# Sacramento Railyards Specific Plan

Approved by the Sacramento City Council on December 11, 2007

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# SACRAMENTO RAILYARDS SPECIFIC PLAN

The City of Sacramento | December 11, 2007


DESIGN, COMMUNITY & ENVIRONMENT

1625 SHATTUCK AVENUE, SUITE 300
BERKELEY, CALIFORNIA 94709

TEL: 510 848 3815
FAX: 510 848 4315

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# INTRODUCTION 1

Redevelopment of the Railyards area, a 244-acre site in downtown Sacramento, offers a unique opportunity to reinforce and expand the role of the Central City as Sacramento's regional center for business, commerce, government, entertainment, housing, education and culture, and to create a transit-oriented mixed-use district as an integral extension of the Central Business District and as a key tourism destination. The General Plan emphasizes the importance of a jobs and housing balance and contains policies to promote the Central City's role as the regional employment and cultural center and the site of exceptional residential neighborhoods. The Sacramento Railyards Specific Plan is intended to advance the policies of the General Plan to create more mixed-use, transit-oriented neighborhoods within the Central City. This Sacramento Railyards Specific Plan supercedes the existing Railyards Specific Plan, which has slightly different Plan Area boundaries, and was adopted in 1994 and amended in 1996.

The Specific Plan is the overarching policy document that guides development within the Railyards Plan Area, but it works together with three other documents that provide specific guidance on matters relating to urban design, development regulations and permitting: the Railyards Design Guidelines, the Railyards Special Planning District Ordinance (SPD) and the Central Shops Historic District Ordinance. The Railyards Design Guidelines document, which provides design guidance in written and graphic form for private and public projects undertaken in the Railyards, aims to promote the improved aesthetic and functional quality of the Railyards community. The purpose of the SPD is to implement the planning principles, goals and policies of the Specific Plan by establishing necessary procedures and standards through zoning. The Historic District Ordinance will identify contributing resources and character-defining features and utilize development standards pursuant to Chapter 17.134 of the Sacramento Municipal Code. In the interest of making these documents as concise as possible, there is very little overlap among them. As such, parties who are interested in developing properties within the Plan Area must consult each of these four documents prior to construction.

The Sacramento Railyards Specific Plan defines clear parameters for the future development of the Railyards area. Implementation of this Plan will create a unique mixed-use development consisting of high-density for-sale and rental housing, complemented by unique cultural opportunities, commercial uses, office development, hotels, entertainment and retail uses, and parks and urban plazas.

This chapter of the Sacramento Railyards Specific Plan provides a description of the Plan Area, an overview of the development plan and a description of the planning process that was followed to produce the document.

## *A. Plan Area*

The following sections describe the regional and local settings of the Sacramento Railyards Specific Plan Area.

### 1. Regional Location

As shown in Figure 1-1, the City is located in the north-central part of California, approximately equidistant from the coastline and the Nevada state line. In addition to being the state capital, it is also the largest city in Sacramento County as well as the county seat. The city covers approximately 100 square miles and, as of 2007, is home to over 440,000 people.

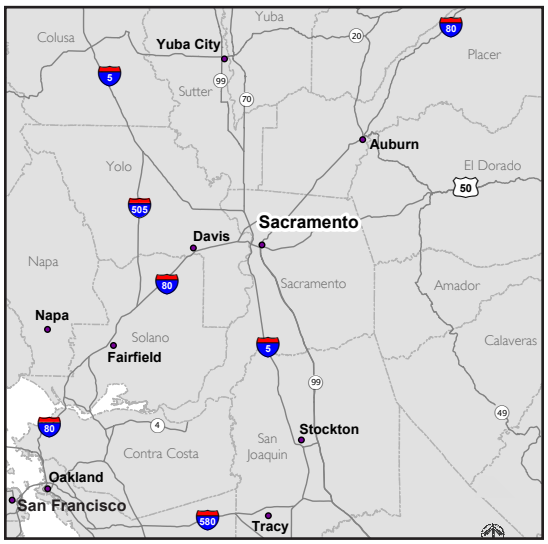



Figure 1-1. *Regional Location*

**2. Plan Area**

The 244-acre Plan Area is located immediately north of the Central Business District, east of the Sacramento River, south of North B Street and west of the federal courthouse and the Alkali Flat neighborhood. Figure 1-2 shows the Plan Area and the distribution of ownership on the Railyards site. The site sits between the confluence of the Sacramento and American Rivers, where the initial settlement of the City of Sacramento was founded in 1849 along the banks of the Sacramento River. The Railyards is in close proximity to Old Sacramento, Downtown, Chinatown, the federal courthouse and local government offices, the Richards Boulevard industrial district and the historic Alkali Flat neighborhood. A key element of this Plan is to knit the surrounding areas to the new districts and neighborhoods in the Railyards and allow for the downtown circulation grid to extend northward connecting to Richards Boulevard.

## *B. Planning Process*

Previous studies for the Railyards Area and its immediate surroundings include the Sacramento Central City Community Plan, which was adopted on May 15, 1980; the Railyards Specific Plan, Facility Element of the Railyards Specific Plan and the Richards Boulevard Area Plan, which were adopted by the City Council on


Figure 1-2. *Plan Area and Ownership*

December 13, 1994; and the Railyards Special Planning District provisions in the Zoning Code, adopted in 1999. Since completion of the previous Railyards Specific Plan, there has been extensive public input into how best to revise and plan the Railyards.

### 1. Community Outreach and Land Use Plan Evolution

Since 2002, the City has performed significant community outreach to determine how best to plan the Railyards. In 2004, the City conducted a Visioning Process for the development of the Railyards Area, which consisted of a series of public workshops to generate community input on the redevelopment of the Railyards area. The results of the visioning exercise helped to inform the planning process for the Railyards project. The majority of participants expressed a preference for higher-density housing, ground-floor retail, affordable units and live/work space. They indicated a preference for a 24-hour mixed-use district that would not "close down after 5 p.m." In terms of transportation, the participants expressed a desire for a walkable and bikable community with close access to transit.

During the course of the next three years, several other community outreach efforts were made to further guide the development of the Railyards. A community workshop was held by the City and the developer in May of 2006 to get additional feedback. Participants expressed interest in providing pedestrian and street connectivity; providing community facilities such as schools, day care facilities, better recreational spaces and a mix of housing types and affordability; preserving the Central Shops; sustainability; establishing destination places such as museums and a performing arts theater; celebrating railroad and cultural history; and ensuring high quality design. These community outreach efforts resulted in significant refinements to the plan from 2002 to 2007.

### 2. Specific Plan Objectives

The Specific Plan for the Railyards is the by-product of extensive comments from participants of the visioning process, community meetings, interested community groups, local business interests, City staff, City commissions, the City Council, Sacramento County and other local elected officials. Based on this input, the Specific Plan has been developed based on a framework that includes the following key objectives:

- Integrate the Railyards area into the fabric of the existing Central City. The Railyards have historically been isolated from the City. Now the opportunity exists to integrate the area from all points, not just downtown, into a seamless patch of the City fabric.
- Create a dynamic 24-hour mixed-use urban environment that provides a range of complementary uses-including cultural, office, hospitality, entertainment, retail, residential, educational and open space-and a mixture of housing products, including affordable housing.
- Connect the Railyards area with Sacramento's downtown office, retail and government center areas, as well as Old Sacramento, the Richards Boulevard area, and the Alkali Flat neighborhood, using pedestrian and bicycle facilities, roadways, and public transportation routes.

- Connect the Railyards area to the Sacramento River waterfront, and allow for hotel, public open space, residential waterfront and recreational uses consistent with the Riverfront Master Plan that will result in a vibrant waterfront, valuable to the region and the City.
- Transform the Railyards from an underutilized and environmentally contaminated industrial site into a transit-oriented, attractive, and nationally renowned mixed-use urban environment.
- Utilize the historic Central Shops buildings as a heritage tourism draw and as inspiration for a mix of uses that will help to create a culturally-vibrant, urban community.
- Create a development that is a regional draw for the City of Sacramento due to its geographic location downtown near the Sacramento River waterfront and its unique mix of transportation, residential, cultural, office, hospitality, entertainment, retail, and open space uses and historic sites.
- Provide a mixture of uses that complement and support the City's planned Sacramento Intermodal Transit Facility (SITF), connecting the Central City to the region, the state and beyond.
- Create a sustainable community that utilizes green building technology, water conservation measures and renewable energy sources.

## *C. Specific Plan Components*

Under California Law (Government Code Section 65450 et seq.), cities and counties may adopt specific plans to develop policies, programs and regulations to implement the jurisdiction's adopted General Plan. A specific plan serves as a bridge between the General Plan, community plans, the Zoning Code, and individual development master plans and planned unit developments, or other large development projects.

### 1. Required Contents

Although as a charter city the City is not bound by State planning statutes, this Specific Plan has been prepared in accordance with the requirements of Government Code Section 65451. As such, the Plan includes text and diagrams that generally describe the following:

- The distribution, location and extent of all land uses, including open space.
- The proposed distribution, location, extent and intensity of major components of public infrastructure, such as transportation and drainage systems, and other essential facilities needed to support the land uses.
- Standards and criteria which specify how development of the Railyards area will proceed.
- A statement of consistency between the Specific Plan and the goals and policies contained in the General Plan.
- A program of implementation measures such as regulations, programs and public works projects, and financing measures necessary to complete the essential facilities to allow for development of the Plan Area.

**2. Consistency with the General Plan**

The policies and objectives of the Plan are consistent with the broad goals of the City of Sacramento General Plan. In general, the policies of the General Plan call for high-density, mixed-use development on the Railyards site. The Railyards is envisioned as an extension of the Central City, with a high intensity of both employment- and housing-related uses and a strong transit orientation. The following General Plan goals and policies are supported by this Specific Plan.

a. Residential Land Use Element

The Specific Plan forwards a number of goals and policies relating to residential development in appropriate areas, including mixed-use developments that integrate housing with employment centers. The following goals and policies are supported by the Specific Plan:

- **Goal C.** Develop residential land uses in a manner that is efficient and utilizes existing and planned urban resources.
- **Goal D.** Maintain orderly residential growth in areas where urban services are readily available or can be provided in an efficient cost effective manner.
- **Goal E.** Provide appropriate residential opportunities to meet the City's required fair share of the region's housing needs.

  **Policy 1.** Provide housing opportunities in newly developing communities and in large mixed use developments in an effort to reduce travel time to and from employment centers.

  **Policy 2.** Use mixed use housing and employment centers to help meet housing needs and reduce traffic in new development within the City.

  **Policy 3.** Establish guidelines for mixed use projects and allow these uses in urbanized areas of the City where intensive development is planned.

b. Commercial and Industrial Land Use Element

The Specific Plan supports the following goals and policies of this Element, which call for transit-oriented, mixed-use development in the Central City:

- **Goal A (Citywide).** Promote Transit Oriented Development (TOD) within ¼ mile of existing and future light rail transit (LRT) stations.
- **Goal A (Downtown Sacramento).** Maintain and strengthen Downtown's role as a major regional office, retail, commercial, governmental, and cultural/entertainment center.
- **Goal B (Downtown Sacramento).** Promote the successful development of mixed-use projects in the Central City.

c. Circulation Element

The Specific Plan is consistent with this Element and promotes the following goals and policies from the Element:

- **Goal A (Central City).** Provide a street system within the Central City which ensures the safe and efficient movement of people and goods consistent with other transportation needs.

**Policy 1.** Improve the street circulation system in order to provide access to new development.

**Policy 2.** Provide specific street improvements which will support downtown development and the Central City Urban Design Plan.

Action a): Develop additional proposals which may improve access to the downtown area including vehicular, transit and bicycle improvements connecting the Richards/Railyards site to the downtown area.

- **Goal C (Central City).** Develop a balanced transportation system which will encourage the use of public transit, multiple occupancy of the private automobile, and other forms of transportation.

  **Policy 1.** Encourage the use of light rail transit and other alternative methods of transportation to facilitate the circulation in the downtown core, through the Railyards site and the Richards Boulevard area.

  *Action a):* Configure future land uses and development intensities in the Railyards and Richards Boulevard planning areas in a way that reinforces transit ridership and supports public investment in transit facilities.

- **Goal D (Central City).** Provide an adequate amount of parking to support continued downtown development prosperity, alternative modes of transportation, and the Central City Urban Design Guidelines and Plan.

  **Policy 1.** Provide additional parking as part of development projects and in free standing parking structures.

- **Goal E (Central City).** Create a multi-modal transportation center in the Central City.

- **Goal A (Transit).** Promote a well designed and heavily patronized light rail and transit system.

  **Policy 1.** Provide transit service in newly developing areas at locations which will support its highest usage.

In addition to providing a plan that will further the preceding goals, policies and actions, this Specific Plan is consistent with other provisions of the Circulation Element regarding pedestrian and bicycle circulation and parking, as well as goals and policies in the General Plan's Housing Element, the Public Facilities and Infrastructure Element, the Open Space and Conservation Element, and the Historic Preservation Element of the General Plan.

### *D. Plan Contents*

The Specific Plan includes the following chapters:

- **Chapter One** is this introduction, which includes an overview of the Plan Area, a description of the process for development of the Specific Plan, its consistency with the General Plan and the components of the Plan.
- **Chapter Two** provides an overview of the history of the site and its relationship to existing development in the City of Sacramento.
- **Chapter Three** provides an overview of the major concepts of the Specific Plan, including an overview of each of the neighborhoods and districts that will comprise the Railyards as it is redeveloped.
- **Chapter Four** contains a set of overriding principles for future development of the Plan Area, followed by the goals and policies that will guide that development.
- **Chapter Five** establishes new land use classifications for the Plan Area and describes the development intensity associated with each designation.
- **Chapter Six** describes the proposed program of parks and open space that will be available to Railyards residents and the general public.
- **Chapter Seven** contains a summary of the proposed circulation pattern, including specifications for designs of new major streets in the Plan Area; improvements to the existing Sacramento Valley Station, which serves Amtrak, Capitol Corridor, San Joaquin Corridor and light rail passengers, and pedestrian and bicycle improvements.
- **Chapter Eight** describes the proposed infrastructure and public services needed to serve development of the Plan Area.
- **Chapter Nine** describes the Railyards' historic and cultural resources and the designation of a historic district to preserve those resources.
- **Chapter Ten** contains an overview of the known contamination on the site and past remediation efforts, and identifies a framework for ongoing remediation, monitoring and mitigation of the contaminants in accordance with the approved remediation action plans.
- **Chapter Eleven** contains specific implementation strategies.

# SETTING AND CONTEXT 2

This chapter describes the historic and physical setting of the 244-acre Railyards site, as well as the transportation, land use, demographic and economic context of the site within the Central City. Figure 2-1 shows the location of the Railyards in relation to other districts and neighborhoods of the Central City.

## A. *Prehistory and History*

This section provides a brief overview of the prehistory and history of the Railyards property.

The history of the Railyards is inexorably tied to the history of Sacramento, the State of California and the West. The discovery of the Comstock Lode and the subsequent Gold Rush—together with the completion of the transcontinental railroad in the 1860s, with its western terminus in Sacramento—signaled the opening of the West. The railroad helped to establish California's key global position in agriculture and economic development, and its completion made Sacramento a major transfer point between rail and waterborne transportation. The railroad became the principal conveyance for settlers moving to California and for the bountiful goods of the Central Valley to reach new markets throughout the world. The completion of the transcontinental railroad, constructed largely by Chinese immigrants, helped shape Sacramento's cultural identity. After completion of the project, a thriving Chinatown began to develop along I Street, between 2nd and 6th Streets. As a result of mounting racism, the Chinese were forced out of this neighborhood in the early 1900s. At its peak in the 1920s and 1930s, the Railyards facility was the region's major employer, with a payroll exceeding 3,000 people. Figure 2-2 depicts the Railyards facility during this era.

