

PLANNING AND REDEVELOPMENT DEPARTMENT STAFF REPORT PLANNING COMMISSION MEETING DECEMBER 8, 2005

Prepared by: Derek Ogden, Associate Planner

ITEM V-C:

GENERAL PLAN AMENDMENT, SPECIFIC PLAN AMENDMENT, REZONE, DESIGN REVIEW PERMIT, & PARCEL MAP – 1798 PLESANT GROVE BOULEVARD – WEST ROSEVILLE MARKETPLACE – FILE #'S: GPA 05-01, RZ 05-01, SPA 05-01, DRP 05-11, & PM 05-02

REQUEST

The applicant requests approval of the following entitlements:

- General Plan Amendment, Specific Plan Amendment, and Rezone To amend the Del Webb Specific Plan and General Plan designations, and to change the Zoning designation on a .62-acre parcel from Public/Quasi-Public (P/QP) to Community Commercial (CC).
- **Design Review Permit** To allow the construction of three retail buildings totaling 76,892 square feet and fuel center with associated parking, lighting, and landscaping.
- Parcel Map To create four separate commercial parcels for the center.

Applicant: Wall Street Property Company – Jeff Wood Property Owner: Safeway, Inc. – Steve Berndt

SUMMARY RECOMMENDATION

The Planning and Redevelopment Department recommends that the Planning Commission:

- A. Adopt the Mitigated Negative Declaration:
- B. Recommend that the City Council adopt the applicable findings of fact and approve the General Plan Amendment, Specific Plan Amendment, and Rezone for West Roseville Marketplace; and,
- C. Recommend that the Applicant make necessary site design changes to satisfy the intent of the Del Webb Specific Plan and Community Design Guidelines and continue the Design Review Permit and Parcel map off calendar. This will allow the applicant time to revise project exhibits to reflect the Planning Commission's direction.

SUMMARY OF OUTSTANDING ISSUES

Staff has worked with the applicant on a number of required design elements for the project. Specifically the location of the fuel canopy has remained an outstanding issue that has not been resolved. The applicant would prefer to place the Safeway fuel station on the corner of Fiddyment Road and Pleasant Grove Boulevard. Staff finds this location does not meet the intent of the Del Webb Specific Plan Design Guidelines or the Community Design Guidelines. Staff's recommendation would be to place a building with a strong architectural statement and street presence on this corner. Other outstanding design considerations for the project are discussed in more detail in the DRP section of this report.

BACKGROUND

The Del Webb Specific Plan was adopted by the City Council in 1993. In addition to that action, an Environmental Impact Report (State Clearinghouse No. 93042005) was certified and a Development Agreement was approved between the City and the DWSP master developer that vested the development rights and obligations of the landowner and the City for buildout of the Plan Area.

The project is comprised of two parcels, Parcels 21 and 52 of the Del Webb Specific Plan. Parcel 21 and 52 are located at the northeast corner of Pleasant Grove Boulevard and Fiddyment Road. The larger parcel, parcel 21, has a land use designation of Community Commercial and a zoning designation of Community Commercial/Special Area-Del Webb Specific Plan (CC/SA-DW). Parcel 21 is approximately 8.2 acres in size. Both parcels have previously been graded, and the site is relatively flat. No native oak trees or wetlands exist on the site. Currently native grasses cover the site.

The applicant is requesting approval of a General Plan Amendment, Specific Plan Amendment, and Rezone to change the Land Use and Zoning designations on the .6 acre Parcel 52 of the site from Public/Quasi-Public (P/QP) to Community Commercial/Special Area-Del Webb (CC/SA-DW). Originally this site was designated to allow the development of an Electric Substation. Since the Del Webb plan has built out the Electric Department has located the substation further south on Fiddyment Road. In consideration of the lack of need for Parcel 52, the City has recently sold the parcel to the applicant.

The project is located in the Sun City neighborhood association that is currently active. On May 29, 2005, the developer held a neighborhood meeting with the Sun City Neighborhood Association. Approximately two hundred and fifty (250) residents and Board members attended the meeting. The neighbors' primary concern regarding West Roseville Marketplace was whom the tenants of the project might include, cart access, and landscaping along the rear of the Safeway store.

