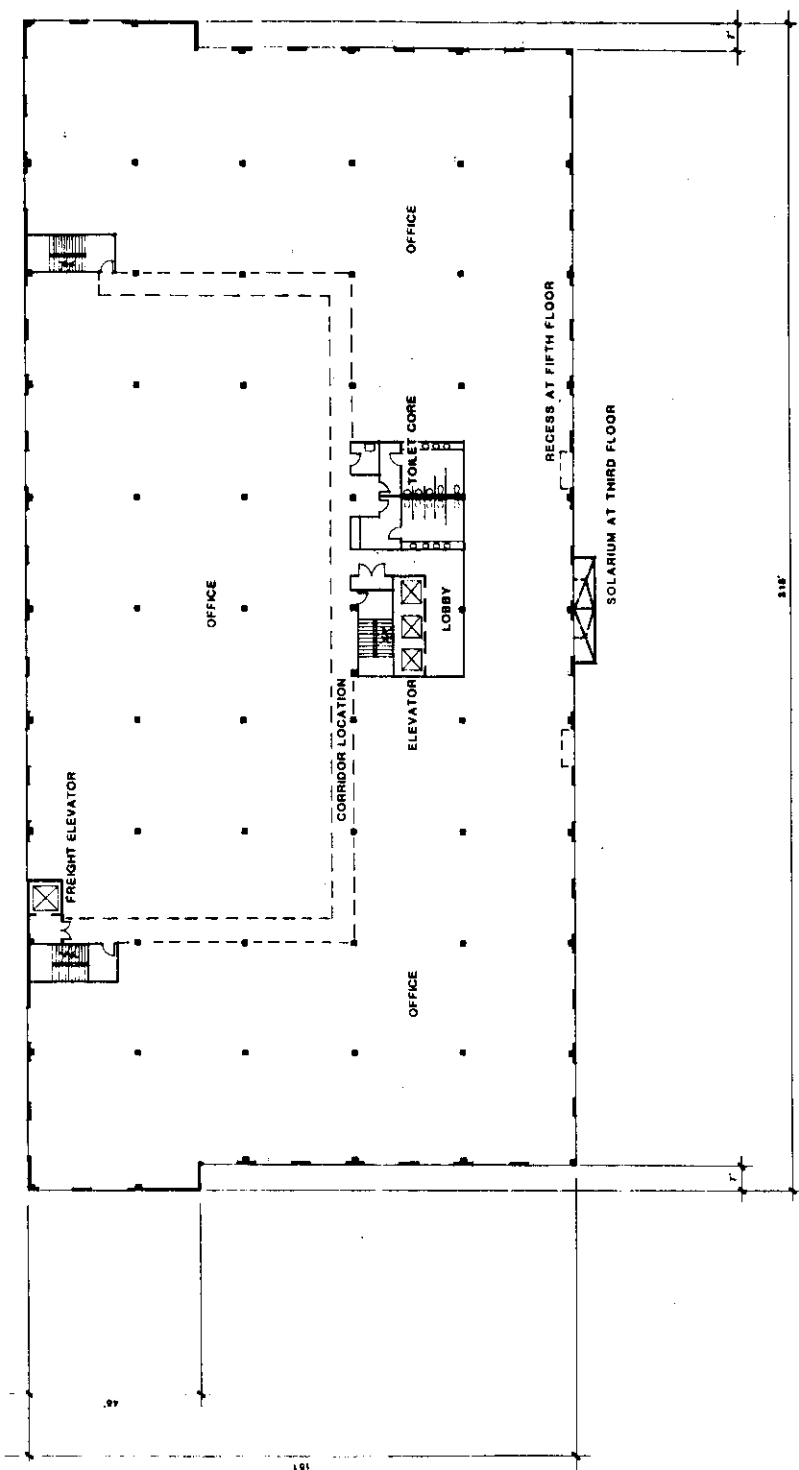
Issues ○ Revisions △
11-14-86 CITY PLANNING



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Sheet Title

FLOOR PLANS 3-5
400 R STREET
Sheet No.

