

CITY PLANNING COMMISSION
SACRAMENTO, CALIFORNIA

ITEM # 3
November 16, 2000

MEMBERS IN SESSION:

PAGE 1

P00-053 - Natomas Gardens Shopping Center PUD - Foods Co Grocery

REQUEST:

- A. **Negative Declaration**
- B. **Mitigation Monitoring Plan**
- C. **PUD Schematic Plan Amendments:**
to omit a 2,500 sqft. freestanding retail building pad adjacent to Northgate Boulevard and relocate it to San Juan Road in the Natomas Gardens Shopping Center PUD;
- D. **PUD Development Guideline Amendments:**
 - 1. to omit language prohibiting warehouse "discount style" grocery stores in the Natomas Gardens Shopping Center PUD;
 - 2. to reduce the required landscape setbacks along Northgate Blvd. & San Juan Rd. from 50' to 25' in the PUD
- E. **Special Permit** to construct a 77,402 sqft. shopping center with a major grocery store (57,402 sqft. Foods Co) and with two attached retail pads (Bldg. A 8,000 sqft./ Bldg. B 12,000 sqft) on 10.2± acres in the Shopping Center Planned Unit Development (SC-PUD) zone.

LOCATION:

Northwest quadrant of San Juan Rd. & Northgate Blvd.
250-0010-097
South Natomas Community Plan
Grant Joint Union School District & Del Paso Elementary
Council District 1

APPLICANT:

Dave Johnson, Johnson Lyman Architects,
1375 Locust Street, #202, Walnut Creek, 94563

OWNER:

McNellis Partners, c/o John McNellis
419 Waverly St. Palo Alto, CA 94301

PLANS BY:

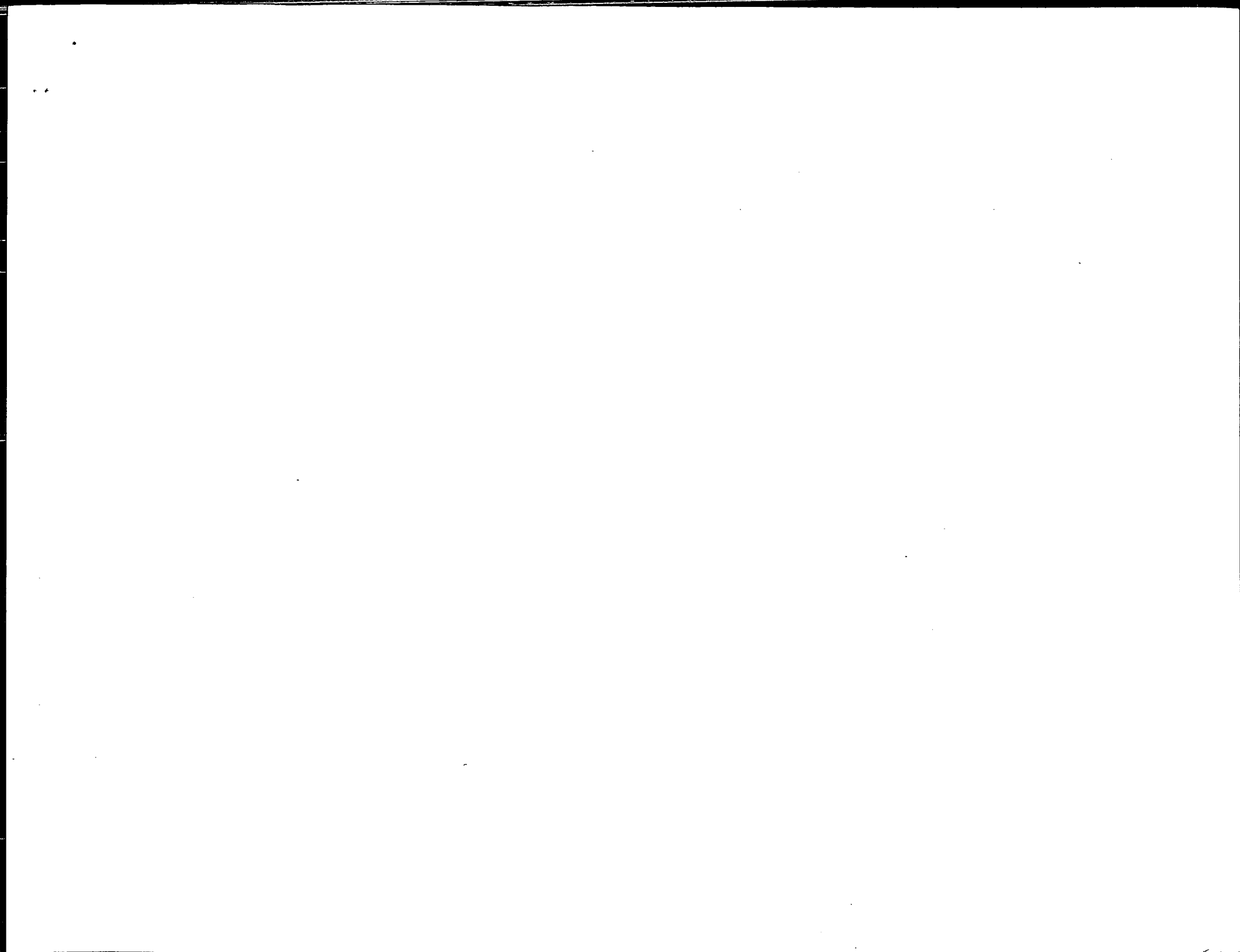
Johnson Lyman Architects,
1375 Locust St. #202, Walnut Creek, 94563

APPLICATION FILED:

April 13, 2000

STAFF CONTACT:

Bridgette Williams, 264-5000



SUMMARY:

On January 25, 1996, the City Council approved General Plan, and South Natomas Community Plan amendments and various Rezones to allow a 127,020 square foot shopping center to be developed on the site, located in the Natomas Gardens Planned Unit Development.

The applicant is now requesting a Special Permit to construct 77,402 square feet of retail space in the shopping center, with a major grocery store anchor tenant to be known as Foods Co (owned by Ralph's), on 10.2 ± vacant acres in the SC-PUD zone. The grocery store will be 57,402 square feet and the two retail buildings (Bldg. A/8,000 sqft Bldg. B/12,000 sqft) will be attached to the grocery store (see Exhibit C-2). A total of 402 parking spaces will be provided on the 10.2 ± acre shopping center site. An existing 2,798 sqft. gas station/convenience market is currently located in the PUD on a separate 1.14 ± acre parcel at the corner of Northgate Boulevard and San Juan Road.

The applicant is also proposing to: 1) amend the Natomas Gardens PUD Schematic Plan to relocate a freestanding retail pad; and 2) delete language in the PUD development guidelines which prohibits "discount style" big box grocery stores; and 3) reduce the landscape setbacks along major roadways. Future retail pads are delineated on the site plan but are not apart of the Special Permit request at this time. The shopping center will be located within the Natomas Gardens Shopping Center PUD. In order to meet the applicant's objectives, the project requires the discretionary planning entitlements described above.

In evaluating the project, the basic issues are: a) the request to locate a "discount style" big box grocery store on site in place of a full service grocery store; b) the closing of an existing Foods Co "discount style" store approximately 1.5 miles away from the site on Northgate Boulevard; and c) the overall site and building design in the Natomas Gardens Shopping Center PUD.