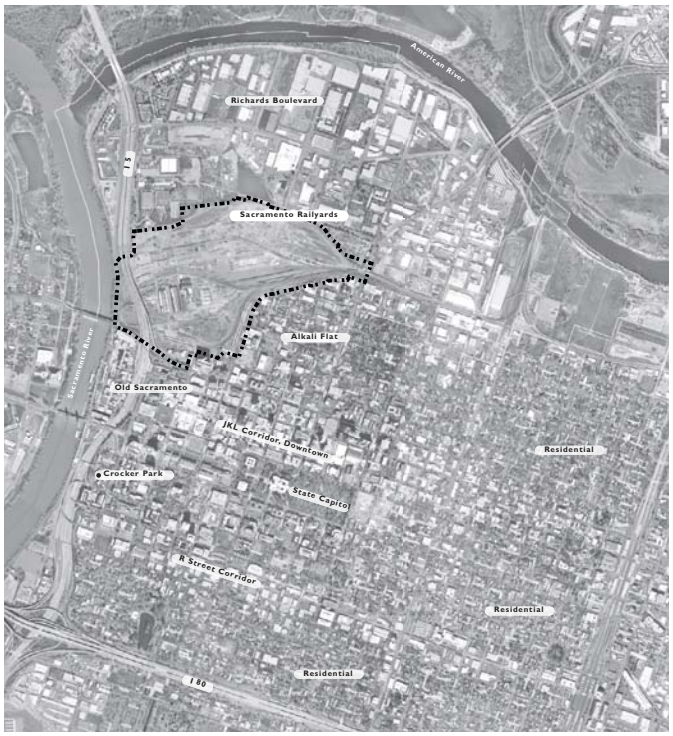



Figure 2-1. *City Context - Vicinity (Source: Thomas Enterprises, Inc.)*

In subsequent years, the Railyards began to decline as a major railroad production facility with the rise of personal vehicles for intra-regional travel and the airplane for long-distance travel. After 1945, few new buildings were constructed on the site, and the complex gradually eliminated its fabrication and manufacturing components, leaving only maintenance and repair functions. Port activities were relocated to West Sacramento, downriver from the Railyards, where today a deepwater pond is maintained with access via the Sacramento River Deep Water Channel. By the early 1970s, the completion of the Interstate 5 freeway along the western edge of the Railyards cut off direct access to the river and reflected the national emphasis on interstate highway construction over other transportation modes.

Despite decades of decline, the Railyards stands ready to reclaim its place at the center of Sacramento's civic identity. The Railyards Specific Plan provides a critical opportunity to knit together the urban fabric of the Central City, and to create a lasting addition to Sacramento's urban environment.

### *B. Site Characteristics*

As noted in Chapter 1, the Plan Area occupies approximately 244 acres, bounded by the Sacramento River to the west, North B Street to the north, the Alkali Flat neighborhood to the east, and the Sacramento Central Business District to the south. The Railyards area is generally flat, reflecting the historic filling of the land over the past century. It is situated on alluvial deposits of the Sacramento and American rivers. Near the surface, and to a depth of 30 to 50 feet, are deposits of silt and sand. Geotechnical analysis indicates that conditions within the site are unlikely to pose significant constraints to development. It is anticipated that the kinds of foundations required for the different building types in the Railyards will be similar to those required elsewhere in downtown Sacramento.

Since the majority of the site has long been used for railroad and industrial uses, it is mostly devoid of vegetation, with the exceptions of some remaining palm trees near the Central Shops and the riparian vegetation along the Sacramento River.

A century of industrial activity within the Railyards site has resulted in extensive soil and groundwater contamination. Significant efforts have been undertaken over the past decades to document the nature and extent of contamination, and to remediate the contaminants to a level that will allow for redevelopment of the site for a variety of land uses, subject to certain development standards. Further discussion of the contaminants on the site and relevant environmental regulations and remediation efforts is provided in Chapter 10.

### *C. Rail Operations*

The railroad maintenance and repair activities and other administrative operational functions of the Railyards were relocated in the early 1990s to Roseville, California. Railroad tracks, which carry east-west freight and passenger trains, remain on-site, running parallel to H Street and then curving north along 7th Street before heading east.

The double-track main line enters the Railyards from the west on the lower deck of the I Street Bridge across the Sacramento River. The tracks cross the Railyards site mostly along its southern boundary, adjacent to the historic Southern Pacific Railroad Sacramento Depot building that currently serves as the Amtrak station. The tracks then proceed further eastward on a grade-separated alignment through the Central City, where they split at Elvas Avenue, east of downtown. From there, one leg continues north through Roseville to Truckee and points further east to Chicago, while the other leg proceeds southward to Stockton and the Central Valley.

Union Pacific Railroad (UPRR) operates a number of freight trains on its main line tracks through the site each day. Speeds are limited to 10 miles per hour over the 90-year old I Street Bridge and 25 miles per hour along the 10-degree curve east of the Depot building. In addition to through-freight service, local switching operations occur on spurs that connect to the main line, primarily serving the Richards Boulevard area.

Amtrak currently operates 44 passenger trains through the Sacramento station daily. The San Joaquin route runs eight trains from Sacramento to Bakersfield, and Amtrak is contracted to operate the Capitol Corridor between Auburn and San Jose via stops in Sacramento and Oakland. Amtrak also operates the California Zephyr, which runs between Oakland and Chicago via Sacramento, and the Coast Starlight, a route between Los Angeles and Seattle via Sacramento, with stops twice daily for each train.

### *D. Transportation Context*

The Central City is the hub of the regional transportation system. It is framed by the Sacramento River to the west, the American River to the north and the Business 80 freeway on the south and east. The regional roadway network radiates outward from downtown Sacramento in six directions, providing access not only throughout Sacramento County, but also to Solano, Yolo, Sutter, El Dorado and Placer Counties. The regional freeway network is comprised of four major routes: Interstate 5, State Route 99, U.S.


Figure 2-2. *Railroad activity shaped the history of Sacramento and the Railyards site. (Source: Thomas Enterprises, Inc.)*

Highway 50, and Interstate 80, as well as Business Route 80, which interconnects these four freeways.

The light rail transit (LRT) system and its proposed extensions reinforce the primacy of the downtown within the Sacramento region. Currently, the LRT system extends from the northeast suburbs along the Watt/Interstate 80 line through the downtown to the eastern suburbs along the Folsom line, and to the south along the Meadowview line. The Downtown Natomas Airport (DNA) line will traverse the Railyards site along 7th Street, providing a direct connection between the downtown and Natomas before providing service to the Sacramento International Airport. The DNA line will connect with the existing light rail system, which includes a light rail station at the Sacramento Valley Station. In addition to the commuter rail and light rail systems, the Railyards site is well served by local, regional and intercity bus service because of its location within downtown Sacramento. Figure 2-3 shows planned transit infrastructure for the Railyards and its relationship to the existing transit network in the Central City.

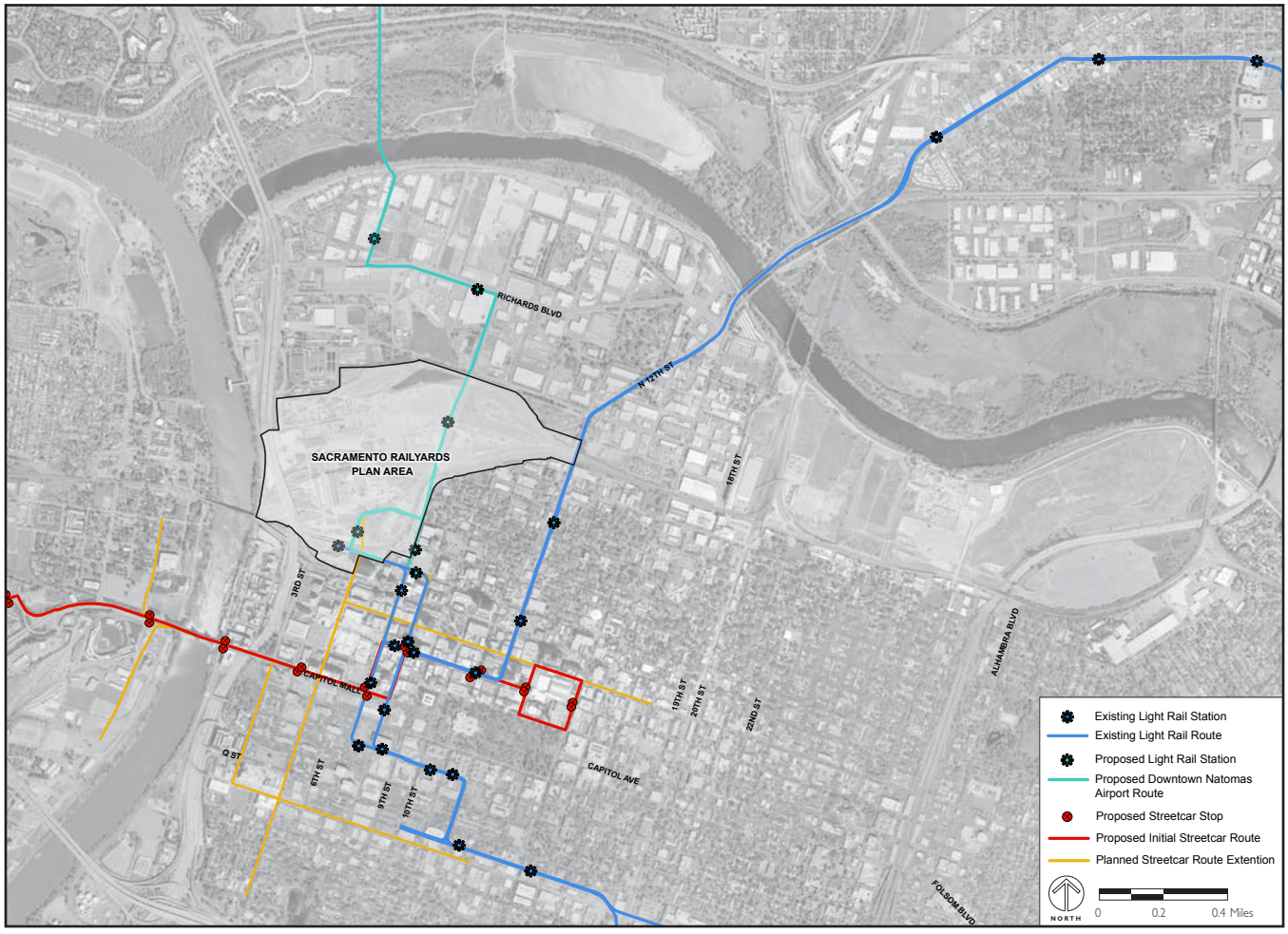



Figure 2-3. *Relationship of Railyards to Area Transit*

The climate, flat terrain and extensive riverside parkways lend themselves to bicycling, and the City and County of Sacramento, in cooperation with State agencies, are actively promoting bicycle commuting. In the downtown area, there are designated bike lanes, routes and numerous bicycle parking areas. The Railyards redevelopment will create new opportunities to improve the connections between the existing on-street bicycle network grid and the off-street riverfront bicycle paths.

### *E. Central City Context*

As shown in Figure 2-4, the Railyards area is strategically located along the edge of the Central Business District, which is the historic commercial and government center of the region, as well as the location of the State Capitol. The Sacramento metropolitan region is one of the fastest growing areas of the United States. A number of factors have attracted commerce and workers from outside of the region to relocate to Sacramento. Sacramento's combination of metropolitan amenities, low seismic risk and housing opportunities make the area attrac-

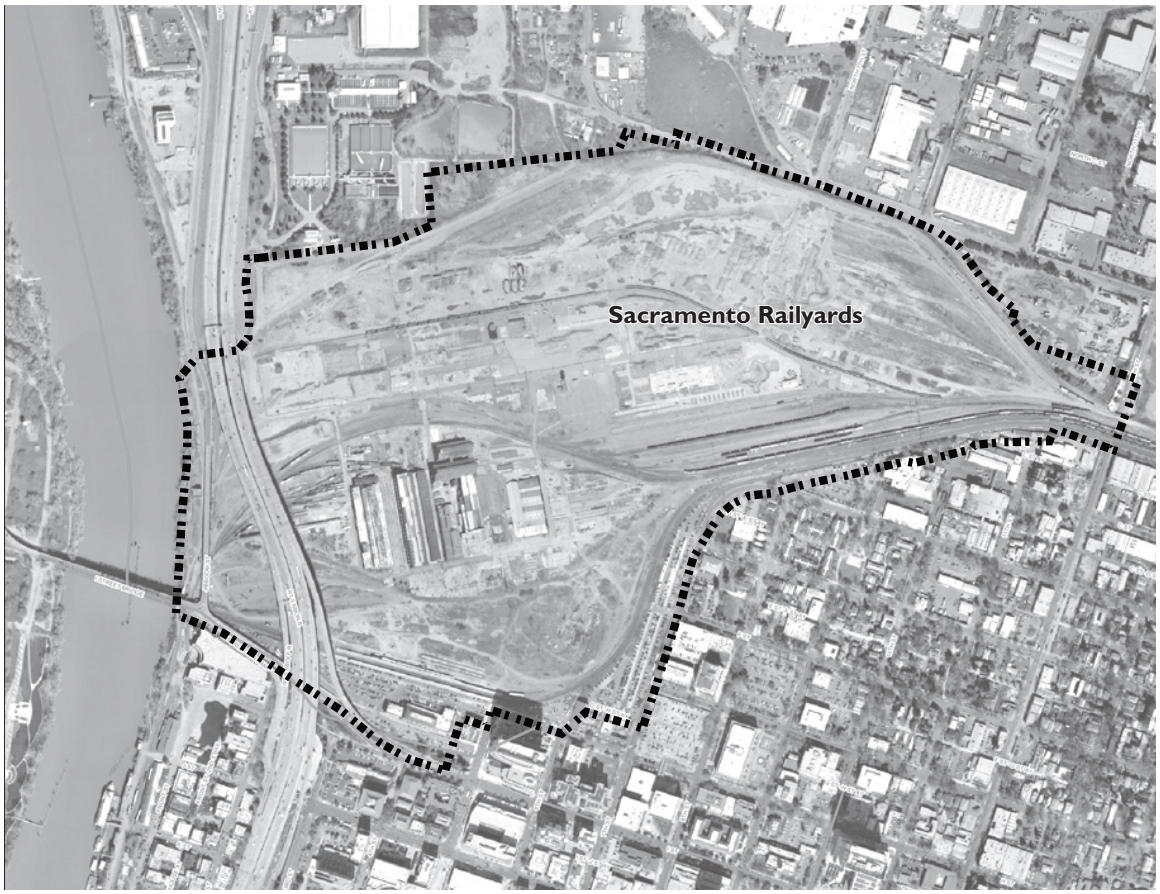



Figure 2-4. *Site Location (Source: 2001 Aerial Photography, Thomas Enterprises, Inc.)*

tive, both to potential residents and businesses alike. Retirees migrating to the Sacramento area have also been an important factor in population growth. Increasingly, Sacramento has focused on developing a metropolitan future and planned development and amenities in the Central City are expected to foster the city's evolution towards being one of the West Coast's major urban centers.

Currently, the 2,000-acre historic core of the Central City includes approximately 530 blocks of commercial and residential development, ranging from single-family homes to high-rise commercial projects with floor-area ratios (FARs) in excess of 10.0 and heights of more than 300 feet. Capitol Park surrounding the State Capitol building, provides a 10-block open space area of 36 acres at the heart of the Central City. An additional 24 acres of neighborhood parks are distributed throughout the Central City. Figure 2-5 shows the Railyards site within the context of the Central City's existing parks and open space system.