EXHIBIT F



P86-456

1-22-87

Item 17

Issues Revisions 11-14-86



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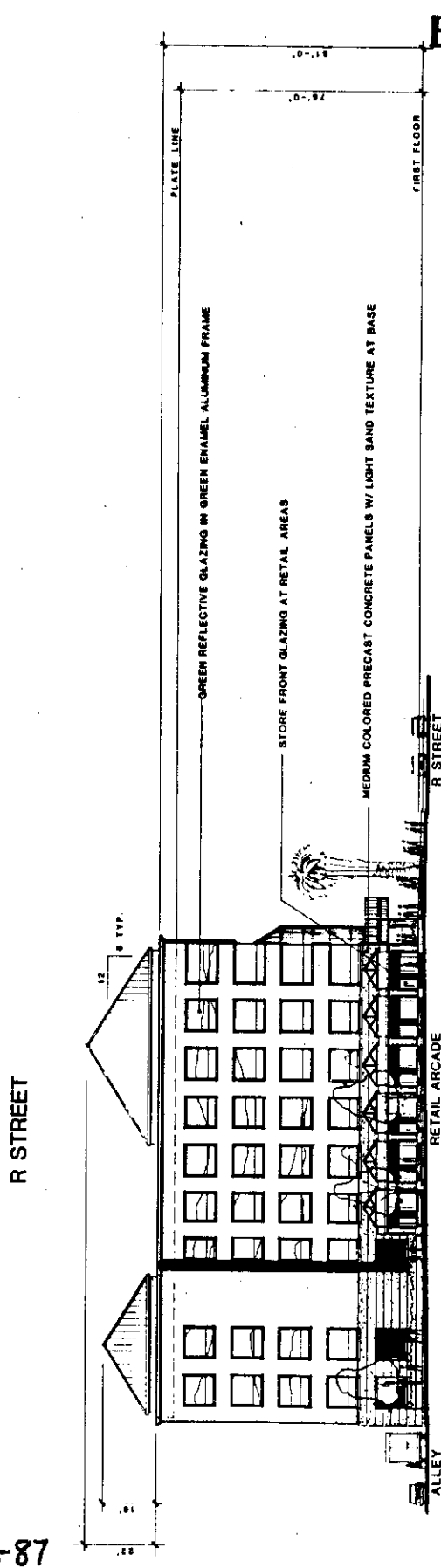
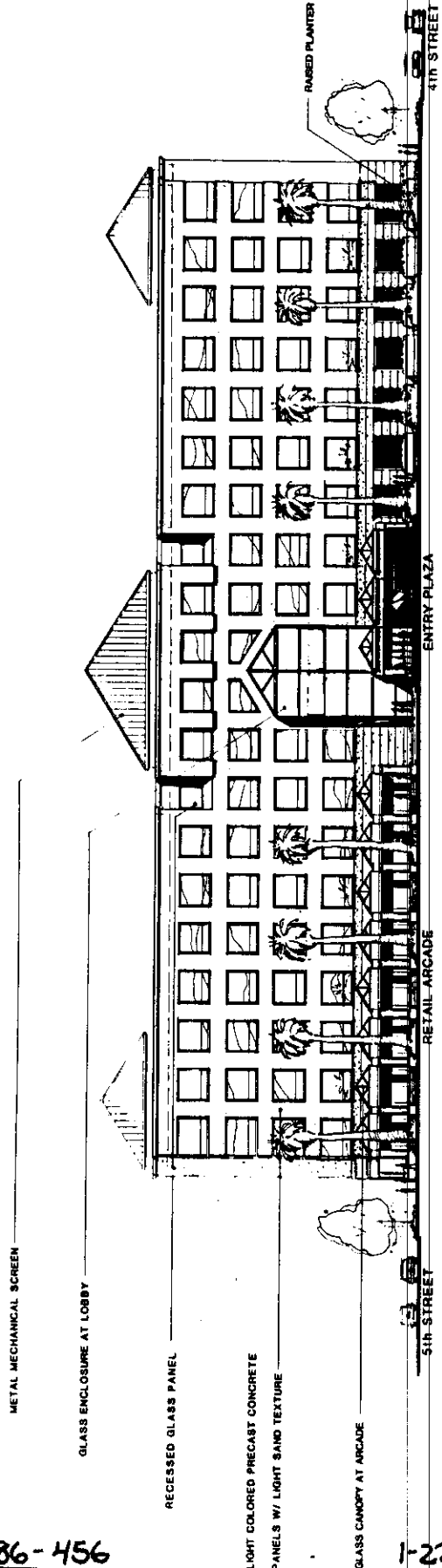
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OFFICE BUILDING
ELEVATIONS

400 R STREET
Sheet No.

3

EXHIBIT G



P86-456

1-22-87

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Consultants / Signatures

Issues Revisions L

● 11-14-85 CDRP, AMMO

▲ 12-3-85 REVISION PARKING



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Sheet Title

PARKING STRUCTURE PLANS

400 R STREET

Sheet No.

