

**COUNTY OF SACRAMENTO
CALIFORNIA**

Control No.: PLNP2008-00177
Type: PRP-PAP-DRS

TO: CARMICHAEL – OLD FOOTHILL FARMS COMMUNITY COUNCIL

FROM: PLANNING AND COMMUNITY DEVELOPMENT DEPARTMENT

SUBJECT: **5948 PALM DRIVE** SPECIAL REVIEW OF PARKING, DEVELOPMENT PLAN REVIEW AND DESIGN REVIEW

CONTACT: Mark Michelini, Planner III, 874-6141; michelinim@saccounty.net

PROJECT DESCRIPTION

ASSESSOR'S PARCEL NOS.: 273-0170-072, 073, 074, 078, 096, and 099

LOCATION: The property is located at 5948 Palm Drive, on the south side of Palm Drive, approximately 400 feet east of Fair Oaks Boulevard, in the Carmichael community. (Supervisor District 3: Susan Peters)

APPLICANT:

Elena Melnychuk
1400 Bell Avenue
Sacramento, CA 95838

OWNER:

AAK Investment, Inc.
6620 Fair Oaks Boulevard
Carmichael, CA 95608

- REQUEST:
1. A **Special Review of Parking** to allow reduced parking from the required 503 parking spaces to 375 parking spaces on approximately 8.33 acres in the SC (*Shopping Center Commercial*) zone.
 2. A **Development Plan Review** for the construction of a 2-story commercial building, with approximately 15,827 square feet of floor area, on approximately 0.76 acres (273-0170-072), in the Fair Oaks Boulevard Corridor planning area.
 3. A **Design Review** to comply with the commercial and mixed use design guidelines.

ENVIRONMENTAL DOCUMENT: **EXEMPT**

Overview:

The proposed project consists of a Special Review of Parking to reduce the required 503 parking spaces to 375 parking spaces, a Development Plan Review for the construction of a 2-story commercial building with approximately 15,827 square feet of floor area and Design Review to comply with the commercial and mixed use design guidelines. The project is located at 5948 Palm Drive in the Carmichael Community area.

Summary of Significant Issues:

The Special Review of Parking is justified based on numerous factors outlined in this report. The project was also reviewed by the Design Review Administrator for compliance with the Design Review Guidelines of the Draft Fair Oaks Corridor Plan. The project also meets all of the requirements of the draft Fair Oaks Boulevard Corridor Planning area.

The Carmichael Old Foothill Farms Community Planning Commission will hear this project.

