

PLANNING & REDEVELOPMENT DEPARTMENT STAFF REPORT PLANNING COMMISSION MEETING October 26, 2006

Prepared by: Eileen Bruggeman, Project Planner

<u>ITEM VI-C</u>: CONDITIONAL USE PERMIT – 1 MEDICAL PLAZA – SUTTER ROSEVILLE MEDICAL CENTER, PROJECT # 2005PL–074, FILE# CUP–000010

REQUEST

The applicant requests approval of a modification to the Use Permit granted in 1994 to allow additional development of the medical campus, increasing from 804,000 square feet to a total of 1,100,000 square feet (an increase of 294,000 square feet).

Applicant – Hammel, Green & Abrahamson, Inc., Bonnie Walker Owner – Sutter Health, Joan Touloukian

SUMMARY RECOMMENDATION

The Planning Department recommends that the Planning Commission:

- A. Adopt the three (3) findings of fact for the Conditional Use Permit; and
- B. Approve the Conditional Use Permit subject to the six (6) conditions of approval.

SUMMARY OF OUTSTANDING ISSUES

There are no outstanding issues associated with this request. The applicant has reviewed and is in agreement with all recommended conditions of approval.

BACKGROUND

The \pm 49-acre campus is located in the Northeast Roseville Specific Plan area (NERSP), at One Medical Plaza (see Attachment 1). The General Plan designation is Business Professional/Medical Center. The NERSP land use designation for the site is Medical Campus, and the zoning designation is Planned Development for Medical Campus (PD 457). An 804,000 square foot medical campus on the site is currently authorized.

Subsequent Planning Commission and Design Review Commission approvals have authorized the Phase One construction and additional buildings inclusive of the recently completed four level parking garage and bed tower that is currently under construction.

The current request is to authorize expansion of the campus from the originally authorized 804,000 square feet to 1,100,000 square feet. Certain uses that were originally anticipated in the master plan were found to not fit community needs and were not constructed. The Sutter Roseville Medical Center has re-evaluated community needs, and found there are needs for additional acute care facilities and medical office buildings, with associated parking. To meet the community needs will require development of facilities that exceed the level of development originally authorized for the site.

At full build-out, anticipated to occur by 2021, the Sutter Roseville Medical Center would contain a total of 738,500 square feet of licensed acute care space, 361,500 square feet of medical office building space for non-acute care and physician's offices (1,100,000 sq. ft., total), and a total of 3,864 surface and parking structure spaces (parking space square footage is not included in the 1,100,000 square feet).

ADJACENT ZONING AND LAND USE

LOCATION	ZONING	GENERAL PLAN LAND USE	CURRENT USE OF PROPERTY
Site	Planned Development (PD 457, Ord. #2432) for Medical Campus	Business Professional/Medical Campus	Sutter Roseville Medical Center
North	Open Space (OS)	Open Space (OS)	Preserved open space
South	Open Space (OS) and Community Commercial (CC)	Open Space (OS) and Community Commercial (CC)	Preserved open space and vacant commercial site, with East Roseville Parkway beyond
East	Attached Housing (R3), Business Professional (BP) & Single Family Residential (R1)	High Density Residential (HDR-19.4), Business Professional (BP) & Low Density Residential (LDR- 4.4)	Phoenician Condominiums, Offices and single family residences
West	Open Space/Flood Plain (OS/FP)	Open Space	Preserved open space and Interstate 80/Highway 65 beyond

The proposed project is consistent with the land uses contemplated by the City's General Plan, and the Zoning Ordinance.

EVALUATION

Section 19.78.060.A of the City of Roseville Zoning Ordinance requires that three findings are made to approve a Conditional Use Permit. The required findings are listed below in *italicized bold print* and are followed by an evaluation.

1. The proposed use is consistent with the City of Roseville General Plan.

The subject property has a General Plan land use designation of Business Professional/Medical Center. Uses for the Business Professional land use designation include hospitals and associated support services. As indicated on the Campus Master Plan (Exhibit B, three sheets), additional facilities are proposed to be constructed, converting existing surface parking lots to acute care, medical office buildings and structured parking facilities. These uses are consistent with the medical campus land use designation.

2. The proposed use conforms with all applicable standards and requirements of the City of Roseville Zoning Ordinance.

The Zoning designation, Planned Development #457 (Ordinance #2432), established the site as a medical campus. Through the Northeast Specific Plan, Use Permit, and environmental impact reports, development standards and thresholds were established for the low-rise, moderate density development of the medical campus. Many of the care facilities are under the jurisdiction of the state of California Office of statewide Health Planning and Development (OSHPD). However, through the Design Review Permit process the City reviews proposed projects on the medical campus for consistency with applicable development standards, architectural design, and consistency with the NERSP standards and Zoning Ordinance requirements.