5

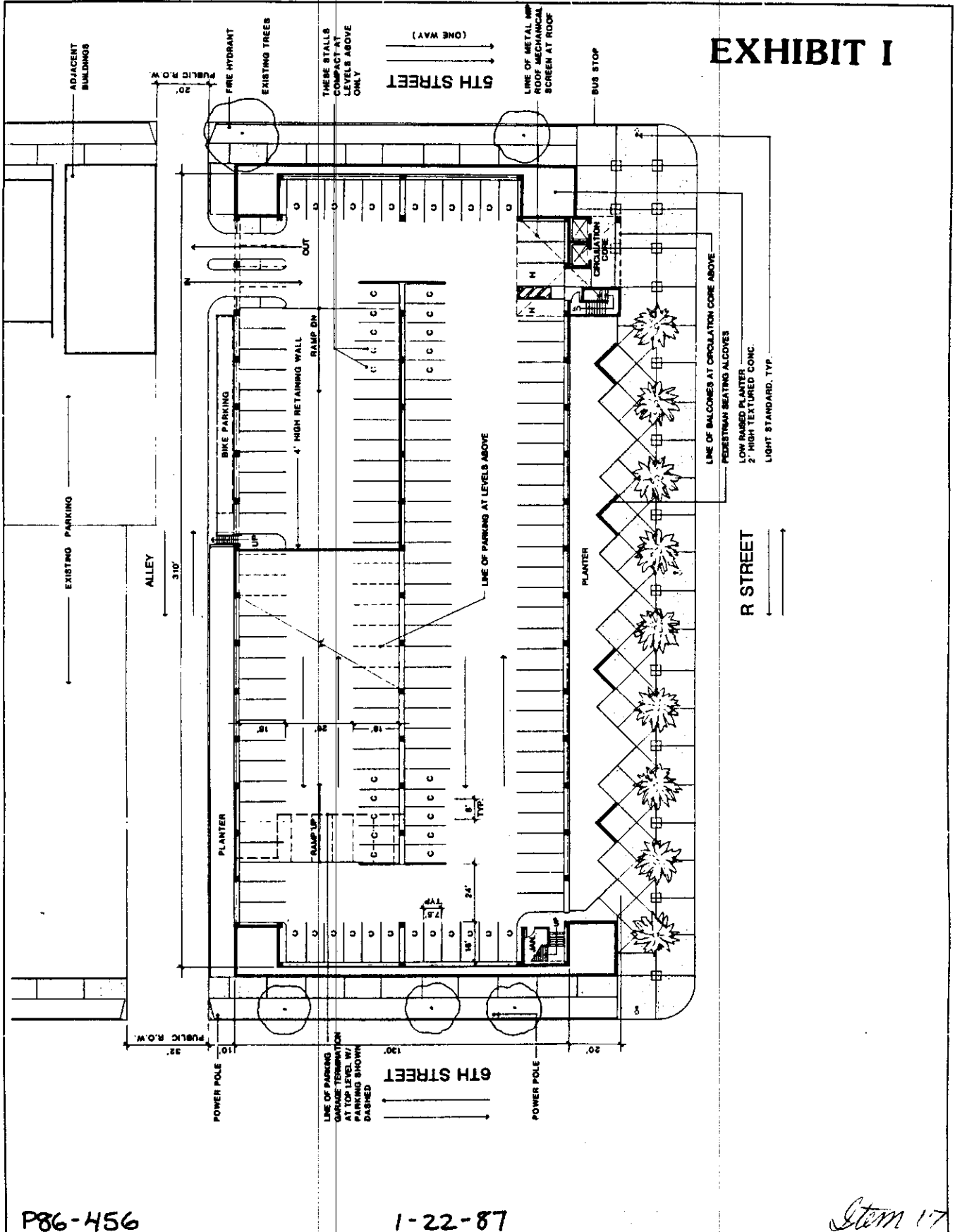