RECOMMENDATION: Staff recommends approval of the project. This recommendation is based on: 1) the project's consistency with specific policies relative to commercial development in the South Natomas Community Plan; 2) the project's consistency with the General Plan and South Natomas Community Plan land use designations and shopping center zoning; and 3) its compatibility with surrounding commercial uses, and its overall building and site design.

PROJECT INFORMATION:

General Plan Designation:	Community/Neighborhood Commercial & Offices
Community Plan Designation:	Community Commercial
Existing Land Use of Site:	Vacant
Existing Zoning of Site:	SC-PUD

Surrounding Land Use and Zoning:

North: Single Family, Garden Valley Elementary School & Vacant; R-1A(PUD) & R-3
 South: K-Mart Shopping Center & Krage Auto Store; SC-PUD
 East: Commercial Uses; C-2(SPD)
 West: Apartments, Single Family, School; R-2B(PUD) & R-1A(PUD)

<u>Bldg. Setbacks:</u>	Required	Provided
Northgate Blvd:	50'	330'
San Juan Rd:	50'	235'
Side(Int):	40'	52' - 70' (adjacent to Apts.)
Rear:	40'	60' (adjacent to Single Family & Vacant lot north)

Landscape:

West & North Property		
Lines:	15'	15' (with condition of approval)
Northgate Blvd.		
San Juan Rd.	50'	25' (with guideline amendment)

Property

Property Dimensions:	Irregular
Property Area:	10.2± gross acres
Square Footage of Grocery Store:	57,402 sqft.
Square Footage of Attached Retail Bldgs:	<u>20,000 sqft.</u> (8,000 & 12,000 sqft)
Total Square Footage:	77,402 square feet

Planned Unit Development

Overall PUD SqFt. Approved/1996:	127,020 sqft.
Convenience Mkt. Approved/1997:	<u>- 2,796 sqft.</u>
	124,224 sqft. remaining
	<u>-77,402 sqft.</u> project proposal
Square Footage Remaining in PUD:	46,822 sqft. remaining on-site

Height of Building:	28 feet, 1 story
Exterior Building Materials & Color:	Plaster & Splitface Block w/neutral gray & white
Roof Material:	Concrete tile
Parking Provided:	398 stalls
Parking Required:	77,402 spaces
Topography:	Flat
Street Improvements:	Existing
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:

<u>Permit</u>	<u>Agency</u>
Encroachment/Driveway Permits	Public Works, Development Services
Building Permit	Planning & Building Division
Sign Permit	Planning & Building Division

BACKGROUND INFORMATION:

It is appropriate to discuss the background of previous projects on the site in order to better understand the history surrounding the proposed development. Described below are previous application requests reviewed and considered by City Planning Commission and City Council.

The site has been the subject of controversy at several Planning Commission and City Council hearings. The original shopping center project was a proposal to develop 180,000 square feet of retail on a 16.6 \pm acre site (P89-036). Subsequently the project was revised to reflect a reduction in the square footage (146,700 sqft - {10,000 sqft. dedicated to medical offices}) on 13.8 \pm acres and a residential component consisting of 18 single family lots. On October 25, 1990, the City Planning Commission recommended to the City Council to approve an 18 lot single family subdivision on 2.8 \pm acres and 13.8 \pm acres of commercial development in the shopping center, office and residential zones.

City staff recommended to City Council a reduced commercial square footage and acreage (5-8 acres) and that the remaining portion be designated for medium density residential. Staff, therefore, recommended denial of both the original shopping center proposal and the applicant's alternative proposal. On January 3, 1991, the City Council certified the San Juan Crossing EIR and Addendum and upheld Planning staff's recommendation to deny the project (P89-036).

On September 9, 1991, a revised project was submitted by the applicant which further reduced the commercial square footage (111,300 sqft. on 9.7 ± acres/ 20,000 sqft dedicated for medical) an increase in the number of single units (41 single family units on 6.0± acres) and a 1.0± acre child care facility. On January 23, 1992, the City Planning Commission recommended approval of the revised project, subject to two conditions. One condition, limited the amount of grocery store square footage in the commercial area to 15,000 sqft; and the second condition required the applicant to take up to two years from the time the City Council approved the rezone to look for medical related uses to occupy 20,000 sqft. of the commercial area. Staff recommended denial of the project because the proposed project did not comply with the South Natomas Community Plan and General Plan in that the commercial square footage was not reduced by a minimum 15 percent and the remnant parcel reverted to medium density residential (R-3). On March 31, 1992, the City Council upheld staff's recommendation to deny the project.

An application for a 5-8 acre shopping center site and 41 single family lots was considered by City Planning Commission on April 23, 1992. Lengthy discussions with nearby residents and businesses in the area about the above mentioned projects occurred. The largest amount of concern and controversy stemmed from a planned Save Max Grocery/Shopping Center located at the northwest corner of Norwood and Jessie Avenues in the North Sacramento Community area (roughly two miles from the site). On September 29, 1992, City Council denied the project as proposed and recommended the City staff further evaluate the site for General Plan and Community Plan consistency in addition to appropriate land uses.

On May 25, 1995, an application was submitted by the applicant for 127,020 square feet of shopping center on 11.6± acres and to designate the remaining 5.0 ± acre piece for single family residential. On January 25, 1996, a project proposal for the subject site (P95-045) was recommended by the City Planning Commission to the City Council for approval. The proposal was to amend portions of the Community Plan land use designations and rezone the property; subdivide the land for future construction of 127,020 square feet of retail development on 11.6 ± acres, and designate the remaining 5 acre portion for single family residential. The project proposal included a rezone from OB-PUD and R-3(PUD) zones to 16.6± acres of Shopping Center Planned Unit Development (SC-{PUD}) zoning. During the time of application processing, City staff received support for the shopping center from residents, businesses, and the Natomas Community Association.

On May 28, 1996, the City Council Certified the San Juan Crossing EIR and Addendum EIR and approved the proposed project subject to conditions. The approved project consisted of a 127,020 sqft. shopping center site: 55,000 sqft was proposed for a grocery store as a major anchor tenant, 63,700 sqft. of retail and two additional pads totaling 8,500 sqft for future restaurants. A Schematic Plan and Development Guidelines for the Natomas Gardens PUD was also approved in conjunction with the Rezone request.

Included as part of the application approval was the dedication of a 5.0 ± acre portion of the overall site to the City of Sacramento for a possible gateway park into South Natomas and/or some other recreational use.

During the hearing process, various members of the public, including North Sacramento residents, community groups, and the property owner for Save Max shopping center in North Sacramento (a newly constructed project at that time) expressed concerns that the marketing of tenant space and economic vitality of the Save Max shopping center in North Sacramento, and that the proposed project would endanger the shopping center. The applicant agreed, at the City Council hearing in May 1996, to the following conditions of approval to address the North Sacramento neighborhood and Save Max grocery store's concerns:

- 1) *No application for a Special Permit for a supermarket may be approved prior to expiration of twenty-four (24) months from the effective date of the Rezone Ordinance. Expiration date June 27, 1998; and*
- 2) *Incorporate into the PUD Guidelines a prohibition against "big box discount" grocery stores.*

Since the approval of the Natomas Gardens Shopping Center, one Special Permit entitlement has been approved on the site. On September 25, 1997, the Planning Commission approved a Special Permit to construct and operate a 24 hour convenience store/Arco gas station (beer and wine sales) on the site. The Planning Commission's decision was appealed (resident) to City Council. On November 18, 1997, the City Council denied the appeal and approved the project based on conditions of approval.

