

27



CITY OF SACRAMENTO

DEPARTMENT OF PLANNING AND DEVELOPMENT

1231 "I" Street

Sacramento, Ca. 95814

Administration
Room 300 449-5571
Building Inspections
Room 200 449-5716
Planning
Room 200 449-5604

August 13, 1985

APPROVED
BY THE CITY COUNCIL

AUG 20 1985

City Council
Sacramento, California

OFFICE OF THE
CITY CLERK

Honorable Members in Session:

SUBJECT: Special Permit - Major Project Review for a 5-story; 400,000± sq. ft. office building and a 7-story; 844 space parking facility in the Heavy Commercial (C-4) zone (P85-065)

LOCATION: Block bounded by 15th, 16th, Q & R alley, and S Streets

SUMMARY

The Special Permit - Major Project Review application for a 5-story office and 7-story parking structure proposed on 1 1/2 City blocks in the C-4 zone was approved, subject to conditions, by the Planning Commission on August 8, 1985. Conditions of approval involved developer subsidy of the Palm Iron Light Rail Station and other in-lieu parking mitigation measures.

The Commission's action on most Special Permits are final unless appealed to the City Council; however, applications pursuant to the major project review Ordinance must be submitted to the City Council. Upon receiving the Commission's action, the Council may decide to treat the matter as an information item or direct staff to set the matter for public hearing.

VOTE OF THE PLANNING COMMISSION

On August 8, 1985, the Commission voted 5 ayes, 4 absent to approve the project.

27

City Council

-2-

August 13, 1985

RECOMMENDATION

This report is submitted for City Council's information; however, should the Council wish to hear the application, staff should be directed to set the matter for public hearing.

Respectfully submitted,



Marty Van Duyn
Planning Director

FOR CITY COUNCIL INFORMATION
WALTER J. SLIPE
CITY MANAGER

GM: pkb
attachments
P85-065

August 20, 1985
District No. 4

REPORT AMENDED BY STAFF 8-8-85
CITY PLANNING COMMISSION

27

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

APPLICANT	RJB Company (Joseph Benvenuti), 2101 Evergreen St., Sacto., CA 95815				
OWNER	RJB Company (Joseph Benvenuti), 2101 Evergreen Street, Sacramento, CA 95815				
PLANS BY	Dreyfuss & Blackford				
FILING DATE	1-25-85	ENVIR. DET.	7-3-85	REPORT BY	GM:bw
ASSESSOR'S-PCL. NO.	009-091-01 thru 06 & 14; 006-292-14,15,24,25				

- APPLICATION**
- A. Negative Declaration
 - B. Special Permit to construct a major project consisting of a 5-story, 400,000 square foot office building and 7-story, 844 space parking structure.
 - C. Special Permit to construct a major office project containing greater than 25% office space in the C-4 zone.
 - D. Special Permit to reduce the required parking by 18% by utilizing in-lieu parking measures.
 - E. Variance to locate required on-site parking off site.
 - F. Lot Line Adjustment to merge 11 parcels into two parcels.

LOCATION: Area bounded by 15th, 16th, 'S' and 'Q' Streets

PROPOSAL: The applicant is requesting the necessary entitlements to develop a major project consisting of 5-story, 400,000 square foot office building and 7-story, 844 space parking structure on one and one-half City blocks located in the Central City Community Plan Area.

PROJECT INFORMATION:

1974 General Plan Designation:	Commercial/Office
1980 Central City Community Plan Designation:	Heavy Commercial
Existing Zoning of Site:	C-4
Existing Land Use of Site:	Vacant

Surrounding Land Use and Zoning:

North:	Mixed Residential/Commercial; R-0
South:	Mixed Commercial/Residential; C-2
East:	Commercial; C-4
West:	Commercial; C-4

Property Area:	3.4+ acres
Topography:	Flat
Street Improvements/Utilities:	Existing
Exterior Building Colors:	Neutral
Exterior Building Materials:	Brick or tile veneer, grey or brown tinted glass

Project Characteristics

Office Building

Height:	+74 feet
Levels:	5 stories
Square Footage:	
Office:	+380,000
Retail:	+ 13,500
Loading Dock:	+ 6,000
Total:	399,500

Parking Garage

Height:	+74 feet
Levels:	7 above ground; 1 below ground

Square Footage:

Retail:	+ 4,800
Parking Spaces Provided:	844
Parking Spaces Required:	1,029

PROJECT DESCRIPTION: The subject site consists of one and one-half block site in the Central City. The area is bounded by the Q-R Street alley on the north, 15th Street on the west, 'S' Street on the south and 16th Street on the east.

The subject site is zoned Heavy Commercial (C-4) and is primarily vacant at this time. The site was formerly occupied by the Palm Iron steel fabricating facilities.

The proposed project consists of two primary structures. A five-story office building with a central atrium or open court consisting of 399,500 gross square feet is proposed on the south block. An eight-level (7 above & one below grade) parking structure is proposed on the north half block. Ground floor retail totaling 18,300 square feet is proposed along the east elevation of the office building and parking structure and wraps around the corners of the north elevation of the parking structure adjacent to the future light rail station.