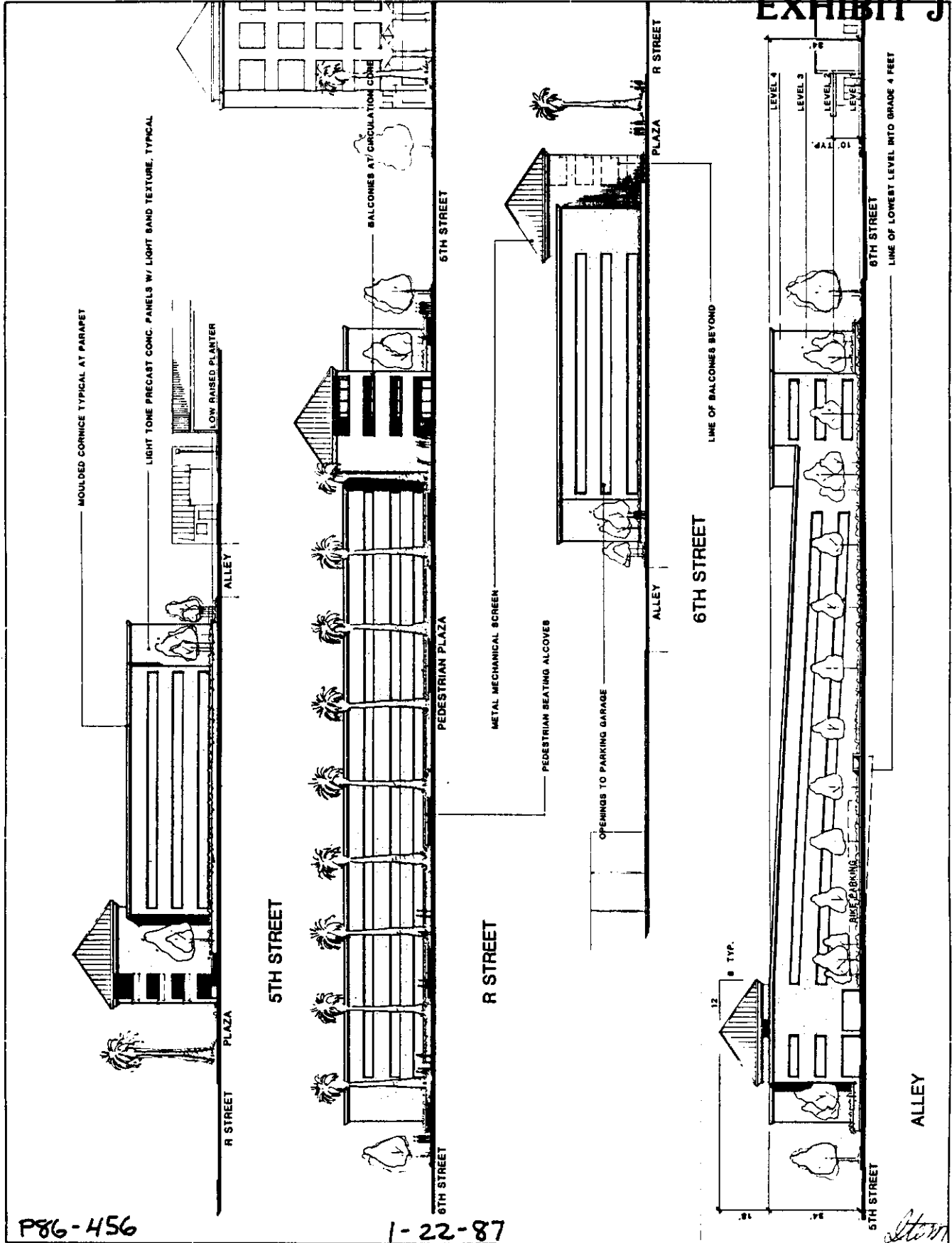