The current application for consideration is a proposal to construct the first large phase of the shopping center development which will consist of a 57,402 square foot Foods Co grocery store and two adjoining retail buildings, totaling approximately 20,000 sqft. (P00-053). The total square footage proposed as part of the first phase is 77,402 square feet.

STAFF EVALUATION: Staff has the following comments:

A. Policy Considerations

On November 18, 1997, the City Council approved a General Plan and Community Plan Amendment designating the subject site to Community/Neighborhood Commercial and Offices and Community Commercial, respectively. The project site was also rezoned to Shopping Center-Planned Unit Development (SC-PUD). The proposed project is consistent with these land use designations and zone.

Various goals and policies in the General Plan and the 1988 South Natomas Community Plan that pertain to this project are set forth below, followed by an explanation of how the project meets or does not meet these goals and policies.

General Plan: It is the policy of the City to:

- Promote new employment opportunities, particularly for the under employed and economically disadvantaged (p. Sec. 4-1)
- Promote the re-use and revitalization of existing developed areas, with special emphasis on commercial and industrial districts (p. Sec. 4-1)
- Prohibit the intrusion of incompatible uses into residential neighborhoods through adequate buffers, screening and zoning practices that do not preclude pedestrian access to arterials that may serve as transit corridors (p. Sec. 2-12)
- Approve development in the City's new growth areas that promotes efficient growth patterns and public service extensions, and is compatible with adjacent developments (p. Sec. 1-33)
- Promote economic vitality and diversification of the local economy (p. Sec. 4-1)
- Maintain and strengthen viable shopping districts throughout the City (p. Sec 4-17)

Summary of General Plan Policy related to the Project: The major policies of the General Plan addressed by this project include: 1) revitalization and employment opportunities; and 2) logical development in a growth area that is compatible with adjacent land uses. The proposed development is consistent with the General Plan land use designation (Community/Neighborhood Commercial & Offices). The current commercial land use designation includes shopping centers (less than 200,000 sqft) commercial strips, and smaller office developments which offer goods and services for the daily needs of adjacent residential areas. Such uses may be located adjacent to residential areas without significant adverse environmental impacts (SGP, p.4-10). The project will not be an intrusion or incompatible with surrounding uses in that conditions to mitigate noise on adjacent residential uses will be incorporated into the project. The project site has been conditioned to provide an 8 foot high wall around the

perimeter of the site and relocate the loading dock away from the rearyards of single family dwellings. Retaining and maintaining existing shopping centers in the City is also an important policy in the Plan. City staff is recommending that Ralph's provide lighting, signage and other enhancements at the existing shopping center at Northgate Blvd. & West El Camino Avenue to comply with the policy. These enhancements shall be provided after the existing store closes. Finally, the newly established shopping center will expand an existing shopping district in the South Natomas Community area which is consistent with the policy above.

1988 South Natomas Community Plan:

- South Natomas shall develop as a high quality mixed-use community, providing locations for residential, commercial, office and business park land uses designed to enhance the neighborhood and plan area identity with an adequate level of supporting public facilities and services (p. 2).
- Limit designation of neighborhood and community commercial to a level that meets overall community demand for retail goods and services (p. 18).
- Designate shopping center sizes and locations to maximize convenience and shopper choice, balancing these attributes with protection of the viability of existing commercial development (p. 18).

Summary of South Natomas Community Plan Policy related to the Project:

The major policies in the plan which address a new retail market include: meeting the retail needs in the community and retention of existing commercial development. Key policies in the plan recognized the necessity to retain the viability of existing neighborhood shopping centers in South Natomas, particularly the Northgate Shopping Center at Northgate Boulevard and West El Camino. The Northgate Center is approximately 1.5 miles south of the subject site. Language in the Community Plan suggests that shopping centers be developed only if the community can support the increase and if there is a market demand existing in the area (p. 18).

Northgate Shopping Center (Existing Foods Co): The applicant has informed City staff that their existing 30,000 square foot grocery store (Foods Co), located at the Northgate Shopping Center, will be closed and relocated to this new site, approximately 1.5 miles north of the center. The newly established 57,402 sqft. Foods Co grocery store is proposed at the north

west corner of Northgate Boulevard and San Juan Road, in the Natomas Gardens Planned Unit Development. The relocation of the existing store presents the question of whether or not an indirect effect exists relevant to Community Plan policies and goals which call for ensuring the "vitality" of the current Northgate shopping center at Northgate Blvd. and West El Camino Ave. (p.4-17). During the update of the South Natomas Community Plan (1988), it was considered important to support an increase retail activity but to also recognize that new retail growth could ultimately displace and/or cause existing shopping centers to struggle. The Community Plan, therefore, highlighted its commitment to maintain the vitality of the Northgate shopping center but does not specify that a grocery store must be maintained at this location. Policy language also suggests that new shopping centers be developed only if the community can support additional commercial development. The current shopping center largely serves the Gardenland neighborhood and the southeastern area of the South Natomas Community Plan area.

In 1996, the City Council approved the subject site at Northgate Blvd. & San Juan Road for a shopping center zone. A rezone at this site established four new shopping center sites in the South Natomas Community Plan area (see Attachment E). The shopping center zone allows a grocery store use with a Special Permit. Prior to the applicant's request for a Special Permit, staff has observed that some of the businesses in the existing Northgate shopping center had either closed, abandoned their tenant space, or demolished the structure (gas station). During the time of writing the staff report, staff noticed a new store (98¢ Clearance store) located at the center. Recent surveys by the Sacramento Housing and Redevelopment Agency have shown that commercial and residential uses along Northgate Boulevard are experiencing signs of decline. According to the City's Economic Development Department, there has been a significant amount of turn over and limited retail interest and re-investment at the center.

A Ralph's representative has informed City staff that the existing grocery store will close whether or not the proposed project is approved. In addition, in order to avoid competition with their new store, no other grocery store use will be permitted by Ralph's/Foods Co. to lease the space in the Northgate Shopping Center. At present, Ralph's only owns the existing Foods Co. building in the Northgate shopping center which is one of two large tenant spaces at this site. Their responsibility should, therefore, be limited to their property, which is an important part of the shopping center (ie. one of two anchor spaces). Foods Co/Ralph's has expressed their willingness to assist the City in ensuring the center's vitality as specified in the Community Plan.

Among the City's suggestion are: 1) working with the City to find an appropriate non-food store reuse for the existing 30,000 sqft. Foods Co building; and 2) encouraging Ralph's (owner of Foods Co.) to develop a strong local hire program that targets the youth and adults of the Gardenland Area.

Other mechanisms have also been put in place by the City to stimulate commercial activity at the center. The City Council recently adopted a resolution (August 2000) to initiate the process for adopting Northgate Boulevard as a Redevelopment Project Area, which, if adopted, encompasses the Northgate Shopping Center. Targeting this as a redevelopment area will generate the potential for tax increment revenue to alleviate the physical and economic decline at the center.

Staff concludes that the approval of the new Foods Co would not necessarily cause an indirect physical or economic to the impact to the Northgate Center because a wide range of commercial users are allowed in a C-2 zone, which the site is (Northgate Center) zoned. The applicant has agreed to not deter uses or these businesses from occupying the building, except for food stores.