ADJACENT ZONING AND LAND USE

<u>West Roseville Marketplace:</u> As shown on Figure 1, surrounding land uses include a senior apartment complex and age restricted single-family homes to the north. A church has been built to the east. Located to the west is the West Roseville Specific plan project. Vacant commercial land is located to the south.



Figure 1: Land use designation is shown in red and zoning designation is shown in blue

EVALUATION

The evaluation section of this report includes an analysis of each of the requested entitlements. Each of the entitlements is analyzed for its consistency with the goals and policies of the applicable regulations, such as the General Plan, Del Webb Specific Plan, and the Zoning Ordinance.

GENERAL PLAN AMENDMENT, SPECIFIC PLAN AMENDMENT, AND REZONE

The City of Roseville General Plan contains goals and policies to promote land use patterns that enhance quality of life and minimize conflicts between land uses. The policies include evaluating noise, air quality, utilities, and traffic when contemplating commercial land use allocations. As was mentioned above, the majority of the project site is designated by the General Plan and Specific Plan, as well as zoned, Community Commercial (CC).

The applicant intends to develop the 8.8-acre site with a maximum of 76,892 square feet of commercial buildings on the site. Commercial use of the .6 acre Parcel 52 designated Public/Quasi-Public (P/QP) is not consistent with the existing General Plan, Specific Plan, and Zoning designations. Therefore, the applicant has requested approval to amend the General Plan and Del Webb Specific Plan as well as Rezone the property to allow for Commercial Development (Exhibit B &C).

Land Use Compatibility (General Plan/Specific Plan): The change in land use and rezone of the .6 -acre site will allow a commercial use, which is consistent with the surrounding land uses. The commercial land use on Parcel 21 currently abuts a High Density Residential parcel to the north. The change to commercial land use on parcel 52 will create a single cohesive land use of Community Commercial. Given the fact that Parcel 21 is currently zoned Community Commercial and it abuts the same HDR parcel as Parcel 52, the change in land use will not introduce a land use interface that does not already exist.

As was mentioned above, the General Plan contains policies to ensure new developments maintain the high quality design and character that have formed Roseville's identity. Specifically the General Plan requires that land use patterns should:

- Result in the efficient use of urban lands
- Integrate residential and non-residential land uses, such that residents may easily walk or bike to shopping, services, employment, and leisure activity

By changing the land use of Parcel 52 to Community Commercial it will create a single contiguous zone district that will make efficient use of a small unusable parcel. The project will be able to incorporate an additional pedestrian connection that is in close proximity to the senior apartments to the north. Staff believes the change in land use will promote the goals and policies of the General Plan.

Staff considers the General Plan and Specific Plan Amendments of this small parcel a negligible increase in commercial land use, because the project will not increase the amount of commercial development beyond what was anticipated by the DWSP EIR. Past amendments within the specific plan have changed parcel 20, a 10-acre parcel, from a commercial to a residential land use. Given these facts, the rezone of this parcel will not result in any new impacts on City services or infrastructure beyond what was anticipated by the Del Webb Environmental Impact Report. The General Plan policies relating to noise, vehicular circulation, utilities connections, and air quality are addressed by the Design Review Permit required for the construction of the project.

Based on the Evaluation above staff believes that the finding for approval of the Specific Plan Amendment (listed below) can be made.

1. The proposed Specific Plan Amendment is consistent with the objectives, policies, programs, and land use designations specified in the City of Roseville General Plan and Del Webb Specific Plan.

Zoning Ordinance:

Section 19.86.050 of the Zoning Ordinance requires that two findings be made in order for the Planning Commission to recommend that the City Council approve a Rezone. The two findings are listed below.

- 1. The proposed rezone is consistent with the General Plan; and
- 2. The proposed rezone is consistent with the public interest, health, safety, and welfare of the City.

The proposed zoning of the .62 portion of the site is Community Commercial/Special Area (CC/SA-DW). The CC district is typically associated with commercial land uses such as shopping centers, rather than Public/Quasi-Public zoning. Therefore, the Community Commercial with Design Standards (CC/SA-DW) zone district is the most appropriate zoning designation for this type of commercial development and will provide consistency with the General Plan and Specific Plan.

Based on the above information, staff finds the proposed zoning of the site to be consistent with the General Plan and the public interest, health, safety, and welfare of the City.