Surrounding land uses include residential uses across the alley to the north, a mix of residential, auto repair and office use across 'S' Street to the south, and commercial/industrial and office uses across 16th Street to the east and 15th Street to the west.

PROJECT EVALUATION: The major issues concerning this project relate to the Transportation Management Plan, parking reduction mitigation measures, and environmental concerns.

A. Transportation Management Plan and Parking Reduction: The subject site is adjacent to the future light rail line and a designated light rail station. The City's Parking Reduction Ordinance permits a maximum 20% reduction in the parking requirement for projects located within two blocks of a light rail station by substitution of acceptable in-lieu parking measures.

In order to receive a reduction in the amount of required parking, a special permit is required. In order to approve the special permit, the Commission must make a finding that the proposed parking reduction will not create any adverse impacts, especially for adjacent residential developments.

The applicant is requesting an 18% parking reduction based upon the following calculations:

<u>Parking Reduction</u>			
<u>Use</u>	<u>Total Gross sq. ft.</u>	<u>- Parking Ratio =</u>	<u>Parking Requirement</u>
Office	380,000	÷ 400 =	950
Retail	18,300	÷ 250 =	73
Loading Area	6,000	÷ 1,000 =	6
	Total Parking Requirement:		1,029
	Parking Spaces Provided		= 844
			185 space deficit
	Percent of Total (parking reduction requested)		18%

Parking Mitigation In-lieu Measures: The applicant has worked very diligently with City and Sacramento Transit Development Agency (STDA) staff to prepare a Transportation Management Plan (TMP) which would mitigate any potential adverse parking impacts created by the parking deficit of 18 percent.

It should be noted that the applicant proposes to fund the total cost of the Palm Iron light rail station at an estimated cost of \$240,000 along with inclusion of ground floor retail space adjacent to the station platforms.

The following in-lieu measures, along with the corresponding parking credit and estimated cost of each measure is summarized below:

<u>Measure</u>	<u>Parking Reduction Credit</u>	<u>Estimated Cost</u>
Light Rail Subsidy	40	\$240,000+
Bus Shelters (\$5,000 ea.) at north side of 'S', east side of 16th, west side of 15th	9	15,000+
Bicycle Showers and Lockers (10 showers & 100 lockers)	40	42,000+
Partial subsidy to implement south side residential preferential parking program (if necessary)	13	60,000
Credit for incorporating ground floor retail adjacent to light rail station and along 15th/16th Streets	73	
Flex Hours	<u>10</u>	
Total Space Credits	185	\$357,000

In order to mitigate any potential long term employee parking on streets located in the south side neighborhood which lies south of the subject site, the applicant has agreed to fund a portion of the costs to implement a residential preferential parking program. If within one year following 75% occupancy of the subject building, it is determined that office employees are creating an on-street parking problem in the south side area (the area between S & W, 10th & 19th Streets), the applicant will contribute \$60,000 toward establishing the residential parking program in this neighborhood.

Prior to issuance of building permit, the applicant shall submit to the City Attorney, Planning Director, and Regional Transit, a Transportation Management Plan incorporating the above referenced measures and a written agreement to underwrite the cost of the Palm Iron station, three bus shelters, and a \$60,000 contribution toward the implementation of the residential preferential parking program if it is determined necessary. Payment for the station and bus shelters shall occur prior to issuance of building permit.

Staff, therefore, supports the special permit request to reduce the parking requirement by 18% by utilizing in-lieu parking measures as previously discussed.

- B. Building Design: The subject proposal consists of office building five stories in height and a parking structure with a total of eight levels (7 above and one below grade). Both structures fall below the 75-foot height limit of the C-4 zone. The size of the office building at 399,500 gross square feet will still be one of the largest office structures in the Central City. However, given its location to the light rail line and applicant's willingness to financially support the transit system through a combination of in-lieu measures, staff supports the major project's special permit requests.

In terms of building design and materials, the applicant proposes a structure with stepped-back and stepped-out features at various floor levels. Window planter boxes and balconies are incorporated to provide visual relief to the large office structure. Either an open court or an atrium approximately 36 feet wide bisecting two sections of the office building and a pedestrian bridge at the second floor level linking the parking garage and the office building over 'R' Street, are also proposed. Building materials consist of either brick or tile veneer with grey or brown tinted windows.

The project is scheduled for the August 21, 1985 Design Review/Preservation Board meeting. The staff requests that the Board pay particular attention to the treatment and detailing of the ground floor retail spaces, the relationship of the station waiting areas and the parking structure, location and design detailing of service entrances, perimeter landscaping, and landscaping and detailing of the north elevation of the parking structure.