Shopping Center Standards adopted in March 1983, recognizes that shopping centers should be developed only if the community could support the increase in retail activity. The project as proposed will not increase the amount of retail proposed since it will simply close the smaller Foods Co. market and build a new larger market, at a new location. The applicant has indicated that, from the perspective of a large grocery chain like Foods Co, the existing market is undersized and physically constrained by the design of the shopping center. Ralph's believes that the newly enlarged grocery store location could better serve its trade (Hwy 5 on the west, Hwy 80 on the north, Garden Hwy on the south and the canal to the east) area because of the intersection and easy access to the freeway. The applicant has indicated that being close to the freeway provides convenience to residents returning home from work.

The City's past economic studies indicated that grocery stores could exist at both sites with adequate sales potential. The staff would strongly recommend that Foods Co. not prohibit food stores in their space at the Northgate Center. The community has indicated their desire to maintain a healthy and attractive level of activity at the center and their desire for convenient access to a food store for their neighborhood. While recommended, the City can not require Foods Co to lease only to food

stores, but has encouraged Foods Co. to consider locating some type of market at the Northgate Center (Northgate Blvd. & West El Camino).

B. Amendment to PUD Development Guidelines

"Discount Grocery" vs. Full Service Market: The applicant requests an amendment the Natomas Gardens Development Guidelines to allow a "discount grocery" store within the PUD. The original purpose for prohibiting a "discount grocery" store at the project site was to ensure the success of a then newly established warehouse discount grocery store (Save Max) in North Sacramento. A grocery store (full service or discount) was considered a potential economic impact at the time because of competition of a similar store and/or the possibility for closure at Save Max. City Council, therefore, placed a condition on the site, prohibiting Special Permit approval for a grocery store in the PUD for a two year period and adopted language in the development guidelines which prohibits "discount grocery" stores in the PUD. The two year time moratorium has expired and City staff believes the prohibition of a "discount grocery" store is no longer a concern and could, therefore, be removed from the development guidelines because the Save Max grocery store is now well established.

Staff investigated the applicant's efforts at seeking full-service grocery store users rather than discount warehouse type stores. At present, there are two full service grocery stores, located on Truxel Road, which serve the South Natomas community. (Albertson's & Bel-Air - see attached exhibit). Ralph's has informed City staff that because incomes within their defined trade area in South Natomas rise as one travels from east to west (greatest concentration of relative wealth west of Truxel) Truxel is the best location for full-service, full-price markets. Ralph's has also informed staff that they believe a discount market would be successful in the area, since there are already two full service grocery stores in the trade area. Additionally, the owner of the property (McNellis Partners) has contacted both Albertson's and Safeway to consider a market at the site and was unsuccessful. Letters from both markets, declining their interest are attached.

At the time of the rezone and PUD approval (P95-045) for the project site, the City's analysis at the indicated that grocery stores could exist at both sites (Northgate & San Juan/Northgate West El Camino) successfully. The South Natomas Community designates four neighborhood shopping centers between two freeways (I-80 fwy/I-5 fwy). Ralph's now see's an opportunity to relocate its current location to another location within the Plan area and eventually sell the building at Northgate Blvd. and West El Camino Ave.

Landscape Setbacks - 25': The reduction of landscape setbacks from fifty (50') feet to twenty-five feet (25') is requested as part of the PUD guideline amendment. Presently, the AM/PM Mini Mart site plan was approved with 25 foot wide landscape setbacks at the corner of Northgate Boulevard and San Juan Road, in the Natomas Gardens PUD. The approved schematic plan reflects a 50' building and landscape setback along both Northgate Boulevard and San Juan Road. It is the City staff's intent to orient the freestanding building footprints, in the shopping center, as close to the street as possible. Reducing the landscape setback to 25 feet would: 1) place the freestanding buildings closer to the street; 2) allow for greater pedestrian activity along the streets and allow for easy access into the shopping center; 3) encourage retail entrances to front onto or closer to the streets rather than just the parking lot; and 4) support the City's efforts to orient shopping centers towards the street to promote a lively/active street scape. The approved development guidelines emphasize the incorporation of clear glass windows with entries facing the public streets on the freestanding buildings. Staff therefore, supports the PUD Guideline Amendment.

C. Site Design/Zoning Requirements/PUD Guidelines

1. Setbacks

The approved development guidelines require a 50 foot building setback along Northgate Boulevard and San Juan Road and 50 foot wide landscape setbacks along both public streets. Adequate building setbacks from adjacent residential uses are proposed as delineated on the attached site plan. The submitted site plan depicts surface parking primarily along Northgate Boulevard and some parking along the southern portion of the site to accommodate a future freestanding pad. The building setbacks are in compliance with the approved PUD guidelines and staff is not opposed to the 25 foot wide landscape setbacks provided, based on the findings described above. Both building and landscape setbacks will be compatible with the adjacent commercial buildings in the immediate area.

A trash enclosure is proposed behind Building B and near the loading dock area at the southern portion of the shopping center. The trash enclosure must meet the Trash & Recycling Ordinance indicated in the City's Zoning Ordinance, including perimeter landscaping, masonry walls, and a solid metal gate. An eight foot high decorative masonry wall will be provided around the site along the north and west property lines. Staff would recommend that the wall be an eight foot tall split face CMU masonry wall

adjacent to the vacant lot, rear yards of the single family homes and the apartment complex (north and west property lines) as per Chapter 2, Section 2 of the City Zoning Ordinance. Concrete caps shall be intermittently placed on the masonry wall. Design and materials of the wall shall be reviewed and approved by Planning staff prior to construction.

2. Parking & Circulation

A total of 398 parking spaces will be provided in the shopping center during the first phase of development. The Zoning Ordinance requires 1 parking space for every 250 square feet of retail/commercial use (including restaurants) for multiple tenant buildings and uses within single tenant buildings will be subject to the City Zoning Ordinance requirements for parking (e.g. freestanding restaurants require 1 space per 3 seats). Based on a 77,403 sqft retail building, a total of 310 parking spaces are required on the site. The 398 parking spaces reflected on the site plan are adequate to meet Phase 1 construction and additional future retail development in the PUD. Development of the future pads will require a Special Permit and be required to meet parking requirements. The existing mini-mart/gas station within the PUD has satisfied its parking requirement on a separate parcel. All newly paved surfaces and parking lots will be required to meet the 50 percent shading requirement.

Ingress and egress into the site will be from San Juan Road and Northgate Boulevard. Two driveways are located on San Juan Road and three driveways are located on Northgate Boulevard. Street improvements such as sidewalks are already in place as well as two driveways for the existing mini mart/gas station in the PUD (one on San Juan Road and the other on Northgate Boulevard). Reciprocal access will be required between the mini-mart/gas station site and the shopping center. Truck deliveries serving the retailers will typically enter from the northerly most driveway from Northgate Boulevard. The trucks will follow along the north property line to the rear of the shopping center and exit at the most westerly driveway on San Juan Boulevard. The grocery store tenant (Foods Co.) has indicated that they do not expect more than three semi truck deliveries a day. The Traffic Division has indicated that the overall parking layout is adequate and vehicular circulation will be sufficient. A Transportation Management Plan (TMP) will be required for the entire PUD. Bus lines currently serve the subject site along Northgate Boulevard.