The Zoning Ordinance requires provision of adequate off-street parking. The applicant has provided a campus building area and parking forecast analysis (Exhibit C, three sheets). Parking calculations are

based on zoning code requirements, an ideal number of parking spaces as defined by a study prepared by Fehr & Peers, and actual parking provided.

The total number of parking spaces required is the sum of all parking required for each individual use as provided for by the City's Zoning Ordinance and the NERSP. The cumulative parking requirement for the total development at buildout is 3,234 spaces; 3,864 spaces will be provided at buildout, an excess of 630 spaces over the required parking. Following completion of the final phase and construction of Parking Garages 8 and 10 the provided parking will exceed both the required amount of parking and the ideal amount of parking.

Sufficient parking is available to support the proposed expansion during all phases. Consistent with the existing use permit, the required number of parking spaces will be provided as each building is constructed. Staff does not expect any parking problems associated with the proposed Conditional Use Permit.

3. The location, size, design and operating characteristics of the proposed use is compatible with and shall not adversely affect or be materially detrimental to the health, safety, or welfare of persons residing or working in the area, or be detrimental or injurious to public or private property or improvements.

Approval of the proposed Conditional Use Permit is required to authorize construction of additional acute care and medical office facilities to meet community needs (a net increase of 296,000 square feet). This portion of the analysis will discuss whether the modified amount of authorized development will adversely affect surrounding uses.

Residents: The applicant invited surrounding residents to attend a neighborhood meeting held August 8, 2006. During the meeting residents asked questions regarding the additional traffic associated with the expansion. The project traffic engineer (John Gard, Fehr & Peers) discussed the results of the traffic studies and the proposed site access improvements (see below). The neighbors generally expressed support that the medical center over the years has been a good neighbor.

Utilities and Infrastructure: Utility providers and City departments evaluated the proposed expansion of approximately 296,000 square feet to assess availability of services and infrastructure capacity. As noted in the Mitigated Negative Declaration (Exhibit A) there is adequate utility infrastructure and service capacity to accommodate the expansion. An updated Master Utility Plan for sewer and water was prepared for on-site services that was reviewed and accepted by the Environmental Utilities Division (Exhibit D, and report on file).

Traffic studies prepared concluded that while trips will increase, a minimum of 70% of all study intersections would continue operation at Level of Service (LOS) "C" or better. This is because additional volumes were incorporated into the City's Capital Improvement Program (CIP) in anticipation of the expansion.

Site access is provided at two intersections: East Roseville Parkway/North Sunrise Avenue, and Secret Ravine Parkway/Medical Plaza. To improve access at these two intersections the Public Works Division will implement the following measures recommended by Fehr & Peers:

• Eastbound Left-Turn from East Roseville Parkway: The Public Works Division has agreed to enter into a Deferred Improvement Agreement (DIA) with Sutter Hospital to construct a 2nd left-turn lane at this intersection, for construction by summer, 2008. Additional trip generation from the medical campus expansion will not occur before then.

- Southbound Right-Turn from Sutter Roseville Medical Campus to East Roseville Parkway:
 Creation of two right-turn lanes and modification of the traffic signal to operate with right-turn
 overlap phasing on the southbound approach to address an expected increase from 310 to 660
 vehicles during the afternoon peak hour with campus buildout. This is a current obligation of
 Sutter Hospital that will be completed before completion of the Bed Tower that is currently under
 construction and nearing completion.
- Secret Ravine Parkway/Medical Center Drive: With the proposed campus buildout, the peak
 hour warrant will be met for installation of a traffic signal at this intersection. Conditions of
 approval of this project (Condition 6) require the applicant to fund and construct a new traffic
 signal on or before the total campus exceeds 950,000 square feet. Sutter is in agreement with
 this Condition. The configuration of the signal and its actuated conditions will be evaluated in
 the future as buildout occurs.

Visual Impact Analysis: The Northeast Roseville Specific Plan (NERSP) and EIR state that the City upon review of a visual impact analysis may approve building heights for projects through the Design Review Permit process.

Proposed facilities under the expanded Conditional Use Permit will primarily be interior to the site. Parking Garage 9 and Medical Office Building 8 will be visible from Secret Ravine Parkway and to the residents beyond the street, and Parking Garage 8 will be visible to the Phoenician Condominiums. Attachment 2 provides a visual analysis from Secret Ravine Parkway. As with prior approvals, buildings will be required to address visual impacts as part of the Design Review Permit process, and if warranted provide a visual analysis from locations requested by Planning and Redevelopment staff. Buildings will be required to use an architectural style, materials, and color similar to existing buildings and be consistent with NERSP medical campus development standards.