EXHIBIT I

P86-456

1-22-87

Item 17



P86-456

1-22-87

17

- Issues ○ Revisions △
- 11-14-86 CITY PLAN
 - ▲ 12-2-86 REVISION HEIGHT

FORRAR WILLIAMS ARCHITECTS
 400 R STREET
 LOS ANGELES, CALIF. 90012
 (213) 475-1111

Job No. 86016 DFR
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 Sheet Title

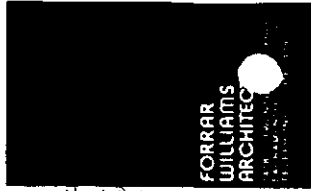
PARKING STRUCTURE ELEVATIONS

400 R STREET
 Sheet No.

EXHIBIT J

STRANER ASSOCIATES
1111 14th Street, N.W.
Atlanta, Georgia 30309
404.525.1111

Issues O Revisions Δ
0-11-14-88 01-11-88 02-11-88 03-11-88 04-11-88 05-11-88 06-11-88 07-11-88 08-11-88 09-11-88 10-11-88 11-11-88 12-11-88 13-11-88 14-11-88 15-11-88 16-11-88 17-11-88 18-11-88 19-11-88 20-11-88 21-11-88 22-11-88 23-11-88 24-11-88 25-11-88 26-11-88 27-11-88 28-11-88 29-11-88 30-11-88 31-11-88 32-11-88 33-11-88 34-11-88 35-11-88 36-11-88 37-11-88 38-11-88 39-11-88 40-11-88 41-11-88 42-11-88 43-11-88 44-11-88 45-11-88 46-11-88 47-11-88 48-11-88 49-11-88 50-11-88 51-11-88 52-11-88 53-11-88 54-11-88 55-11-88 56-11-88 57-11-88 58-11-88 59-11-88 60-11-88 61-11-88 62-11-88 63-11-88 64-11-88 65-11-88 66-11-88 67-11-88 68-11-88 69-11-88 70-11-88 71-11-88 72-11-88 73-11-88 74-11-88 75-11-88 76-11-88 77-11-88 78-11-88 79-11-88 80-11-88 81-11-88 82-11-88 83-11-88 84-11-88 85-11-88 86-11-88 87-11-88 88-11-88 89-11-88 90-11-88 91-11-88 92-11-88 93-11-88 94-11-88 95-11-88 96-11-88 97-11-88 98-11-88 99-11-88 100-11-88



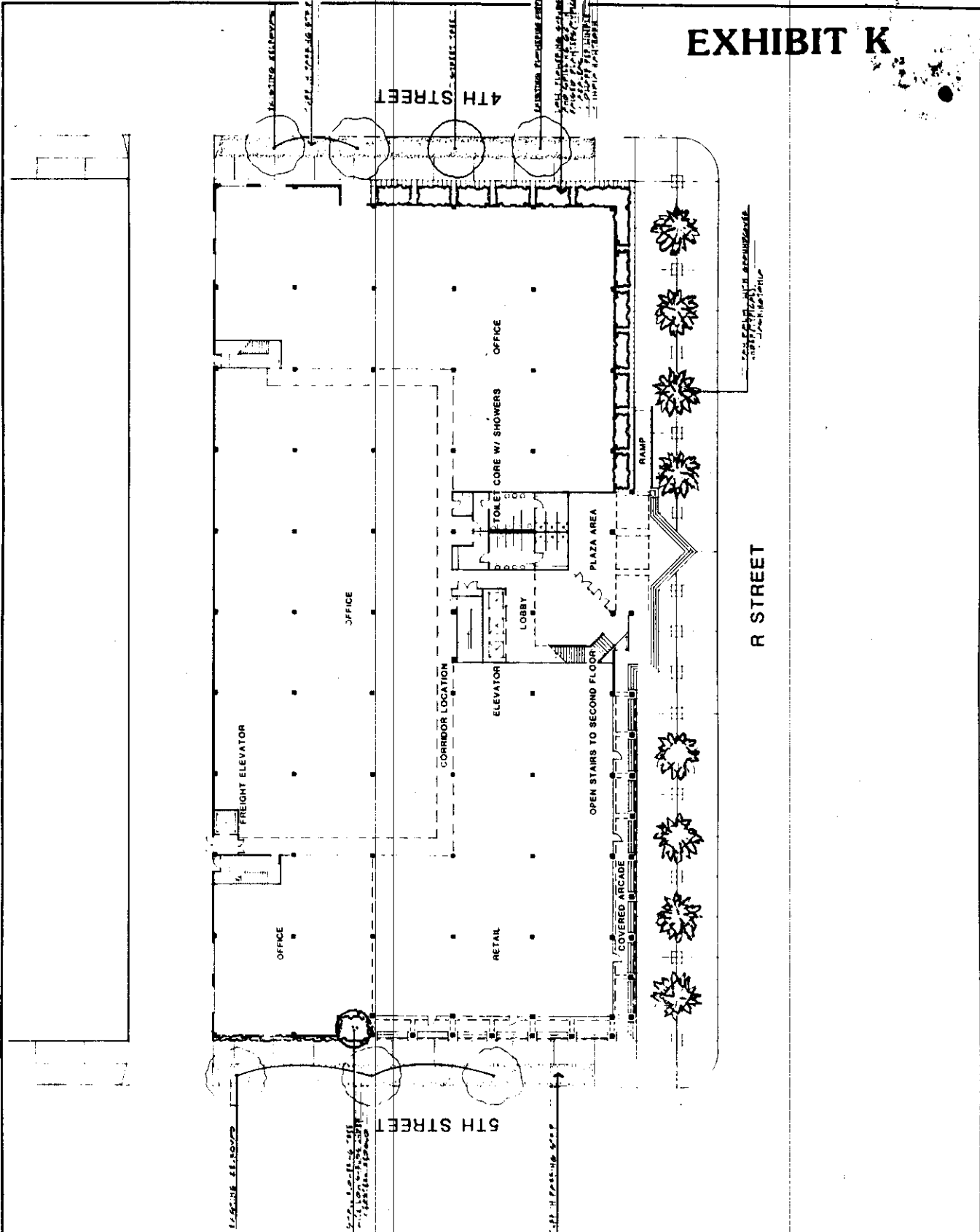
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Sheet Title
OFFICE PRELIMINARY
LANDSCAPE

