



# REPORT TO PLANNING COMMISSION City of Sacramento

# 8

915 I Street, Sacramento, CA 95814-2671

**PUBLIC HEARING**  
**August 11, 2011**

To: Members of the Planning Commission

**Subject: Bank Drive Through ATM (P11-026)**

A request to construct a new drive through as part of a tenant improvement for an existing building in the General Commercial (C-2) zone.

- A. Environmental Determination: Categorical Exemption (CEQA Guidelines Section 15301, Existing Facilities);
- B. Special Permit to operate a drive through for a bank; and
- C. Variance to reduce the required stacking depth for a new drive through Automated Teller Machine (ATM).

**Location/Council District:**

8389 Folsom Boulevard, Sacramento, CA 95826

Assessor's Parcel Number 079-0163-002

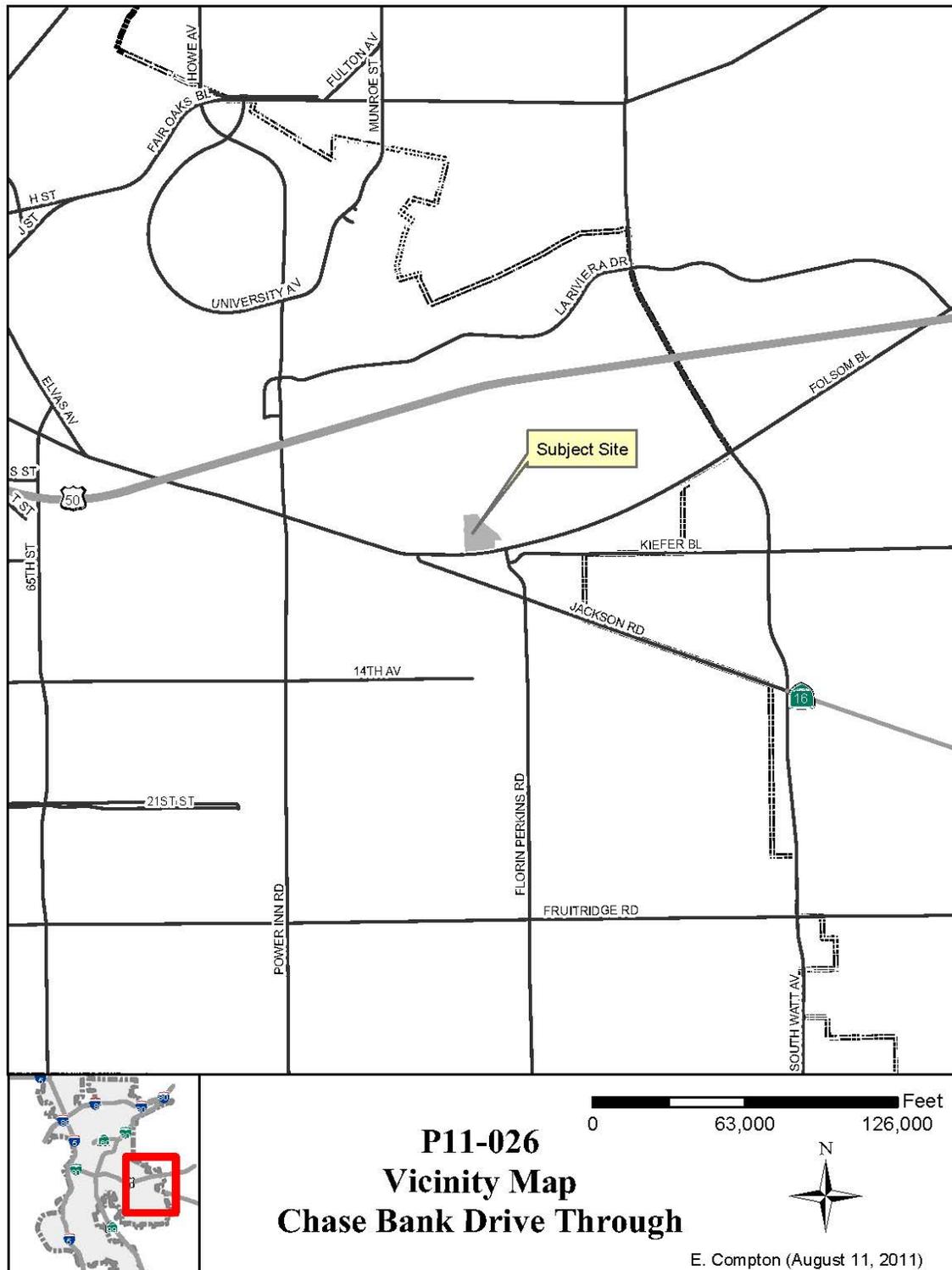
Council District 6

**Recommendation:** Staff recommends the Commission approve the request based on the findings and subject to the conditions listed in Attachment 1. The Commission has final approval authority over items A-C above, and its decision is appealable to City Council.