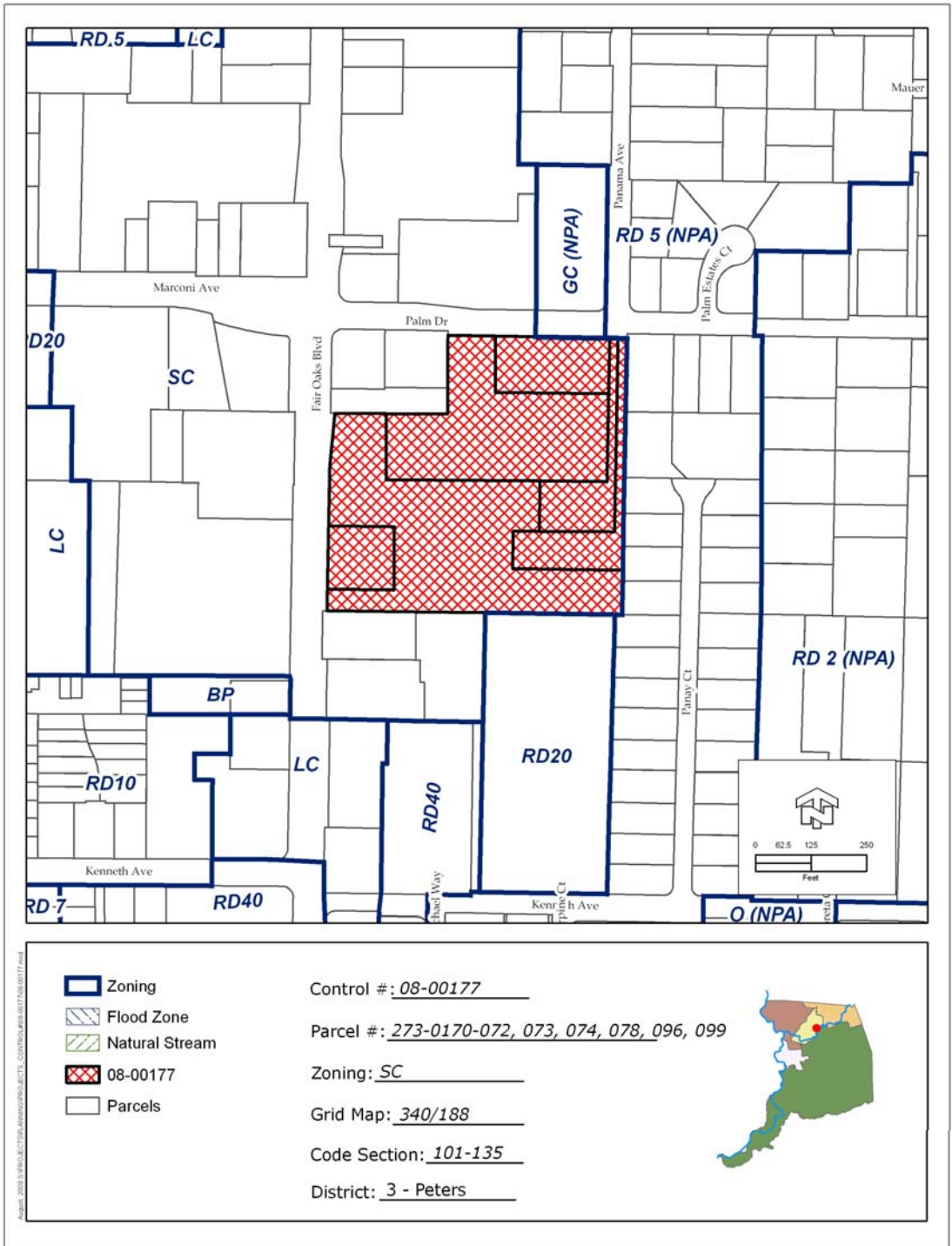
Recommendations:

Staff is recommending **APPROVAL** of the proposed project.

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I. LOCATION MAP



II. PROJECT ANALYSIS

A. Adjacent Land Uses and Zoning:

	Existing Land Use	Zoning and Community Plan Designations
Subject Property	Commercial	SC
North	Commercial (across Palm Drive)	GC (NPA)
South	Commercial	SC
East	Single Family	RD5 (NPA)
West	Commercial (across Fair Oaks Boulevard)	SC

B. History/Background: County records dating back to 1967 indicate that the property was zoned C-1 (Commercial zone) and R-1-B (Single Family Residential and Duplex zone). In 1972 the R-1-B portion of the site was rezoned to R-3 (Multifamily Residential zone). As part of the Carmichael rezone (SZC 78-143) the property was rezoned to its current SC designation. Lastly in April 2008 the property was included in the Fair Oaks Corridor Plan area.

C. Project Description: The applicant is proposing to build a new 2-story commercial building at an existing shopping center. The proposed building will have office and retail uses and will have a total of 15,827 square feet. A Special Review of Parking is also requested to allow reduced parking from the required 503 parking spaces to 375 parking spaces on 8.33 acres in the SC zone. Design Review to comply with the commercial and mixed used design guidelines is also a part of this project.

The total parking provided may be reduced to a total of 374. A finger planter will be added to the parking area adjacent to Palm Drive in order to comply with the Sacramento County Zoning Code. The “Landmark” Palm tree located adjacent to the proposed ADA ramp along the frontage of Palm Drive is proposed by the applicant to be removed. Staff from the Department of Transportation, Landscape and Tree Section has conditioned the project to preserve the “Landmark” palm tree. This may include the loss on one additional parking space to accommodate the palm tree. The finger planter will eliminate one parking space bring the total of proposed parking spaces to 375. If the “Landmark” palm tree is replanted by removing the one parking space adjacent to the ADA ramp the total parking proposed for the site will be 374.