### 1. Government Activity

Since 1853, when the City of Sacramento offered California free land for its State Capitol, State government has been a key downtown activity. Until the 1920s, most government functions took place within the historic Capitol building in Capitol Park. With increasing growth in the early 20th century, government operations expanded rapidly into adjacent office buildings surrounding the park, and a new State office district was later created immediately south of the Capitol. Today, the State owns and occupies 9.7 million square feet of office space in downtown Sacramento, with an additional 3.5 million square feet recently built or under construction in the Central Business District and several million square feet under lease.

In addition to State facilities, downtown Sacramento also accommodates federal, county and city governments. A federal office building and post office complex is located immediately east of the County Government Center on I Street, and City Hall is located one additional block to the east across from Cesar Chavez Park.

### 2. Office Uses

Downtown Sacramento includes approximately nine million square feet of commercial office space, more than half of which is high-quality corporate professional (Class A) space. While the historic office core of the downtown was originally concentrated along J Street between 7th and 12th Streets, it has, over the past 30 years, spread out to include Capitol Mall and areas east of 12th Street along the J Street corridor. As a key land use policy, the City has actively encouraged increased commercial office density within close proximity to LRT stations outside the downtown core.

### 3. Commercial and Retail Activities and Hotels

With the extensive suburban growth in the Sacramento region, downtown Sacramento has been forced to compete to be the core retail center for the region. Downtown Plaza, with one major department store located one block south of the Railyards site, is the major retail center within the downtown and has struggled to compete with other large retail "malls" in

the suburbs. East of Downtown Plaza, along J Street and the K Street Mall, there are additional street-oriented shops and restaurants providing support to the surrounding office district. By adding more retail and increasing amenities, the Railyards will strengthen the existing retail offerings of downtown Sacramento.

Old Sacramento, just southwest of the Railyards site along the Sacramento River, was redeveloped in the late 1960s and early 1970s as a specialty retail center and State Historic Park. Although it was originally the bustling core of the downtown, the construction of the Interstate 5 freeway isolated it from the Central Business District, and it became more of a destination-oriented visitor attraction. Today, the 27-acre area Old Sacramento district includes specialty shops and restaurants, as well as the State Historic Railroad Museum, Sacramento History Museum and other smaller museums.

Sacramento's Central Business District includes three first-class hotels, and three new hotels are planned or under construction. These hotels have traditionally oriented themselves to all three segments of the market: commercial/corporate/government customers, convention center/group business, and tourist and leisure visitors.

**4. Residential**

One of the unique attributes of downtown Sacramento is its attractive residential neighborhoods, which give character and livability to the Central City. The majority of these neighborhoods are populated with historic single-family homes, and the neighborhoods are generally defined and separated by the major one-way arterials that traverse the Central City. A growing amount of higher-density infill housing is being developed within the Central City, including the Governor's Square condominium development and smaller-scaled for-sale and rental projects surrounding the Capitol, developed by the State's Capitol Area Development Authority (CADA).

The City has adopted a comprehensive Housing Strategy for the Central City that provides recommendations for zoning modifications and other actions related to the production of new housing. As this vision is realized, the Central City will become a more vibrant residential area, with successful and attractive high-density neighborhoods generating diversity and activity in the downtown Sacramento area. For further discussion of this subject, please refer to Section C in Chapter 3 of this Specific Plan.

**5. Open Space and Trail Network**

The Railyards will include a comprehensive network of new open spaces, ranging from civic plazas to passive neighborhood parks, similar to the urban open space components of other great cities. These new parks, plazas and trails within the plan area will link the Railyards' districts internally, and also augment Sacramento's existing open space and trail system. Figure 2-5 shows the proposed open space and trail network for the Plan Area in relation to existing parks and plazas in the Central City and potential cultural and educational centers, such as the proposed California Indian Heritage Center along the Sacramento and American Rivers.

### *F. Planning Context*

Several additional planning efforts are currently taking place in Sacramento's Central City. These efforts concern issues such as transportation, sustainability, regional planning, design and architecture, and will significantly influence the Central City's future development. Some of these efforts are specific to a particular area, while others are much more broad and applicable over a wider area. These initiatives provide an understanding of the role of the Railyards project within the context of the City's other efforts for the Central City. The items listed below are all recent or ongoing planning efforts that will influence development of the Railyards.

#### 1. Local Planning Efforts

- **SACOG Blueprint.** This is a long-range regional planning effort being conducted by the Sacramento Area Council of Governments. The plan focuses on accommodating an increase of nearly 1 million residents in the Sacramento region by 2030. Strategies in the plan include adopting a smart growth approach to development, curbing urban sprawl, increasing the role of transit and generating reinvestment in central cities.


Figure 2-5 *Relationship of Railyards to Area Parks*

- **2030 General Plan Update.** The City of Sacramento is currently updating its General Plan. This planning effort focuses on accommodating 200,000 new residents and 140,000 new jobs in the City of Sacramento by 2030. The principles being written into the General Plan call for Sacramento to become more livable. Goals of the General Plan Update include making downtown more vibrant, expanding transportation choice, creating safer neighborhoods and achieving greater levels of sustainability.
- **Sustainability Master Plan.** This plan focuses on setting goals and objectives for achieving greater levels of sustainability in the City of Sacramento. The plan provides a policy framework to ensure that sustainability issues will be considered in the City's future policy decisions and development review. The plan also provides realistic targets for air quality, climate protection, material resources, public health, habitat conservation and flood protection, among others.
- **Pedestrian Master Plan.** This plan concentrates solely on making Sacramento a more walkable city. To achieve this goal, the plan provides strategies for improving the current pedestrian infrastructure and considers new criteria for reviewing the pedestrian connections provided by new development
- **Sacramento River Master Plan.** This plan was a joint effort by the City of Sacramento and the City of West Sacramento. The plan focuses on connecting each City with its respective riverfront areas, as well as connecting the two cities to each other. The plan envisions the riverfront as an active space consisting of a combination of mixed-use development and public open space.
- **Sacramento Central City Urban Design Plan and Design Guidelines.** This planning effort is currently underway. It will provide a framework for the future physical development of the Central City. A physical plan for the Central City will be included in this document and accompanied by a set of guidelines that will help ensure that future development proposals and public improvements in the Central City are appropriate for the Central City

**2. National Initiatives**

- **LEED-ND Criteria.** The U.S. Green Building Council has spearheaded the development of a national set of standards for neighborhood location and sustainable design based on the combined principles of smart growth, New Urbanism and green building to assess and reward development that is superior for the standpoint of environmental sustainability. This document provides the criteria by which a development is LEED-ND certified and explains how the Railyards development satisfies those criteria.

# PROJECT CONCEPT 3

This chapter describes the general qualities and character envisioned for future development of the Railyards area. All descriptions and graphic materials represent an illustrative build-out of the site. Given shifts in market conditions, it is anticipated that actual buildout conditions will vary. As such, this Plan and the related Design Guidelines and SPD provide for a degree of flexibility to allow for changes in market and development conditions over time.

## *A. Railyards Area*

The Railyards area is a combination of districts that, together, provide a range of amenities and uses. As California's capital and one of the largest local economies in the state, the growing City of Sacramento will require a mixture of dynamic civic spaces similar to those of other great cities. The development envisioned for the Railyards area provides the City and its citizens the opportunity to create another great civic icon from its own historical roots and at an unprecedented scale and location.

### *B. District Concepts*

The Railyards is comprised of five districts, as shown in Figure 3-1.

- **Depot District.** The connection point of the Railyards site to the downtown, and home of the new Sacramento Intermodal Transportation Facility (SITF) and its accompanying transit-supportive uses and adjacent mixed uses.
- **Central Shops District.** A mixture of shops, museums, music clubs, galleries, theaters, restaurants and a farmers' market within and surrounding the historic Central Shops buildings.
- **West End.** This district links the entire Railyards project to the Sacramento River with pedestrian-oriented streetscapes and a range of entertainment, cultural, and retail activities that add to the regional draw of the Railyards area.
- **East End.** This will be a new residential neighborhood that captures the spirit of the city's traditional open space-oriented neighborhoods with a linear urban park.
- **Riverfront District.** This area is the location where the Railyards site connects to the waterfront, with restaurants, a hotel, housing, parks and open space, all featuring spectacular views.

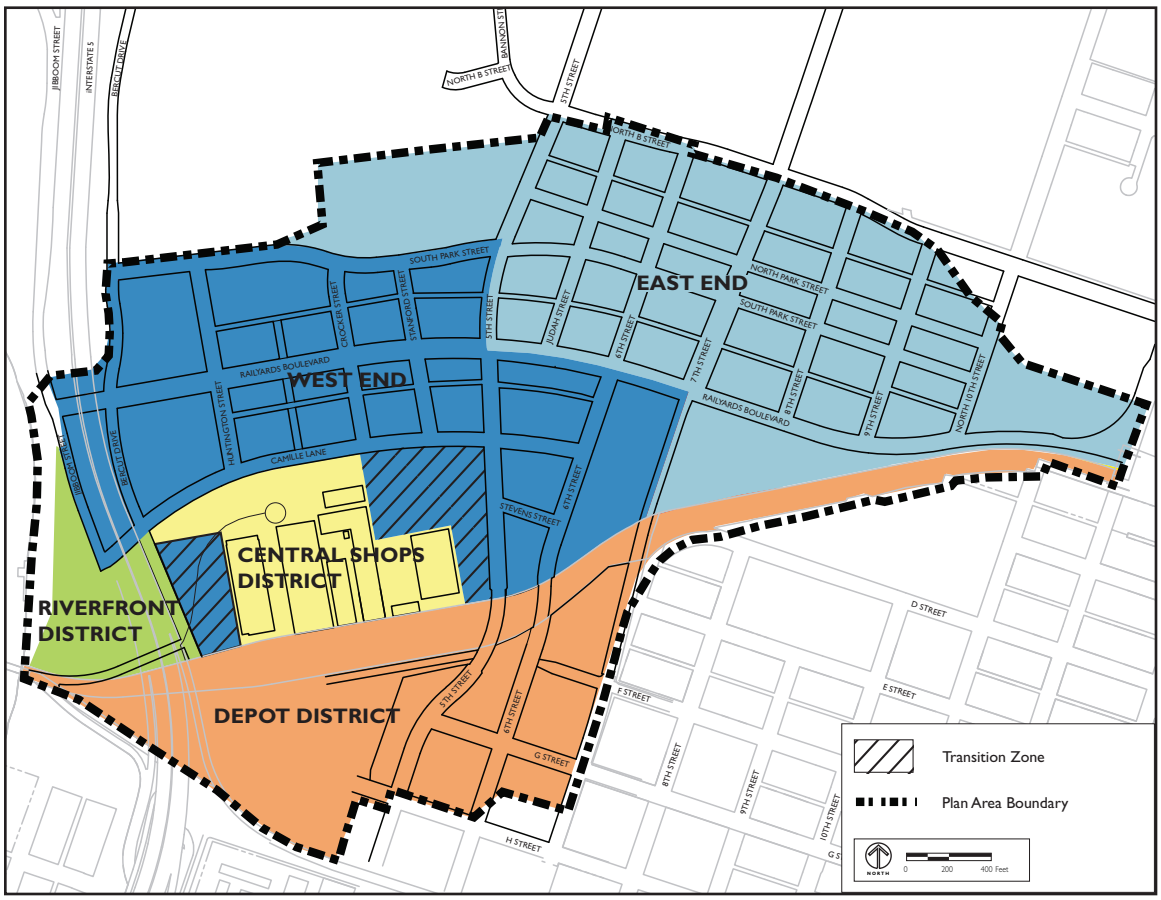



Figure 3-1. *Districts Plan*

These districts mix dense urban residential neighborhoods, a historic museum, shopping and market district, a grand intermodal transit station, pedestrian-oriented streets, shopping, entertainment complexes, riverfront access, and vertical high-rise buildings that combine office and housing uses with retail. With all these uses in close proximity, the Railyards area will offer an unprecedented urban network of living, working and entertaining possibilities for the region. The character and general nature of the five districts that make up the Railyards area are described below.

**1. Depot District**

The Depot District encompasses the general area between the relocated railroad tracks and the Railyards project border with Old Sacramento and Downtown along H, I and G Streets. It extends from the Sacramento River on the west to 7th Street on the east. This district includes the planned SITF and a mix of retail and office uses between 5th Street and 7th Street.

The City's planned SITF will be the centerpiece of the Depot District and will include the existing historic depot building. The historic Southern Pacific Railroad Sacramento Depot building will be preserved and designed as a focal point of the new Intermodal Facility. The newly renovated Depot building and expanded terminal will provide the City with a single transfer point between regional passenger rail, light rail, bus services and future high speed rail. This location will provide a crucial intermodal connection point to the rest of the City and region for Old Sacramento, Chinatown, Downtown, the Alkali Flat neighborhood and the Railyards area.

The remainder of the Depot District is populated by residential, office and retail mixed-use development. Retail uses will be accessible from the street level even as 5th and 6th Streets follow a slow rise over the railroad tracks, providing a sense of interest that will draw pedestrians up the moderate slope and over the tracks. Offices and residences above will be easily accessible from the SITF. Building heights will vary, with buildings near Alkali Flat on 7th Street stepping down to transition to that residential neighborhood.

Rising over the Union Pacific Railroad (UPRR) tracks, 5th and 6th Streets will be the main vehicular, bicycle and pedestrian links between the Depot District and downtown and between the District and other planned Railyards districts. To allow for this connection, the existing railroad tracks will be realigned. The realignment is discussed in Chapter 7 and is shown in Figure 7-29. Much more than just connecting the Depot District to the north by bridging the approximately 200-foot-wide rail corridor, 5th and 6th Streets draw downtown energy to the north and effectively remove the visual and physical barriers between downtown Sacramento and its northern neighborhoods by integrating Railyards with downtown Sacramento.

**2. Central Shops District**

The Central Shops District represents the historic core of the Railyards site. This District consists of the historic buildings and roundtable north of the Depot District, bordered on the west by Interstate 5, and on the east and north by the West End District. This location within the Railyards site provides close connectivity to

Old Sacramento, the Riverfront District, and the newly created pedestrian-oriented West End District.

Utilizing the Central Shops as the primary thematic element of the Railyards development, this district will provide the City with an opportunity to reclaim and celebrate its history as a rail epicenter. The Central Shops consist of the existing seven historic brick railyard buildings from the original Central Pacific Railroad Yard constructed between 1868 and 1917. These structures are intended to be preserved, rehabilitated and adaptively-reused as a vibrant destination center. The structures may be home to a vibrant mix of uses, including a potential State Railroad museum.

The Central Shops Historic District is defined not only by the historic structures, but also by the large and unique plazas and open hardscape areas between the structures. These plazas and open hardscape areas will provide places for uses such as open air markets, museums and cafés. Additionally, the opportunity exists to preserve other features in this district such as the historic track alignment, the water tower and the roundhouse.

Along with its focus on the preservation and celebration of the Central Shops, this District also plays a key role in the integration of the Central City via the Railyards and to both Old Sacramento and the Sacramento River. Currently, the elevated portion of Interstate 5 blocks the site from the Sacramento River. Through its utilization of the Central Shops as a pedestrian center, the Central Shops District will provide pedestrian connectivity between the Railyards, Old Sacramento and the Sacramento River

**3. West End**

The West End District is bounded by Jibboom Street and the Riverfront District to the west, the East End District to the east, South Park Street and the East End District to the north and the Central Shops Historic District and Depot District to the south.

The eastern portion of the West End consists of 5th, 6th, and 7th Streets and associated retail, residential, office, and open space uses. 5th Street acts as the thread that stitches together the districts, and its connection with Camille Lane pulls downtown back to the riverfront. To create a pedestrian-oriented experience, there will be a series of interconnected plazas that take advantage of the sloping condition of 5th Street from the bridge over the railroad tracks to Camille Lane. The plazas and sidewalks will be dotted with plants and lively fountains, and will provide access to shops, hotels, and other retail venues that together create a 24-hour urban environment for visitors and Railyards residents.