**Contact:** Evan Compton, Associate Planner, 916-808-5260 and Stacia Cosgrove, Senior Planner, 916-808-7110.

**Applicant:** Unichelle Laygui, Callison Architects P.C., 1420 Fifth Avenue #2400, Seattle, WA 98101

**Owner:** Lisa Lo and Eric Yip, Yip Holdings Three, P.O. Box 5161, Redwood City, CA 94065



**Summary:** The 11.2 +/- acre site currently has five existing buildings within a large shopping center. Building permits have been issued for the tenant improvements to convert a former video store into a bank. The applicant is requesting a Special Permit to allow the construction of a 72 square foot drive-through ATM on the site. The drive-through has been designed with 90 feet of stacking room and therefore also requires a Variance to deviate from the 180 foot standard requirement.

At the time of writing the report, there were no outstanding issues or concerns regarding the project. **The project is considered to be non-controversial.**

<b>Table 1: Project Information</b>
<b>General Plan designation:</b> Urban Corridor Low
<b>Existing zoning:</b> General Commercial (C-2)
<b>Former use of building:</b> Hollywood Video
<b>Property area for shopping center:</b> 11.2 ± acres

**Background Information:** The bank drive through project was formally submitted on April 5, 2011. The project has been modified during the review process to the current proposal discussed in this report. The major change was to increase the proposed stacking depth as requested by the Department of Transportation. The original proposal was 60 feet and the modified proposal allows for 90 feet of stacking depth.

**Entitlement History:** The shopping center has obtained previous planning entitlements. The site was annexed into the City of Sacramento in 1965. At that time, the approximately 100,000 square foot building that is currently used by Raley's and the 99¢ Store was already constructed. Development of more than 40,000 square feet in the General Commercial (C-2) zone requires approval of a Special Permit and since the building was constructed prior to this requirement, it is considered to have a deemed Special Permit.

On July 28, 1989 the Planning Commission approved a Special Permit to allow a drive-through for a 3,516 square foot restaurant. (P89-284) The approval was for a Carl's Jr. restaurant. On July 6, 1995 a building permit was issued to construct a new 8,000 square foot retail building. On May 9, 2002 the Planning Commission approved a Special Permit to allow a drive-through for a 2,808 square foot restaurant and a Variance to exceed the maximum number of signs. (P01-147) The approval allowed Starbucks and Subway to have eight wall mounted signs instead of the maximum of four signs allowed under the city code. On January 16, 2004, the Zoning Administrator approved a Special Permit Minor Modification to allow a façade remodel and a new loading dock to be constructed for the 99¢ tenant space (Z03-385). On March 2, 2004 the Zoning Administrator approved a Special Permit Major Modification to add 12,460 square feet of new retail space to the existing shopping center (Z04-268). On June 22, 2006 the Zoning Administrator approved a Special Permit Major Modification to construct a 6,000 square foot retail building (Z05-308).

**Public/Neighborhood Outreach and Comments:** Staff sent an early notice to the College Glen Neighborhood Association. The College Glen Neighborhood Association provided an email indicating they have no comments. (See Attachment 5)

Public notices were mailed out to property owners within 500 feet of the subject site and the College Glen Neighborhood Association and the site was posted 10 days before this public hearing. No other comments have been received at the time of writing this report.

**Environmental Considerations:** The Community Development Department, Environmental Planning Services Division has reviewed this project and determined that this is exempt from the provisions of the California Environmental Quality Act (CEQA) Section 15301, Existing Facilities. The project consists of the minor alteration addition to an existing private structure that will not be more than 2,500 square feet.

### **Adjacent Properties**

The properties to the west are zoned General Commercial (C-2) and are developed with retail and restaurant uses. The parcels to the north are zoned Multifamily (R-3) and are developed with residential. The parcels to the east are zoned Multifamily (R-3) and General Commercial (C-2) and are developed with residential, a gas station, and other commercial uses. The parcels to the south are zoned Heavy Industrial (M-2S) and General Commercial (C-2 SWR) and are developed with a light rail station, office, industrial, and residential uses.