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- D. Consistency with General Plan and Community Plan: There are no policies contained within the County General Plan (Commercial and Office) designation or the Carmichael Community Plan (Commercial) and the Carmichael Action Plan which conflict with the proposed project. There are numerous policies in the Carmichael Action Plan that relate to the Fair Oaks Boulevard Corridor. Please see section below for discussion on the implementation of the Fair Oaks Boulevard Corridor Plan.
- E. Fair Oaks Boulevard Corridor Planning Area: Sacramento County and Carmichael community leaders working together prepared Fair Oaks Boulevard Corridor Plan to guide the revitalization and enhancement of Fair Oaks Boulevard, between Oak Avenue and Marshall Avenue, and Manzanita Avenue between the Boulevard and Winding Way. The Fair Oaks Boulevard Corridor Planning Area is still in draft form and has not been approved by the Board of Supervisors. The proposed project is located within the Main Street District of the Fair Oaks Boulevard Corridor Plan. The Main Street District is Carmichael's economic and social center and is therefore, a pedestrian-oriented set of connected places. Building orientation in the Main Street District supports safe and comfortable walkable destinations. Storefronts would be located along the Boulevard with gracious, wide sidewalks lined with shade trees and undergrounded utility lines. This kind of street frontage would also apply to side streets connecting the Boulevard to neighborhoods such as Palm Drive.

Streetscape Design - Streetscape and landscape concepts reinforce the placemaking objectives for the four districts of the Fair Oaks Boulevard Corridor Planning Area. One of the most important new centers in the Main Street District is at the historic center; Palm Drive and Fair Oaks Boulevard. This would be a location of a community green or commons. Primary trees in the Main Street District roadway project include large canopy species in the planting strips. Secondary trees include more vertical trees in the medians, flowering trees framing gateways and punctuate intersections and shade trees in small roads and parking areas. The proposed project while not part of the streetscape section at the intersection of Fair Oaks Boulevard and Palm Drive will preserve all of the existing palm trees and add additional trees along the right-of-way; the new parking area will meet the shade requirements of Sacramento County.

Parking Requirements - The Corridor Plan provides increased flexibility in meeting parking standards, and in some cases, reduces parking requirements where pedestrian and transit access is of primary importance. It also allows off-site shared parking on adjacent parcels within 300 feet to meet parking requirements. Because the Corridor Plan assumes a long-term planning horizon, the parking standards will mature with the land uses. The standards will require periodic monitoring and adjustments as the Boulevard transforms into a mixed-mode corridor. Using the parking standards in the Draft Fair Oaks Corridor Plan (One parking space per 300

square feet of gross floor area) the project site (83,367 square feet in total gross floor area) would be required to have 278 parking spaces. The project proposes 375 parking spaces or with the preservation of the “Landmark” palm tree 374 parking spaces. The reduced parking is further justified by several other factors, as discussed below. The proposed project is close to public transportation and will add pedestrian access from Palm Drive. The project site is also within close proximity to other commercial sites with existing parking.

Main Street District Development Standards

<i>Allowable Building Heights</i>	Maximum Height	Transition to Single Family Residential	Proposed Project
Office	3 stories/ 45 feet	1 story/20 feet within 20 feet of single family residential zoning	2 stories/ 35 feet
Required Setbacks			
Commercial and Mixed-Use	Minimum 16 feet from back of curb		45 feet
Parking Requirements		Project site	
Commercial/Office/Retail	1 per 300 square feet	Total square footage 83,367/300 square feet Total parking spaces required 278	375 or 374 (Landmark Palm tree)

The proposed project meets the Main Street District Development Standards as set forth in the Fair Oaks Boulevard Corridor Plan.

