

ITEM VI-B: MAJOR PROJECT PERMIT (STAGE 2) – 1175 ROSEVILLE PARKWAY (THE FOUNTAINS) – FILE # MPP 04-05

REQUEST

The applicant requests Stage 2 approval and modification of Stage 1 of a Major Project Permit (MPP) for the construction of a combination of retail and office buildings on the approximately 54-acre site. The previously approved Stage 1 MPP Modification includes approximately 312,003 square feet of retail space, 73,061 square feet of restaurant space, and 197,600 square feet of professional office space (582,664 total square feet). Stage 2 of the MPP application consists of the approval of the architectural and landscape plans, modification of the major project permit is also requested to adjust the required parking.

Applicant & Owner – Paul Bollinger, Peter P. Bollinger Investment Company

SUMMARY RECOMMENDATION

The Planning Department recommends that the Planning Commission take the following actions:

- A. Adopt the two (2) findings of fact for the Major Project Permit (Stage 2); and
- B. Approve the Major Project Permit (Stage 2) subject to eighteen (18) conditions of approval.

SUMMARY OF OUTSTANDING ISSUES

There are not outstanding issues. The applicant is in agreement with the proposed Conditions of Approval.

BACKGROUND

The project site is located at 1175 Roseville Parkway, at the southwest corner of the Galleria Boulevard/Roseville Parkway Intersection and totals approximately 51.7 acres (Attachment 1). The site is Parcels 38, 39A and 39B of the North Central Roseville Specific Plan (NCRSP).



Aerial Vicinity Map

The site has a General Plan and Specific Plan land use designation of Business Professional/Community Commercial (BP/CC) and zoning of Community Commercial/Special Area-North Central (CC/SA-NC).

Surrounding land uses include residential homes to the southwest (the Diamond Oaks neighborhood), a wetland preserve, the Roseville Galleria to the north, a commercial site to the east (Creekside South), and to the south the landfill and the Vintage Oaks single family residential subdivision and office complex.

The Planning Commission approved a Major Project Permit (Stage 1) application for the project on October 26, 2000. The Stage 1 Major Project Permit approval established the preliminary development and grading

plans for the 545,500 square foot retail/office project. The City Council adopted a Development Agreement Amendment (DAA) for the project on December 20, 2000.

In December 2002, the Planning Commission approved a three (3) year extension of the approval of the Stage 1 Major Project Permit.

On March 24, 2005 the Planning Commission approved a Stage 1 Major Project Permit Modification (file # MPP MOD 98-03A). The project was modified through removal of the larger big-box style retail buildings, to substitution of smaller, retail and restaurant buildings clustered around several plaza areas, inter-connected with wide pedestrian walkways. The project still contains three (3) office buildings, located west of Reserve Drive.



The Stage 1 review encompassed configuration of buildings, parking, identification of landscaping and open space areas, rough grading and drainage on and off-site, vehicular and pedestrian circulation and development phasing. The proposed Stage 2 Major Project Permit encompasses more detailed architectural and landscape plans.

EVALUATION

ARCHITECTURAL

Architectural Standards: The Design Guidelines for The Fountains are included (Exhibit A). Architectural renderings of typical Main Street, pad retail and office buildings are included. However, it is recognized that as construction level drawings are developed at the Stage 3 (Building Permit) stage the elevations will be tailored to a certain extent. The concept is to promote a vibrant mix of styles.



Rendering of a Typical Retail Building, Exh. A, pg. III-2

The Design Standards set the framework for evaluation of the buildings to ensure that within the variety of styles there remains a coordinated look throughout the center and a consistent level of quality. The

Design Standards include materials and colors to be used in the project (Exhibit A, pg. III-7), and a variety of architectural treatments for various conditions. Directions are given regarding the treatment of the building base, pilasters and columns, canopies and awnings, parapets, corners, cornices, and towers (Exhibit A, pgs. II-3 through II-9).



Rendering of an Office Building, Exh. A, pg. III-6

Wrap Around Architecture: Due to the nature and site layout of The Fountains there are few elevations that are removed from public view. A combination of architectural elements of the primary elevations will be continued to the elevations visible to the public, inclusive of the sides that would typically be treated as rear elevations. Page II-10 of the Design Guidelines provides directions to create four-sided architectural treatment by using a combination of treatments that is consistent with the style and scale of each building.

Site Furnishings: Additional features that contribute of the overall appearance and quality of the center are included on page V-9 of the Design Guidelines. These include features such as shaded walkways, pergolas, fountains and secondary storefronts facing towards Reserve Drive. Typical designs of out door furnishings such as light poles, bollards, plant pots, and seating are provided on Page V-10.