### **Policy Considerations:**

**General Plan:** The subject site is designated Urban Corridor Low on the General Plan Land Use and Urban Form Diagram. The proposal is consistent with the following General Plan policies:

1. *Existing Structure Reuse. The City shall encourage the retention of existing structures and promote their adaptive reuse and renovation with green building technologies to retain the structures' embodied energy, increase energy efficiency, make it more energy efficient, and limit the generation of waste. (LU 2.6.4).* Staff finds that the proposal is renovating a portion of an existing building.
2. *Redeveloping Automobile-Oriented Corridors. The City shall promote redevelopment of existing automobile corridors and the upgrading of existing commercial development to create vibrant, mixed use boulevards that balance efficient movement of motor vehicles with the creation of attractive pedestrian-friendly districts that serve the adjoining neighborhoods as well as passing motorists. (LU 6.1.3)* Staff finds that a striped pedestrian path and ramp from the public sidewalk has been installed to connect with walk up ATMs on the building to serve customers arriving by alternate modes, in addition to requesting a drive-through ATM to serve motorists.

3. *Shared Parking, Driveways, and Alley Access. The City shall encourage the creation of shared parking and driveways as alleys along arterial corridors in order to minimize driveways and curb cuts. (LU 6.1.9)* Staff finds that the project site currently shares two driveways along Folsom Boulevard and two driveways along Julliard Drive and that the proposed project will not add any additional driveways or curb cuts.
4. *Development Review. The City shall continue to include the Police Department in the review of development projects to adequately address crime and safety, and promote the implementation of "Crime Prevention through Environmental Design" principles. (PHS 1.1.7)* Staff finds that the Police Department reviewed the proposal and has placed conditions of approval on the project to address safety issues.

Urban Corridor Low Designation (Page 2-88): Includes street corridors that have multistory structures and more-intense uses at major intersections, lower-intensity uses adjacent to neighborhoods, and access to transit service throughout. At major intersections, nodes of intense mixed-use development are bordered by lower-intensity single-use residential, retail, service, and office uses. Street-level frontage of mixed-use projects is developed with pedestrian-oriented uses. The streetscape is appointed with landscaping, lighting, public art, and other pedestrian amenities.

Staff finds the proposed drive through is consistent with the General Plan designation because the drive through lane has been located to the side of the existing building, the pedestrian crossing from the building to the public sidewalk on Folsom Boulevard has been maintained with the current drive through design, and the site continues to share common driveways and parking with other uses in the shopping center.

### **Zoning Code**

The project includes tenant improvements to an existing building and the construction of a 72 square foot drive-through ATM. A bank is allowed by right in the General Commercial (C-2) zone. Drive throughs are allowed in the C-2 zone with a Planning Commission Special Permit.

The applicant is requesting a Variance to deviate from the minimum stacking distance of 180 feet. The project was reviewed by the Department of Transportation and the proposed drive through use for the bank was analyzed. (See Stacking Study provided by applicant in Attachment 4) It was determined the amount of stacking for the site could be reduced given the anticipated low-volume nature of the drive through and the anticipated traffic for this type of land use. Staff supports the request for reducing the stacking distance for the bank ATM to 90 feet.

### **Site Design:**

The existing building is sited along the Folsom Boulevard frontage. The applicant is requesting to install a 72 square foot ATM and drive through on the east side of the building. The ATM drive through will be oriented so the stacking cars will be perpendicular to Folsom Boulevard to minimize the view of vehicles in the queue. This is consistent with the other two drive throughs on the site. Staff supports the bank drive through layout because these functions are not highly visible from the motoring public, pedestrians, and bicyclists along Folsom Boulevard and Julliard Drive. In addition, landscaped planters have been proposed adjacent to the drive through ATM to enhance the pavement area devoted to the drive through lanes.

### **Traffic Circulation and Parking**

The 11.2± acre site shares two driveways along Folsom Boulevard and two driveways along Julliard Drive. The existing design minimizes curb cuts along the street frontages and allows shared access with the multiple buildings on the site. There is no requested change to the driveways with the current bank drive-through proposal.