- C. Off-Site parking variance: The subject site encompasses a one-half block area north of 'R' Street proposed for the parking structure and one whole block south of 'R' Street for the office building. A variance to locate the parking structure off site on the north half block is requested. The applicant owns both properties; therefore, staff supports the off-site variance request.
- D. Lot Line Merger: The subject site consists of 11 parcels. The applicant proposes to merge 11 parcels into two parcels in order to allow development of the subject project. Staff recommends approval of the lot line merger.

E. Environmental Concerns: The Environmental Coordinator has determined that the proposed project could potentially have significant impacts on the environment in the vicinity of the project site. The potential impacts were found to be mitigable to a less than significant level. Therefore, the Environmental Coordinator has filed a conditional Negative Declaration with the following mitigation measures:

1. Workers at the site should be alert to changes in coloration of the soil. If deposits of red-colored soil are encountered, excavation shall stop, and a representative of the Department of Health Services shall be consulted to develop appropriate mitigation measures, before construction continues.
2. All excavated soil from this site shall remain on site, and shall not be transported to any other location without the knowledge and approval of the City Planning Director.
3. The applicant shall redesign one of the four garage entrance/exit lanes to be reversible, functioning as a third entrance lane during morning peak, and as a third exit lane during afternoon peak.
4. The applicant shall ensure that the garage is managed by assigning parking spaces.
5. The applicant shall ensure that future office tenants use staggered work hours and "flex" time for employees.
6. The applicant will design the garage so that post-development installation of mechanical ventilation can occur if necessary as determined by the County Air Pollution Control District (APCD) or other appropriate agency as identified by APCD.
7. Six months from 50% greater occupancy of the subject office complex, the applicant or owner of record shall have prepared by a qualified professional, an analysis of the actual circulation of air within the parking structure, including levels of CO and other vehicular pollutants generated at full occupancy, peak-use times under differing weather conditions (using other variables as appropriate). This analysis should include an assessment of the effectiveness of the mitigation measures required above, and recommended additional measures if appropriate that will prevent health standards from being exceeded.
8. The applicant will ensure excavation setbacks of five feet behind existing sidewalks to accommodate street tree root systems.
9. The applicant will ensure building setbacks of 10 feet behind existing sidewalks above the second story level to accommodate street tree crowns.
10. The applicant must (to the satisfaction of the City Planning Director) prepare and adhere to a Transportation Management Plan that complies with the City's Trip Reduction Ordinance and Parking Reduction Ordinance (see Transportation Management Plan handbook).

11. If unusual amounts of bone, shell or artifacts are uncovered during construction, work within 50 meters of the area will cease immediately and a qualified archaeologist will be consulted to develop, if necessary, further mitigation measures before construction continues.

RECOMMENDATION: Staff recommends the following actions:

- A. Ratification of the Negative Declaration;
- B. Approval of the Special Permit related to major projects, subject to conditions and based upon Findings of Fact to follow;
- C. Approval of the Special Permit related to office project containing greater than 25% office space in the C-4 zone, subject to conditions and based upon the Findings of Fact which follow;
- D. Approval of the Special Permit related to parking reduction, subject to conditions and based upon Findings of Fact which follow;
- E. Approval of the Variance related to off-site parking, subject to conditions and based upon Findings of Fact which follow;
- F. Approval of the Lot Line Merger by adopting the attached resolution.

Conditions-Special Permit & Variance

1. The applicant shall submit a written agreement to the satisfaction of the City Attorney, Planning Director and Regional Transit obligating the applicant to *constructor* fund the cost of the Palm Iron light rail station facilities and three bus shelters. *Payment for these two measures shall take place prior to issuance of building permit. The applicant shall submit a bond for the cost of a light rail station prior to issuance of building permit and pay Regional Transit for the bus shelters prior to final building inspection and issuance of occupancy permit. (Staff amended)*

The agreement shall also obligate the applicant to contribute \$60,000 toward the implementation of a residential preferential parking program for the south side neighborhood if it is determined necessary by the City. This neighborhood is defined as the area bounded by S, W, 10th and 19th Streets. Determination to establish the program shall occur within one year following 75% occupancy of the subject building.

2. The applicant shall submit a Transportation Management Plan to the Planning Director for review and approval prior to issuance of building permit which incorporates the following in-lieu measures:

- Light Rail Station Subsidy
- Three Bus Shelters
- Ten showers and 100 clothes lockers (5 showers & 50 lockers per men's and women's room)
- Flex hours
- Reservation of 18,300 gross square feet of ground floor space as indicated in floor plan, Exhibit ^E~~D~~, for retail and food service uses only (Staff amended)