Pedestrian access from the parking lot to the shopping center will also be sufficient because walkways will be provided and the pedestrian walkways will be clearly defined. In addition, City staff is recommending that a pedestrian walkway be provided between the southern future pad and the proposed shopping center. The pavement/pathway adjacent to the future pad shall be constructed with temporary paving material with curbing and/or striped and painted. The applicant has also agreed to provide a pedestrian access point between the shopping center and the vacant parcel to the north of the subject site. A pathway/ opening will be provided in the masonry wall to allow pedestrian access for nearby residents, and any future uses on the vacant parcel, north of the site. Alignment of the pathway will primarily be located between Building B, crossing over the truck delivery driveway and ending at the masonry wall. Its design, walkway materials and the path's width shall be determined by the City's Public Works Department, Bikeway Coordinator and Planning.

The vacant parcel north of the shopping center is currently owned by the City of Sacramento. As previously mentioned above, the 5.0± vacant parcel was dedicated to the City as a condition of approval when the PUD was established (1996). A recreational center and/or a park site was mentioned as a viable land use on the parcel during the hearing process. Because of the possible open space/recreational use, staff and the community believe it would be appropriate to provide a pathway between the two sites to allow neighborhood residents to access the shopping center on foot or bicycle without having to travel much longer distances on City streets. City staff is, however, uncertain if and/or when a walkway would be established on the 5.0± acre City parcel because the site is not currently programmed as a CIP project nor is it cited in the Parks Programming Guide. City Planning staff spoke with the City's Real Estate Division and the City's Parks and Recreation Department, and was informed that there are no plans for re-sale of the site or for the use of a public park on the 5.0 ± acres at this time. City Real Estate will, however, place this site on their inventory list. City staff will initiate meetings with Public Works, Parks and Recreation and City Real Estate to explore the possibility of a temporary walkway on the City's property. If the shopping center is constructed prior to any final City plans for the 5.0± acre site are determined, the City's goal would be to provide safe, convenient pedestrian/bike access from Larchwood Drive to the shopping center.

3. Landscape

A landscape and irrigation plan was submitted with the formal application. As noted above, 25 foot wide landscape setbacks will be provided off of Northgate Boulevard and San Juan Road. Twenty-five foot wide landscape setbacks are already in place at the intersection of Northgate Blvd. and San Juan Rd., around the existing mini mart/gas station use. Fifteen (15) foot wide landscape setbacks will be provided along the north and west property line. The intent of the 15 foot wide landscape setback between the service drive and the north and west property line is to mitigate the visual and potential noise impacts on the adjacent residential areas. The plan denotes medium height flowering shrubs under evergreen trees within the 15' setback area along the west property line. Flowering shrubs are depicted along the north property line without trees. City staff recommends that the evergreen trees be planted along the west and north property line. The landscape materials provided in all landscape areas shall comply with the Natomas Gardens Development Guidelines. Crape Myrtles and Norway Maple trees will be provided at the front entry off of Northgate Boulevard and Norway Maple trees with medium height shrubs to screen the undeveloped pad will be planted along San Juan Road's street frontage. The paved areas and parking lot will be required to meet the 50 percent shading requirement.

Presently, the mini mart/gas station has placed no landscape emphasis at the corner. Both City staff and the community have asked the applicant to work with the mini mart/gas station to improve the corner of the PUD with a possible decorative landscape mound/low height decorative wall.

4. Signage

A sign program was not submitted as part of the application submittal. Two monument signs are delineated on the site plan at the main entry on Northgate Boulevard and the secondary entrance on San Juan Road. The PUD development guidelines require two shopping center identification signs (monument signs) not to exceed twelve feet in height and forty-eight square feet in area. The monument sign may be located in the setback area but shall be located at least ten feet from the public right-of-way and from any driveway. No other monument signs shall be permitted in the Shopping Center. Multi-tenant signs are also permitted. Sign area and number of signage per building area is described in the development guidelines. No freestanding buildings are proposed as part this application. Staff would recommend that a sign program be submitted for review and approval prior

to sign permits in the shopping center.

D. Building Design

The proposed buildings will consist of plaster and split face block with a concrete tile roof. Exterior building materials will be neutral gray with white accents. The elevations indicate a decorative cornice, fabric awnings, a metal trellis and aluminum and glass storefronts. The building's height to the highest point is 37 feet. A split face block wall will be on portions of the west, south and north elevations. A cart storage wall will be along the front elevations to screen grocery carts. Design Review staff and Planning staff reviewed the elevations and found them to be in keeping with the overall architecture character in the area. Design features, colors and materials proposed offer architectural embellishments and breaks up the building's wall mass, fronting on Northgate Boulevard.

PROJECT REVIEW PROCESS:

A. Environmental Determination

The Environmental Services Manager has determined the project, as proposed, will not have a significant impact to the environment; therefore, a Negative Declaration has been prepared. In compliance with Section 15070(B)1 of the California Environmental Quality Act Guidelines, the applicant has incorporated mandatory mitigation measures into the project plans to avoid identified impacts or to mitigate such impacts to a point where clearly no significant impacts will occur. These mitigation measures address geology, hydrology, air quality, transportation, biological resources, hazards, noise, public services, and cultural resources. The mitigation measures are listed in the attached Mitigation Monitoring Plan for the project. The Mitigation Measures also included all mitigation measures applicable from the approved Natomas Gardens Shopping Center Planned Unit Development (P95-045). Those Mitigation Measures from the PUD EIR addressed: geology, hydrology, air quality, plant and animal life, noise, light and glare, land use, transportation/circulation, public services and aesthetics.

The environmental document was noticed and available for review and comment for a 20 day comment period prior to the hearing date. City staff noticed residents within a 500 foot radius of the site and attendees from community meetings. The subject site was also posted. At the time of writing the staff report, no comments were received. All comments received prior to the Planning Commission hearing date will be forwarded to the Commission for consideration.

B. Public/Neighborhood/Business Association Comments

The proposed project was routed to the South Natomas Business Association, the Natomas Community Association, Provence HOA and the Gardenland/Northgate Neighborhood Association. Adjacent property owners within a 500 foot radius of the subject site also received the notification of the proposed project.

A community meeting (July 24, 2000) was held with local groups (South Natomas Business Association, the Natomas Community Association, Provence HOA and the Gardenland/Northgate Neighborhood Association & interested residents) to discuss the project and receive comments from the community and nearby businesses in the area. Many of the residents in close proximity to the site were supportive of the grocery store use and were pleased to see development occurring on the vacant site. A couple of residents expressed concerns with the noise from the loading dock at the rear of the proposed site and the truck delivery times. Those neighbors with the greatest concern were from the Gardenland neighborhood. The neighborhood's concerns centered around the loss of the existing Foods Co. grocery store and the vitality of the shopping center at Northgate Boulevard and West El Camino Avenue. There was also the issue of how long the existing building would stay vacant, what options are available for another commercial user in the space, and whether or not another grocery store would be located at the Northgate shopping center.

The applicant's response to the concerns were that they would not consider leasing the existing building to another food store. The applicant said they would agree to leave the existing grocery store business open for a period of time, such as until issuance of a final Certificate of Occupancy for the new Foods Co building, at Northgate Blvd. and San Juan Road.

A second community meeting was held on August 24, 2000, to further discuss ideas for re-use of the vacated grocery store building at the Northgate Boulevard/West El Camino Avenue shopping center. The attendees were primarily Gardenland residents and a Ralph's representative. The residents suggested a variety of different types of users that could occupy the space which included: bank, church, city offices, library/teen center, senior center, farmer's market, multi-cultural store/center, medical clinic, postal annex, community college, skating rink and finally a boys/girls club which seemed to generate the greatest support. The applicant informed the group that the building will be sold and its user is uncertain at this time.