The former space that is proposed for Chase Bank was used by a video store which required parking at a ratio of one space per 250 gross square feet. A bank has a parking ratio of one space per 400 gross square feet and therefore requires fewer parking spaces than the previous use. However, the proposed drive through for the bank will eliminate 12 existing parking spaces. The shopping center, which comprises of five buildings with multiple tenant spaces, shares an existing parking lot with approximately 572 parking spaces. Staff has reviewed the existing uses on the site and determined that the parking spaces to be removed are not required spaces since the shopping center has surplus parking.

<b>Table 2: Parking Information</b>					
<b>Building Reference (See Aerial Map)</b>	<b>Current Tenant</b>	<b>Square Footage</b>	<b>Parking Ratio</b>	<b>Parking Required***</b>	<b>Totals</b>
A	Raleys	63,474	1/250*	240	
A	99¢ Store	26,299	1/250	105	
A	Retail / Commercial Services	17,361	1/250	69	
A	Pizza Restaurant	1,524	1/250**	6	
A	BBQ Restaurant	1,235	1/250**	5	
A	Fitness	2,032	1/100	20	
B	Chase Bank	4,318	1/400	11	
B	Retail	3,682	1/250	15	
C	Starbucks	1,604	1/250**	6	
C	Subway	1,204	1/250**	5	
D	Carl's Jr	3,000	1/250**	12	
E	Retail	6,000	1/250	24	
Parking Required		131,733			<b>518 parking spaces</b>
Parking Onsite After Drive Through Construction					<b>560 Parking Spaces</b>
Surplus Parking					<b>42 parking spaces</b>

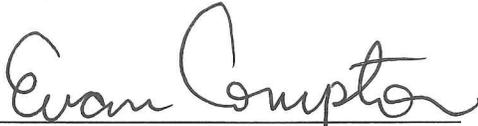
\* Retail uses in the General Commercial (C-2) zone require 1 space per 400 gross square feet for the first 9,600 square feet and then 1/250 for the excess area.

\*\*Restaurants are calculated at 1 space per 3 seats however, up to 10% of the total building area of the center may be used as restaurant with parking based on retail calculations rather than seating capacity. Staff has determined that restaurants make up less than 13,173 square feet on the site (approximately 8,567 square feet) therefore a 1/250 square foot ratio has been used in the calculations.

\*\*\*The scope of this project involves interior improvements to an existing building. There is no minimum bicycle parking requirement because this project does not involve new development or expansion of the building.

**Conclusion:**

Staff recommends approval of the project since the proposal: a) is consistent with the 2030 General Plan designation of Urban Corridor Low and the General Commercial (C-2) zoning; b) provides adequate documentation and studies to conclude that 90 feet of stacking distance is appropriate and any potential overflow will not impact vehicle queuing on public streets; and c) pedestrian access to the building has been provided from the public sidewalk along with walk up ATMs in addition to the request for a drive-through ATM for motorists, therefore providing a balanced level of service to customers arriving by alternate modes such as the light rail station to the south of Folsom Boulevard.

Respectfully submitted by:   
EVAN COMPTON  
Associate Planner

Approved by:

  
STACIA COSGROVE  
Senior Planner

Recommendation Approved:

*for*   
GREG BITTER, AICP  
Principal Planner

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**Attachment 1**  
**Proposed Findings of Fact and Conditions of Approval**  
**Chase Bank Drive Through ATM (P11-026)**  
**8389 Folsom Boulevard**

**Findings Of Fact**

- A. Environmental Determination:** Based on the determination and recommendation of the City's Environmental Planning Services Manager and the oral and documentary evidence received at the hearing on the Project, the Planning Commission finds that the Project is exempt from review under **Section 15301 Existing Facilities** of the California Environmental Quality Act because it involves negligible or no expansion of an existing use.
- B. Special Permit:** The Special Permit to allow the operation of a drive-through for a bank is **approved** based on the following Findings of Fact:
1. Granting the Special Permit is based upon sound principles of land use in that the proposed drive through service facility will be incidental to the underlying bank use and banks are allowed by right in the General Commercial (C-2) zone;
  2. Granting the Special Permit would not be detrimental to the public health, safety, or welfare, nor result in the creation of a nuisance in that the proposed drive through service facility is not expected to result in significant effects upon the environment as specified by the California Environmental Quality Act. Additionally the proposed project is consistent with the Urban Corridor Low General Plan designation and the General Commercial (C-2) zone, and is compatible with the existing commercial development on the site;
  3. The design and location of the drive-through facility will not contribute to increased congestion on public streets adjacent to the subject property as the drive through service facility has been located internally on the subject site and any potential overflow would occur onsite;
  4. The design and location of the facility will not impede access to or exit from the parking lot serving the shopping center, impair normal circulation within the parking lot, or impede pedestrian movement; and
  5. The design and location of the facility will not create a nuisance for adjacent properties in that the drive through facility has been located on the interior of the site, parallel to the east side of the existing building, and perpendicular to Folsom Boulevard.
- C. Variance:** The Variance to reduce the required stacking depth from 180 feet to 90 feet for a new drive through bank is **approved** based on the following Findings of Fact:

1. Granting the variance does not constitute a special privilege extended to an individual applicant in that the drive through facility has been designed to minimize its appearance along the public street frontage and contain the drive through traffic onsite and has been granted to other property owners facing similar circumstances;
2. Granting the variance request does not constitute a use variance in that a bank use is permitted by right in the General Commercial (C-2) zone;
3. The variance is not detrimental to the public health, safety, or welfare nor injurious to other properties in the vicinity because the bank land use is anticipated to have low volume traffic for its drive through operations; and
4. Granting the variance is in harmony with the general purpose and intent of the zoning code and will not adversely affect the General Plan in that as conditioned the drive through facility will create a safe environment for customers, pedestrians, and area residents.

### **Conditions of Approval**

**B. Special Permit:** The Special Permit to allow the operation of a drive-through for a bank is **approved** subject to the following conditions of approval:

- B1. If the bank use should be discontinued in the future, any new land use on the site requesting to utilize the drive-through operations shall be subject to additional staff review and approval. Additional planning entitlements may be required.

### **Department of Transportation**

- B2. The applicant shall repair/reconstruct any deteriorated portions of the curb, gutter, and sidewalk fronting the bank along Folsom Boulevard. The limit of work shall be along the bank and drive through isle frontage on Folsom Boulevard to the satisfaction of the Department of Transportation.

### **Police Department**

- B3. Video cameras shall be installed to monitor the site and the ATM to the satisfaction of the Police Department.

### **Sacramento Area Sewer District (SASD)**

- B4. A change in use of the existing building shall require the payment of additional sewer impact fees. Impact fees shall be paid prior to the issuance of the Certificate of Occupancy or Tenant Improvement Permit. Contact the Fee Quote Desk at 876-6100 for sewer impact fee information.

B5. Required modifications, if any, to the existing sewer service shall be to the satisfaction of SASD.

**C. Variance:** The Variance to reduce the required stacking depth from 180 feet to 90 feet for a new drive through bank ATM is **approved** subject to the following conditions of approval:

C1. Any changes to the configuration, depth, or width of the drive-through lanes shall require additional staff review and approval.

**ADVISORY NOTES:**

*Planning*

ADV1. The Special Permit for the drive-through is revocable if congestion attributable to inadequate vehicle stacking space for the drive-through service regularly occurs on public or private streets or alleys, or the design of the facility creates a nuisance to adjacent properties and the management of the facility cannot alleviate the situation.