The Fair Oaks Boulevard Corridor Plan also requires that on-site landscaping shall reinforce the overall site and architectural concepts while promoting pedestrian comfort. The landscaping for the proposed project contributes a sense of place with the preservation of the “Landmark” palm trees along Palm Drive. The Plan also has standards for the massing of buildings. The massing of buildings shall express a combination of the internal function (types of spaces in the building) and external urban design objective (how the building reinforces and supports the esthetic concepts for the Boulevard) for the district. The project was review by the Designs Review Administrator (DRA) for compliance with building massing, architectural features, and material and colors.

Design Guidelines: The draft Fair Oaks Boulevard Corridor Plan also contains design guidelines for this area. The project was reviewed by the Design Review Administrator (DRA) and Design Review Advisor Committee (DRAC) in this context. The original project has been modified to ensure compliance the Design Review Guidelines. The ADA (handicapped) ramp as now proposed works well and

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reflects DRA and DRAC recommendations. The building will create a needed presence to the existing shopping center at Palm Drive. Landscaping shows existing palms along Palm Drive retained, which maintains presence of Palm Drive.

Whereas the Draft Corridor Plan promotes a design with the building forward on the street, placing this building at the street with parking behind was not practical. The building will be located on a lower grade than Palm Drive and the proposed building will be ½ level below Palm Drive. The elevation facing Palm Drive works with its balcony and lower level terrace. Furthermore, the project ties in to the existing center esthetically, and separating it from the other buildings would create a “no mansland”. In addition, the Center’s C.C.R’s require the front parking lot to be kept open. The basic building circulation to each floor works well and the project is supported by the DRA and DRAC.

- F. Special Review of Parking: The shopping center has an existing cross access parking agreement that allows for shared parking at the shopping center. Per Sacramento County Zoning Code (SZC) Section 330-20, general retail activities, that utilize a common parking area through mutual parking agreements, parking shall be provided at a ratio of at least four and one-half (4.5) spaces for every one thousand (1,000) square feet of gross floor area. The proposed building will be 15,827 square feet in size and 72 parking spaces are required pursuant to SZC Section 330-20. The entire shopping center is required by the Zoning Code to have 503 parking spaces. The development is proposing to have 375 parking spaces. Therefore, a Special Review of Parking is required to reduce the required parking by 128 parking spaces.

It should be noted that the existing center (without the proposed addition) has 375 parking spaces where 431 spaces are required by today’s Zoning Code. The applicant originally had 379 proposed parking spaces but with input from Department of Environment Review and Assessment staff it was recommended that additional landscaping should be added around the oak tree. The applicant revised the parking plan to add more landscaping around the oak tree (reducing 3 parking spaces) to preserve the tree. The Zoning Code also requires a finger planter between every 10 parking spaces. A finger planter shall be installed in the parking area adjacent to Palm Drive (indicted on Exhibits #1, 4, and 5). The total parking spaces provided as a result of this project will be 375.

The “Landmark” Palm tree located adjacent to the ADA ramp along the frontage of Palm Drive is proposed by the applicant to be removed. Staff from the Department of Transportation, Landscape and Tree Section have recommended that the project preserve the “Landmark” palm tree. This may include the loss of one additional parking space to accommodate the palm tree. If the parking space is removed for the palm tree the total parking for the site will be 374 parking spaces.

Parking Requirements

Building Number (Exhibit 4)	Building Size (in square feet)	Building Use	Parking Required	Parking Calculation
Building 1 (Proposed)	15,827	Retail/Office	72	4.5/1,000
Building 2	21,440	Second Hand Store	97	4.5/1,000
Building 3	5,400	Karate Gym	54	1 per 2 Occupants
Building 4	6,000	Office	27	4.5/1,000
Building 5a	23,200	Exercise Gym	201	1 per 2 Occupants
Building 5b	6,000	Chiropractor Office	27	4.5/1,000
Building 6	5,500	Liquor Store	25	4.5/1,000
Total Required			503	
Total Proposed			376	
Total Proposed with added finger planter			375	
Total Proposed with replanted Palm (adjacent to ADA ramp)			374	

The various businesses in the shopping center have different peak hours of usage. There are six existing businesses located at the shopping center; a second hand store, karate gym, general office, exercise gym, chiropractor office and a liquor store. There are existing gyms at the shopping center; one gym is a karate gym that is 5,400 square feet of gross floor area. The other gym is the largest suite in the shopping center with 23,200 square feet of gross floor area. Peak hours for gyms are usually in the morning before the start of a normal work shift or after 5 pm when people are off work. The primary demand for parking at exercise gyms is in the early morning or in the evening. The proposed project will have office and retail uses and generally customers will be spread throughout the day.