3. Existing billboards on subject site shall be removed prior to issuance of building permit.
4. The applicant shall coordinate development of office/garage structures with light rail line/station construction to the satisfaction of Regional Transit.
5. Workers at the site should be alert to changes in coloration of the soil. If deposits of re-colored soil are encountered, excavation shall stop, and a representative of the Department of Health Services shall be consulted to develop appropriate mitigation measures, before construction continues.
6. All excavated soil from this site shall remain on site and shall not be transported to any other location without the knowledge and approval of the City Planning Director.
7. The applicant shall redesign one of the four garage entrance/exit lanes to be reversible, functioning as a third entrance lane during morning peak and as a third exit lane during afternoon peak.
8. The applicant shall ensure that the garage is managed by assigning parking spaces.
9. The applicant shall ensure that future office tenants use staggered work hours and "flex" time for employees.
10. The applicant will design the garage so that post-development installation of mechanical ventilation can occur if necessary, as determined by the County air Pollution Control District (APCD) or other appropriate agency, as identified by APCD.
11. Six months from 50% or greater occupancy of the subject office complex, the applicant or owner of record shall have prepared by a qualified professional, an analysis of the actual circulation of air within the parking structure, including levels of CO and other vehicular pollutants generated at full occupancy, peak-use times under differing weather conditions (using other variables as appropriate). This analysis should include an assessment of the effectiveness of the mitigation measures required above and recommended additional measures, if appropriate, that will prevent health standards from being exceeded.
12. The applicant will ensure excavation setbacks of five feet behind existing sidewalks to accommodate street tree root systems.
13. The applicant will ensure buiding setbacks of 10 feet behind existing sidewalks above the second story level to accommodate street tree crowns, *or a setback satisfactory to the City Arborist. (Staff added)*

14. The applicant must (to the satisfaction of the City Planning Director) prepare and adhere to a Transportation Management Plan that complies with the City's Trip Reduction Ordinance and Parking Reduction Ordinance (see Transportation Management Plan handbook).
15. If unusual amounts of bone, shell, or artifacts are uncovered during construction, work within 50 meters of the area will cease immediately and a qualified archaeologist will be consulted to develop, if necessary, further mitigation measures before construction continues.

Findings of Fact-Special Permit

1. The project, as conditioned, is based upon sound principles of land use, in that more intensive land uses are supportive of light rail public transit.
2. The project, as conditioned, will not be detrimental to the public health, safety or welfare, nor result in the creation of a nuisance, in that:
 - a. the applicant shall adhere to the TMP which will mitigate potential parking impacts through measures supportive of light rail, bus transit use and bicycling commute modes;
 - b. the applicant shall subsidize a portion of the cost of implementing a residential preferential parking program if needed.
3. The project is consistent with the General Plan and 1980 Central City Plan which designate the site for commercial-office use.
4. The project is compatible with policies in the 1980 Central City Plan which states:

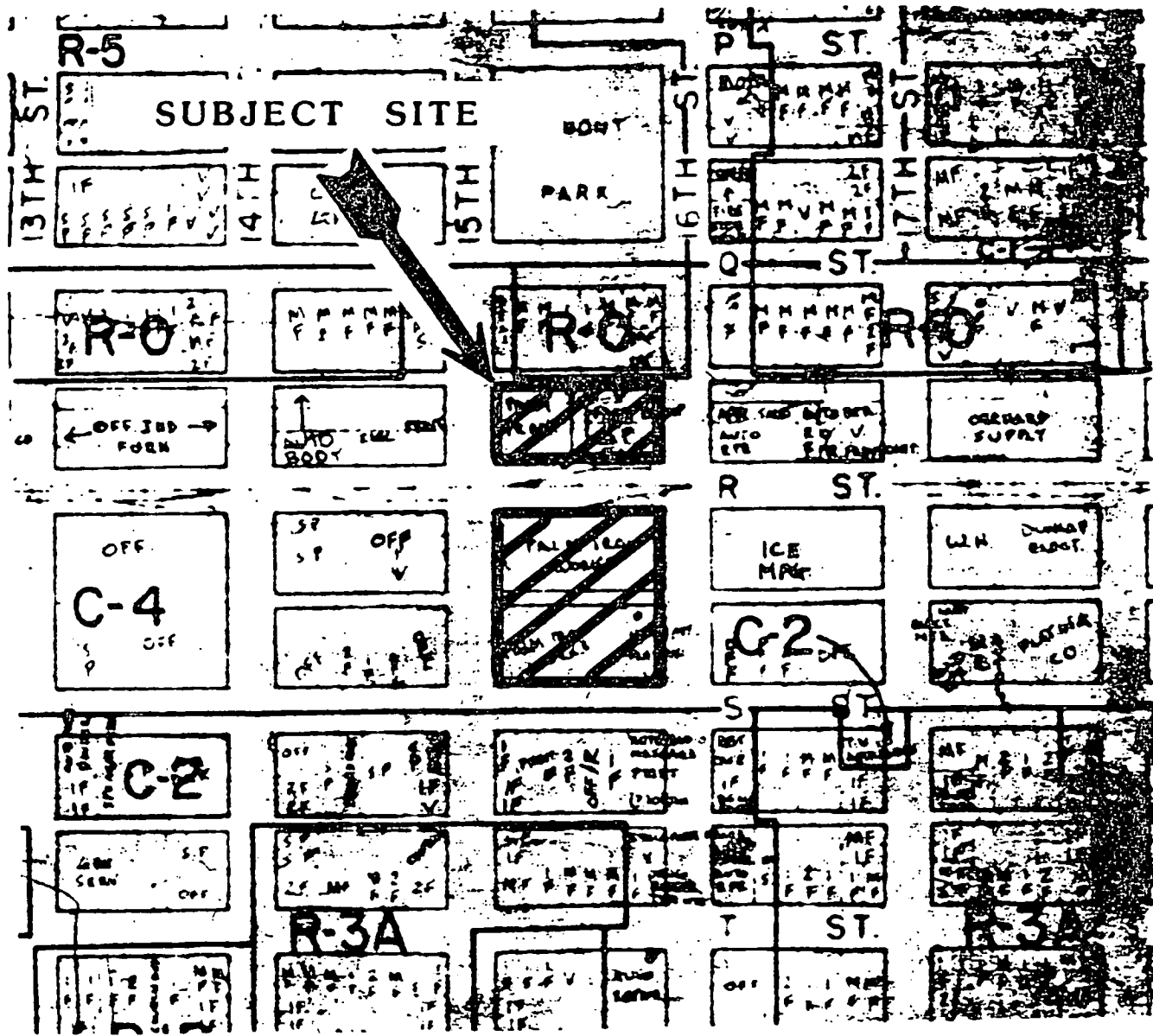
"Use appropriate measures to require new developments to assist in transit improvements, including publicly and privately paid transit passes.