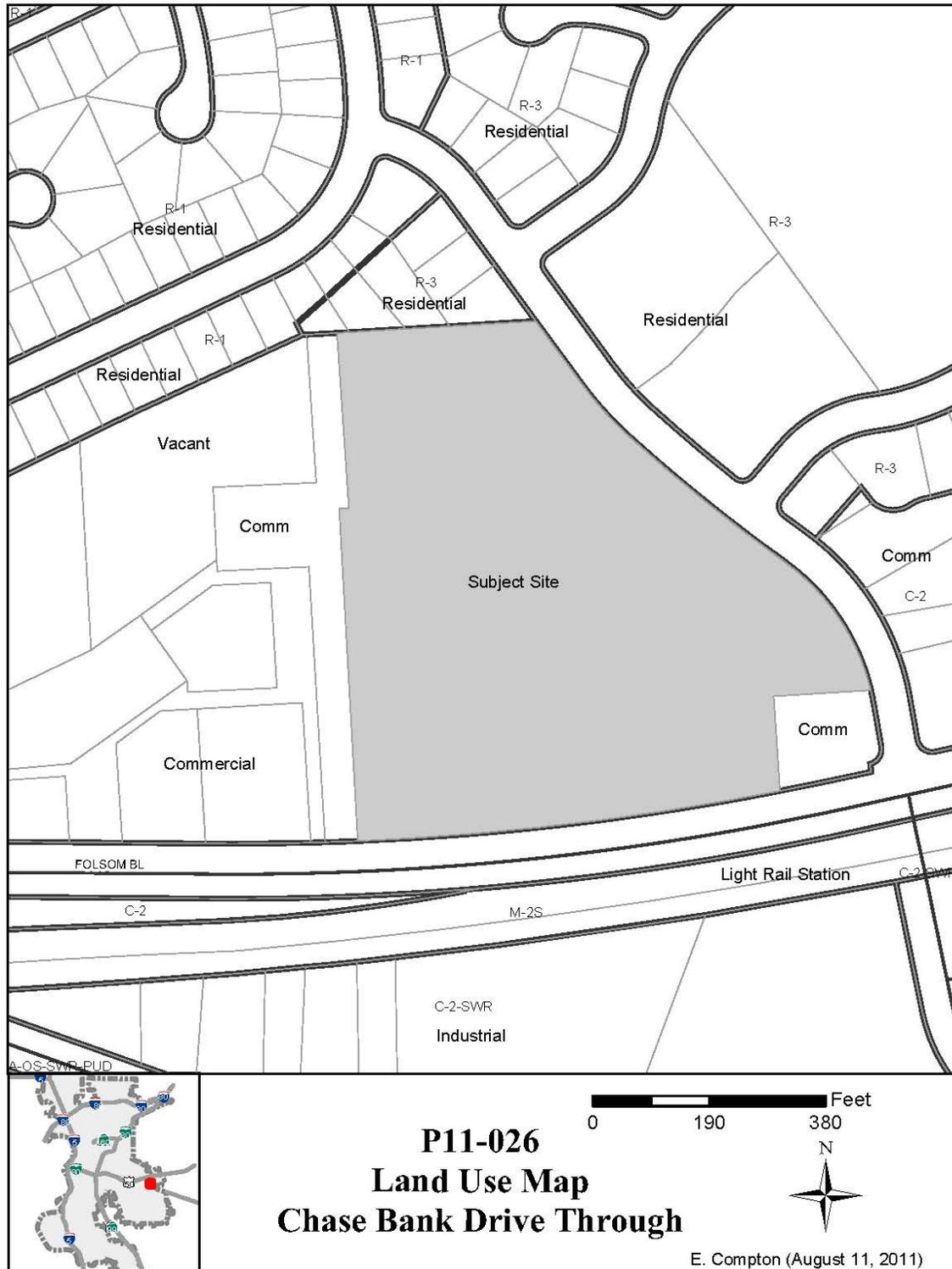
ADV2. All signage shall be required to meet the City Code requirements in 15.148.

ADV3. Trash enclosures shall be required to meet the Zoning Code requirements in 17.72.





Attachment 2: Land Use and Zoning Map



Attachment 3: Aerial Map



Attachment 4: Stacking Study Provided by Applicant

**ATM Queuing Study**

**Site Under Study**

College Greens drive-up ATM  
Folsom and Julliard Dr  
Sacramento, CA 95826

**Intended Use**

Remote Drive Up ATM

**Primary ATM Contact**

Laurie Olliges  
425-709-9475

**Queuing Analyst**

Mark Grabau  
614-213-8540



DECISION ANALYTICS

October 25, 2010

## Overview

- Purpose of Study
  - Understand the average queue length and wait times experienced by Chase customers at remote drive-up ATMs
  - Using advanced queuing simulation, to project the expected queue length and stacking requirement for College Greens, and to demonstrate that there will not be an adverse impact to traffic flow in the parking lot