400 R STREET
Sheet No.

7

EXHIBIT K



P86-456

1-22-87

Stem 17

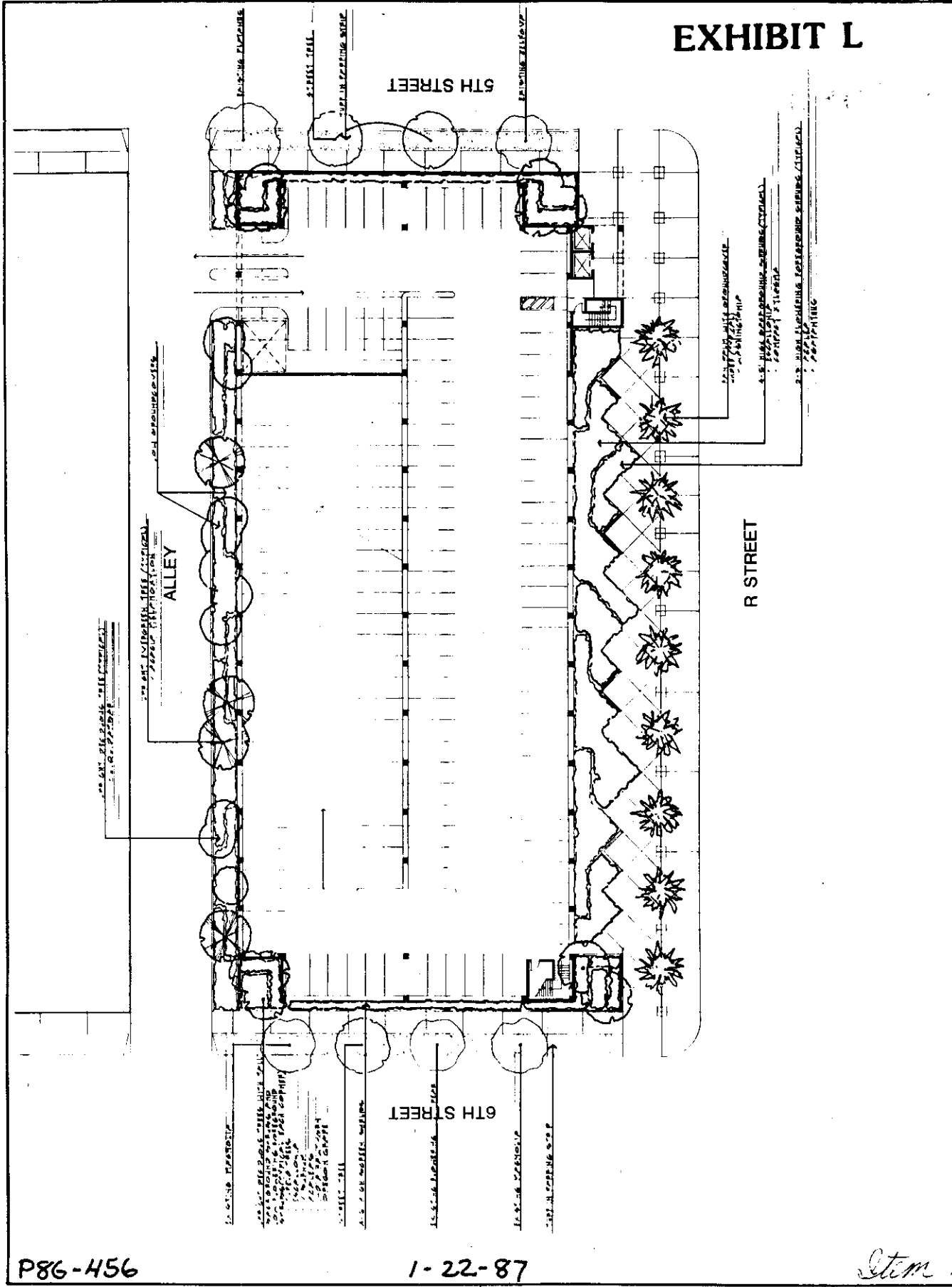
STURGEON ASSOCIATION
1111 N. WASHINGTON ST.
CHICAGO, ILL. 60610
TEL: 312.467.1000