"Support programs aimed at significantly increasing transit riders."

Findings of Fact - Variance

1. The project does not constitute a special privilege extended to one individual, in that:
 - a. the off-site parking site is located across the street from the subject office site and owned by the applicant;
 - b. other property owners under the same circumstances would be granted a similar approval.
2. The project is based upon sound principles of land use, in that adequate in-lieu parking mitigation measures are required.

3. The project does not constitute a use variance, in that parking facilities are permitted in the C-4 zone.
4. The project conforms to the General Plan and 1980 Central City Plan which designate the site for Commercial-Office use.



VICINITY - LAND USE - ZONING

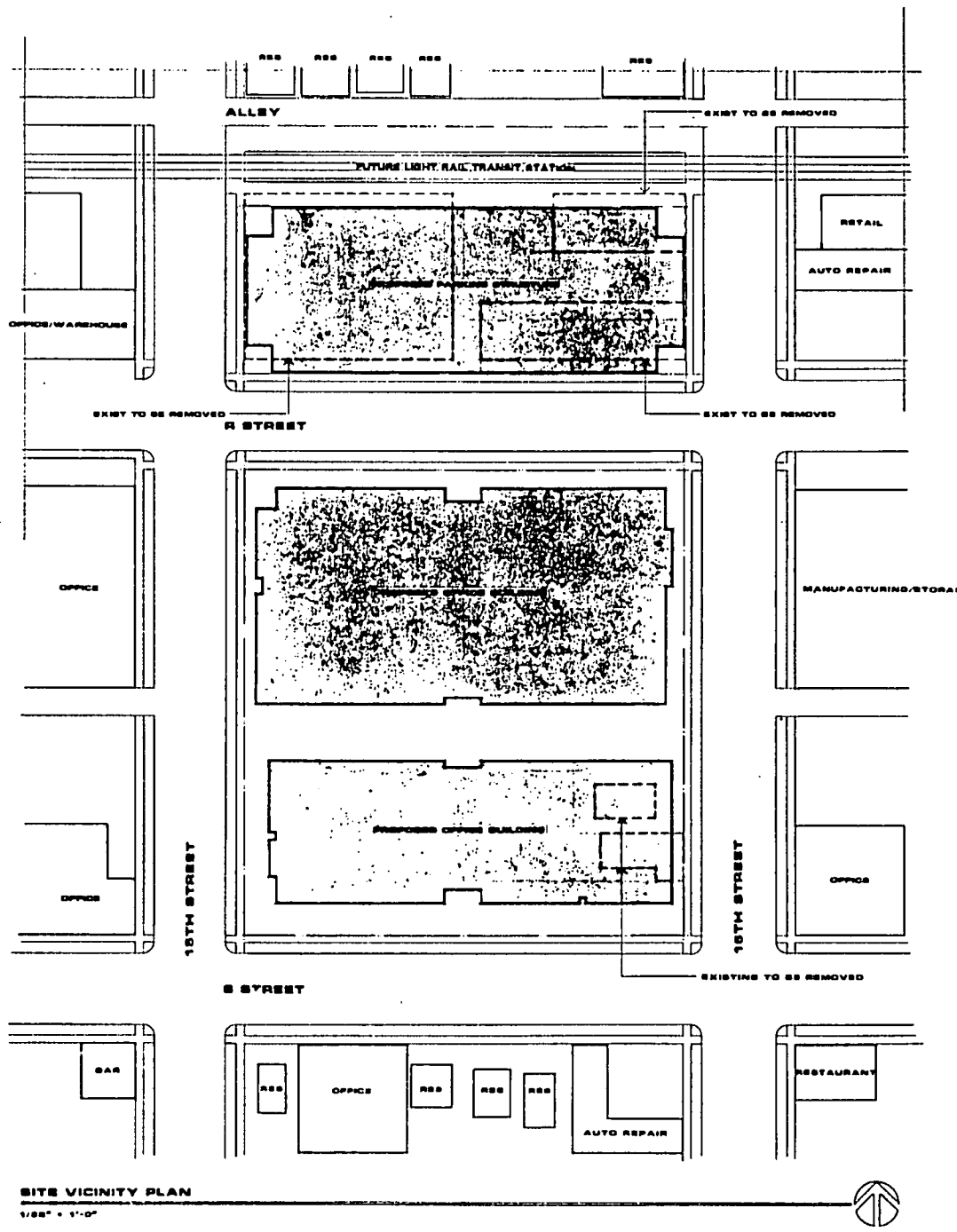
005-111

8-8-12

17

EXHIBIT D

NO. 13



SITE VICINITY PLAN
1/8" = 1'-0"

Dreyfuss & Blackford
Architectural Group
1981 1453 14th St
BETHESDA, MD 20814

BENVENUTI PLAZA
1515 8 STREET

SITE VICINITY PLAN
1/8" = 1'-0"

NO. 84-157
JULY 1988
PRELIMINARY
REVISED F

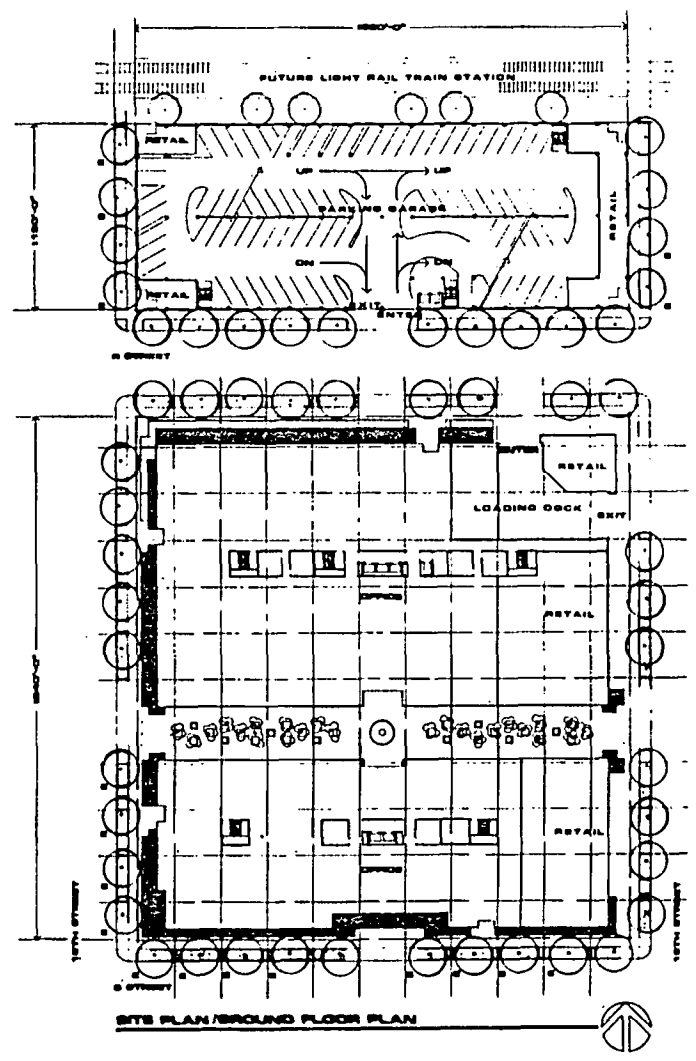
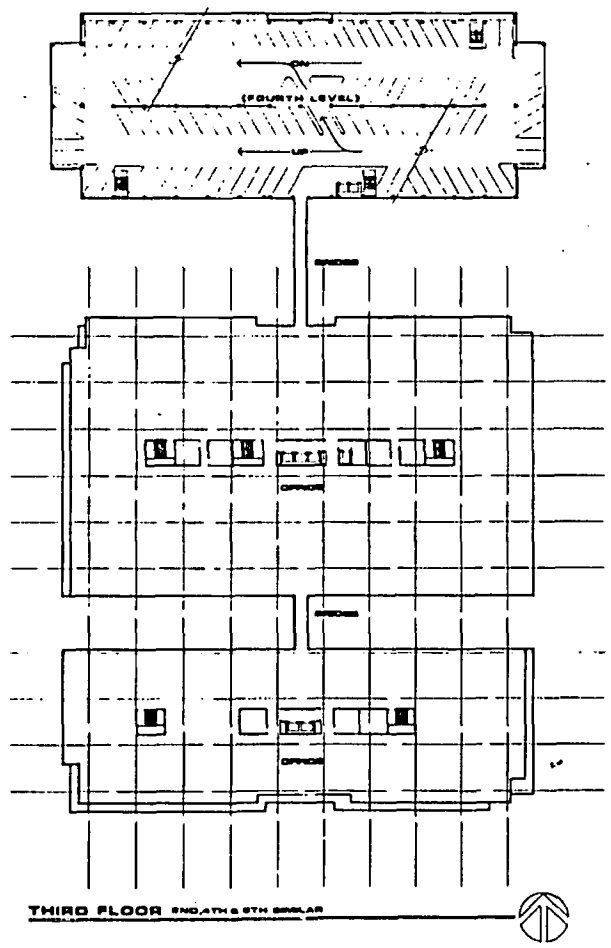
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18

