

P93-087 - DEPARTMENT OF JUSTICE/ ATTORNEY GENERAL'S OFFICE

- REQUEST: A. Environmental Impact Report (SCH# 93062058);
- B. Mitigation Monitoring Plan;
- C. Major Project Special Permit to develop a 17 story (256 foot high) 372,097 square foot office building with 587 parking spaces; and,
- D. Lot Line Adjustment to merge four lots into one lot on 1.17 + vacant acres in the Central Business District-Special Planning District (C3-SPD) zone.

LOCATION: 1300 I Street
006-0054-007,008,016 and 019

Central City
Sacramento City Unified School District
Council District #1

APPLICANT/ OWNER:	OPUS Corporation, 9900 Bren E., Minnetonka, MN. 55343 Jeff Smith (916) 556-1940
PLANS BY:	Same as above
APPLICATION FILED:	May 5, 1993
STAFF CONTACT:	Donald C. Smith, 264-5381

SUMMARY/RECOMMENDATION:

The applicant proposes to construct a 17 story (256 foot high) 372,097 square foot office building with 587 parking spaces on a 1.17± acres in the Central Business District. In order to meet the applicant's objectives, the project requires a Major Project Special Permit and a Lot Line Merger as described above. **Staff recommends approval of the project.** This recommendation is based on a review and finding of consistency with the

policies regarding office uses contained in the General Plan, Central City Community Plan, Urban Design Plan and Central Business District - Special Planning District zoning.

PROJECT INFORMATION:

General Plan Designation:	Community/ Neighborhood Commercial and Offices	
Central City Community Plan Designation:	Multi Use	
Existing Land Use of Site:	Vacant/ Surface Parking	
Existing Zoning of Site:	C3-SPD	
Surrounding Land Use and Zoning:		
North:	Office, Surface Parking; C-2	
South:	Office, C3-SPD	
East:	Retail, Surface Parking; C3-SPD	
West:	City Parking Structure; C3-SPD	
Setbacks:	Required	Provided
I Street:	10'	15'
13th and 14th Streets:	0'	5'
Alley:	2'	13'
Property Dimensions:	160' x 320'	
Property Area:	1.933± gross acres 1.179± net acres	
Square Footage of Building:	583,084± gross sq.ft. 372,097± office sq.ft. 210,000± parking and misc, sq.ft.	
Height of Building:	256 feet, 17 stories	
Exterior Building Materials:	Pre-cast Concrete, granite embellishment at building's base	
Parking Provided:	587 spaces (1:600)	
Parking Required:	587 spaces (1:600)	
Utilities:	Existing	

OTHER APPROVALS REQUIRED: In addition to the entitlements requested, the applicant will also need to obtain the following permits or approvals, including, but not limited to:

Permit

Certificate of Compliance
Encroachment Permit
Driveway Permit
Building Permit

Agency

Public Works, Development Services
Public Works, Development Services
Public Works, Development Services
Building Division

BACKGROUND INFORMATION:

There have been a variety of requests for office buildings on the subject site since 1981 as reflected in planning files P9399, P9619, P87-238 and P91-298. The first two applications were approved for buildings 154,000± sq.ft. and 177,000± sq.ft. in size respectively. The second two applications for larger buildings (approximately 380,000 sq.ft.) were withdrawn. Currently, the central portion of the half block is vacant with two surface parking lots on the east and west portions of the site.

STAFF EVALUATION: Staff has the following comments:**A. Policy Considerations****General Plan**

The proposal is consistent with the Community/ Neighborhood Commercial and Office designation of the General Plan. Specifically, the office proposal would support the City's goals to maintain and strengthen Downtown as a major regional office center and as a center for governmental office activity.

Central City Community Plan/ Zoning

The Central City Community Plan designates the site as Multi-Use with a Central Business District- Special Planning District (C3-SPD) zone. Projects within these designations are intended to encourage: high rise offices; development of governmental complexes; and, improvement of the physical environment of the urban setting.

Staff finds the proposal to conform with existing policies adopted in the General Plan, Central City Community Plan and Zoning Ordinance. In addition, the site is appropriate for a high rise office building as it is one block from a light rail station and compliments other governmental uses along I Street.