Pedestrian Circulation: As discussed last year as part of the Stage 1 evaluation, the proposed project primarily clusters the retail and restaurant uses, with some adjacent parking and the larger parking fields further away. It is important that the center provides pedestrian paths of travel that are convenient, safe, clearly indicated, and attractive so they are conducive to use. The developer has indicated the intent is to provide a very pedestrian oriented center that includes wide, clearly designated pathways, pedestrian malls, plazas, and outdoor seating areas.

Section V of the Design Guidelines includes details of where enhanced paving treatment will occur in the central, key areas. Page V-8 provides photographic samples of the treatments. The Landscape Plan (Exhibits B-H) indicates where paving and hardscape treatment will occur in all areas.

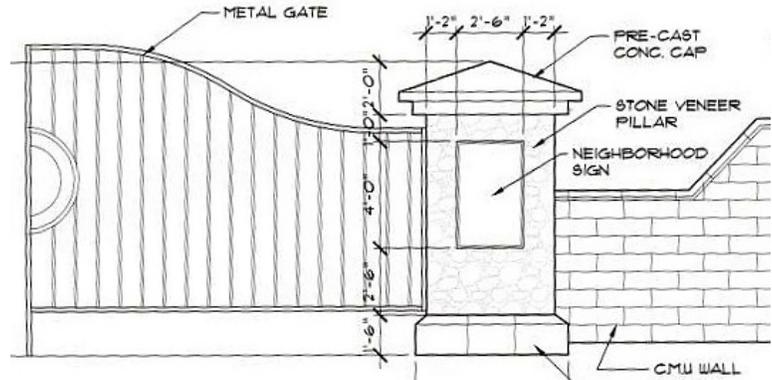
LANDSCAPE PLANS

Because of the pedestrian emphasis The Fountains landscape plan is intended to provide attractive spaces that promote walking and lingering in outdoor seating and activity areas. There is an emphasis on using plant material in a combination of planters, pots and tree wells, and trellises to create shaded areas and green screens. The overall Landscape Plan and details of key areas are provided in the Design Guidelines (Exhibit A), and in the Landscape Plan (Exhibits B-H).

Diamond Oaks Subdivision Buffer: Along the southwest edge of the parking lot facing the Diamond Oaks residences there will be Evergreen Elms planted in the parking lot planters. A variety of shrubs and a row of Deodar Cedar spaced approximately twenty-five feet apart on center will be planted between the edge of the parking lot and the residential rear yards to provide a landscape buffer (Exhibit A, pg. IV-7). To provide additional buffering between residential and commercial uses the developer will construct a six-foot tall masonry wall at the base of the slope adjacent to the existing wood fence.

Diamond Oaks Entry/Faux Gates: The residents of Diamond Oaks have previously expressed their concern regarding vehicle traffic accessing The Fountains through the residential neighborhood via Diamond Oaks Road. To signal that vehicles are about to enter a residential area at the intersection of Diamond Oaks Road and Reserve Drive there will be faux gates, and the landscape also transitions to a more residential style of landscape.

The faux entrance will be on both sides of Diamond Oaks Road (Exhibit B). The gates in the detail (see right) will be installed in the open position, giving the appearance of a gated community but without impeding traffic. The masonry wall along the rear of the residential yards will step down in height and end at the entry column on the north side of Diamond Oaks Road. The faux gate, entry column and short length of masonry wall will be installed on both sides of Diamond Oaks Road.



Undeveloped Area South of Diamond Oaks Road: There is an approximately three-acre portion south of the realigned Diamond Oaks Road. Previously members of the Diamond Oaks Neighborhood Association had expressed their recommendation that the area be passive open space. The proposed Landscape Plan indicates use of a double row of evergreen Eastern redbuds meandering through the middle of the area, and Coast redwoods clustered at the northwest corner of the site, where the existing bike trail will meet the realigned Diamond Oaks Road. The remainder of the site will use hydroseed fescue and wild flower mix, with shrubs.

During the meeting in January, 2005 with the neighborhood several neighbors indicated they hoped to use the bike trail for pedestrian access to The Fountains. To further enhance the attractiveness and safety of this area, staff is recommending inclusion of **Condition 2** to require provision of two to three benches along the two bike trails (existing and future), bollard lighting, and maintenance of this area. The applicant is in agreement with this Condition.

SITE PLAN

The Site Plan approved in Stage 1 will remain dynamic until the last building permit is issued for the center. This is permitted within the MPP process, provided the adjustments remain substantially consistent with the parameters established by the Stage 1 and 2 approvals.