To retain the image of the shopping center, City staff is recommending that Foods Co. provide continued lighting in front of the existing market to prevent darkening of part of the center and incorporate some displays or signage in the building's window to maintain a more attractive appearance while the store is vacant. Staff is also recommending that the existing building not be boarded and that the existing pole sign be maintained to identify the "Northgate Shopping Center" or other suitable message.

The applicant has modified the site plan and has agreed to several conditions of approval. The applicant has relocated the loading dock area to the south side of the building to reduce noise impacts on the adjacent single family homes. Other noise mitigation provided on site include: 1) an eight foot high masonry wall between the residential uses and the shopping center; 2) a fifteen foot wide landscaped setback with dense trees and shrubs between the masonry wall and the shopping center site; and 3) the hours of operation for truck delivery will be limited to 7:00 am - 9:00 pm. The applicant has also agreed to work with the City to plan the reuse of the existing 30,000 sqft. Foods Co building and delay the closure of the market for one year after Special Permit approval of the new Foods Co. store. No letters in opposition were received during the time of writing the staff report.

C. Summary of Agency Comments

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

1. Department of Public Works

Comments received from the Department of Public Works related to driveway depths and stacking and frontage improvements. Many of the traffic issues have been incorporated as conditions of approval and/or mitigation measures.

2. Fire Department

Comments received from the Fire Department related to appropriate access roads, fire hydrant systems, gates and barriers and required water flow.

PROJECT APPROVAL PROCESS: Planning Commission has the authority to approve or deny the Special Permit. The Planning Commission action may be appealed to the City Council or called up by a member of the City Council. The appeal or City Council call up must occur within 10 days of the Planning Commission action. The PUD Schematic Plan and PUD Guideline Amendments, require City Council approval.

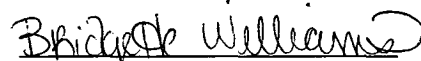
RECOMMENDATION: Staff recommends approval of the proposed development for the following reasons:

- the new commercial shopping center will be compatible with adjacent residential and commercial uses through the use of materials and building design, and screening;
- the project is consistent with General Plan and Community Plan land use designations and zoning and policies;
- the new shopping center will bring forth quality design which continues the improvement of businesses along Northgate Boulevard and introduces a commercial node and gateway at the north end of Northgate Boulevard;
- adequate landscaping, setbacks, parking and overall building design will be in keeping with the PUD Guidelines and adjacent commercial uses in the area;

Staff recommends the Planning Commission take the following actions:

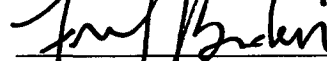
- A. Adopt the attached Notice of Decision & Findings of Fact ratifying the Negative Declaration;
- B. Adopt the attached Notice of Decision & Findings of Fact approving the Mitigation Monitoring Plan;
- C. Recommend approval of the PUD Schematic Plan Amendments to omit a 2,500 sqft. freestanding retail building pad adjacent to Northgate Blvd. and relocate it to San Juan Rd. in the Natomas Gardens Shopping Center PUD;
- D. Recommend approval of the PUD Development Guideline Amendments to: 1)omit language prohibiting warehouse "discount style" box grocery stores in the Natomas Gardens Shopping Center PUD; and 2) reduce the landscape setbacks along Northgate Blvd. & San Juan Rd. from 50' to 25' in the PUD
- E. Adopt the attached Notice of Decision and Findings of Fact approving the Special Permit to construct a 77,402 sqft. shopping center with a major grocery store (57,402 sqft. Foods Co) with two attached retail pads (Bldg. A 8,000 sqft./ Bldg. B 12,000 sqft) on 10.2± acres in the Shopping Center Planned Unit Development (SC-PUD) zone.

Report Prepared By,



Bridgette Williams
Associate Planner

Report Reviewed By,



Fred Buder
Senior Planner

Attachments

Attachment A	Vicinity Map
Attachment B	Land Use and Zoning Map
Attachment C	Notice of Decision & Findings of Fact
Exhibit C-1	Mitigation Monitoring Plan w/Resolution
Exhibit C-2	Site Plan/Schematic Plan
Exhibit C-3	Landscape Plans
Exhibit C-4	Elevations
Attachment D	Original Schematic Plan
Attachment E	Exhibit of Surrounding Grocery Stores
Attachment F	Letters from Nearby Grocery Stores
Attachment G	PUD Schematic Plan & Guideline Amendments Resolution for City Council Approval