5th and 6th Streets bring the urban fabric of the city into the West End by rising over the railroad tracks. The streets are lined with continuous building frontages that occupy the street edge and provide an engaging presence at the street level. Above this pedestrian-oriented street-facing base, buildings provide a range of stepped-back vertical high-rise towers.

The central portion of the West End is accessible by Railyards Boulevard and Camille Lane. Railyards Boulevard runs east-west through West End, connecting the district with the East End and connecting out to 12th Street. Camille Lane also cuts across the district, providing access to the length of the district and to other districts, from 6th Street to the Central Shops and on to the Riverfront District. Buildings on Camille Lane will scale down in the transition to the Central Shops, and a variety of pedestrian paths will connect the historic Shops to Camille Lane.

The central part of the West End will provide exciting lifestyle activities centered around retail and entertainment venues that will add to the regional draw of the Railyards. It is integrated by a network of pedestrian alleys and plazas, with restaurants, bars and nightclubs opening onto Railyards Boulevard and Camille Lane. The northern edge of the district includes hotels, access points to multi-level parking facilities and entertainment venues, which face onto Railyards Boulevard.

The West End District may also house a potential Performing Arts Center, creating another potential regional draw for downtown. It is envisioned that this theater would provide a range of theatrical and educational opportunities not currently available in downtown Sacramento. For example, downtown Sacramento does not have a facility of the size to attract smaller Broadway shows. This use would enhance the pedestrian character of the West End District and would also serve as a major transitional use between the Central Shops Historic District and the West End District.

The West End also contains a Transition Zone, which will impose specific standards for development next to the Central Shops Historic District. The intention of the Transition Zone is to ensure that new development respects the existing historic structures. More information about the Transition Zone can be found in Chapter 9 of this document and in the Sacramento Railyards Design Guidelines.

**4. East End**

The East End is bounded by Railyards Boulevard and the railroad tracks along its southern edge, 12th Street to the east, North B Street to the north and 5th Street and the Plan Area boundary to the west.

This district is intended to establish an urban in-town neighborhood that carries the spirit of the City's traditional open-space anchored neighborhoods by extending the pedestrian-scaled downtown grid. The district will replicate the traditional street grid and will have similar mid-block alleys running east and west. These dimensions provide a finely grained urban context with diverse housing frontages and pedestrian-scaled proportions. It will be a primarily residential neighborhood providing new housing opportunities in a unique neighborhood context. A linear park will provide an open space centerpiece, running the length of the district east-west with a width half the size of a typical Sacramento city block.

The building massing of the East End will step from a five-story street wall of mixed shops, lofted double-height units and walk-up units along the park, to taller podium/stepped style

towers along the northern and southern edges of the district. The physical massing and neighborhood-serving businesses and services that line the ground floors of buildings along the park will create a dynamic linear connection through the neighborhood, providing an urban open space where residents can gather to walk, exercise and relax.

A transit stop with bus and light rail services will be located at the intersection of the park and 7th Street, enabling every residence in the neighborhood to be within a five-minute walking radius of transit. This district will be a transit-oriented, walkable neighborhood with corner shops and open spaces for all to enjoy.

At the western edge of the district will be Vista Park. This 10-acre open space and recreational park will provide a venue for an array of programmed performances and an informal outdoor gathering space uniquely suited to Sacramento's climate. In addition, the potential arena site is in the southernmost portion of the East End. Vista Park provides a unique large open space that will serve as both a community gathering place for the local East End community as well as the larger downtown and regional communities.

**5. Riverfront District**

The Riverfront District borders are created by the rail tracks to the south, Interstate 5 to the east, and the Sacramento River to the west. There, the Railyards area connects to the Sacramento River, providing the City with an opportunity to reclaim a part of its geographical history with a reinvigorated waterfront containing restaurants featuring spectacular views, a hotel, housing, parks and open space. Other elements from the Riverfront Master Plan may be included, such as connections to the Sacramento River and American River bike trails.

In order to help achieve the objectives of activating the Riverfront District, implementing the City's Riverfront Master Plan and connecting the Railyards area to the riverfront, the elevated portion of Jibboom Street is slated to be removed to allow for a better interface with the Sacramento River. However, maintaining connections to West Sacramento for intercity flow is important and an alternative connection is proposed within this Plan. This alternative connection would extend Bercut Road south and connect that street with the I Street Bridge. This district also presents an opportunity to capture the historical significance of the site by establishing a national monument along the river recognizing the Transcontinental Railroad.

### *C. Housing*

The Specific Plan foresees the construction of approximately 10,000 to 12,100 new dwelling units of varying types within the Plan Area. A variety of housing types are envisioned, ranging from apartments and condominiums to loft-style and live/work units.

The location of the Plan Area is attractive for residential development for a number of reasons:

- The plethora of retail and commercial amenities that will be constructed within the diverse urban villages of the Railyards area will offer residents numerous choices and conveniences within walking distance, including a diversity of restaurants, shopping, theater and entertainment and other civic amenities.
- The Railyards site offers easy access to Downtown employment opportunities and cultural events, as well as the key open space amenities of the Riverfront and Downtown's parks and civic open spaces.
- The location enjoys close proximity and easy access to regional transit and roads, including the new SITF and light rail stations.
- The site is located within two blocks of a National Historic Landmark, the Old Sacramento Historic District and State Park. This area is a well-known and nationally-recognized visitor destination, which serves as an ongoing venue for events such as the popular Gold Rush Days and Sacramento Jazz Jubilee.

However, the following challenges exist in creating housing developments that are partially dependent on Downtown revitalization to attract new homebuyers:

- Potential residents who opt to seek attached housing instead of a single-family detached unit will be selective in their search. The product design must be well-suited to the Sacramento market.
- Based on the amount of new amenities that will be introduced into the area based on development under this Specific Plan, there is the potential for many types of neighborhood-oriented urban residential development that do not presently exist in the Downtown.
- As in many areas, Sacramento residents are price-sensitive. Thus, attention must be paid to keep the entire product package, including homeowner association (HOA) dues and upgrades, within buyers' spending potential.

The Railyards area will include both rental and for-sale condominium and townhouse units, at a variety of price points affordable to a range of households. Preliminary analysis shows that condominium units and apartments at the Railyards site could attract several potential types of buyers and renters.

# PRINCIPLES, GOALS AND POLICIES 4

This chapter provides the principles, goals and policies that guide development within the Railyards area. Some of these goals and policies are related to the type, form and location of new development, utilization, rehabilitation and preservation of the historic Central Shops, and others provide guidance for specific actions and approaches that will be taken at the time that development occurs on the site. They are based on input from community outreach, City staff, the developer and their technical consultants, direction from the City Council and the Planning Commission, and requirements of State law and City regulations. The principles provide the broadest and most overarching set of guidance for the development of the Railyards area and are presented first. Goals and policies concerning each of the major topic areas addressed in the chapters of this Specific Plan are then presented. These topics include Community Character, Circulation, Utilities and Community Services, Historic Resources and Hazardous Substances.

### *A. Definitions*

Principles, goals and policies, as articulated in this chapter, are defined as follows:

- **Principle.** A principle is a description of the desired result, broadly stated, that the City seeks to achieve through the implementation of the Specific Plan.
- **Goal.** A goal is a specific condition or end that serves as a concrete step toward fulfilling the guiding principles. Goals are intended to be clearly achievable, and, when possible, measurable. There are one or more goals for each Specific Plan chapter topic area.
- **Policy.** A policy is a specific statement that guides decision-making in working to achieve a goal. Policies, once adopted, represent statements to guide the development of City regulations. This Specific Plan establishes policies that will be used by City staff, the Planning Commission, other City commissions and the City Council in their review of land use proposals within the Specific Plan Area and in decision-making about development of the Railyards.
- **Encourage, Promote and Ensure.** The verbs "encourage", "promote" and "ensure" are used in the body of many of the policies included in this chapter. The use of "promote" and "encourage" in policies is equivalent to the word "should" as used in the Design Guidelines. The use of "ensure" in policies is the equivalent of the word "shall" as used in the Design Guidelines.

### *B. Principles*

The nine principles outlined below fulfill the primary vision for the Specific Plan: to fulfill the "Opportunity of Redevelopment" that is presented by the Railyards site, as one of the largest urban infill projects in the nation. The redevelopment of a major urban infill parcel like the Railyards provides the City of Sacramento with an opportunity to move away from the patterns of decentralization and suburban sprawl that have led to deterioration of regional air quality, traffic congestion and loss of agricultural land and open space resources. The opening up of the Plan Area will remove the barriers

*An attractive and dynamic mixed-use development in downtown San Jose.*

between the downtown and the much larger Richards Boulevard area to the north, and provide an important first step in the intensification of Sacramento's downtown and Central City as a major focus of regional growth over the next century. In addition, it will serve as a catalyst to re-establish downtown Sacramento as the regional center for the rapidly expanding metropolitan area.

The redevelopment of the Railyards site also presents a significant opportunity to capitalize on the historic transportation role of the Plan Area and to reinforce the downtown's unique identity and sense of place: its stately landscaped streets, attractive in-town neighborhoods, and distinctive fabric of historic buildings. Just as John Sutter Jr.'s plan and the plan for the State Capitol established the identity of the downtown of the nineteenth and twentieth centuries, the plan for redevelopment of the Railyards can assist in defining and achieving the aspirations of this century for Sacramento and the region.

### 1. Develop the Railyards to be a National Leader in Sustainable Development

Sustainable development has been defined by the United Nation's Brundtland Commission as "Development that meets the needs of the present without compromising the ability of future generations to meet their own needs." This topic is becoming more and more prominent in development particularly as society has come to understand the links between sustainable development and reductions in greenhouse gasses and global warming. Interest in sustainable development has created a new benchmark for cities.

To be sustainable, development must contain several components, including sustainable building sites and land use patterns, urban infill, resource conservation, transportation choice, respect for environmental resources, reuse of existing buildings and other resources, access to open space, and integration of trees and other vegetation. By including these components, development in the Railyards will propel the City of Sacramento toward its goal of becoming a national leader in sustainable development.

Development in the Railyards will follow a key principle of sustainability by redeveloping a contaminated site with new uses that promote resource conservation, economic prosperity and social equity. The Railyards will serve as a major urban infill project for Sacramento, easing encroachment of new development on greenfield sites and minimizing Sacramento's ecological foot-print. The dense pattern of development proposed will also support area transit, minimizing the need for employees, residents and visitors of the Railyards to use automobiles. The Specific Plan includes policies and regulations to ensure the facilitation of pedestrian and bicycle transportation. It also contains policies to facilitate building sites that are oriented to receive natural sunlight, taking advantage of passive solar strategies. The Specific Plan promotes a reduction in solid waste, water usage and energy usage, and it also promotes a reduction in negative effects on environmental resources through the mitigation of stormwater runoff, air pollution and wastewater generation.

**2. Re-establish Downtown as the Cultural, Commercial and Community Hub for the Sacramento Region**

Historically, downtown Sacramento was the cultural, commercial and community hub for the region. From the Gold Rush to the development of the Transcontinental Railroad, Sacramento served as the heartbeat of the region. This vitality and sense of strength resulted in Sacramento being chosen as the capitol of California. However, with the growth of the surrounding region and the proliferation of suburban sprawl, the strength and vitality of downtown Sacramento waned. The redevelopment of the Plan Area provides an opportunity for downtown Sacramento to re-establish itself as the cultural, commercial and community heartbeat of the region by preserving currently underutilized historic structures, providing urban housing, commercial, and entertainment uses, and connecting and integrating downtown Sacramento with the Sacramento River as well as the Richards area to the north. Additionally, the Railyards will make the downtown more competitive with retail and commercial centers in suburban locations.

**3. Reinforce the Downtown as a Regional Transportation Hub**

The Railyards area has played a historic transportation role within the City and region. Although its function as a railroad marshalling yard and fabrication and maintenance facility has declined, there is an opportunity for the Railyards site to be developed as a regional transportation interchange point for the movement of people and goods. This opportunity is particularly timely given California's commitment to the creation of a comprehensive statewide intercity and commuter rail network and the success of the Capitol Corridor service, linking Sacramento with the Bay Area and San Jose. It is also critical to the development of viable alternatives to automobile dependency and the resolution of key environmental problems.

The Specific Plan responds to this principle by calling for the creation of a "state-of-the-art" SITF that will provide a direct transfer between all transit modes, enhancing the viability of commuter and light rail services and promoting transit as a convenient alternative to the automobile. Beyond its transit function, the facility can also serve as a major catalyst for redevelopment of the Railyards area and become a principal activity center within the Central City.


*The Historic Southern Pacific Rail Station in downtown Sacramento.*

The Railyards Specific Plan also envisions extensions of 5th Street, 6th Street and 10th Street as complementary to the downtown street grid system. 7th Street will continue to be a transit-priority boulevard that will serve as the alignment for the future Sacramento Downtown/Natomas/Airport (DNA) light rail line, provide a transit connection from the northern neighborhoods to downtown and the K Street Mall. Pedestrian and bicycle facilities are planned throughout the Railyards area, providing comprehensive non-motorized access to the Riverfront, the SITF, and open space amenities.

The Railyards Specific Plan also envisions extensions of 5th Street, 6th Street and 10th Street as complementary to the downtown street grid system. 7th Street will continue to be a transit-priority boulevard that will serve as the alignment for the future Sacramento Downtown/Natomas/Airport (DNA) light rail line, provide a transit connection from the northern neighborhoods to downtown and the K Street Mall. Pedestrian and bicycle facilities are planned throughout the Railyards area, providing comprehensive non-motorized access to the Riverfront, the SITF, and open space amenities.

**4. Reinforce the Downtown as a Major Employment Center**

In contributing to the role of downtown as a transportation hub, the redevelopment of the Railyards area must also reinforce the Downtown as the principal employment center of the region. Currently, the downtown area captures only one quarter of the regional office market. The increased concentration of employment uses in the downtown and Central City, where transit service is most readily available, is a critical component of an overall growth management and smart growth approach for the region.

The Railyards Specific Plan calls for a full range of office uses: from larger floorplate low- and mid-rise mixed use building prototypes that will include housing and retail as well as office uses, to high-density, high-rise office buildings similar to those currently situated in the downtown. These facilities will serve a full range of public and private sector users and, by so doing, increase the downtown's competitive position

*An active urban plaza in downtown Oakland, which supports residents and workers.*

in the regional office market. The Specific Plan identifies the primary area for office development as the southeastern portion of the property along I and H Streets extending northward between 5th, 6th and 7th Streets. This places the offices adjacent to the downtown core and the federal/City/County government centers, and the SITF. These areas, adjoining the residential neighborhood of the East End and the retail, cultural and entertainment uses of the Central Shops and West End, will help to reinforce the Central City as the region's major employment center.

### 5. Reinforce the Downtown as a Place to Live

While the Central City of Sacramento is known for its attractive historic neighborhoods, the Downtown still functions primarily as an employment center, with most people commuting from the outlying suburbs each day. The Railyards area provides a major opportunity to reinforce the role of the downtown as a place to live, and a place that preserves and builds upon the historic neighborhood fabric of the Central City. Apart from the Richards Boulevard area to the north, no other site within the Central City offers such a significant land resource for the establishment of new residential uses, nor provides the opportunity to expand the amenities available to residents and visitors of the downtown.

The Specific Plan responds to this principle by providing for the addition of 10,000 to 12,100 new residential units integrated with a diverse range of uses and amenities. Mixed-use developments of medium to high-density housing, with retail and commercial uses at street level, will create a neighborhood feel in each of the districts. In addition, the housing program provides for a wide range of multi-family housing types and densities, providing an array of options for different population segments.