Directly south of the proposed building is the second largest suite on the site, the second hand store with 21,440 square feet in floor area. Second hand stores sell a variety of merchandise from books to furniture. Generally second hand stores have a large floor area to display their merchandise similar to a retail furniture, major appliances, and floor coverings store. Furniture stores only require 1.2 parking spaces per 1,000 square feet of gross floor area. Using this parking calculation the second hand store would only need to have 26 parking spaces. The applicant has calculated required parking spaces for the second hand store at 4.5 spaces per 1,000 square feet of floor space. The provision of 97 spaces for this use is somewhat extreme and could be reduced significantly based on the 1.2 space per 1,000 square

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feet of floor space. While the second hand store has a large floor area most of the floor space is used to display large items to be sold.

Directly to the east of the project site is a well established residential neighborhood. The residents of the neighborhood will have the option to walk or ride a bicycle to the shopping center. The project is conditioned to install four (4) Class II bike racks near the entrances of the proposed new building. The site also has public transportation access along Fair Oaks Boulevard and Palm Drive. Sacramento Regional Transit has 5 different buss routes that stop near the project site; RT buss routes 9, 10, 23, 25 and 29. RT buss routes 9, 10, 23, and 25 travels along Fair Oaks Boulevard while route 29 travels along Palm Drive.

The parking area will have 55.6% shading in the parking area. Staff believes the parking reduction is justified by a number of factors:

1. The Draft Fair Oaks Boulevard Corridor Plan promotes the use of a lesser parking standard.
 2. The 2 physical fitness centers have peak times that differ from other businesses.
 3. The second hand store has a large display area.
 4. There is access to public transportation and pedestrian proximity to residential neighborhoods.
 5. The existing center is 13% short on parking and no parking problems have been experienced.
- G. Circulation/Access Issues: The project site is located near the corner of Fair Oaks Boulevard and Palm Drive. Access from Fair Oaks Boulevard is provided by three driveways. Access from Palm Drive is also provided by three drive ways. The Department of Transportation has conditioned the project to reconstruct new 35-foot wide driveways to the east and west of the proposed building along Palm Drive.
- H. Tree Issues: The applicant originally had 379 proposed parking spaces but with input from Department of Environment Review and Assessment staff it was recommended that additional landscaping should be added around the oak tree. The applicant revised the parking plan to add more landscaping around the oak tree (reducing 3 parking spaces) to preserve the tree. The Landscape and Tree Section of the Department of Transportation reviewed the project and conditioned the project to reconfigure the parking area along Palm Drive to help insure the preservation of the existing “Landmark” palm trees.

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- I. Community Outreach: The applicant has used the County’s standard outreach methods. As such, an early notice was mail to property owner within 500 feet of the project site. The property was posted with a sign indicating that a development proposal has been submitted for that property. A Notice of Public Hearing will be sent out to the 500-foot mailing list for Carmichael Planning Commission.

The Department of Neighborhood Services mailed out “green cards” to residents within a 500-foot radius of the project site. There have been 4 comment cards returned for the proposed project. Three respondents did not support the project and the other was unsure. One respondent indicated that there are already many empty and vacant commercial buildings in the area that a two-story building within 500 feet of residential property would not be acceptable; another respondent voiced concern about the increased traffic and the use of a nearby cul-de-sac as a turnaround area. There were no “green cards” respondents that supported the project.

The proposed project should have gone to Early Review at the Carmichael-Old Foothill Farms Planning Commission. Due the fact that the project was deemed incomplete and the initial exhibits were not correct the project never was scheduled for an Early Review. Because Early Review letters were sent out staff is recommending the Commission to hear the project for final action, in order to not delay the project.