DECISION ANALYTICS



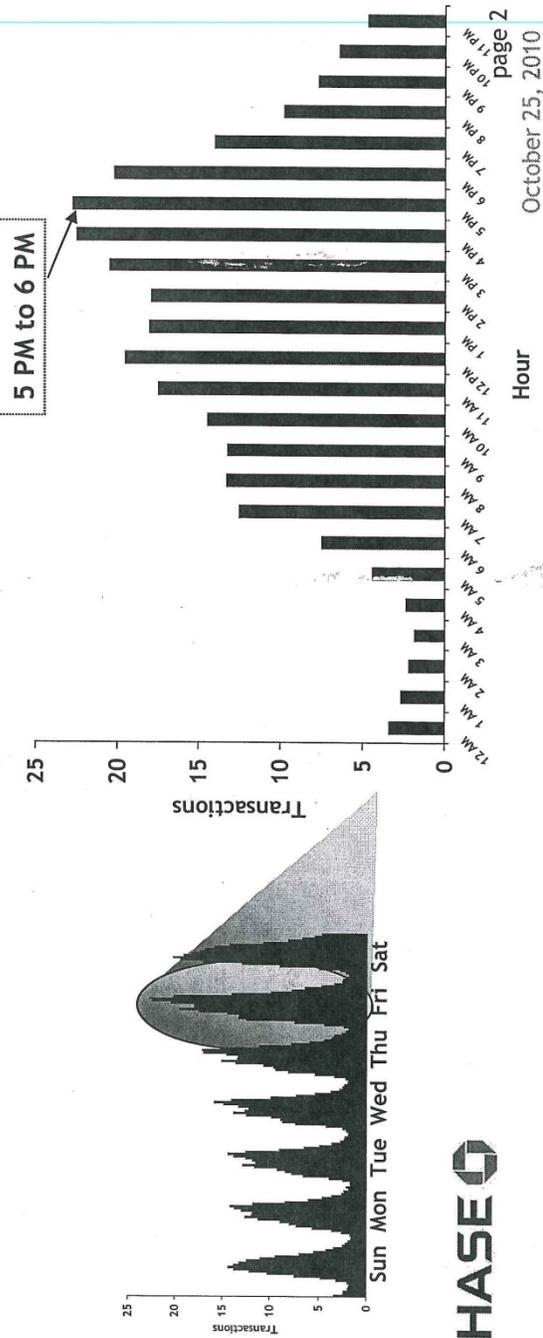
# Overview

- Methodology
  - A study of 118 off-premise, drive-up ATMs accounting for 4.8mm annual transactions - majority are in parking lots

ATMs split into 6 tiers:

Tier	Transaction per Month
1	less than 2,000
2	2,000 to 2,999
3	3,000 to 3,999
4	4,000 to 4,999
5	5,000 to 6,999
6	7,000+

- Determine the peak hour as basis for maximum queue experienced



DECISION ANALYTICS

## Queuing Simulation

- Uses peak hour in each tier for the interarrival times (Friday, 5 p.m.)
- Service times based on time-in-motion studies of Chase ATM transactions - actual experience is 45 seconds; conservatively assume 1 minute
- **Does not assume that transactions are evenly distributed, but are random events, which is a more accurate reflection of stacking requirements**
- Simulation Model to determine:
  - Expected queue length
  - Maximum queue length
  - Expected time in queue
  - Expected time in system
  - ATM utilization
  - Probability of various queue lengths
- Model Validity
  - Simulates historical transactions from 3 pm to 5 pm as a “warm-up”
  - Then simulates the peak hour from 5 pm to 6 pm

### Model Inputs >>

Tier	Transactions per Month	Peak Arrivals Per Hr	Interarrival Time	Service Time
1	less than 2,000	7.89	7.6 min	1 min
2	2,000 to 2,999	10.93	5.4 min	1 min
3	3,000 to 3,999	14.91	4.0 min	1 min
4	4,000 to 4,999	19.64	3.05 min	1 min
5	5,000 to 6,999	23.43	2.56 min	1 min
6	7,000+	32.03	1.87 min	1 min



DECISION ANALYTICS

## Simulation Results and Recommendation

■ The table below displays the overall results:

Tier	Avg Q Length (Cars)	Max Q Length (Cars)*	Avg Time in Queue (min)	Avg Time in System (min)	ATM Utilization
1	0.02	2	0.11	1.15	13%
2	0.04	4	0.17	1.16	18%
3	0.07	5	0.25	1.25	24%
4	0.14	6	0.40	1.41	33%
5	0.26	10	0.59	1.56	38%
6	0.63	10	1.11	2.10	53%

\* Maximum observed over 100 simulated hours of activity.

■ The table below displays the probability of observing a certain # of cars in queue by tier.

Tier	Cars in Queue									
	1	2	3	4	5	6	7	8	9	10
1	1.50%	0.20%	0.03%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
2	2.72%	0.49%	0.09%	0.02%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
3	4.64%	1.15%	0.29%	0.07%	0.02%	0.00%	0.00%	0.00%	0.00%	0.00%
4	7.21%	2.36%	0.77%	0.25%	0.08%	0.03%	0.01%	0.00%	0.00%	0.00%
5	9.29%	3.63%	1.42%	0.55%	0.22%	0.08%	0.03%	0.01%	0.01%	0.00%
6	13.29%	7.09%	3.79%	2.02%	1.08%	0.58%	0.1%	0.16%	0.09%	0.05%

- The proposed drive-up ATM at College Greens is expected to average 4,850 monthly transactions, which places it in Tier 4.
- The maximum theoretical queue that could result is 7 cars, although with a statistical probability of less than 0.01%, it is highly unlikely (bottom chart). The average queue length is actually less than 1 car (top chart).
- Recommendation at this location is stacking capability of 2 cars which would easily handle the peak periods.