B. Site Plan Design/Zoning Requirements

The applicant has worked closely with staff in developing a proposal that meets zoning standards and the design criteria of the Urban Design Plan. Specifics of the building are as follows:

1. Setbacks/ Stepbacks/ Height

The zoning ordinance does not require setbacks in the C3-SPD zone unless the project is adjacent to a residential zone. The Urban Design Plan (UDP) contains several setback considerations. At the ground floor, the UDP identifies a five to ten foot setback on the south side of I Street. The

setback is to help create a grand approach to the Civic Center area (10th and I Streets). The proposed setback along the front of the building is 15 feet which exceeds that specified by the UDP. The proposed 13 foot alley setback also exceeds the two foot setback specified in the UDP. These generous setbacks allow advantages in that they enhance the building's design, allow a greater amount of light to penetrate the area and improve circulation around the structure.

The Urban Design Plan Guidelines also identify setbacks that should be applied to the building as it extends upward. Setbacks are intended to: help reduce the visual mass of the building; add interest to the design of the building; and, allow additional light to penetrate around the structure. As proposed, the building's mass is divided into two tower elements. Exterior materials assist in the division as the two tower elements contain more stone material than the central glass element. The overall mass and design proposed conforms to the criteria of the Urban Design Plan.

The building is outside the Capitol View Protection Area which limits building height around the State Capitol. Therefore, the unlimited height of the C3-SPD zone would apply to the proposed building. At 256 feet, the Attorney General's building will be approximately 11 feet higher than the 245 foot high Corps of Engineering building which is located directly south.

2. Parking/ Circulation/ TMP

The Zoning Ordinance requires a parking ratio with a maximum of one parking space for every 500 square feet of office use (1:500), and a minimum of one parking space for every 600 square feet of office area, less the first 20,000 sq.ft. of office space and no requirement for retail space (considered a 1:600 ratio). The first levels of the structure will include the 587 spaces needed to meet the 1:600 minimum parking ratio.

The original proposal by the applicant contained more parking than what is proposed today. The amount of parking was reduced through negotiations with city staff. As indicated above, the proposal now meets the minimum parking ratio of 1:600. The applicant indicates that due to the sensitive nature of their selection process (with the State) it is important to stay within the City's parking ratio requirements which was stipulated in the projects's RFP. It is recommended that any additional parking should be made available to Convention Center users, especially during evenings and weekends.

A Transportation Management Plan (TMP) has been submitted which includes promotion of transit pass subsidies, ridesharing and the use of other alternative forms of transportation. The TMP has been reviewed and

approved by the Transportation Review Committee which consists of the Transportation Coordinator and representatives from the Planning Division and Regional Transit.

3. Landscaping

Landscaping is proposed along I, 13th and 14th Streets. In addition, the extended setback along I Street allows a landscape area between the sidewalk and building. Within this area is proposed a second row of trees. These trees will be ornamental trees that would add to the interest of the street level activity and building.

The applicant has been working with the City Arborist who has made several recommendations. Recommendations include removal of the liquidambar along I Street and retention of one of the two large elm trees 14th streets. The elm adjacent to 13th Street has been found to be diseased and will be removed.

4. Child Care

The applicant is working with the state to provide child care for the building. The current direction is that the state is looking into obtain a nearby building on 13th and H Street for child care. Staff is recommending a condition that will require child care, or pay an in-lieu fee, prior to final occupancy of the building. Staff would prefer the development of a child care center either on-site or off-site to facilitate the child care needs of the building.

5. Signage

Signage for the building shall meet the requirements of the City Sign Ordinance and the Urban Design Plan and shall be subject to the review and approval of the Planning Director.

C. Building Design

As proposed the building will be 17 stories and 256 feet high. There will be 583,084 gross sq.ft. Of this, 372,097 sq.ft. will be office space, approximately 210,000 sq.ft. will be a parking facility with 587 cars. A lobby, cafeteria, print shop, loading dock and bicycle lockers are located on the first floor. The next five floors are parking with the office floors above. There will not be any underground levels.

The building will be clad with pre-cast concrete panels in rose and tan colors accented with granite at the building's base.

Staff finds the proposed structure to be compatible with the surrounding structures in that it is comparable in height to the Corps of Engineers building at 1325 J Street (directly south of the proposed building). The site is in the C3-SPD zone which allows unlimited height. The Design Review/ Preservation Board has reviewed the project on several occasions and is working with the developer to ensure the building is of the best design. The remaining design issue is for the developer to better define the building top.