Exhibit J is the Site Plan the applicant is currently working to further refine as leases become finalized. The applicant is proposing intensification by adding second stories for office and additional restaurant uses within Buildings M and C in Area 1, and Building R in Area 2. They are also indicating additional outdoor seating areas that they have clarified will likely be fenced areas to permit outdoor service of alcohol to restaurant patrons.

Square Footage: The proposed square footage will remain substantially consistent with the previously approved amount (585,000 square feet proposed, 582,684 square feet approved in Stage 1). The intensification of uses within Area 1 is offset by slight reconfigurations of buildings, particularly through decreasing the building sizes of Building T in Areas 1, and Buildings P, S and Major 6 within Area 2.

As the building sizes and footprints adjust slightly through the Stage 3 (Building Permit) phase, staff will require that The Fountains remains consistent with the approved Site Plan, and City of Roseville Design Standards. To ensure this, staff recommends inclusion of **Condition 3 a-f** to address provision

of adequate pedestrian pathways, particularly as outdoor patio areas are enclosed (see discussion below). The use of landscaping and architectural treatment will be required at the street level to retain a pedestrian scale, and to avoid a sense of a rear elevation that might conflict with encouraging pedestrian uses of the connections adjacent to buildings. The revised Site Plan includes a second dead-end drive aisle in the vicinity of the reduced Building T. **Condition 3c** is recommended for inclusion to require the second dead-end drive aisle be designed to match the dead-end aisle in the vicinity of Building E, as previously authorized by the Planning Commission. Screening of trash enclosures and loading areas will be required, as will provision of bike racks in appropriate locations. The applicant is in agreement with the proposed Condition.

Parking: The Major Project Permit establishes project specific parking requirements (Zoning Ordinance Chapter 19.82 A. 2.). Consistent with other office complex projects (i.e., Creekside Office Complex), the parking requirement for the office component of The Fountains is based on the net leasable square footage. The net leasable area is considered (90%) of the gross square footage for purposes of calculating parking requirements. The resultant parking requirement for The Fountains is 2,714 stalls. The proposed site plan provides 2,820 stalls (106 stalls in excess of the minimum requirement). However, as the site plan proceeds through Stage 3 review a Condition of Approval of Stage 1 requires revisions to the parking design to break up the banks of compact stalls along the perimeter of the site. Compliance with this Condition may require loss of a limited number of parking stalls, decreasing the amount of stalls in excess of the minimum parking requirement.

The applicant is further requesting reduction in required parking specifically for outdoor seating. The treatment of outdoor seating areas can vary from unsecured seating, to covered, enclosed, temperature controlled areas that become full extensions of the interior eating areas (i.e. Café Bernardo). State requirements for outdoor service of alcoholic drinks include provision of a controlled service area. Low, open fencing meets this requirement. Typically areas left open to the elements do not enjoy as much usage as the outdoor enclosed areas that offer protection from the sun and weather. The applicant has provided a study of restaurants within the City of Roseville that supports a reduction in the outdoor seating parking standard (Study Results, Attachment 2).

The Zoning Ordinance permits outdoor restaurant seating that meets certain conditions (Chapter 19.52). The seating may be uncovered, partially covered or fully covered. The parking requirements associated with outdoor restaurant seating is one parking stall per 100 sq. ft. of area. Policy has been to apply this standard to outdoor restaurant seating that is enclosed for service from a single restaurant. Outdoor seating that is not secured and that is available for multiple restaurants has not been required to provide additional parking.

In the case of The Fountains staff is recommending that enclosed outdoor seating be treated the same as unsecured outdoor seating, provided certain design criteria are met. The Fountains is unique in that there will be a large component of office uses that will share parking through office employees and visitors walking to the restaurants uses. In addition, the office parking spaces will become available in evenings and weekends when use of the restaurant and retail uses will be heavier. Based on review of the parking study staff concludes that there is a distinction between enclosed outdoor seating that has minimal fencing, as compared to covered, enclosed and/or temperature controlled outdoor seating areas (Attachment 3, staff analysis of parking study).

Staff is recommending inclusion of **Condition 4** to require parking requirements of interior restaurant space will not be applied to secured, outdoors seating areas provided that the seating boundary is transparent; does not exceed three feet (3 ft.) in height, or as required by the Alcoholic Beverage Control; and does not include improvements to enclose, cover or further improve the site such that a building permit would be required.

The Fountains will be constructed in phases. In the event that additional parking is determined by the City to be required prior to development of the next phase, staff is recommending inclusion of **Condition 5** to permit the City the ability to require construction of temporary public parking within the next phase. The City will have the ability to implement this Condition of Approval if the City determines after a year following completion of a phase additional parking is needed.