III. STAFF RECOMMENDATIONS

The Special Review of Parking is justified based on numerous factors outlined earlier in this report. The project was also reviewed by the Design Review Administrator for compliance with the Design Review Guidelines of the Draft Corridor Plan. The project also meets all of the requirements of the Draft Fair Oaks Boulevard Corridor Planning Area. For these reasons, staff recommends **APPROVAL** of this proposal.

A. Recommended Actions:

1. Environmental Documentation: Recognize the **EXEMPT** status of the request under Section 15305, Class 5.
2. Special Review of Parking: **APPROVE** the requested entitlement for Special Review of Parking as requested, subject to the findings listed in Section III.B and the conditions listed in Section III.C of this report
3. Development Plan Review: **APPROVE**.
4. Design Review: **APPROVE**.

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- B. Recommended Findings: The staff recommendations are based upon the following considerations:
1. The request is consistent with the County General Plan Map (Commercial and Office) and Text in that there are no conflicts.
 2. The request is consistent with the Carmichael Community Plan Map and Text.
 3. Staff has identified no effects from the proposal which would result in a significant detrimental impact on adjoining or neighboring properties if the conditions, as recommended by staff, are adopted.
 4. The request is consistent with the Draft Fair Oaks Boulevard Concept Plan, the Interim Ordinance for Fair Oaks Boulevard Corridor, and the Draft Fair Oaks Boulevard Corridor Plan in that the project preserves the palm trees along Palm Drive, and conforms with the Design Guidelines.
 5. The Special Review of Parking is justified because the two gyms on the site have early morning and late evening peak hours, the site has access to public transportation the project is close to a large residential neighborhood and the existing center is already under parked with no problems.
 6. The subject site has an existing cross access parking agreement that allows for shared parking.
- C. Recommended Conditions: On August 27, 2009 the Project Review Committee provided a Review of Conditions of Approval for a Special Review of Parking, a Development Plan Review and Design Review request for an 8.33 acre developed Shopping Center property located at 5948 Palm Drive (southeast corner of Fair Oaks Boulevard and Palm Drive) in the Carmichael community. The applicant indicated that there were no concerns/issues with the Conditions of Approval. No modifications to the Conditions were made. Any approval of the Special Review of Parking, Development Plan Review, and Design Review shall be subject to the following conditions:
1. The final development plans shall be in substantial compliance with Exhibit "1" (Site Plan), Exhibit "2" (Floor Plan), Exhibit "3" (Elevations), Exhibit "4" (Parking Layout), and Exhibit "5" (Landscaping Plan).
 2. This action does not relieve the applicant of the obligation to comply with all ordinances, statutes, regulations and procedures. Any required subsequent procedural actions shall take place within 36 months of the date on which the permit became effective or this action shall automatically be null and void.

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3. Install and/or upgrade public street improvements pursuant to the Sacramento County Improvements Standards.
4. Remove and replace the easterly and westerly driveways pursuant to the Sacramento County Improvement Standards and the American with Disabilities Act. Driveway widths of 35 feet shall be provided on Palm Drive.
5. All pedestrian access ramps contiguous to this project must be installed/upgraded pursuant to the State of California Title 24 Code of Regulations and to the satisfaction of the Department of Transportation. Note: The pedestrian access ramps at Panama Avenue will need to be installed/upgraded.
6. Connection to the Sacramento Area Sewer District's (District) sewer system shall be required to the satisfaction of the District. District Design Standards apply to any on and off-site sewer construction.
7. Each parcel with a sewage source shall have a separate connection to the District public sewer system. If there is more than one building in any single parcel and the parcel is not proposed for split, then each building on that parcel shall have a separate connection to a private on-site sewer line or the District public sewer line.

Advisory Comment: Developing this property will require the payment of sewer impacts fees. Impact fees for the District shall be paid prior to filing and recording the Final Map or issuance of Building Permits, whichever is first. Applicant should contact the Fee Quote Desk at (916) 876-6100 for sewer impact fee information.