DESIGN REVIEW PERMIT

The evaluation of the Design Review Permit focuses on one major issue and three smaller areas that warrant consideration by the Planning Commission. Staff has worked with the applicant to bring a project forward for review that meets the intent of the Del Webb Specific Plan Design Guidelines, The Community Design Guidelines, and the Zoning Ordinance. Generally the project is proposing strong architectural elements and the placement of the major buildings within the project meet the goals and policies of the applicable guidelines. Given the significance and potential for changes to the project, Staff does not believe that these issues ca be addressed through conditions of approval. Therefore Staff is requesting direction on these issues so that we bring back to the Planning Commission the desired project. Listed below, in order of significance, are the areas that staff would like the Planning Commission to provide further direction on. Each issue is not reliant on each other, therefore the Planning Commission may support all of the four recommendations or only those individual issues the Commission deems appropriate.

1. Fuel station and canopy:

The proposed location of the fuel station and canopy is located at the southwest corner of the site (Exhibit A). This location would be highly visible from the corner of Pleasant Grove Boulevard and Fiddyment Road. Staff has asked the applicant to explore other locations for the fuel station building and canopy including switching the location of Pad building B and the fuel center. The applicant has not been receptive to this idea and has cited visibility, marketing advantages of other stations, and increased fuel profits as the major reasons for placing the fuel canopy on the corner. Listed below are three main points to consider when examining the placement of the fuel canopy.

- Both the Del Webb Specific Plan and the Community Design Guidelines encourage building locations
 to be thoughtfully designed into the center. The Del Webb Specific Plan states that fuel "station
 design should be an integral part of the overall site in terms of architectural treatment, building
 materials, and colors, building location and orientation, access, and parking lot circulation.
 Consideration should be given to orientating any service bays away from direct arterial street view."
 Staff believes these design policies clearly discourage the placement of fuel stations directly at the
 intersection of two main arterial streets.
- This area is a gateway into the Del Webb Specific Plan, and also identified in the West Roseville Specific plan as a major entry into the new specific plan area. Given the prominence of this intersection, a fuel station should not define this corner. While the fuel kiosk does incorporate many of

the architectural treatments of the rest of the West Roseville Marketplace, the building's size and scale will not strengthen the streetscape of this major entry into the City of Roseville.

• There are several examples of other shopping areas throughout the City and nearby communities where shopping centers have incorporated the fuel station into the design of center and placed buildings with strong architectural elements on the corner of major intersections. The photos contained below and as attachments 3-6 show the desired treatment that is being requested of the project. Also in these photos are examples of other Safeway locations without fuel canopies on the corner. In these projects the canopy was placed more internal to the project and still functions well.

Canopy defined corner



Building defined corner



The Planning Department recommends the Planning Commission direct the applicant to revise the Site Plan to include the following:

1. The Fuel Station and canopy shall be relocated from the corner of Pleasant Grove Boulevard and Fiddyment Road to the location of Pad "B". A new shops building or buildings shall be located at the corner of Pleasant Grove Boulevard and Fiddyment Road.

2. Shops Building "I":

The in-line Shops Building "I" is located adjacent to the major tenant building and is the building closest to the driveway entrances off of Fiddyment Road. There are two main concerns with the orientation of this building. The first issue is that the main plaza area is located behind the building. This area is away from the main activity areas in the front of the project. This plaza area will be difficult to find and therefore somewhat unusable for patrons of the project. The plaza will also be located in close proximity to the loading area where semi trucks, and other vehicles will be parked and loading and unloading merchandise. Staff believes a better configuration would be to shift this building back approximately thirty feet and enlarge the existing plaza at the southwest corner of Shops "I".

The Planning Department recommends the Planning Commission direct the applicant to revise the Site Plan to include the following:

2. Shops Building "I" should be designed with a plaza area at the southern frontage of the building.

3. Golf Cart parking:

Golf cart parking is proposed on the eastern side of the major tenant building and in front of other buildings within the center. Staff is in support of golf cart parking on the east side of the market building given the close proximity of the cart access to the east, which connects to the adjacent neighborhood.

By providing covered golf cart parking Staff foresees the following benefits:

- Provides a sheltered parking opportunity for golf cart patrons, creating an incentive for golf carts to park in this area
- Golf carts parked in this area will be in less conflict with passenger vehicles
- Extending a canopy from the eastern elevation of the market will improve the aesthetics of this
 elevation of the market

The Planning Department recommends the Planning Commission direct the applicant to revise the Site Plan to include the following:

3. Golf Cart spaces adjacent to the major tenant building should be covered, with a canopy extending from the Major "A" tenant building. The canopy shall utilize the same architectural treatments as the Major "A" tenant building.