DECISION ANALYTICS

Attachment 5: Neighborhood Association Email

**Evan Compton**

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**From:** John Deglow [jadeglow@sbcglobal.net]  
**Sent:** Monday, April 18, 2011 1:53 PM  
**To:** Evan Compton  
**Subject:** Re: P11-026: Project Routing for Chase Bank Drive Through at 8389 Folsom Boulevard

Evan Compton:

Thank you for the opportunity to review this request. The College Glen Neighborhood Association has no comments at this time. Please keep us apprised of future actions regarding this development.

Annette Deglow, President  
College Glen Neighborhood Association

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**From:** Evan Compton <ECompton@cityofsacramento.org>  
**To:** Air Quality <jhurley@airquality.org>; Brian Wong <BWong@cityofsacramento.org>; Caltrans (Eric) <Eric.Fredericks@dot.ca.gov>; Caltrans (Larry) <larry\_brohman@dot.ca.gov>; Chris Taylor <CTAYLOR@pd.cityofsacramento.org>; Chris Thoma <CThoma@cityofsacramento.org>; Civitas Inc. <ifowler@civitasinc.com>; David Kwong <DKwong@cityofsacramento.org>; Derrick LIM <DLIM@cityofsacramento.org>; Diane Morrison <DMorrison@cityofsacramento.org>; Duane Goosen <DGoosen@cityofsacramento.org>; Ed Short <EShort@cityofsacramento.org>; Gregory Bitter <GBitter@cityofsacramento.org>; Jennifer Hageman <JHageman@cityofsacramento.org>; Josh Cannon <JCannon@cityofsacramento.org>; Joy Patterson <JPatterson@cityofsacramento.org>; King Tunson <ktunson@sfd.cityofsacramento.org>; Mark Griffin <MGriffin@cityofsacramento.org>; Mary de Beauvieres <MdeBeauvieres@cityofsacramento.org>; Maurice Chaney <MChaney@cityofsacramento.org>; Raymond Costantino <RCostantino@cityofsacramento.org>; Pat Oneil <POneil@cityofsacramento.org>; PG&E <dikn@pge.com>; Robert Armijo <RArmijo@cityofsacramento.org>; Sabina Gilbert <SGilbert@cityofsacramento.org>; SASD <sasdsdevservices@sacsewer.com>; SMUD <ykim@smud.org>; Sompol Chatusripitak <SChatusripitak@cityofsacramento.org>; Stacia Cosgrove <SCosgrove@cityofsacramento.org>; Susanne Cook <SCook@cityofsacramento.org>; Tom Buford <TBuford@cityofsacramento.org>; Tom Pace <TPace@cityofsacramento.org>; Zarah Bringas <ZBringas@cityofsacramento.org>; Melissa Anguiano <MAnguiano@cityofsacramento.org>; Khaalid Muttaqi <KMuttaqi@cityofsacramento.org>; Samar Hajeer <SHajeer@cityofsacramento.org>  
**Cc:** Maria Alvarez <MAlvarez@cityofsacramento.org>; Kevin McCarty <KMcCarty@cityofsacramento.org>; "jadeglow@sbcglobal.net" <jadeglow@sbcglobal.net>  
**Sent:** Wed, April 13, 2011 1:06:08 PM  
**Subject:** P11-026: Project Routing for Chase Bank Drive Through at 8389 Folsom Boulevard

Please find attached a copy of the early project routing for a proposed bank drive through at 8389 Folsom Boulevard. This request requires a Planning Commission Special Permit for a new drive through ATM and a Variance to reduce the standard vehicle stacking distance to 60 feet.

Thanks,

Evan Compton  
Associate Planner  
Community Development Department  
300 Richards Boulevard, 3rd Floor  
Sacramento, CA 95811  
916-808-5260 (phone)

PLEASE NOTE: Due to furloughs in 2011, the Community Development Department will be closed the first Friday of every month.