Issues Revisions
11-14-86 CITY PLANNING



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Sheet Title
PARKING STRUCTURE
PRELIMINARY
LANDSCAPE

400 R STREET
Sheet No.



P86-456

1-22-87

Stem 17

SACRAMENTO HOUSING AND REDEVELOPMENT AGENCY

January 15, 1987

MEMORANDUM

TO: Marty Van Duyn, City Planning Director

FROM: Thomas V. Lee, Assistant Director, Community Development

SUBJECT: Proposed 4th and R Street Buildings

This is in regards to the proposed office complex and parking garage to be located south of R Street between 4th and 6th Streets. Agency staff's review is based on the Merged Downtown Sacramento Redevelopment Plan. The proposed project is located in a land use designation for mixed use with a C-4 zoning category. In accordance with the Redevelopment Plan, the uses and site requirements are those imposed by various City ordinances and must be in conformance.

Based on Agency's review, the following comments are provided:

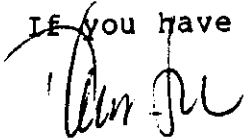
- 1) The intensity and scale of the proposed project is not consistent with the goals and objectives of the Redevelopment Plan. The overall total project should comply with the 75,000 square foot requirements.
- 2) The potential traffic impact on the Southside Residential Neighborhood immediately south of S Street is of major concern.
- 3) The overall design of the project in relationship to the residential neighborhood, especially the design, bulk and location of the primary structure is also of considerable concern..

Also, the proposed project is in direct conflict with the proposed Urban Design Plan and the various ordinances which would deny any project over 75,000 s.f. outside the C-3 zone. It should be noted, the Sacramento Housing and Redevelopment Commission, as well as the City Planning Commission, voted on January 12, 1987 to approve the proposed Urban Design Plan, which is an extension of the Merged Sacramento Downtown Redevelopment Plan.

Based on the comments noted above, the staff does not find the proposed project consistent with the Redevelopment Plan and thus cannot support the proposal as submitted. Agency staff recommends that the proposed project be revised to be consistent with the C-4 provisions and the policies outlined in the Urban Design Plan.

Memorandum to: Marty Van Duyn
January 15, 1987
Page Two

If you have any questions, please call me at 440-1355.


THOMAS V. LEE
Assistant Director
Community Development

TVL:cmc

cc: Joy Patterson
Andy Plescia
John Molloy

1017J