Open Space: No additional encroachments are anticipated into the adjacent 25-foot and 50-foot buffer area that was previously established between the campus and the adjacent open space tree canopy. New facilities will be constructed on existing surface parking areas.

Conditional Use Permit Conclusion

The proposed medical campus expansion is appropriate for this location, will allow for expanded health care facilities to meet growing community needs, and will not adversely affect nearby open space, commercial or residential properties. As such, staff recommends approval of the Conditional Use Permit.

ENVIRONMENTAL DETERMINATION

Between 1990 and 1994, the City prepared and certified an EIR and two supplemental EIRs for the Sutter Roseville Medical Center Master Plan (referred to as Roseville Hospital Replacement EIR, State Clearinghouse Numbers 90020142 and 93092081). The Specific Plan Amendment and Rezone applications established the site zoning as Planned Development for Medical Campus, and authorized development of an 804,000 square foot medical center on the site.

The Roseville Planning Department prepared an Initial Study and Mitigated Negative Declaration for this project in accordance with the California Environmental Quality Act (CEQA) and the City of Roseville CEQA Implementation Procedures. The document was posted with the City Clerk's office on October 6, 2006, and is included as Exhibit A. 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 October 26, 2006. To date, no comments on the document have been received.

Mitigation Measures: Under the California Clean Air Act, Placer County has been designated a "serious non-attainment" area for ozone and a "non-attainment" area for PM10 (particulate matter less than 10 microns in diameter). To mitigate the cumulative air quality impacts identified and discussed in Exhibit A, the project will implement dust control measures and contribute to the PCAPCD Air Quality Mitigation Fee program, as warranted (**Conditions 3 and 4**). These measures were found to be acceptable to the APCD.

RECOMMENDATION

The Planning Department recommends that the Planning Commission take the following actions A-B:

- A. Adopt the following three (3) findings of fact as listed in the staff report for the CONDITIONAL USE PERMIT 1 MEDICAL PLAZA (SUTTER ROSEVILLE MEDICAL CENTER) FILE # CUP-000010; and,
- B. Approve the CONDITIONAL USE PERMIT 1 MEDICAL PLAZA (SUTTER ROSEVILLE MEDICAL CENTER) -- FILE # CUP-000010 subject to the six (6) conditions of approval listed below.

CONDITIONAL USE PERMIT CONDITIONS OF APPROVAL (FILE # CUP-000010)

- 1. This Conditional Use Permit approval shall be effectuated within a period of two (2) years from this date and if not effectuated shall expire on **October 26, 2008**. Prior to said expiration date, the applicant may apply for an extension of time, provided, however, this approval shall be extended for no more than a total of one year from **October 26, 2008**.
- 2. The project is approved as shown in Exhibits A D and as conditioned or modified below. (Planning)

PRIOR TO BUILDING PERMITS:

3. The project sponsors shall contribute payment of an air quality mitigation fee to PCAPCD to be used by the District to achieve quantifiable emission reductions, thereby offsetting the unmitigated project cumulative emissions. (Planning, Building)

DURING CONSTRUCTION:

4. Dust control measures must be implemented for all projects in accordance with the City of Roseville Grading Ordinance, and the APCD Fugitive Dust Rule 228. (Engineering)

OTHER CONDITIONS OF APPROVAL:

- 5. Pursuant to the Zoning Ordinance, subsequent Design Review Permits consistent with this approval may be reviewed and approved administratively. If it is determined by the Planning Director that the subsequent Design Review Permit is not clearly consistent with the original approval or if other issues arise, the Planning Director may refer the item for a public hearing at the Design Committee or Planning Commission. (Planning)
- 6. The project proponent shall be required to construct a new traffic signal at the intersection of Secret Ravine Parkway and Sutter Medical Plaza on or before the total campus exceeds 950,000 square feet. The specific configuration for this signal may require additional pavement widening and shall

be evaluated prior to receiving the Design Review Permits that will cause the campus to exceed the 950,000 square foot threshold. (Engineering)

ATTACHMENTS

- 1. Vicinity Map
- 2. Perspective Renderings

EXHIBITS

- A. Mitigated Negative Declaration
- B. Campus Master Plan Phase 1, 2 and Final Phase
- C. Master Campus Plan Building Area and Parking Forecasts Phase 1, 2 and Final Phase
- D. 2006 Master Utility Plan Sewer and Water

<u>Note to Applicant and/or Developer:</u> 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.