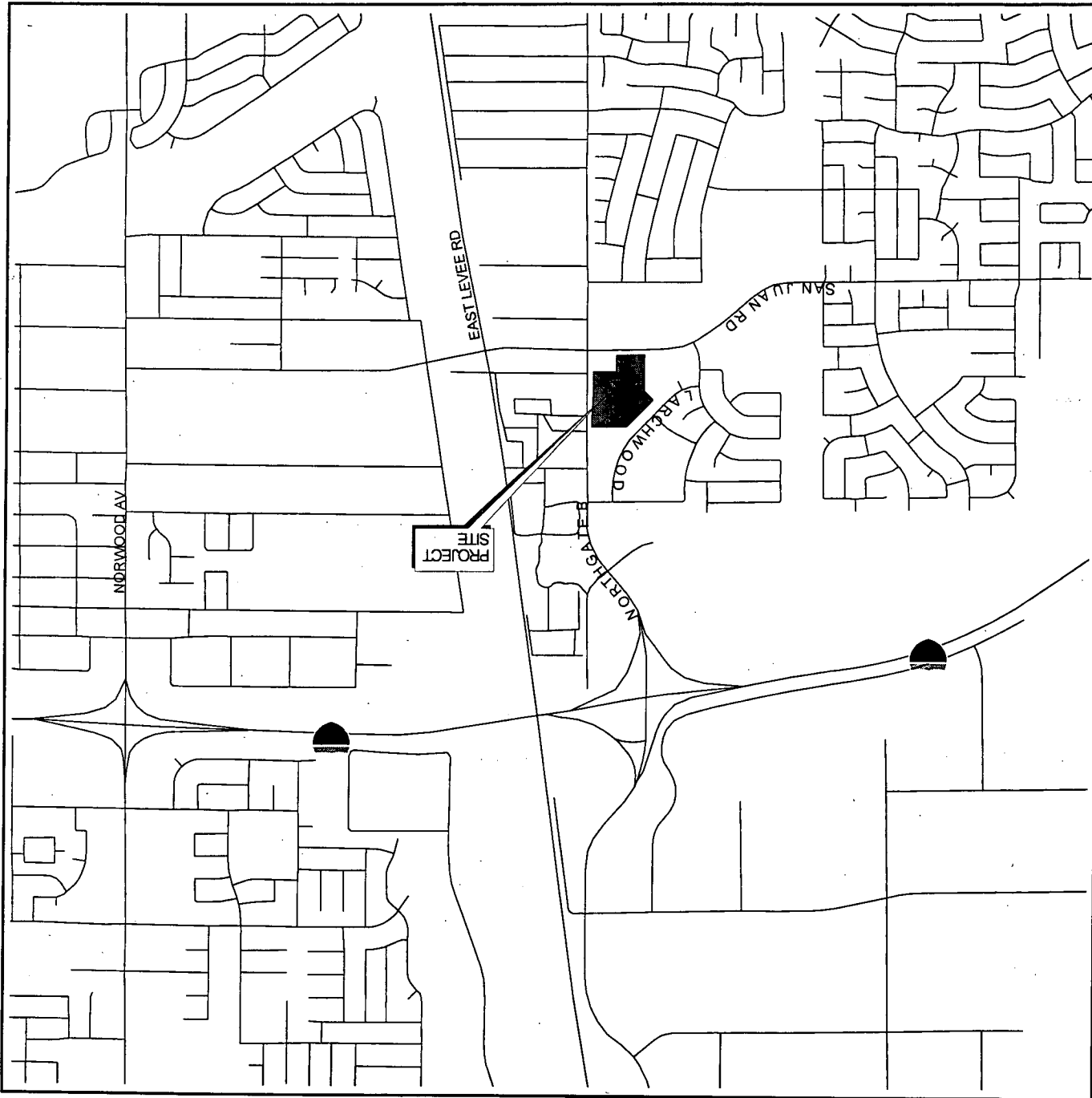


Vicinity Map P00-053

Planning & Building
Department
Geographic
Information
System

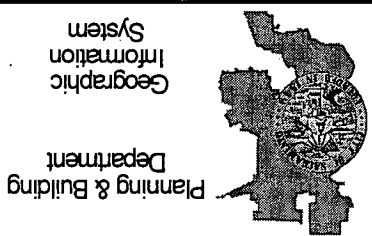


2000 Feet
0
2000



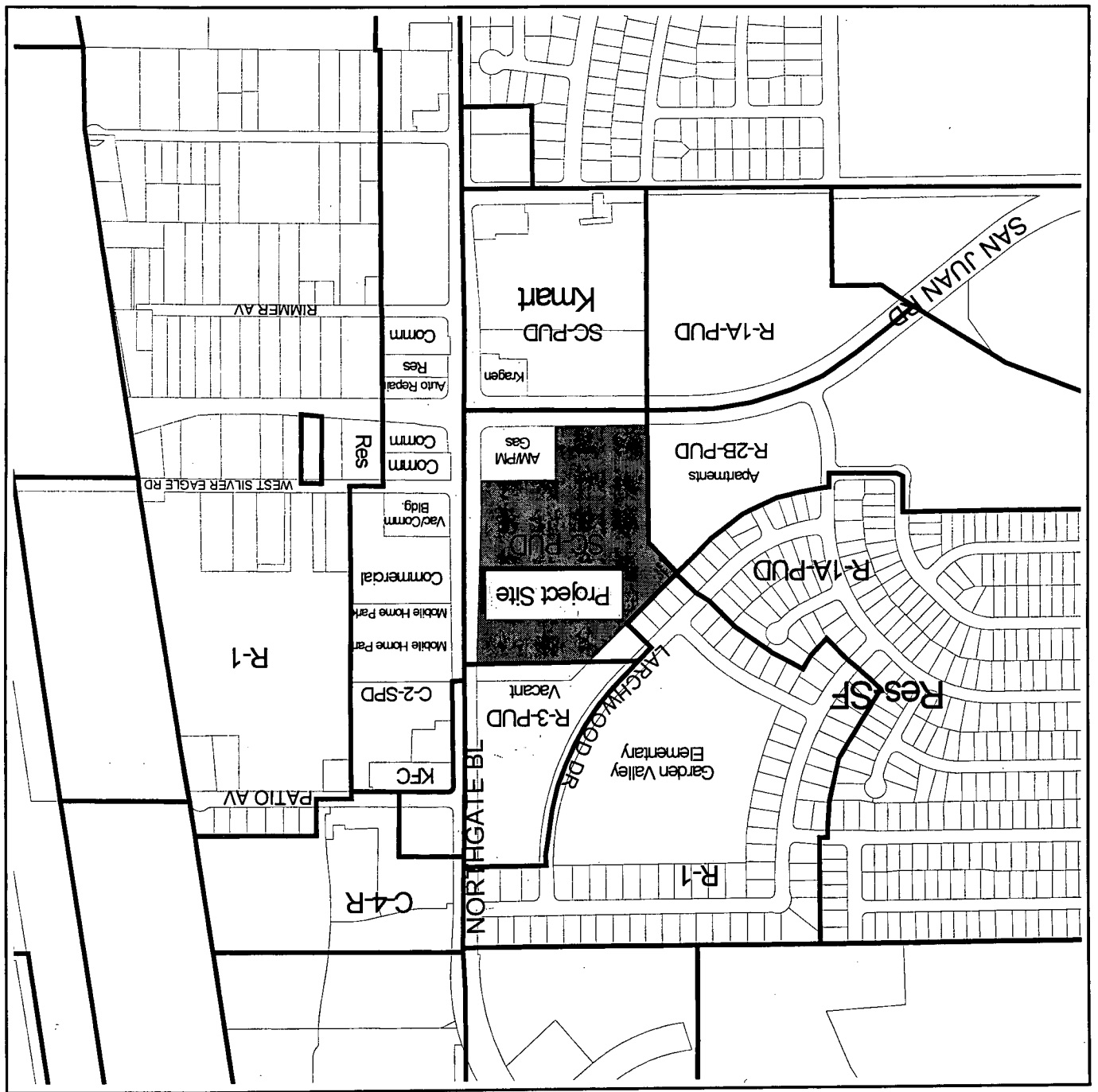
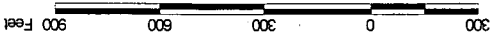
ITEM # 3
PAGE 21

Attachment A



Department
of Planning & Building
Geographic
Information
System

Land Use & Zoning P00-053



AMENDED BY CITY STAFF 11/15/00

ATTACHMENT C

NOTICE OF DECISION AND FINDINGS OF FACT FOR A 77,402 SQFT. SHOPPING CENTER AS PHASE I DEVELOPMENT (57,402 SQFT. FOODS CO. GROCERY STORE & 20,000 SQFT. RETAIL SPACE) ON 10.2+ ACRES, LOCATED AT THE NORTHWEST QUADRANT OF SAN JUAN ROAD AND NORTHGATE BOULEVARD IN THE SHOPPING CENTER PLANNED UNIT DEVELOPMENT (SC-PUD) ZONE IN NATOMAS GARDENS PUD (P00-053)(APN: 250-0010-097)

At the regular meeting of November 16, 2000, 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 Mitigation Monitoring Plan;
- C. Recommend approval of the PUD Schematic Plan Amendments to omit a 2,500 sqft. freestanding retail building pad adjacent to Northgate Blvd. and relocate it to San Juan Rd. in the Natomas Gardens Shopping Center PUD;
- D. Recommend approval of the PUD Development Guideline Amendments to: 1)omit language prohibiting warehouse "discount style" grocery stores in the Natomas Gardens Shopping Center PUD; and 2) reduce the landscape setbacks along Northgate Blvd. & San Juan Rd. from 50' to 25' in the PUD
- E. Approved the Special Permit to construct a 77,402 sqft. shopping center with a major grocery store (57,402 sqft. Foods Co) with two attached retail pads (Bldg. A 8,000 sqft./ Bldg. B 12,000 sqft) on 10.2 + acres in the Shopping Center Planned Unit Development (SC-PUD) zone.