4. Vehicular Circulation:

Overall, circulation throughout the site is good. The entrances into the site meet the spacing and other requirements of the City's Improvement Standards. The driveways throughout the project function well in terms of spacing, queuing, and ease of flow. There are no dead end drive aisles within the project. Staff has only one concern with the circulation and access from the Pleasant Grove Church to the east. As the church was constructed there are two internal driveway stubs to the project site. One existing internal driveway connection is proposed to remain open from the church site to the West Roseville Marketplace. Staff would prefer that both driveways remain open to improve access throughout both projects. By connecting the drive aisles the intended circulation plan approved with the church will be maintained and site circulation opportunities will improve for both projects.

The Planning Department recommends the Planning Commission direct the applicant to revise the Site Plan to include the following:

4. The most northern or "second" vehicle driveway from the Pleasant Grove Community Church site shall remain open to provide a second access point to the project from the Church.

PARCEL MAP

Staff review of the Parcel Map will not be completed until the Site Plan, including building locations, has been finalized. Once the site plan issues have been addressed the parcel map maybe acted upon by the Commission. The final design of the parcel map may require revisions if any building relocations are recommended by the Planning Commission.

ENVIRONMENTAL DETERMINATION

The Roseville Planning Department prepared an Initial Study and Mitigated Negative Declaration for this project, which was posted with the City Clerk's office on November 18th, 2005. The document is available for review at the Planning Department office, located at 311 Vernon Street, Roseville, CA 95678. The public review period lasts until December 8th, 2005. To date, no comments on the document had been received.

RECOMMENDATION

The Planning Department is recommending that the Planning Commission recommend approval of the General Plan Amendment, Specific Plan Amendment, and Rezone to the City Council. We are also recommending the Planning Commission provide staff with direction on the four items discussed in the Staff Report with regards to the Design Review Permit application.

- A. Adopt the Mitigated Negative Declaration;
- B. Recommend that the City Council approve the GENERAL PLAN AMENDMENT 1798 Pleasant Grove Boulevard (WEST ROSEVILLE MARKETPLACE) FILE # GPA 05-01 AS SHOWN IN **EXHIBIT B**;
- C. Recommend that the City Council adopt the finding of fact as stated in the staff report for the SPECIFIC PLAN AMENDMENT FOR DEL WEBB PARCEL 52 1798 Pleasant Grove Boulevard (WEST ROSEVILLE MARKETPLACE) FILE # SPA 05-01;
- D. Recommend that the City Council approve the SPECIFIC PLAN AMENDMENT FOR DEL WEBB PARCEL 52 1798 Pleasant Grove Boulevard (WEST ROSEVILLE MARKETPLACE) FILE # SPA 05-01, as shown in **Exhibit C**;
- E. Recommend that the City Council adopt the two findings of fact as stated in the staff report for the REZONE – 1798 Pleasant Grove Boulevard (WEST ROSEVILLE MARKETPLACE) – FILE # RZ 04-08;
- F. Recommend that the City Council approve the REZONE 1035 ROSEVILLE PARKWAY (NCRSP PARCEL 44) FILE # RZ 05-01, as shown in **Exhibit D**;
- G. Recommend that the Design Review Permit and Parcel Map applications be continued off calendar so the recommendations contained in the staff report can be incorporated into the project.

ATTACHMENTS

- 1. Vicinity Map
- 2. Letter from Sun City Neighborhood Association
- 3. Photograph of Crocker Ranch Safeway Center
- 4. Photograph of Rocklin Safeway Center
- 5. Photograph of Arco Station
- 6. Photograph of Batch Retail Building

EXHIBITS

- A. Mitigated Negative Declaration
- B. Specific Plan Amendment
- C. Rezone Exhibit
- D. Site Plan
- E. Grading Plan

Note to Applicant and/or Developer: Please contact the Planning Department staff at (916) 774-5276 prior to the Commission meeting if you have any questions on any of the recommended conditions for your project. If you challenge the decision of the Commission in court, you may be limited to raising only those issues which you or someone else raised at the public hearing held for this project, or in written correspondence delivered to the Planning Director at, or prior to, the public hearing.