### 6. Complete the Central City's Circulation System

The Railyards site currently occupies an area equivalent to 60 downtown blocks; currently there is only one public street that extends through the site. This has forced the circula-

*Open spaces, such as the central city park shown above, serve as valuable amenities for residents of densely developed urban neighborhoods.*


*Transit-oriented development puts residences and workplaces near transit, which makes public transit more convenient and attractive.*

tion system of the Central City to work its way around the Plan Area, causing congestion points along major corridors leading into the downtown. For instance, 12th and 16th Streets, which pass through the Alkali Flat neighborhood, experience significant congestion because they are the only north-south arterials connecting the downtown and the Richards Boulevard area with North Sacramento. The opening up of the Railyards area offers a major opportunity to improve the distribution of traffic within the downtown.

To this end, the Specific Plan calls for the extension of key Central City streets through the Plan Area. North from the downtown, 5th, 7th and 10th Streets will be extended to North B Street as major connectors between the Central City, the Railyards area, and providing access to the new Camille Lane that connects to the newly energized riverfront.

Railyards Boulevard will provide a major entry to the Railyards area from 12th Street, diverting traffic that currently flows through the Alkali Flat neighborhood. Railyards Boulevard will terminate just before the Sacramento River and connect to Interstate 5, northbound through Bercut Drive and southbound along Jibboom Street. This system of arterials will provide the basic framework for traffic movement within the Plan Area and serve to enhance overall distribution of traffic throughout the Central City.

**7. Preserve the Historic and Cultural Resources of the Area**

Maintaining a strong continuity with the past provides reference for the achievements of the future and enriches the experience of residents, workers and visitors. The preservation of historic resources within the Railyards area is particularly important to Sacramento because of their contribution to the evolution and character of the City and the region.

The Specific Plan responds to this planning principle by identifying two primary areas for preservation: the Depot portion of the SITF and the nineteenth century Central Shops immediately to the north. The historic Southern Pacific Railroad Sacramento Depot building will be renovated and preserved to become a part of the SITF, providing an imposing civic "front" to the Railyards area and probably the most familiar and recognizable feature of the site. The Specific Plan calls for the Depot to be rehabilitated as

*The existing Central Shops in the Railyards Plan Area.*

a prominent central component of the Depot District. Development surrounding the Depot will be scaled to extend the Central City, and stepped back to respect the architectural integrity of the Depot building. A plaza and park will be created immediately adjacent to the Depot building as a major civic gathering space for the Railyards area and the downtown.

While the Depot building is a well-known historic landmark, the nineteenth century complex of industrial warehouse structures known as the Central Shops has been largely inaccessible to the public. Few people outside those who worked in the facility have walked the maze of passages and alleys that lace their way through this small city of brick, concrete and metal buildings, experienced the lofty skylight interior spaces or seen the gantries moving enormous engine parts with grace and ease. The Specific Plan calls for these structures to be rehabilitated and adaptively reused, resulting in the creation of a historic district of public-oriented cultural, commercial, entertainment, educational and recreational uses. This amenity will be further enhanced by a strong relationship to the Sacramento River and the West End District.

**8. Reconnect Downtown and the Central City with the Rivers**

The most memorable cities of the world have established distinctive identities through a careful response to their natural settings. Sacramento enjoys a unique natural setting at the confluence of the Sacramento and American Rivers, where gold miners from around the world came up from San Francisco on their way to the gold fields, and where agricultural goods from the rich Central Valley were shipped to the Bay Area and the world beyond. Today, the rivers are highly valued recreational and habitat resources and the American River Parkway links the downtown with outlying communities through an extensive system of trails and open spaces.

With the construction of the railroad levees, and more recently the Interstate 5 freeway, downtown Sacramento has been cut off from both the Sacramento and American Rivers. The Railyards area is in a pivotal position between the downtown and these rivers; and its redevelopment offers the opportunity to overcome the barrier of these major transportation facilities and to create new linkages that will make the rivers a more integral part of the downtown experience.

*Public walkways and open spaces, such as the waterfront promenade in New York shown above, can serve as important recreational spaces for the residents of dense urban environments.*

In conjunction with the Richards Boulevard Area Plan to the north, the Railyards Specific Plan calls for new links to be created between downtown and the American River Parkway by way of 5th, 7th and 10th Streets. Through the realignment of the main line tracks and lowering of Jibboom Street to ground level, the Specific Plan also calls for stronger linkages to the Sacramento River, beneath the Interstate 5 freeway viaducts. This linkage will create direct pedestrian connections between Old Sacramento and the historic Central Shops complex of the Railyards, and result in pedestrian and bicycle linkages to West Sacramento by way of the historic I Street Bridge. With these improvements, the riverfronts will provide a continuous system of pedestrian trails, linking key activity centers and destinations.

**9. Create an Attractive and Distinctive Urban Place**

As a staging yard in support of a major locomotive works, the Railyards area, by necessity, has been removed and isolated from the downtown and Central City. Redevelopment provides the opportunity to integrate the area within the Central City and, by so doing, remove a significant physical barrier. Rather than an insular project, the Railyards area will be an integral part of its surrounding context.

Much of downtown Sacramento's character as a pedestrian-friendly district is due to the pattern of streets and blocks laid out by John Sutter Jr. in the mid-nineteenth century. This plan resulted in a north-south grid of blocks measuring approximately 350 square feet, interrupted only by the 10-block Capitol Park and a series of parks distributed at equal intervals throughout the grid and measuring the size of one block. Though there have been several major exceptions, the basic pattern remains. In comparison, the Richards Area north of the Railyards area utilizes a traditional arterial system. The Railyards Specific Plan effectively weaves these two traditional systems into one seamless integrated network.

The Specific Plan calls for the distinctive pattern of blocks and streets within the Central City to be extended into the Railyards and to connect the Railyards to the Richards Boulevard Area. Within this pattern, the Central Shops complex will provide a strong and meaningful focal point. In the spirit of downtown Sacramento, all streets within the Railyards planning area will be designed to be hospitable to pedestrians, with generous sidewalk widths for promenading and street trees that provide shade and greenery.

Buildings within the Railyards area will be designed to extend and reinforce downtown Sacramento's fabric and skyline. Development heights will transition downward to the homes


*Active ground floor uses, such as the cafe shown above, help enliven city streets.*

in Alkali Flat, the pedestrian-scaled linear parks in the East End and the historic Central Shops. New buildings will be carefully designed to give spatial definition to major corridors through the area, such as Railyards Boulevard, and to frame key open space features like linear parks and the Central Shops District. Building types will reinforce the active, pedestrian quality of the area by including ground-level commercial mixed with residential uses along streets.

### C. *Goals and Policies*

These goals and policies represent statements of intention that will guide the development of the Railyards area, and they establish a framework in which measures for implementation of the Plan can be created. The goals and policies supersede previous City policies and guidelines for the Railyards Plan Area, but were developed to work in conjunction with the policies of several documents, including the:

- General Plan
- City's adopted Vision & Guiding Principles & Smart Growth Principles
- Parking Master Plan
- Bicycle Master Plan
- Pedestrian Master Plan
- Pedestrian Friendly Street Standards
- Traffic Calming Guidelines
- Light Rail Transit Land Use Policies and Guidelines
- Sustainability Master Plan

The goals and policies that follow are organized by topic area.

#### 1. Sustainability

The following are the goals and policies intended to address sustainability within the Plan Area as described earlier in this Chapter.

***Goal S-1: Maximize the use of sustainable development practices in the Plan Area.***

Policy S-1.1: Remediate the Railyards so as to allow for reuse of the site for urban infill.

Policy S-1.2: Encourage high density development that uses land efficiently and supports the use of transit.

Policy S-1.3: Promote urban infill in the Plan Area to ensure that land is used efficiently.

Policy S-1.4: Provide sufficient parking for carpools and vanpools. These transportation strategies will help to reduce single-occupancy vehicle use.

Policy S-1.5: Create centralized parking facilities to support a "park once" strategy so that visitors arriving to the area by car will park once and walk within the area.

Policy S-1.6: Promote the installation of pedestrian and bicycle facilities to encourage walking and bicycling, thereby decreasing dependence on motorized vehicles.

Policy S-1.7: Reduce the use of energy in occupied buildings through the use of energy-efficient appliances, thermal windows, and energy-efficient insulation.

Policy S-1.8: Encourage site and building design that improves energy efficiency by incorporating natural cooling and passive solar heating systems. This may include extended eaves, window overhangs, awnings and tree placement for natural cooling, and building and window orientation to take advantage of passive solar heating.

Policy S-1.9: Encourage development of LEED certified buildings.

Policy S-1.10: Encourage the installation of green roofs to insulate buildings and reduce stormwater runoff.

Policy S-1.11: Promote resource conservation through water conservation technologies such as the installation of water conserving appliances and low-flow fixtures.

Policy S-1.12: Encourage green site design by utilizing native and/or drought tolerant trees and plants where possible, and designing resource-efficient landscapes and gardens.

Policy S-1.13: Encourage the installation of sprinkler systems for public and private green spaces that contain rain detection sensors to prevent unnecessary watering.

Policy S-1.14: Encourage the installation of bio-swales to prevent stormwater runoff and further pollution of Sacramento's natural resources.

Policy S-1.15: Provide permeable surfaces wherever possible to prevent stormwater runoff.

Policy S-1.16: Encourage the use of green or sustainable building materials, including recycled content materials that are consistent with the underlying architectural style and character of the building.

Policy S-1.17: Reduce stormwater runoff through the capture and re-use of rainwater.

Policy S-1.18: Encourage the installation of "greywater" systems that reuse water consumed in buildings for watering lawns and other landscaping features on building sites.

Policy S-1.19: Promote recycling and other strategies to reduce the generation of solid waste.

Policy S-1.20: Encourage the reuse of existing buildings and land in the Plan Area to avoid unnecessary solid waste production and preserve the historic resources already present in the Plan Area.

Policy S-1.21: Encourage building construction, both interior and exterior, that utilizes recycled materials and reuses existing components of sites where possible.

Policy S-1.22: Promote the development of numerous public gathering places to encourage social interaction, public events and refuge areas for pedestrians.

Policy S-1.23: Ensure that a rich urban tree canopy and significant vegetation are provided in the Plan Area to provide a shady and comfortable microclimate and curb stormwater runoff.

Policy S-1.24: Provide attractive and comfortable pedestrian spaces that incorporate shade trees for natural cooling and UV protection.

Policy S-1.25: Promote the use of locally produced and manufactured items for use in the construction of buildings and ancillary public buildings in common open spaces.

**2. Community Character**

The following are the goals and policies for community character, neighborhood identity and urban design. These goals and policies address the district concepts discussed in Chapter 3.

***Goal CC-1: Create an intensive mixed-use transit oriented urban environment that will become an integral part of the Central City.***

Policy CC-1.1: Require a mixture of public-oriented, cultural, commercial, educational, entertainment and recreational uses that contribute to the creation of a lively urban environment.

Policy CC-1.2: Provide a land use framework that allows multiple developers to undertake individual projects and that builds diversity and interest in the urban environment.

Policy CC-1.3: Require active and public-oriented ground level uses that contribute to the pedestrian environment

Policy CC-1.4: Create a pattern of open spaces and pedestrian ways that creates strong linkages with surrounding areas, contributes to a distinct sense of place, and results in a rich sequence of spatial experiences.

Policy CC-1.5: Create a high density, predominantly residential neighborhood with a strong mix of neighborhood amenities (e.g. local retail services), as planned in the East End District.

Policy CC-1.6: Encourage a mixture of high density government and commercial office uses in close proximity to the existing Central Business District and the planned SITF.

Policy CC-1.7: Encourage development of centralized parking facilities, to promote shared parking and to optimize the use and efficiency of parking facilities, which should be wrapped by other uses.

Policy CC-1.8: Encourage structured parking and service facilities that do not detract from the neighborhood character of the area.

***Goal CC-2: Reinforce urban form, character and materials through the appropriate height of buildings and scale transitions to surrounding areas.***

Policy CC-2.1: Ensure that the form and massing of buildings contribute to the creation of a cohesive urban fabric that:

- Extends the pattern of downtown Sacramento
- Complements the historic Central Shops and Depot complex
- Transitions in scale to the surrounding residential areas

Policy CC-2.2: Ensure that the form, height and treatment of buildings reinforce the prominence and role of the major urban spaces and streets.

Policy CC-2.3: Ensure an appropriate scale transition to the Alkali Flat neighborhood.

Policy CC-2.4: Ensure that any new buildings in the Central Shops district or extensions to existing buildings in the district respect the scale, design, and character of existing historic structures.

Policy CC-2.5: Ensure an appropriate scale transition between the Central Shops and new districts adjacent to the Central Shops district.

***Goal CC-3: The five districts should contribute to the variety of experiences available in the Railyards while maintaining pedestrian, bicycle and vehicular connections.***

Policy CC-3.1: Encourage the development of projects that establish and enhance the individual identity of each district.

Policy CC-3.2: Individual district identities should arise naturally from environmental conditions or built context and should not feel arbitrary.

**3. Housing**

The following are the goals and policies for residential development, as described in Chapters 3 and 5.

***Goal HO-1: Provide for a range of residential types that address the housing needs of a diverse population.***

Policy HO-1.1: Encourage a wide diversity of multi-family housing types and a mixture of rental and ownership housing.

***Goal HO-2: Provide housing affordable to a range of income groups.***

Policy HO-2.1: Ensure long-term affordability of low and moderate income housing.

Policy HO-2.2: Ensure that affordable units are built in a manner that maintains the high quality design of the community.

***Goal HO-3: Create a cohesive neighborhood that is well integrated in terms of housing type, tenure and cost.***

Policy HO-3.1: Encourage elderly housing and a mixture of low and moderate income housing that is well integrated with market-rate housing.

Policy HO-3.2: Phase new housing in consideration of market forces and funding availability.

Policy HO-3.3: Make maximum use of available city, county, state and federal programs which support affordable housing.

Policy HO-3.4 Encourage, where possible, vertical mixed integration of housing and other uses.

Policy HO-3.5 Promote housing types that have potentially less significant impacts on the environment such as senior housing, assisted living housing and special needs housing.

**4. Open Space**

The following are the goals and policies for open space, as described in Chapter 6.

***Goal OS-1: Provide a system of parks, open space and recreational facilities that serves the needs of future residents and employees of the Plan Area, and that enhances the overall identity of the Central City and the Railyards.***

Policy OS-1.1: Locate parks so they are accessible to the greatest concentration of employees and residents and are suitable for a wide range of age groups and recreational purposes.

Policy OS-1.2: Design plazas, parks and urban open spaces in association with important civic buildings or community gathering places.

Policy OS-1.3: Utilize opportunities provided by planned open spaces to provide functional and attractive pedestrian and bicycle connections through the Plan Area and to adjacent open space areas such as the Riverfront.

Policy OS-1.4: Promote smaller, amenity-oriented open space areas that complement the urban nature of the Railyards area and downtown Sacramento.

Policy OS-1.5: Encourage innovative use of non-traditional open space, such as rooftops, green roofs, community gardens and areas under freeways.

Policy OS-1.6: Take advantage of remediated areas by reclaiming them for public open space.

Policy OS-1.7: Ensure safety in public spaces through lighting, design for visibility, and other preventive measures.

**5. Circulation**

The following are the goals and policies for traffic and circulation, as described in Chapter 7.

***Goal C-1: Reinforce downtown Sacramento as the regional transportation hub with improved light rail, street car, intercity rail, commuter rail and intercity and local bus service.***

Policy C-1.1: Establish a regional intermodal facility at the SITF that is easily accessible by walking and bicycling which brings together intercity rail, commuter rail, light rail, and bus services in a manner that facilitates convenient transfer between various modes of transit.

Policy C-1.2: Promote the acceleration of the extension of the light rail system from the downtown to the airport in a manner that maximizes service to existing and future uses.

Policy C-1.3: Extend local bus service from the downtown into the Plan Area and locate intercity bus service at the SITF.