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 ratified the Negative Declaration, 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;
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. Mitigation Monitoring Plan: The Mitigation Monitoring Plan for the proposed shopping center with a 57,402 sqft. grocery store and 20,000 sqft. retail pads in the PUD is hereby approved based upon the following findings:

1. One or more mitigation measures have been added to the above-identified project;
2. A Mitigation Monitoring Plan has been prepared to ensure compliance and implementation of the mitigation measures for the above-identified project, a copy of which is attached as Exhibit C-1;
3. The Mitigation Monitoring Plan meets the requirements of Public Resources Code Sec. 21081.6.
4. The Mitigation Monitoring Plan is approved, and the mitigation measures shall be implemented and monitored as set forth in the Plan.

C. Special Permit: The Special Permit to allow a 57,402 sqft. grocery store and 20,000 sqft. or retail pads on 10.2 ± acres in the SC-PUD zone is hereby approved subject to the following findings of fact and conditions of approval:

1. The project, as conditioned is based upon sound principles of land use in that the proposed shopping center (77,402 sqft) is allowed with a Special Permit and includes conditions addressing facility location, design, and public safety.
2. The project will not be detrimental to the public health, safety, or welfare, or result in the creation of a nuisance in that:
 - a. the shopping center is compatible with the adjacent commercial uses;
 - b. adequate vehicular and pedestrian circulation are provided;
 - c. sufficient buffers, noise mitigation, screening and setbacks are provided between the proposed use and adjacent residential development; and
 - d. a grocery store with retail pads is permitted in the shopping center zone;
3. The project is consistent with the General Plan and South Natomas Community Plan which designate the site for Community/Neighborhood Commercial & Offices and Community Commercial, respectively.

CONDITIONS OF APPROVAL - SPECIAL PERMIT**General Conditions**

1. The overall site plan, driveway locations, pedestrian walkways and building foot prints for the 77,402 square foot commercial buildings shall be in conformance with the approved site plans and elevations attached (Exhibits C-2, C-3, C-4). Any modifications shall be reviewed and approved by Planning staff and/or Planning Commission prior to issuance of building permits.
2. A total of 398 parking spaces shall be provided on the site for phase I development. Development of future pads will require a Special Permit and meet the City's parking requirements for commercial and/or restaurant uses.
3. The developer shall comply with the mitigation measures described in the Mitigation Monitoring Plan kept on file in the Planning Division office (P00-053) & (P95-045).
4. Hours of operation for truck deliveries shall be between 7:00 am - 9:00 pm daily and the Foods Co. grocery store shall be allowed to operate 24 hours daily. Any modification of hours of operation shall be reviewed by Planning staff.
5. No more than 10 percent of shelf space within the grocery store shall be devoted to the sale of alcohol (beer, wine, liquor etc.).
6. The building elevations shall include specified materials and architectural embellishments indicated on the attached elevations.
7. Landscape setbacks shall consist of the following: 25' along Northgate Boulevard and San Juan Road; 15' along the west and north property lines, adjacent vacant and residential development. Evergreen trees shall be planted along the entire west and north property line. Landscape materials shall comply with the Natomas Gardens Development Guidelines.

The applicant shall work with the owner of the mini mart/gas station to improve the corner of the PUD with landscape elements (flowers, shrubs, mound) and a low height decorative wall. The element shall be reviewed and approved by Planning staff prior to its construction.
8. A landscape and irrigation plan with required landscape widths shall be submitted to Planning and Building staff for review and approval prior to issuance of building permits.

9. The trash enclosures shall comply with the City's Trash Enclosure and Recycling Ordinance. The enclosure shall be painted to match the main wall color of the shopping center building.
10. An eight foot high decorative masonry wall shall be provided along the west and north property lines. The wall shall be a split face CMU masonry wall per Chapter 2, Section 2 of the City Zoning Ordinance. Concrete caps shall be intermittently placed on the masonry wall. The wall's design and material shall be reviewed and approved by Planning staff prior to construction. The opening and detailed elements at the wall break shall be determined by the City's Parks Department.
11. Enhanced pedestrian walkways shall be provided throughout the site and at the north segment of the center for access to the vacant lot, as depicted on the site plan and as follows: 1) the pathway access to the northern parcel shall be constructed at the time of building construction; 2) the walkway shall be constructed of brick, tile, stamped concrete or other similar materials that will clearly define the pedestrian and/or handicap walkway; 3) the actual width and design of the pathway shall be reviewed and approved by Planning staff, the City Park's Department and Public Works; and 4) a designated walkway area shall extend from San Juan Road to Building A in a manner similar to the pedestrian walkway from Northgate Blvd. to the main anchor store.
12. All parking lot areas shall comply with the City Zoning Ordinance requirements for parking lot standards, landscaping and 50 percent shading. All lighting in the parking lot(s), paved area, and rear of the shopping center building shall be directed away from and adequately shielded from adjacent residential uses.
13. Signage shall comply with the Natomas Gardens Development Guidelines and/or the City's Sign Ordinance and sign permits shall be obtained. Any deviation from the development guidelines or Sign Ordinance shall be reviewed by Planning staff and/or Planning Commission prior to issuance of sign permits. A sign program shall be submitted for review and approval prior to issuance of a sign permit.
14. The applicant shall undertake the following steps to maintain the vitality of their property at the Northgate Blvd. & West El Camino Ave. site:
 - a) The applicant (Ralph's) shall work with the City of Sacramento to re-use the existing 30,000 sqft. Foods Co building.
 - b) The applicant (Ralph's) shall keep the existing Foods Co. grocery store at West El Camino Avenue and Northgate Boulevard open for service until issuance of a Certificate of Occupancy permit for the new Foods Co. grocery store at Northgate Blvd. and San Juan Road.
 - c) The applicant (Ralph's) shall develop a strong hire program that targets the youth and adults of the Gardenland Area.

- d) Ralph's shall provide lighting in front of the existing market and incorporate some displays and/or community information in the building's windows. The existing building shall not be boarded.
- e) The existing freestanding pole sign shall be maintained/lighted with appropriate copy as approved by the Planning Division.

Public Works Conditions

Special Permit

- 15. The southernmost driveway on Northgate Boulevard requires a minimum stacking (throat) distance of 100'. The opening on the right side of the throat of this driveway shortens the available stacking distance to 40'. This opening must either be removed and replaced with vertical curb or relocated to a point which would provide the required 100' stacking.
- 16. ~~Both Any monument sign shall be located so as not to interfere with sight distance to the satisfaction of the Department of Public Works. on the north side of the central driveway onto Northgate Boulevard must be relocated so as not to interfere with site distance.~~
- 17. The applicant must comply with the Mitigation Monitoring Plan (MMP) for P00-053 and the MMP for P95-045. The central driveway onto Northgate Boulevard for this site is specifically called out in the MMP (P95-045). It states that the outbound movement from this driveway shall be restricted to right out only by the use of a "Pork Chop" type median onsite; therefore, the outbound left movement shown on the site plan for the central driveway must be eliminated. Design of the central driveway and the associated median shall be to the satisfaction of the Department of Public Works.
- 18. Repair or replace existing deteriorated curb, gutter, and sidewalk to the satisfaction of the Department of Public Works.
- 19. The project site shall conform to A.D.A. requirements in all respects. This shall include replacing any existing non-conforming round corner handicap ramps.

PUD Schematic Plan Amendment

- 20. A maximum of 4 driveways will be allowed on Northgate Boulevard. One of which must be a driveway that directly provides access for delivery vehicles to the back of the site.
- 21. No driveways on Northgate Boulevard shall be within 195 feet of the north right-of-way line of San Juan Road.
- 22. Driveways must have 150 feet of separation (centerline to centerline).