PUBLIC OUTREACH

As with all projects, Planning staff forwards project notification to the Neighborhood Association upon receipt of an application. Because of the neighborhood involvement on the processing and approval of the original project, staff has been in contact with the Neighborhood Association board representative. In addition, the developer presented the modified project during the January 12, 2005, DONA meeting. As discussed as part of the Stage 1 approval last year, members at the meeting asked questions regarding traffic and access, lighting, potential tenants, residential interface, and the building design and project amenities. The neighbors seemed generally supportive of the proposed modified project design.

The Stage 2 submittals have also been made available and discussed earlier this year with the Board representative.

Conclusion for Major Project Permit - Stage 2

Section 19.82.030.C2 of the City of Roseville Zoning Ordinance requires that the following two findings be made in order to approve Stage 2 of a Major Project Permit:

1. The architectural and landscape plans are consistent with the General Plan, applicable Specific Plan, and adopted City design guidelines; and
2. The design shall not be detrimental to the public health and safety, or be materially detrimental to the public welfare.

In summary, staff believes that the proposed architectural and landscaping plans as proposed and conditioned comply with the requirements for Stage 2 approval. Therefore, staff recommends that the Planning Commission approve Stage 2 of the Major Project Permit for The Fountains.

ENVIRONMENTAL DETERMINATION

A Mitigated Negative Declaration was adopted by the City Council on October 26, 2000. Pursuant to City of Roseville CEQA Implementing Procedures and California Environmental Quality Act (CEQA) Guidelines Section 15164 the Planning Commission adopted an Addendum to the Mitigated Negative Declaration for the MPP Modification on March 24, 2005, to address the minor modifications to the project request. The California Environmental Quality Act (CEQA) specifies that supplemental review is not required for subsequent discretionary approvals unless there are changes in the project or changed circumstances that would produce new impacts or significantly greater impacts than those described in the previous environmental document. The proposed project is in substantial conformance with the project described and evaluated in the adopted Negative Declaration and Addendum, and there has been no change in surrounding circumstances. No further environmental review is required.

RECOMMENDATIONS

The Planning Department recommends that the Planning Commission take the following actions (A-C):

- A. Adopt the two (2) findings of fact as listed above for the MAJOR PROJECT PERMIT (STAGE 2) – 1175 ROSEVILLE PARKWAY (THE FOUNTAINS) - FILE # MPP 04-05:
1. *The architectural and landscape plans are consistent with the General Plan, applicable Specific Plan, and adopted City design guidelines; and.*
 2. *The design shall not be detrimental to the public health and safety, or be materially detrimental to the public welfare.*
- B. Approve the MAJOR PROJECT PERMIT (STAGE 2) – 1175 ROSEVILLE PARKWAY (THE FOUNTAINS) - FILE # MPP 04-05 as shown in Exhibits A-J and subject to the eighteen (18) conditions of approval listed below.

CONDITIONS OF APPROVAL FOR MPP 04-05

1. All existing conditions for Stage 1 Major Project Permit Modification (MPP MOD) for The Fountains (file #MPPMOD 98-03A) shall apply to this entitlement (Stage 2 MPP for The Fountains), except as otherwise conditioned below. (Planning)
2. The three-acre area south of the aligned Diamond Oaks Road shall be landscaped as shown in Exhibits B and F. Two to three (2-3) benches shall be installed at appropriate locations along the two bike paths for pedestrian use. Bollard lighting shall be installed adjacent to the bike trails sufficient to provide lighting levels of a minimum 0.5 foot candles. The property owner shall fund the maintenance of the subject area, including liter removal, weed control, irrigation, and dead plant replacement. (Planning)
3. During Stage 3 any revisions to the Site Plan shall be minor and substantially consistent with the Stage 1 approved Site Plan. Revisions shall be required to remain consistent with the following design criteria:
 - a) Pedestrian access shall be of sufficient width, and when adjacent to vehicle driving and parking areas shall be buffered through additional width, or through adjacent landscape planters as determined to be appropriate by Planning and Redevelopment Department (Planning)
 - b) Landscaping and architectural treatment of buildings visible to the public shall be used at the street level to the satisfaction of Planning and Redevelopment Department (Planning).
 - c) Dead-end drive aisle(s) shall be designed to include sufficient back-up area for exiting cars at the end of the drive aisle, similar to the design of the dead-end drive aisle in the vicinity of Building E.
 - d) A minimum of three feet (3 ft.) landscape buffer shall be provided on all non-accessible sides of trash and compact enclosures. (Planning)
 - e) Loading areas shall be screened through use of screen walls that blend with the adjacent building architecture. Screen walls shall be a minimum twelve feet (12') in height. Loading areas shall also be screened through use of planting areas that shall be a minimum of five feet (5 ft.) wide. (Planning)
 - f) Bikeracks shall be provided as required by the Zoning Ordinance. They shall be located in highly visible and convenient areas and shall not obstruct the pedestrian walkways. (Planning)
4. Parking requirements of interior restaurant space will not be applied to secured, outdoors seating areas provided the seating boundary is transparent; does not exceed three feet (3 ft.) in height, or as required by the California Department of Alcoholic Beverage Control; and does not include

improvements to enclose, cover or further improve the site such that a building permit would be required. (Planning)