8. Provide drainage easements and install facilities pursuant to the Sacramento County Floodplain Management Ordinance, Sacramento County Water Agency Code, and Sacramento County Improvement Standards, including any fee required by the Sacramento County Water Agency Code.
9. All entrances to the parking area shall be posted with appropriate signs per 22658(a) CVC, to assist in removing vehicles at the property owner's/manager's request.
10. Handicapped parking spaces shall be clearly marked and properly posted and be conveniently located near the building they are intended to serve.
11. Parking lots, truck staging areas, driveways, circulation areas, aisles, passageways, recesses, and grounds contiguous to building shall be provided with high intensity discharge lighting with sufficient wattage to provide

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adequate illumination to make clearly visible the presence of any person on or about the premises during the hours of business darkness and provide a safe, secure environment for all persons, property, and vehicles on site. Such lighting shall be equipped with vandal-resistant covers. A lighting level of .5 to 1 footcandle minimum, maintained at ground level is required.

12. All exterior doors shall be provided with their own light source and shall be adequately illuminated at all hours to make clearly visible the presence of any person on or about the premises' and provide adequate illumination for person exiting the building.
13. Exterior door, perimeter, parking and staging area, and canopy lights shall be controlled by photocell and shall be left on during hours of darkness or diminished lighting.
14. The premises, while closed for business after dark, must be sufficiently lighted by use of interior night lights.
15. The address number of every commercial building shall be illuminated during the hours of darkness so that it shall be easily visible from the street. The numerals in these numbers shall be no less than 10 inches in height and of a color contrasting with the background.
16. The business shall be equipped with a central station silent intrusion alarm system. The system shall have zoning capability so that access into portion of the building can be controlled and detected without shutting down the entire system while the building is partially occupied.
17. The perimeter of the site shall be fenced during construction, and security lighting and patrols shall be employed as necessary.
18. The existing "Landmark" palm tree located to the east of the eastern driveway (adjacent to the ADA ramp) shall be preserved to the satisfaction of the Department of Transportation, Landscape and Tree section. If the "Landmark" palm tree can not be preserved in its current location it shall be replanted near the ADA ramp (See Exhibit # 5). The one parking space to the west of the proposed ADA ramp may be used as landscape area for the replanted "Landmark" palm tree.
19. Existing trees that are located on or which overhang the project site shall be identified on the site plans by species, size, and location. If native oak trees are located on or overhang the site, they shall be located on the site plan and shall be preserved and protected to the extent possible pursuant to the Sacramento County Tree Preservation Ordinance.

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20. The applicant shall submit complete landscape planting and irrigation plans that are consistent with the requirements of the Water Conservation Ordinance and Zoning Code requirements for landscaping/parking lot shade to the Department of Transportation, Landscape and Tree Section for prior to issuance of building permits for the project.
21. A turning radius of 25 feet inside and 50 feet outside shall be maintained along the fire apparatus fire lane access.
22. Existing on-site fire hydrants shall be of sufficient number to provide the required fire flow for this proposed increase or shall install additional new hydrants as need.
23. The building shall be required to be protected by an automatic fire suppression system and equipped with a water flow and tamper system. This system shall be monitored by a Type "A" Central Station.
24. Building address numbers shall be of a size that is clearly visible from the street along Palm Drive and illuminated to be clearly seen at night.
25. The one hour corridor is not accepted at this time and will require a full review and approval as to code compliance with CBC 2007, Section 604, Tab 602.
26. The pedestrian walkway shall be constructed of stamped concrete, pavers or a similar material that will provide a contrast to the parking area surface.
27. Add finger planter along the parking area adjacent to Palm Drive as indicted on Exhibits 1, 4 and 5.
28. There shall be four (4) Class II bicycle parking racks located near the entrances of the proposed new two-story building.

IV. ATTACHMENTS

- A. Sheriff's Department Comments
- B. Sacramento Metropolitan Fire District Comments
- C. Context Photos (6)

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V. EXHIBITS

1. Site Plan
2. Floor Plans
3. Elevations
4. Parking Layout
5. Landscaping Plan

This staff report was prepared on August 28, 2009.