EXHIBIT E

No. 13



Dreyfuss & Blackford
Architectural Group

1000 BROADWAY, SUITE 2000, NEW YORK, NY 10018
TEL: 212-692-1000 FAX: 212-692-1001

LEGEND

- EXIST TREES OR NEW TREES OF SAME TYPE AS EXIST
- DRIVE/SUBWAY
- GROUND COVERAGE
- CHANGE IN PAVEMENT
- EXIST BARRIO
- EXISTING EXIST TREE

STATISTICS

OFFICE BUILDING	
HEIGHT	177'-0"
LEVELS	8 STORIES
SQUARE FOOTAGE	
OFFICE	280000
RETAIL	118000
LOADING DOCK	9000

PARKING GARAGE	
HEIGHT	177'-0"
LEVELS	7 ABOVE GROUND 1 BELOW GROUND
SQUARE FOOTAGE	
RETAIL	14000
PARKING SPACES	
FULL SIZE	2500
COMPACT	2500
HANDICAP	20

VICINITY MAP

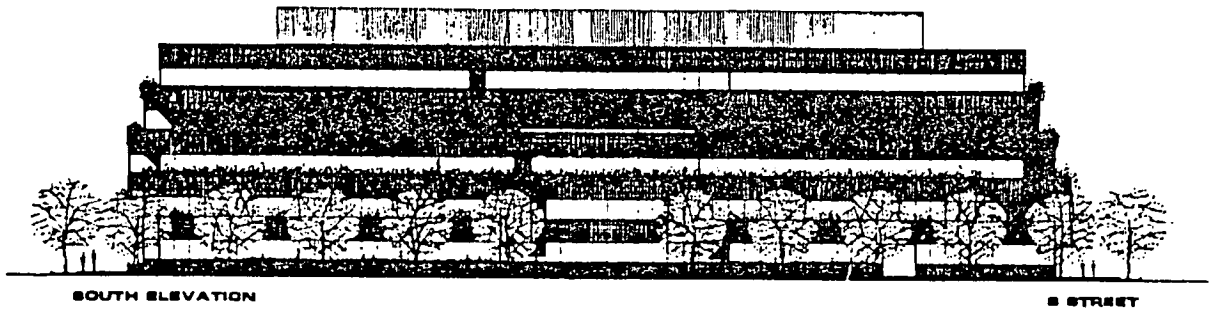
SEVENUTI PLAZA
1515 B STREET

PLANS

0'-0" 1" = 1' 1" = 1'

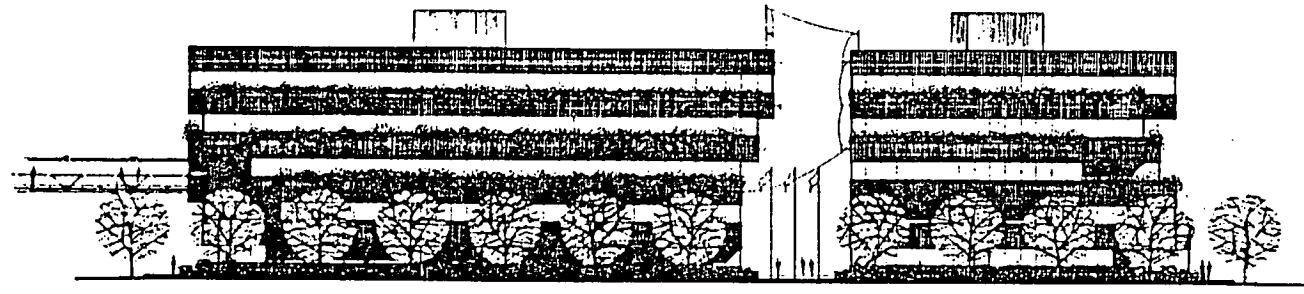
0'-0" 1" = 1' 1" = 1'