Policy C-1.4: Provide safe and efficient rail facilities at the SITF to meet the operational needs of the freight and passenger service providers to accommodate current and projected ridership.

***Goal C-2: Organize roadway and pedestrian circulation systems that extend the downtown grid system to serve the Plan Area.***

Policy C-2.1: Extend 5th and 6th Streets from downtown into the Railyards area, and 5th and 10th Streets into the Richards Boulevard area.

Policy C-2.2: Extend F, G and H Streets within the Plan Area to provide for localized traffic distribution.

Policy C-2.3: Develop two east-west roadways to connect 10th Street and 12th Street with Bercut Drive.

***Goal C-3: Create a walkable street system that extends the unique qualities of downtown neighborhoods gives structure and orientation to the downtown experience and enhances the pedestrian environment.***

Policy C-3.1: Extend the small block pattern of the downtown into the Plan Area while transitioning and blending it with the arterial system set forth in the Richards Boulevard area.

Policy C-3.2: Provide a network of attractive and clearly visible wayfinding features for pedestrians, bicyclists, and motorists across the Plan Area.

Policy C-3.3: Create and maintain attractive, functional streetscapes that intergrate vehicular traffic, pedestrian, bicycle on-street parking and incorporate traffic calming features.

Policy C-3.4: Enhance the non-vehicular environment by developing streets at a scale that is suitable and attractive for pedestrians and bicyclists.

***Goal C-4: Extend and improve the existing system of bicycle circulation in downtown Sacramento that is safe and efficient.***

Policy C-4.1: Provide bicycle connections to improve circulation.

Policy C-4.2: Provide both on-street and off-street bikeways that provide connectivity within the development and connect to existing and planned bikeways along the Plan Area boundary.

Policy C-4.3: Include secure bike parking and bicycle commuter facilities in all new office developments and transit facilities.

Policy C-4.4 Provide bicycle and personal vehicle parking in all residential projects.

***Goal C-5: Create and reinforce safe and efficient pedestrian connections within the Plan Area and in relation to surrounding districts.***

Policy C-5.1: Extend pedestrian connections from the downtown area into the Plan Area, as well as Old Sacramento, the Riverfront and the Richards Boulevard area.

Policy C-5.2: Enhance pedestrian pathways using landscaping, trees and art in public places.

Policy C-5.3: Provide safe pedestrian linkages to public spaces, such as schools, transit facilities, riverfront, parks and plazas.

Policy C-5.4: Encourage landscape and building elements, such as enhanced paving materials, accent lighting, streetscape furniture and generous sidewalk space that will contribute to pedestrian environments that are both physically attractive and safe.

Policy C-5.5: In commercial and residential areas, develop pedestrian amenities that contribute to active and economically vibrant environments.

Policy C-5.6: Establish and maintain attractive and functional sidewalks that maximize pedestrian access to all development projects and provide generous and pleasant walking environments that foster social interaction.

**6. Utilities and Community Services**

The following are the goals and policies for utilities and community services, as described in Chapter 8.

***Goal CS-1: Provide adequate water facilities to serve the needs of new development, and apply water conservation techniques that will reduce overall demand.***

Policy CS-1.1: Ensure a safe, reliable on-site water distribution system that meets the criteria of the City's design standards and meets the needs of the community under both normal and stressed conditions.

Policy CS-1.2: Construct water distribution mains of adequate size in the form of a grid to meet varying rates of demand from different locations within the Plan Area.

Policy CS-1.3: In accordance with City of Sacramento standards, require landscaping within the Plan Area to utilize drought resistant plantings and water conservative irrigation methods, such as timed drip irrigation.

***Goal CS-2: Provide for the sanitary sewage needs of the project while facilitating the City in complying with standards established by the City's NPDES permit with the Regional Water Quality Control Board.***

Policy CS-2.1: Ensure sanitary sewers meet the criteria of the City's design standards.

Policy CS-2.2: Offset the increased sanitary sewer flows into the combined sewer system through on-site detention of storm water flows, and discharge of retained storm water to the Sacramento River.

***Goal CS-3: Provide a storm drainage system to serve the Plan Area that achieves the water quality provisions of the City's municipal NPDES Stormwater Permit.***

Policy CS-3.1: Provide for the separation of combined storm and sanitary sewer flows in the Plan Area.

Policy CS-3.2: Design the storm drainage system to meet the design criteria of the City's Department of Utilities, Sacramento City design standards and the terms of the City's NPDES permit.

***Goal CS-4: Provide adequate electrical and gas service to serve the project development, and provide a program of energy conservation.***

Policy CS-4.1: Implement strategies to promote additional energy conservation, beyond the level required under California Title 24 building standards, to the extent that such approaches are found to be feasible and cost effective.

Policy CS-4.3: Encourage early consultation between project developers and the Sacramento Municipal Utilities District to determine the appropriate electrical and gas infrastructure to serve the Plan area, including appropriate energy conservation measures.

***Goal CS-5: Provide for adequate school resources in the form of facilities on-site, off-site or through in-lieu fees to meet the needs of future residents.***

Policy CS-5.1: Ensure that school facilities or in-lieu fees are provided at a level that accurately reflects actual student generation within the Plan Area.

Policy CS-5.2: Recognize the need for alternative types of school facilities within the Plan Area and/or accommodate school demands off-site so that demand for school facilities is met, while building on the unique resources and mixed-use nature of the development.

### 7. Historic and Cultural Resources

The following are the goals and policies for historic resources in the Railyards area.

*Goal HR-1: Provide for the public use and enjoyment of historic buildings within the Plan Area.*

Policy HR-1.1: Allow a mixture of public-oriented, cultural and commercial-recreational uses that reinforce the Central Shops District as a regional destination, and that promote viable reuse of the historic structures.

Policy HR-1.2: Preserve historic structures within the Central Shops District.

Policy HR-1.3: Ensure that rehabilitation of buildings within the Central Shops complex conforms with standards for preservation of historic buildings set forth in Section 17.134 of the Sacramento Municipal Code.

Policy HR-1.4: Preserve and rehabilitate the Southern Pacific Depot complex in a manner that will enhance its civic significance in the downtown and Railyards area, and in conformance with the City of Sacramento's SITF site plan.

*Goal HR-2: Identify and protect archaeological resources that contribute to the understanding of the history and prehistory of the Railyards area.*

Policy HR-2.1: Develop and implement an archaeological observation and evaluation plan to identify and recover archaeological resources, if any, within areas of the site during excavation, grading and piling.

Policy HR-2.2: Incorporate and interpret artifacts that highlight the site's prehistory, history, and especially the historic role and significance of the Railyards.

### 8. Hazardous Substances

The goals and policies for hazardous substances are listed below. Detailed guidance for implementation of these goals and policies is provided in Chapter 10.

***Goal HAZ-1: Institute programs that facilitate development, encourage appropriate remediation, and ensure that public health and safety and the environment are protected at all times.***

Policy HAZ-1.1: Ensure that city land use approvals are compatible with cleanup levels achieved and do not conflict with remediation land use covenants, and that development-related excavation and dewatering are also carried out in a manner which meets DTSC requirements.

***Goal HAZ-2: Ensure that over the entire life of the project, site inhabitants and users enjoy current and up-to-date levels of environmental protection.***

Policy HAZ-2.1: If either reuse of land or a change of use in the Plan Area is proposed that would conflict with the remedial action plan restrictions, DTSC approval and remediation reflecting current applicable exposure standards shall be implemented.

Policy HAZ-2.2: In the event that State cleanup standards are revised to be more protective of human health, the City shall work with DTSC and property owners to determine if additional remediation requirements should be imposed for future developments.

***Goal HAZ-3: Coordinate project phasing with remediation to protect site users from exposure to unacceptable health risks.***

Policy HAZ-3.1: Ensure that development is implemented in accordance with remedial action plan.

***Goal HAZ-4: Cleanup of contamination shall be carried out as efficiently as possible to allow for redevelopment of the Railyards while protecting human health and the environment.***

Policy HAZ-4.1: Fully protect human health and the environment through the implementation of the DTSC-approved remedial action plans.

***Goal HAZ-5: Establish an ongoing working relationship between the City, DTSC and property owners to achieve the most timely and desirable cleanup and redevelopment of the Railyards.***

Policy HAZ-5.1: Establish an ongoing process for coordination during the remediation activities that coincide with development.

# LAND USES 5

This chapter describes the land use designations and allowable development intensities in the Sacramento Railyards Specific Plan Area. The land use designations and development program correspond to and implement the development concepts for the Railyards and each of its districts described in Chapter 3. Development standards for each land use designation can be found in the Railyards Special Planning District Ordinance (SPD).

## *A. Land Use Designation Descriptions*

As shown in Figure 5-1, the Specific Plan Area is comprised of five land use designations:

- Residential/Commercial Mixed-Use (RCMU)
- Office/Residential Mixed-Use (ORMU)
- Residential Mixed-Use (RMU)
- Transportation Use (TU)
- Open Space (OS)

A general description of the type of uses in each of these land use designations, as well as restrictions on development density and intensity that will be implemented under the SPD, are summarized in Table 5-1.

TABLE 5-1 **LAND USE DESIGNATIONS**

| Use | Allowed Uses | Residential Development Density | Non-Residential Development Intensity |
|---|---|---|---|
| Residential/ Commercial Mixed-Use (RCMU) | ♦ Mixed-use residential; commercial, including destination retail and restaurants; and entertainment uses, including, but not limited to, uses such as theaters, health clubs, and nightclubs, together with office, hotel and other uses. Second-floor mixed-use flex space is allowed on parcels shown in Figure 5-3.<br>♦ Historic and Cultural uses.<br>♦ Public facilities such as educational uses, museums, theaters, and other similar public uses. | Residential uses are allowed on each parcel within this designation at densities not to exceed 230 du/ac. | Maximum FAR of 5.0 |
| Office/ Residential Mixed-Use (ORMU) | ♦ Office, residential and commercial uses, such as hotels supporting retail, and other uses.<br>♦ Educational uses, museums, theaters and other similar public uses. | If a developer is developing a mixed-use office and residential project, then all uses must "fit" within the maximum square footage allowed by the FAR for that site, while not exceeding a 230 du/ac maximum. Residential units not combined with office uses are subject only to the du/ac maximum. | Maximum FAR of 8.0 |
| Residential Mixed-Use (RMU) | ♦ High-density residential uses and hotels.<br>♦ Commercial uses, such as neighborhood-serving retail, restaurants, cafés, hotels, neighborhood-serving office and other uses.<br>♦ Incidental cultural and civic uses.<br>♦ Educational uses, museums, theaters and other similar public uses. | Residential uses are allowed on each parcel within this designation at densities not to exceed 310 du/ac. | Maximum FAR of 1.0 |
| Transit Use (TU) | ♦ Land uses that are supportive of the SITF facility operations and are intended to serve intercity passengers, including residential; commercial, such as retail, office, hotel, and other uses.<br>♦ Other forms of dense development that will encourage transit ridership and are appropriate for a dense urban environment. | | |
| Open Space (OS) | ♦ Parks, pedestrian trails, plazas, playfields, bicycle trails and related public open space uses.<br>♦ Incidental cultural and small scale retail uses, such as vendors, carts and kiosks are also allowed. | | |

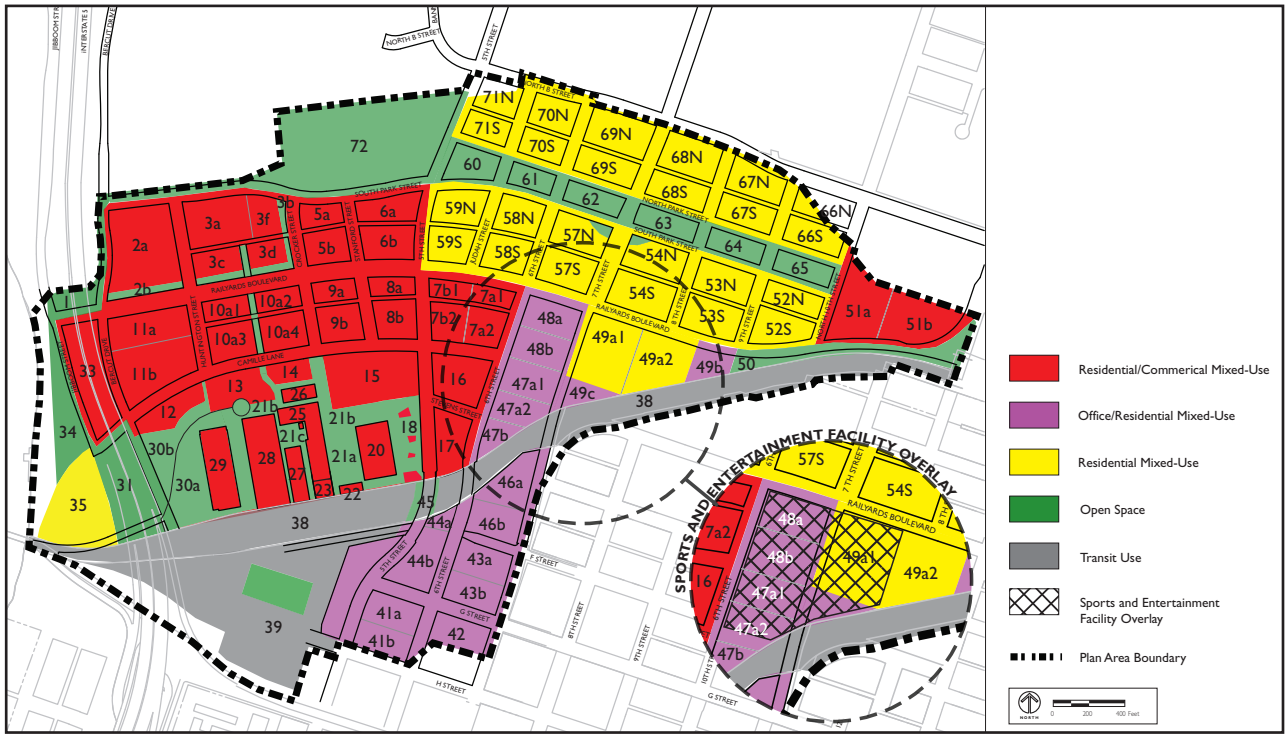



Figure 5-1. *Land Use*

Three primary rules will regulate development in the Specific Plan Area. Within the various land use designations, the following rules will apply:

1. Maximum development densities and intensities are established through specification of maximum dwelling units per acre (du/ac) or floor to area ratio (FAR) calculations for development in each land use designation and for each site within the land use designation.

2. The maximum total development amount within the entire Plan Area for each of the various land uses is also specified, as set forth in Table 5-2.

3. The amount of development in each designation will be further regulated by maximum building heights, shown in Figure 5-2, maximum square footage, shown in Table 5-2, and other development standards established for the Plan Area and implemented through the SPD.