PROJECT REVIEW PROCESS:

A. Environmental Determination

An Environmental Impact Report (EIR) has been prepared for the project (SCH# 93062058). The Draft EIR was circulated for comments between August 9, 1993 and September 21, 1993. The Final EIR contains comments received and a response to those comments. Significant unavoidable impacts of the project have been identified. The most significant of these are transportation (several intersections and freeway off-ramps may be impacted) and air quality (ozone and carbon monoxide). The Environmental Impact Report contains a more detailed description of the project and its potential impacts. As part of the project approval, the Planning Commission will adopt a statement of overriding considerations which essentially indicates that the project's benefits outweigh its potential to impact the environment.

B. Neighborhood Association and Public Comments

The Mansion Flats Neighborhood Association has reviewed the proposal and is in support of it. They envision the project to have a positive impact on security in their neighborhood. The Sacramento Old City Association is not opposed to the project but commented on the desire to see more active ground floor retail uses.

Other neighbors along 14th Street have indicated a concern over parking during the construction phase of the project. In response, the developer is including in their construction mitigation plan a parking pass subsidy for residents of the 14th Street apartments (located between H and I Streets) during the construction phase. In addition, construction workers will be requested by the developer to park in nearby lots rather than on residential streets.

A representative of the D. Benvenuti Company, owner of the Corps of Engineers building on the south side of the alley, has expressed a concern that the loading dock of the proposed building will interfere with access to their parking garage (see Exhibit C). Transportation Division staff have evaluated the situation and have found that truck traffic can be managed to where it will not have an impact on vehicles accessing the parking garage. In addition, the proposed building design incorporates an additional 13 feet to the alley width which will allow easier

maneuvering. The Transportation Division is recommending a restriction on large trucks during peak commute hours and the placement of "no parking" signs on the south side of the alley. Further discussion of this issue and recommendations are contained within the Final EIR and Mitigation Monitoring Plan.

C. Summary of Agency Comments

The project has been reviewed by several City Departments and other agencies. The following summarizes the comments received:

1. Public Works

Comments received from Development Services pertain to the lot line merger and are contained in the conditions of approval.

The Utility Division is concerned about the applicant's participation in the City's future combined sewer system. An agreement between the City and developer is required as part of the mitigation monitoring program.

Transportation Division provided comments pertaining to the garage parking and ramping. These comments are include in the conditions of approval.

The Transportation Coordinator indicated that a Transportation Management Plan has been submitted and approved by the Transportation Review Committee.

Other project related comments were received in response to the environmental review process. See the Final EIR for those comments and the response to those comments.

D. Planning Commission/ Sacramento Housing and Redevelopment Agency Commission Subcommittee Meeting

On September 20, 1993, a subcommittee of the Planning and Redevelopment Agency Commissions reviewed the subject project. Comments received from the committee pertained largely to the architecture of the building. These comments were presented to the Design Review Board for their consideration.

PROJECT APPROVAL PROCESS: Of the entitlements below, Planning Commission has the authority to approve or deny the Major Project Special Permit and Lot line Merger. On July 27, 1993, the City Council amended Ordinance No. 88-066 (by Resolution No. 93-045). Ordinance No. 88-066 provides that the City Council approve projects within 400 feet of the Convention Center. The amendment delegated final approval authority to the Planning Commission. The Planning Commission's decision may be appealed to the City Council.

The Design Review/ Preservation Board (DR/PB) typically conducts their review after the Planning Commission's action on the project. In this case, the DR/PB has reviewed the project on three occasions for preliminary review and final review. The DR/PB has given final approval of the building design subject to conditions which include further definition of the building's top.

Fast Track Review:

During the review of this project, the City was committed to a six month fast track review process. The six month period incorporated the environmental analysis, planning entitlement review (including review and input from other departments and agencies), DR/PB meetings and building plan review.

During the review period, a committee of city, state and developer's representatives met twice each month to identify and address concerns. The purpose was to bring to the Planning Commission as complete a project as possible to allow construction to commence quickly after project approval. This is necessary for the applicant to meet the occupancy deadline contained in the state contract.

With the assistance of State Department of Justice (Attorney General's) staff, General Services staff, various city staff and the applicant, the process was brought to the Planning Commission for final decision within the six month time commitment. The process used for this project may be used as a model for other projects. Although the Attorney General's project is located within a relatively controversial free area of the Central Business District, efficiencies of concurrent processing have been employed during the fast track review process that may assist in reducing the processing time of other projects. The expedited review process includes a closely coordinated effort which relies on the responsiveness of all its participants.

RECOMMENDATION: Staff recommends approval of the proposed development as it is consistent with the General Plan and Central City Community Plan designations, the Central Business District- Special Planning District zoning, and surrounding neighborhood in which it located.