Dreyfuss & Blackford
 Architectural Group
1001 L STREET
 SACRAMENTO, CALIFORNIA



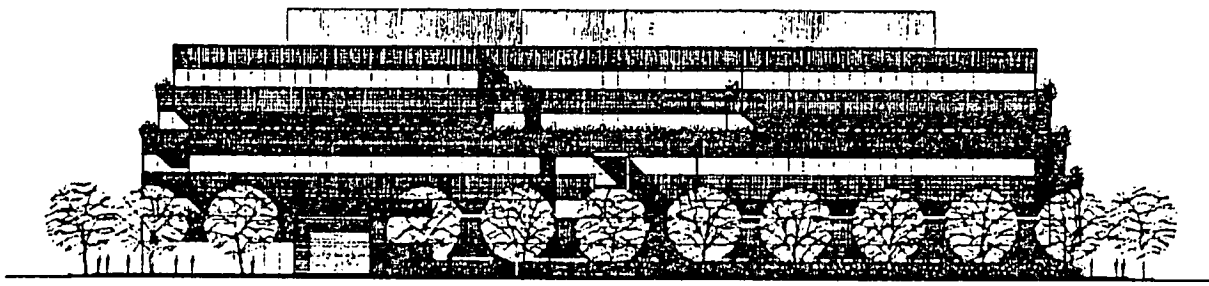
SOUTH ELEVATION

S STREET



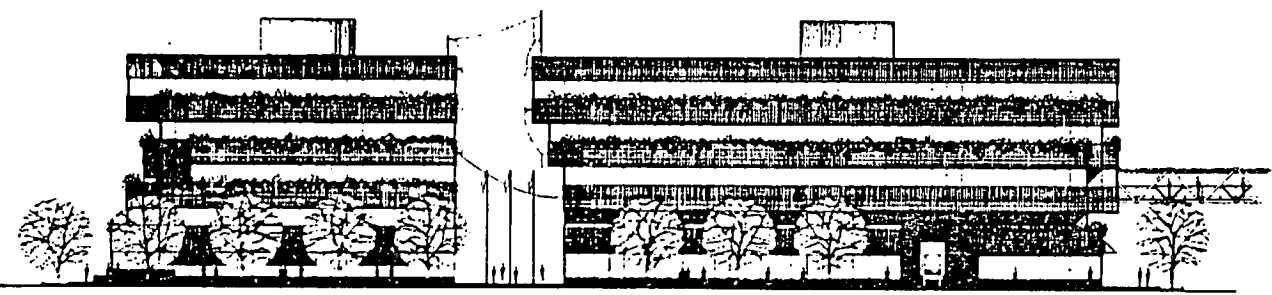
WEST ELEVATION

15TH STREET



NORTH ELEVATION

R STREET



EAST ELEVATION

16TH STREET

19

EXHIBIT F

BENVENUTI PLAZA
 1515 S STREET

ELEVATIONS
 1/2" = 1'-0" @ SHOP
 1/8" = 1'-0"
 JULY 1966
 PRELIMINARY
 REVISION A

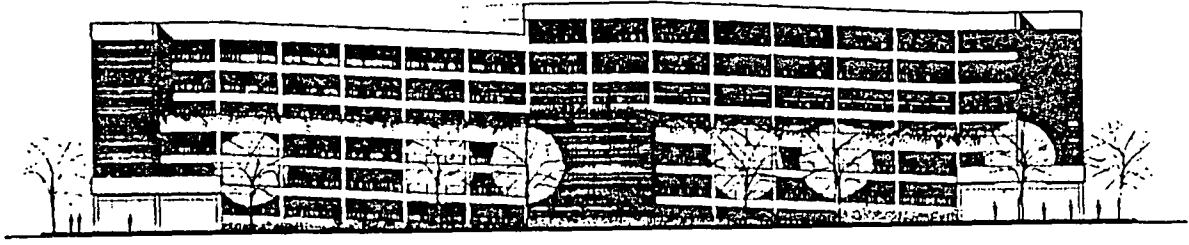
085 015

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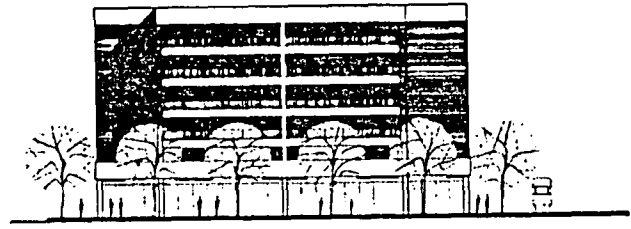
20

EXHIBIT G

No. 13



NORTH ELEVATION SOUTH SIMILAR



EAST ELEVATION WEST SIMILAR

Dreyfus & Blackford Architectural Group <small>1000 PINE STREET SUITE 1000 BOSTON, MASSACHUSETTS 02114</small>	
<p style="text-align: center;">PROJECT TITLE</p> <p style="text-align: center;">DATE</p> <p style="text-align: center;">SCALE</p>	
<p style="text-align: center;">DRAWING TITLE</p>	
<p>BENVENUTI PLAZA 1515 S STREET</p>	
<p>PARKING GARAGE ELEVATIONS</p> <p>1" = 10'-0"</p>	
<p>NO. 00</p> <p>NO. 007</p> <p>DATE</p> <p>JULY 1988</p>	<p>DATE</p> <p>REVISIONS</p> <p>REVISIONARY</p> <p>REVISION C</p>