### 1. Residential Commercial Mixed-Use (RCMU)

This section describes the regulations for the RCMU designation. A summary of the land use designations and the development densities allowed by parcel is shown in Table 5-1.

a. Intent

The purpose of this land use designation is to provide a wide range of residential and commercial uses, including retail, entertainment, and other uses, in order to facilitate the development of a 24-hour city.

b. Allowed Uses

A wide range of uses are allowed in the RCMU designation, such as mixed-use residential; commercial, including destination retail and restaurants; and entertainment uses, including, but not

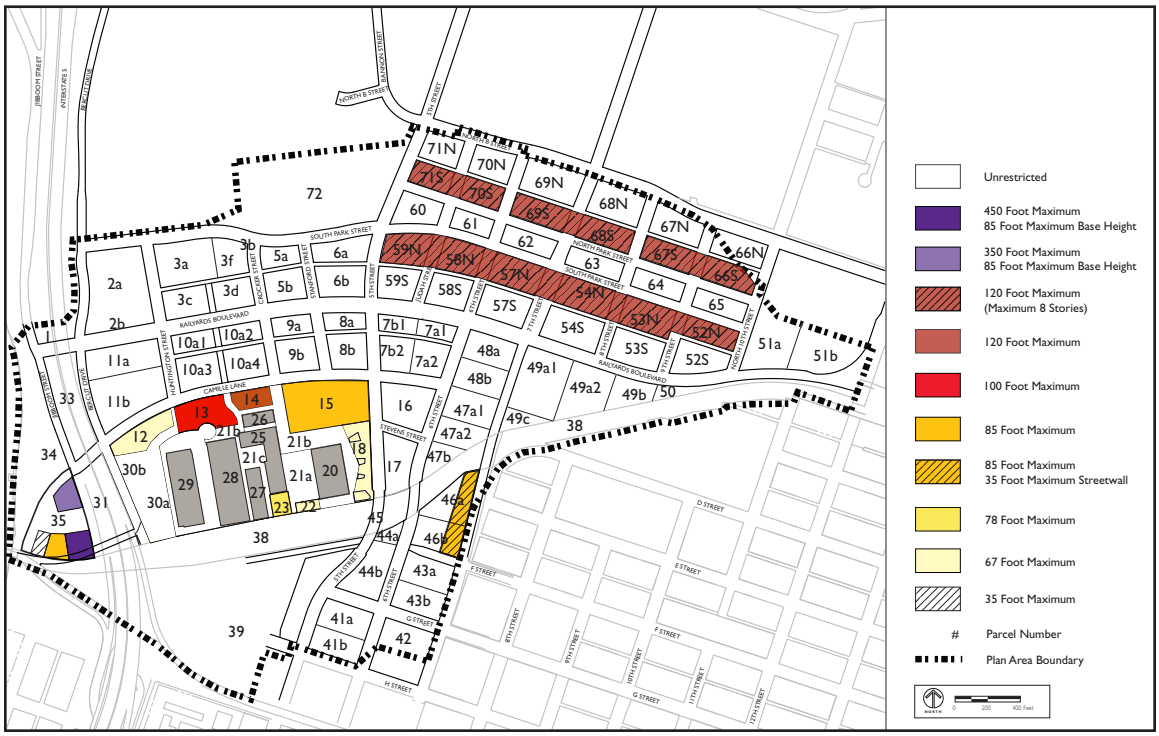



Figure 5-2. *Proposed Maximum Building Heights*
*Note: If either Parcels 13 or 14 exceed 67 feet, then the other subsequently developed parcel shall not exceed 67 feet.*

limited to, uses such as theaters, health clubs, and nightclubs, together with office, hotel and other uses. The emphasis for this designation is commercial with a residential component. Public facilities such as educational uses, museums and theaters are also allowed in this land use designation. "Historic and Cultural" uses allow for a similar mix of uses as other parts of the RCMU designation, but are specifically focused on the historic Central Shops. The RCMU designation also allows for Mixed-Use Flex Space. The Mixed Use Flex Space identifies specific square footage that could shift towards office space in addition to the other assortment of uses. This will allow for a similar mix of uses as in other parts of the RCMU designation, but will be specifically focused on second floors on parcels shown in Figure 5-3. Historic and Cultural and Mixed Use Flex square footage is in addition to the maximum development otherwise specified in this land use designation.

c. Development Density and Intensity

The net maximum FAR, exclusive of streets and public rights of way, applies to all development types on each site within this designation with the exception of residential units and hotel rooms. This net maximum FAR is 5.0.

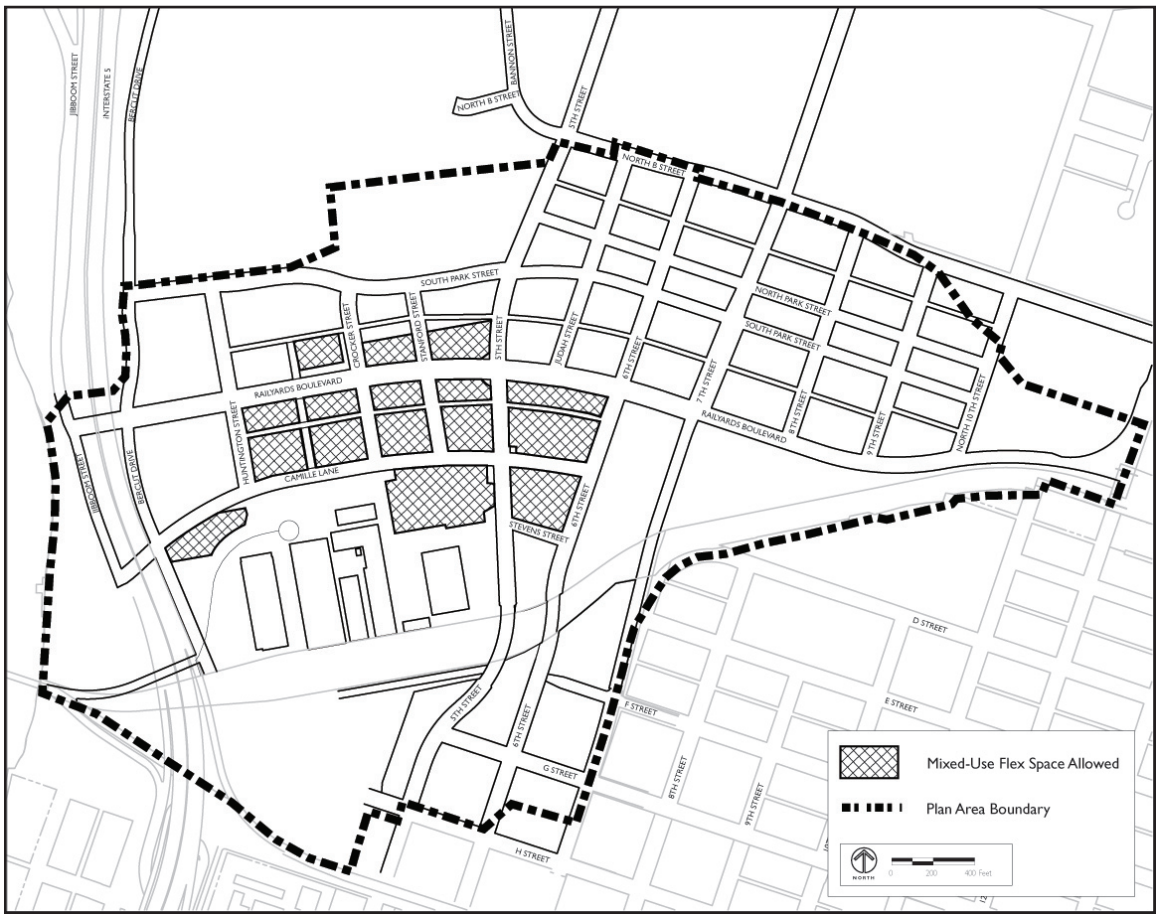



Figure 5-3. *Flexible Mixed-Use Areas*

Residential uses are allowed on each parcel and building within this designation at densities not to exceed 230 du/ac. A large range of allowable residential densities is established to allow the development of primarily office and retail projects with a small residential component, or alternatively, a mix of mostly residential with some retail. Total residential development in this land use designation will not exceed 1,700 dwelling units, except for potential residential development in the Mixed Use Flex Space, as well as the Historic and Cultural areas.

Any development that occurs within the Mixed Use Flex Space and the Historic and Cultural areas of the RCMU designation is allowed in addition to the maximum square footages otherwise specified in this chapter.

**2. Office Residential Mixed-Use (ORMU)**

This section describes the regulations for the ORMU designation.

a. Intent

The purpose of this land use designation is to provide office, residential, hospitality and supporting retail uses in portions of the Railyards area immediately adjacent to the Central Business District.

b. Allowed Uses

The uses allowed in the ORMU designation include office, residential, and commercial uses, such as hotels, supporting retail, and other uses. Educational uses, museums, theaters and other similar public uses are allowed in this land use designation. The emphasis for this designation is office and residential.

c. Development Density and Intensity

The net maximum FAR, exclusive of streets and public rights of way, applies to all development types on each site within this designation with the exception of residential units and hotel rooms. This net maximum FAR is 8.0. Residential uses are allowed on each site within this designation at densities not to exceed 230 du/ac. Total residential development in the Plan Area for this land use designation is not to exceed 2,100 units. However, if the developer is developing a mixed-use office and residential project, then all uses must "fit" within the maximum square footage allowed by the FAR for that site, while not exceeding a 230 du/ac maximum. Residential units not combined with office uses are subject only to the du/ac maximum.

**3. Residential Mixed-Use (RMU)**

This section describes the regulations for the RMU designation.

a. Intent

The purpose of this land use designation is to provide an urban residential neighborhood with accompanying neighborhood-serving retail and restaurant uses.

b. Allowed Uses

The uses allowed in the RMU designation include high-density residential uses and commercial uses, such as neighborhood-serving retail, restaurants, cafés, hotels, neighborhood-serving office and other uses. Incidental cultural and civic uses are also allowed. Educational uses, museums, theaters and other similar public uses are allowed in this land use designation. The emphasis of this land use designation is residential.

c. Development Density and Intensity

The net maximum FAR, exclusive of streets and public rights of way, applies to all development types on each site within this designation with the exception of residential units and hotel rooms. This net maximum FAR is 1.0. Residential uses are allowed on each parcel within this designation at densities not to exceed 310 du/ac. The total number of residential units in this designation in the Plan Area shall not exceed 8,300 units.

**4. Transportation Use (TU)**

This section describes the regulations for the TU designation.

a. Intent

The purpose of this land use designation is to allow for transportation-related and transit-supportive uses associated with the Sacramento Intermodal Transit Facility (SITF), as well as other forms of dense urban development that are commonly found in central city settings.

b. Allowed Uses

This land use designation allows for land uses that are supportive of the SITF facility operations and are intended to serve intercity passengers. It also allows for other forms of dense development that will encourage transit ridership and are appropriate for a dense urban environment. Although no development is currently planned, future development could include residential, office, commercial such as retail, and hotel, and other uses that capitalize on the immediate transit opportunities. Development intensities for future development will be equal to or greater than similar land uses in other areas of the Railyards, and consistent with densities that are typical of transit-oriented development in downtown urban environments. The emphasis of this designation is transit-oriented development.

**5. Open Space (OS)**

This section describes the regulations for the OS land use designation.

a. Intent

The purpose of this land use designation is to provide parks, plazas, linear open space elements and other forms of urban open space to serve residents, employees and visitors. This land use is also employed to facilitate access to the Sacramento River from within the Railyards area, as well as from adjacent neighborhoods in the Central City. Open spaces within this designation must be accessible via public rights-of-way and must serve a public use.

b. Allowed Uses

The uses allowed in the OS designation include parks, pedestrian trails, plazas, playfields and bicycle trails and related public open space uses. Incidental cultural, institutional and specialty retail, such as small vendor carts and kiosks, are also allowed in this land use designation. The emphasis of this designation is open space.

**6. Sports and Entertainment Facility Overlay**

There is a large site located on the southeast corner of Railyards Boulevard and 6th Street in the RCMU land use district that could become a potential site for a future sports arena. At the time of preparation of this Specific Plan, there is no plan for development of an arena in the Railyards. If an arena is proposed for this site, then subsequent environmental review will be required.

### *B. Maximum Allowed Development: Mixed Use Designations*

In addition to the development densities and building heights described in Section A, above, maximum allowed development amounts are specified for three land use designations: RCMU, ORMU and RMU.

The amount of development within the TU designation is dependent on the design of the SITF and its associated facilities. OS designated areas would be primarily public spaces that may be publicly or privately owned, or that may be jointly owned by the public and private sectors.

Table 5-2 summarizes the maximum amount of each type of development allowed under each land use designation. As noted in Section A, each of these land use designations is intended to provide for a mix of uses, either within the same building or within multiple buildings on the same parcel. Therefore, although Table 5-2 shows development maximums, each land use designation within each Railyards District may include development with some or all of the combination of the land uses as specified in Section A.

TABLE 5-2 **MAXIMUM ALLOWED DEVELOPMENT: MIXED USE LAND USE DESIGNATIONS**

| | Land Use | | | | | |
|---|---|---|---|---|---|---|
| **Designation** | **Residential** (DU) | **Office** (SF) | **Commercial** (SF)* | **Flexible Mixed-Use**** (SF) | **Hotel***** (Keys) | **Historic and Cultural** (SF) |
| RCMU | 1,700 | ------- | 1,070,000 | 491,000 | 0-1,100 | 485,390 |
| ORMU | 2,100 | 2,400,000 | 160,000 | ------- | 0-1,100 | ------- |
| RMU | 8,300 | ------- | 170,000 | ------- | 0-1,100 | ------- |
| **Total** | **12,100** | **2,400,000** | **1,400,000** | **491,000** | **1,100** | **485,390** |

*Commercial: Allows for facilities for the buying and selling of goods, services and entertainment.
**Square footages in this category are in addition to the maximum residential, commercial and office uses shown above in the RCMU designation and the total amounts allowed for the entire project. This square footage may be allocated to any of the other use categories allowed in the overarching designation.
***Hotel rooms are set as a Plan Area maximum and are not limited by district.

# OPEN SPACE 6

This chapter describes the general qualities and character of the open space in the Railyards. All drawings and photographic images represent an illustrative concept of open space on the site. Over time, these concepts may need to be adjusted and refined to respond to actual buildout.

## *A. Open Space Overview*

Open space, as it relates to the Railyards, is broadly defined to capture a wide range of outdoor public spaces for residents, visitors and employees. This includes the Riverfront and associated trails, promenades, water features, and river access; urban plazas within the historic Central Shops; a gathering place among retail uses and cultural and entertainment venues; a 10-acre community park with a variety of attractions; traditional neighborhood parks within a residential area; and pedestrian and bike paths.

Open space forms a key framework system to link the Railyards' districts internally, as shown in Figure 6-1, as well as the Sacramento and American Rivers and the Central City. The framework of plazas, parks and connecting paths will provide the Railyards with a mixture of dynamic open spaces, ranging from civic plazas to passive neighborhood parks, similar to the urban open space components of other great cities.

Parks and plazas provide a number of environmental, psychological and economic benefits in dense urban settings. Parks include spaces for a wide range of passive and active recreational activities, such as playing fields and casual seating spaces, and serve as places of respite from the busy urban environment. Parks can also serve as generators of economic vitality by providing space for farmers' markets, concerts and festivities. Parks, plazas and their trees also serve as lungs for the city: they release oxygen into the environment, consume carbon dioxide, filter pollutants, slow down runoff, muffle urban noise, provide shade, reduce temperatures, counter urban heat island effects and provide wildlife habitat. For all of these reasons, parks and plazas contribute to a higher quality of life in cities.

For the purposes of this Plan, "open space" is a broad term that refers to all spaces within the Railyards that are not occupied by buildings and are intended to serve a variety of recreational uses. The two primary types of open spaces within the Railyards include parks and plazas.

The term "park" refers to landscaped areas that allow for passive and active recreational activities. Parks may include a variety of elements, including designated areas for specific sports such as baseball diamonds, or playing areas for


*Figure 6-1. Open Space Plan*

children with objects such as swing sets. All of the parks described in this Plan are publicly accessible.

A "plaza" is another type of open space that is typically smaller than a park. Plazas are usually located in areas that are more intensely developed than parks. Though they may include plants, trees, and shrubs, most surfaces within plazas are made of hard, non-living materials such as stone, brick or concrete. Plazas are usually bounded by buildings on at least one side, some of which may contain active ground floor uses such as shops or restaurants.

### *B. Open Space Objectives*

One overarching open space objective, which applies to the Railyards site as a whole, is to provide a rich tree canopy, similar to that which already exists on many streets in Downtown Sacramento, along all new streets and open spaces. Additionally, several additional broad objectives for open space have been developed for each of the districts in the Railyards. These district objectives are outlined below.