Staff recommends the Planning Commission take the following actions:

- A. Certify the Environmental Impact Report (SCH# 93062058) as complete;
- B. Adopt the Mitigation Monitoring Plan by adopting the attached resolution;
- C. Adopt the attached resolution to approve the Major Project Special Permit to develop a 17 story (256 foot high) 372,097 square foot office building with 587 parking spaces; and,
- D. Adopt the attached resolution to approve the Lot Line Adjustment to merge four

lots into one lot on 1.17 + vacant acres in the Central Business District-Special Planning District (C3-SPD) zone.

Report Prepared By,

Report Reviewed By,

Planner

Senior Planner

Attachments

(Amended by CPC 10/28/93)

RESOLUTION NO.

ADOPTED BY THE SACRAMENTO PLANNING COMMISSION
ON DATE OF OCTOBER 28, 1993

A RESOLUTION ADOPTING FINDINGS OF FACT AND APPROVING A
SPECIAL PERMIT FOR PROPERTY LOCATED AT 1300 I Street

(P93-087) (APN: 006-0054-007, 008, 016 and 019)

WHEREAS, the City Planning Commission on October 28, 1993, held a public hearing on the request for approval of a major project special permit to allow the construction of a 372,097 sq.ft. office building for property located at the above described location;

WHEREAS, the City Environmental Coordinator has determined that the proposed project will not have a significant effect on the environment, and has provided notice to the public of the preparation of an Environmental Impact Report;

WHEREAS, the Planning staff has submitted to the City Planning Commission its report and recommendations on the proposed development;

WHEREAS, the Planning Commission adopts the following findings of fact for the special permit:

1. The project, as conditioned, is based upon sound principles of land use in that:
 - a. the proposed building is compatible with its surrounding land uses;
 - b. adequate parking has been provided; and
 - c. adequate architectural features and landscaping has been provided.
2. The project, as conditioned, will not be detrimental to the public welfare nor result in the creation of a public nuisance in that adequate setbacks and parking has been provided.
3. The project is consistent with the General Plan and the Central City Community Plan which designate the site for high rise offices.

NOW, THEREFORE, BE IT RESOLVED BY THE COMMISSION OF THE CITY OF SACRAMENTO THAT:

The special permit for the proposed 372,097 sq.ft. office building is hereby approved, subject to the following conditions:

1. The applicant shall comply with the provisions of the mitigation monitoring plan based on the findings of the project environmental impact report.
2. Prior to the issuance of the foundation permit, the applicant shall obtain final approval of the construction mitigation plan by the Planning Director. The construction mitigation plan shall include the following information:
 - a. notice of adherence to the City Noise Ordinance. High noise level activities (pile driving, metal cutting, etc.) shall be limited to the hours of 7 AM to 6 PM weekdays and 8 AM to 3 PM Saturdays with no high noise level activities on Sundays. The Planning Director shall limit high noise level activities to other hours as necessary should conditions warrant;
 - b. the name and phone number of the project superintendent responsible for the project to coordinate any complaints or problems related to the construction of the building;
 - c. location of construction barricades. Construction fences shall be painted in an attractive artistic manner. The fence painting scheme shall be submitted to and approved by the Planning Director prior to approval of the construction mitigation plan;
 - d. water will be used to reduce the generation of dust and to keep the surrounding streets free of construction dirt. The contractor shall be responsible to keep surrounding streets and property free from construction debris;
 - e. ingress/ egress, crane location, loading and staging areas should be identified on the construction mitigation plan;
 - f. utility disruptions shall be coordinated with surrounding property owners. Specifically, Tim Lee at 482-9200 (1325 J Street building) and Steve Thomas at 855-1429 (Corps of Engineers);
 - g. alley shall be kept clear of construction vehicles and equipment;
 - h. staging of deliveries where vehicles may be stacked along the city

street(s) shall be coordinated with the City Traffic Division (Ramon Gibbons 264-5976) and the Convention Center staff (Michael Stauffer 264-5297); and,