5. The City shall require construction of temporary public parking within the next phase if the City determines after a year following completion of a phase that additional parking is needed. (Planning)
6. The sidewalk along Roseville Parkway shall be extended to the west property line. (Engineering, Transportation)
7. A pedestrian crossing shall be provided on the south side of the roundabout intersection of Diamond Oaks and Reserve. (Engineering, Transportation)
8. Trees to be planted in the vicinity of public sewer and water infrastructure shall be setback to the satisfaction of the Environmental Utilities Department. (Environmental Utilities)
9. The applicant/developer shall prepare a Transportation Systems Management (TSM) Plan for NCRSP Parcels 38, 39A, and 39B – The Fountains to be reviewed and approved by the Transportation Commission. A minimum of 8 bicycle lockers shall be provided on the site, or an alternative form of long term bike parking shall be provided. (Transportation)
10. The required fire flow for the protection of the proposed project is 5,000 gallons per minute with 20 pounds residual water pressure. This flow is based on the premise that the structure will be of Type VN rated construction with the installation of a full coverage automatic fire sprinkler system, and is reflective of the proposed square footage amounts. A change in any of the conditions may increase the required fire flow. (Fire)
11. The applicant shall provide the Fire Department with a hydraulic analysis (prepared by a State licensed fire protection, civil, or mechanical engineer) that evaluates the private fire service water main serving the complex. The analysis shall demonstrate that an approved water supply is available and that it is capable of supporting the combined demands for the required fire flow 4,000 gpm and the fire sprinkler system 1,000 gpm. (Fire)
12. Applicant shall provide a minimum of eight (8) fire hydrants within the complex in accordance with the Roseville Fire Code. The average spacing between fire hydrants within the complex shall not exceed 200 feet-on-center along proposed roadways. A fire hydrant shall be located within 40-feet of all fire department connections to fire sprinkler systems. The location, number and type of fire hydrants connected to the water supply shall be provided as required and approved by the Fire Department. (Fire)
13. All underground fire service lines shall not extend through another parcel number unless a reciprocal easement is provided subject to the Roseville Fire Department's approval (Fire).
14. Provide a separate site map with the City of Roseville's Fire Department turning radii mapped out throughout the entire site plan indicating the designated fire lanes. Markings shall be continuous without interruptions. Radii shall also include turns from all driveways from the public streets. (Fire)
15. All designated fire lanes shall be clear and unobstructed for 20 feet in accordance with the adopted California Fire Code. (Fire)

16. The applicant/developer shall prepare a Transportation Systems Management (TSM) Agreement for NCRSP Parcels 38, 39A, and 39B – The Fountains to be reviewed and approved by the City Manager. (Transportation)
17. The applicant/developer shall clearly mark the 25 designated Park & Ride parking spaces through pavement markings and directional signs. Spaces will be reserved exclusively for Park & Ride use Monday through Friday from 6:30 a.m. to 6:30 p.m. (Transportation)
18. Automatic fire extinguishing system risers, fire alarm system panels and digital alarm communicator system panels shall be located within an approved fire control room and shall be accessible from an adjacent fire apparatus roadway. Said fire control room shall be a minimum size of thirty-five (35) square feet in size and shall be openable from the exterior via an approved door opening. (Fire)

ATTACHMENTS

1. Vicinity Map
2. Roseville Restaurant Survey, prepared by Economic & Planning Systems (EPS), dated November 11, 2005
3. Staff Analysis of EPA Parking Study, Appendix A

EXHIBITS

- A. The Fountains Design Guidelines
- B. Master Planting Plan, Sheet L1
- C. Planting Plan of Area 2 North, Sheet L2
- D. Planting Plan of Area 1 North, Sheet L3
- E. Planting Plan of Area 1 South, Sheet L4
- F. Planting Plan of Area 2 South, Sheet L5
- G. Planting Study Areas, Sheet L6
- H. Planting Study Areas, Sheet L7
- I. Site Plan Details, Sheet SA-4
- J. Proposed Site Plan by MCG Architects

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.