- i. construction workers shall be notified that they should not park in front of residential structures. Private and public parking lots should be utilized to the extent possible.
3. Child care facilities to accommodate 60 children shall be provided to the satisfaction of the Planning Director. Child care facilities may be include on-site or off-site within close proximity of the building. An in-lieu fee of \$.50 per gross office square footage (372,097 gross office square feet) may be substituted;
 4. The following shall be met to the satisfaction of the Planning Director and SMUD Electric System Design Department:
 - a. contact the SMUD Electric System Design Department and consult with SMUD through project planning, development and completion. Early notification and consultation will be required, since there is a lead time of 12 to 18 months for acquisition of equipment and extension or modification of facilities. The primary SMUD contact unless indicated otherwise is Richard Ramirez, the distribution planner for this area, at 732-5758;
 - b. work closely with SMUD during the design stage of the project to ensure that the attached energy conservation and load management measures recommended by SMUD are implemented to the maximum extent feasible. The contact for more information concerning the SMUD Commercial/ Industrial New Construction Program is Jim Barnett 732-6762;
 - c. work with SMUD to locate a vault for electrical transformers within the project as required;
 - d. pay to SMUD costs associated with any relocation of SMUD's electrical facilities due to project development; and,
 - e. cooperate fully with SMUD in disclosing information concerning existing and proposed electrical facilities in the project in the project area to those parties involved in acquisition of property within the area or the development, maintenance, or regular use of facilities located within the area.

5. ~~Trucks entering loading dock area should avoid the peak commute hours to reduce conflicts on 13th Street and in the alley. "No parking" signs shall be posted along the south side of the alley.~~

The following conditions shall be provided to the satisfaction of the Transportation Division:

- a. *The 13 foot area between the alley and the proposed building (between the docks and the proposed trees at the alley's 14th Street entrance) shall be designated as a truck parking area. Within the 13 foot area, an adequate walkway to the bicycle parking area shall be appropriately delineated to allow access to the bicycle area. A raised curb should be constructed, subject to the approval of the Transportation Division, between the truck waiting area and the proposed trees at 14th street.*
 - b. *No parking will be allowed adjacent to the proposed building between the loading docks and 13th Street.*
 - c. *The entire alley shall be posted "NO PARKING".*
 - d. *Tractor trailer deliveries should be prohibited from 6:30 AM to 9:00 AM and from 4:00 PM to 6:00 PM.*
 - e. *The alley from 13th Street to the 1325 J Street parking lot access (except the landscape area at 13th) shall be widened to 28 feet. A concrete landing area shall be provided at the rear stairway door adjacent to the alley in this section of the alley. (Amended by CPC 10/28/93)*
6. The developer shall comply with the TSM Ordinance. The Transportation Management Plan shall be implemented as approved by the Transportation Review Committee.
7. Recommendations of the Design Review/ Preservation Board shall be incorporated into the project prior to approval of the final building permit.
8. Developer shall provide electrical raceways for electric car recharging facilities for a minimum of ~~two~~ *five percent of the* parking spaces. Electrical raceways shall be in a location approved by the Planning Director. *(Amended by CPC 10/28/93)*
9. Warning device(s) shall be provided at garage exit to alert pedestrians of

approaching cars from the garage.

10. Any compact spaces should be clearly marked. The final interior layout of the parking areas, stalls, entry and exit lanes, signage/ markings, and traffic warning devices shall be subject to the approval of the City Transportation Division prior to issuance of the final shell permit.
11. The applicant shall submit a comprehensive signage program for the building for the review and approval of the Planning Director prior to issuance of any sign permits. The sign program is to include exterior signage for visitor and employee parking, public parking, access to service facilities, directional signage, etc.
12. Prior to the removal of any trees, the applicant shall coordinate tree removal and protection measures with the City Arborist.
13. The following comments shall be reviewed and resolved to the satisfaction of the City Transportation Division prior to issuance of the final building permit:

Level 1

- a. Northernmost vehicle entrance: straighten the curb on the north side of the vehicle lane to allow easier vehicle maneuvering.
- b. Recommend moving pay booth west approximately eight feet to allow better vehicle maneuvering through gate.
- c. a driveway permit variance is needed for a commercial driveway to exceed 35 feet.

Levels 2-6

- a. The two foot columns around the perimeter of the parking garage will reduce the length of some parking stalls to 16 feet.
 - b. Handicap parking spaces must comply with the American Disability Act requirements.
14. Street lights shall be installed prior to issuance of occupancy permit.
 15. Applicant shall replace all deteriorated curbs, gutter, sidewalks and shall eliminate any excessive crown on 13th Street, 14th Street and I Street adjacent to the building site.

16. Short term bicycle parking shall be provided in close proximity to the building entrance. These racks shall be ribbon rack or a similar equivalent.
17. Parking shall be made available for evening and weekend activities if deemed appropriate by the Planning Director and does not violate lease agreement with State to support the Convention Center, Music Circus, Memorial Auditorium and other nearby facilities.

CHAIRPERSON

ATTEST:

SECRETARY TO PLANNING COMMISSION

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