- **Depot District**. Provide a clear open space connection between the Railyards and downtown Sacramento.
- **Central Shops District**. Create a mixture of urban public spaces surrounded by uses such as shops, museums, night clubs, jazz performances, galleries, restaurants, and a potential public market surrounding the historic Central Shops.
- **West End**. Develop a district that links the entire Railyards project together with pedestrian walkways, urban plazas, parks, and other public spaces, featuring a potential performing arts facility.
- **East End**. Create a new neighborhood that captures the spirit of the city's traditional open space-oriented neighborhoods with a central spine/greenway as the primary organizational piece.
- **Riverfront District**. Develop a district where the Railyards connects to the Sacramento River through innovative design under the freeway that attracts people to the vibrant waterfront and its restaurants featuring spectacular views, a hotel, housing, a and parks and open space.

In addition to these overarching objectives, each district has a series of more specific intentions for the design and function of its open spaces. The character and general nature of the five districts that make up the Railyards, including key open space concept drawings, are described and shown below.

#### 1. Depot District

This district will serve as a transit center and a connection between the Railyards and downtown Sacramento. There are three objectives for open space in the Depot District:

- Develop a park at the entrance of the Depot that frames the entryway into the Railyards.
- Provide a public space for public events.
- Provide easy access, through multiple transportation modes, to public spaces and bike and pedestrian pathways in the Downtown and Railyards area.

The following open spaces feature will be located in the Depot District:

- **The 5th Street Bridge Overlook**. An elevated park structure is envisioned for the 5th Street railroad overpass, which will help connect the Railyards to Downtown. This park will have 30-foot-wide viewing platforms on either side of the overpass, which will provide ample space for passersby to linger on the bridge while taking in dramatic views of Downtown, the Sacramento River and the Railyards.
- **Depot Park**. A grand park will provide a civic entry feature at the rail depot that frames the entry to the depot building and the Depot District.

**2. Central Shops District**

The Central Shops represent the historic core of the Railyards. This location within the Railyards provides close connectivity to Old Sacramento and the Riverfront District. There are four objectives for open space in the Central Shops District:

- Utilize the historic Central Shops complex and features as a primary design element for public spaces.
- Celebrate Sacramento's history as a rail center through the use of outdoor spaces and public art that provide educational and interpretive opportunities.
- Design public spaces in the Central Shops District with unique plazas that define public and private space and other open space forms that accommodate large gatherings.
- Create inviting, safe and comfortable public spaces integrated with a mixture of shops, a potential museum, music venues, jazz clubs, galleries, a performing arts theater, restaurants, and a potential farmer's market surrounding the historic Central Shops.

The following open space features will be located in the Central Shops district:

- **Roundhouse Plaza**. A plaza freshly interprets the original structure and use of the roundhouse while honoring the historic nature of the site and allowing for the potential for the roundhouse to be reconstructed. The plaza is an active space with frequent movement among adjacent uses. The design intent for Roundhouse Plaza is to create an attractive, active and urban park centered in the Railyards for residents, visitors and workers to enjoy.
- **Powerhouse Court**. This plaza is surrounded on all four sides by historic shops. The plaza should reflect this historic context and largely remain open to facilitate circulation through these spaces.
- **Market Plaza**. Market Plaza is inspired by its historic context, shaped to encourage movement and visibility between structures. The plaza is active, with pedestrian traffic from food market users, museum attendees and other visitors.
- **Museum Park**. This park knits the Riverfront Park and the Central Shops together. The portion of the park east of the curving rail line will be similar in character to the central shops open space. The area west of the curving rail will be the transition zone between the shops and the river. This will be a playful and inviting area that will encourage circulation through these spaces ad will maintain visibility to the river.

### 3. West End District

The West End consists of an array of retail, office and residential uses. Open space in this district will provide links to the entire Plan Area and the existing peripheral urban fabric. There are five objectives for the open space in the West End District:

- Connect downtown, the Railyards and the River via off street trails, pedestrian corridors and parks.
- Create open space that supports a 24-hour urban live/work environment that celebrates the contemporary culture of Sacramento.
- Support transit use with pedestrian-oriented development and cross-district bikeways.
- Provide strong landscape design of public parks and plazas that encourage the patronage of shops, hotels, and other businesses.
- Provide space for programmed performances and informal outdoor meetings.

The following open space features will be located in the West End district:

- **Hopkins Walk**. Hopkins Walk is a meandering connection running from the Roundhouse Plaza up through to Railyards Boulevard, to Crocker Street and terminating at Vista Park. The corridor will use a consistent design vocabulary to create a strong link between these districts.
- **5th Street Steps**. The 5th Street Steps are the first major entry point to the Central Shops once visitors cross the railroad. A grand staircase will mark this entry point into the Shops. 5th Street will widen at this location to create a plaza.

### 4. East End District

This district occupies the northeast quadrant of the Railyards. Open space will support the district's primarily residential character and provide a clear connection to the areas north of the Railyards. The open spaces in the East End will also draw visitors from elsewhere in the Plan Area and the Sacramento region. There are five objectives for the open space in the East End District:

- Create open space that supports a new residential neighborhood that is designed in the spirit of the city's traditional parks within urban neighborhoods.
- Reinforce the concept of a transit-oriented neighborhood.
- Create a dynamic linear space for residents to gather, walk, exercise and relax.
- Mass buildings to step back from public parks in order to ensure sunlight throughout most of the day and to create a more expansive feel for the public space.
- Create a strong connection between the Railyards and the Richards Area.

The following open space features will be located in the East End district:

- **Box Car Parks**. Box Car Parks, the East End's defining open space element, is a series of six block-sized parks that, together, form a linear open space that extends from 5th Street, where it connects to Vista Park, to North 10th Street. These parks include a wide array of outdoor seating spaces and are lined with large-canopy shade trees, which provide shade from the hot summer sun. Box Car Parks also serves as an important pedestrian and bike corridor.

- **Vista Park**. Vista Park responds to the existing grades with sculptural landforms that shape functional spaces. A playing field and amphitheater nestle into the edges of the landform, creating space for performances and play. The park is informal in character, using spare materials and a planting palette that highlights the landform as the main element in the park.
- **Box Cars Station**. Box Cars Station will be an active plaza and expanded streetscape in the center of the East End District. It will serve users from the nearby light rail train stop, local residents, city residents and other visitors. Box Cars Station will be a gathering space with small areas for outdoor dining, informal performances and other lively activity.

### 5. Riverfront District

The Riverfront District will connect the Railyards to the Sacramento River, providing the city with an opportunity to reclaim a part of its geographical history with a reinvigorated waterfront, replete with restaurants featuring spectacular views, a hotel, housing, parks and open space. To utilize this open space and the trails along the American River Parkway, this District emphasizes pedestrian and bicycle access. There are six objectives for the open space in the Riverfront District:

- Connect the Railyards to the waterfront with restaurants, hotels, housing, parks and open space.
- Celebrate reclaiming part of Sacramento's geographical history.
- Activate the waterfront with open space and pedestrian and bike access.
- Implement the Sacramento Riverfront Master Plan, including reaching across the river to West Sacramento.
- Create a regional scale open space amenity.
- Celebrate the historical significance by including a national monument at the terminus of the transcontinental railroad.

The following open space feature will be located in the Riverfront district:

- **Riverfront Park**. Riverfront Park is a linear park that combines riparian planting with active uses, water access and smaller gathering spaces. The park allows for a mix of active and passive uses that will draw users from all districts and from around the city.

### 6. Additional Open Space Elements

In addition to these programmed open space elements, the Railyards will also include a number of additional open spaces that serve as green connections between the specific open space features already discussed in this chapter. There are two objectives for these open spaces:

- Connect programmed open space features to one another.
- Provide pedestrian and bicycle access between open space elements, minimizing the number of at-grade street crossings that might pose a potential conflict of bicycles and pedestrians with vehicles.

One of these additional spaces is located on the southern side of Railyards Boulevard, between 9th Street and North 12th Street. The other is an L-shaped green link in the northwestern portion of the Plan Area that links Riverfront Park to Vista Park.

The following open space feature will be located in the Railyards:

- **Chinese Garden**. A Chinese Garden will be included to help commemorate the importance of the Chinese to Sacramento's history. A Chinese Garden will provide an interesting open space and build on the concepts of education and history in the Railyards. A monument will be a central component of the Chinese Garden.

The following open space feature will weave throughout the entire Railyards area:

- **Interpretive Walk**. A final open space component proposed is an interpretive walk connecting historic points of interest between Alkali Flat, the Railyards and Old Sacramento. The pedestrian walk will celebrate the history of Sacramento and enrich the pedestrian experience by providing an educational component. The specific location and route of the interpretive walk has not yet been determined.

Please see Chapter 3 of the Railyards Design Guidelines for more detailed information regarding the design of open spaces within the Railyards.

### *C. Open Space Stories*

The Railyards' open spaces are organized around three primary stories.

#### 1. History and Education

In addition to being a place to live, work and play, the Railyards will include both historical and educational components that can be integrated into open spaces. Visitors to the site will be able to experience the Central Shops and develop an understanding of what life was like during the early years of Sacramento.

***History***
*The Central Shops provide a vibrant core for the project, meshing retail, a market, restaurants and plazas. One of several areas that creates a unique space for children to play and gather.*

***Learn***
*Museum Park will have space for kids to play and learn near the Central Shops. A large plaza will provide space for gathering and celebration.*

### 2. Culture and Entertainment

Celebrating the indomitable spirit that overcame flood and fire to build a city and moved mountains to build a railroad, the cultural and entertainment core bursts with opportunities for the exploration of Sacramento's unique history through recreational and interpretive activities.


***Market***

*The heart of the Central Shops, Market Plaza is a gathering spot for restaurant goers, market shoppers, museum visitors and anyone looking to relax, have fun and take in the historic suroundings in an energizing environment.*

***Performance***

*Vista Park will be a gathering spot for performances and events. It may include an amphitheater that could double as a sports field to maximize the potential of the space.*

***Celebration***

*A concourse of urban plazas link the site, emphasizing the public act of coming, moving, or flowing together as they move between the different cultural and entertainment destintations.*

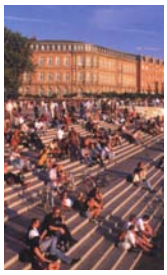
### 3. Parks, Rivers and Parkways

Residents and visitors alike will be able to choose from a wide variety of open spaces where they can spend their time: whether they want to go for a stroll in Box Car Parks, throw a frisbee in Vista Park, go for a jog along the river in Riverfront Park, or catch a movie in Museum Park, the open spaces in the Railyards will offer something for everyone. A strong pedestrian network will provide easy access, as will a series of strategic connections that facilitate movement within the site, the city and the region.

Source: EDAW, Inc.

***Stroll***

*Hopkins Walk is a series of urban street parks along Huntington Street, Railyards Boulevard and Crocker Street that will provide a pedestrian- and bicycle-oriented environment for enjoying mixed commercial and entertainment establishments in the district.*



Source: EDAW, Inc.

***Gather***

*Box Car Parks is a meeting place for residents, office workers, and site visitors. Toss a ball at the green, meet friends for lunch, walk the dog, have a picnic... the space is versatile, inviting and vibrant.*

Source: EDAW, Inc.

***Relax***

*The public gathering spaces & trails in Vista Park will offer residents and visitors a variety of relaxing, restorative spaces. Vistors to the park will enjoy its versatility, whether they choose to catch a music performance, play ball, or take in the views while bicycling through the park.*

Source: EDAW, Inc.

***Connection***

*Box Car Parks connect several districts in the project, with a unique design and clear circulation and signage.*

Source: EDAW, Inc.

***Connection***

*River Park will connect the project to the city and the region. Using the guidelines established in the Sacramento Riverfront Master Plan, the park will celebrate the river.*

# CIRCULATION AND TRANSPORTATION 7

The unique location of the Railyards site allows for development of the Plan Area to serve as both a major transportation hub and as a connector, reestablishing continuity in the urban fabric between Downtown, Alkali Flat and the Richards Boulevard area. The Railyards site currently occupies an area equivalent to 60 downtown blocks, within which there is only one through street, resulting in congestion points along major corridors leading to the downtown. The street network shown in this Plan is designed to accommodate the significant volume of new traffic that new development within the Plan Area will generate. It also offers a major opportunity to improve traffic distribution within the Downtown.

In addition to completing the Central City's circulation system, development of the Railyards site will reinforce the Downtown as a regional transportation hub. The Railyards area has played an historic transportation role within the City and region. Development of the Railyards site will play this role once again by establishing a regional transportation interchange point at the proposed Sacramento Intermodal Transportation Facility (SITF). This opportunity will build upon the success of Amtrak and Capitol Corridor services and encourage the development of a comprehensive intercity and commuter rail network. The Downtown-Natomas-Airport (DNA) light rail extension will also traverse the site along 7th Street, providing a connection to the existing light rail service which currently terminates at the Depot building.

This chapter describes circulation and streetscape features within the Plan Area, as well as regional transportation connections that will be provided at the SITF. Development of all streets within the Plan Area will conform to the City of Sacramento's *Traffic Calming Guidelines* and *Pedestrian Friendly Street Standards*.

### *A. Roadway Network*

The Plan provides a comprehensive, context-sensitive local street network within the Railyards site that will connect to the currently fragmented Central City street network. Streets are organized in a hierarchy consisting of Boulevards, Major streets, Main streets, Minor streets and Residential streets, each with specific objectives for use and physical design characteristics and standards to satisfy those objectives. Important new roadways that will be built in the Plan Area include Railyards Boulevard, which will run east/west through the center of the site, as well as 5th and 7th Streets, which form a street couplet that will extend north/south across the Plan Area to connect with existing streets in the Richards Boulevard area. Other important new streets include 6th Street and the South Park/North Park Couplet. Roadways that will be extended, expanded or modified to provide direct access into the Railyards site include Bercut Drive, Jibboom Street, G Street, H Street, as well as North B Street and North 10th Street.

In addition to providing improved circulation within the site and to adjacent neighborhoods, the local roadway network will also serve to connect the Railyards site to one of the region's most important pieces of transportation infrastructure: Interstate 5, which runs north-south through the western end of the Plan Area and plays an important role in organizing the site. It separates the more urban and mixed-use districts east of the interstate, including the West End and the Central Shops, from the more open-space oriented Riverfront District. Interchanges at Richards Boulevard and at I Street will provide the closest access points to the interstate. While the Richards Boulevard interchange will be accessed via Bercut Drive and 5th Street, the I Street interchange will be reached via 7th Street. Also, vehicles exiting the interstate at J Street will be able to reach the Railyards area by way of 5th Street.

This section will describe the specific features of streets in the Plan Area, including their intended

function, design characteristics and associated streetscape elements. Figure 7-1 provides a circulation diagram for the entire Plan Area. Figure 7-2 keys the locations of street sections found later in the chapter, and Table 7-1 describes the on-street parking and bicycle facilities to be allowed or located on each street.

### 1. Boulevard

Railyards Boulevard is the primary east/west street in the Plan Area traversing both the West End and East End districts, bisecting the Plan Area roughly down the middle. Railyards Boulevard is proposed as an extension of 12th Street/SR-160 and will provide a key east/west linkage within the Plan Area and to the north/south roadways (i.e. 5th, 7th and 10th Streets) that lead to downtown and the Richards Boulevard area. It will enter at the northeast corner of the Plan Area, at the intersection of 12th Street just south of its intersection with North B Street.

Railyards Boulevard will exhibit a "boulevard" character with wide travel paths flanked by wide sidewalks and large shade trees. In addition to accommodating large volumes of vehicle traffic, it also has either Class I or Class II bicycle lanes along its entire length and serves as a primary access route for bicyclists. West of 7th Street, Railyards Boulevard has a right-of-way of 103 feet, including three travel lanes, two traveling westbound and one traveling eastbound, a turn-

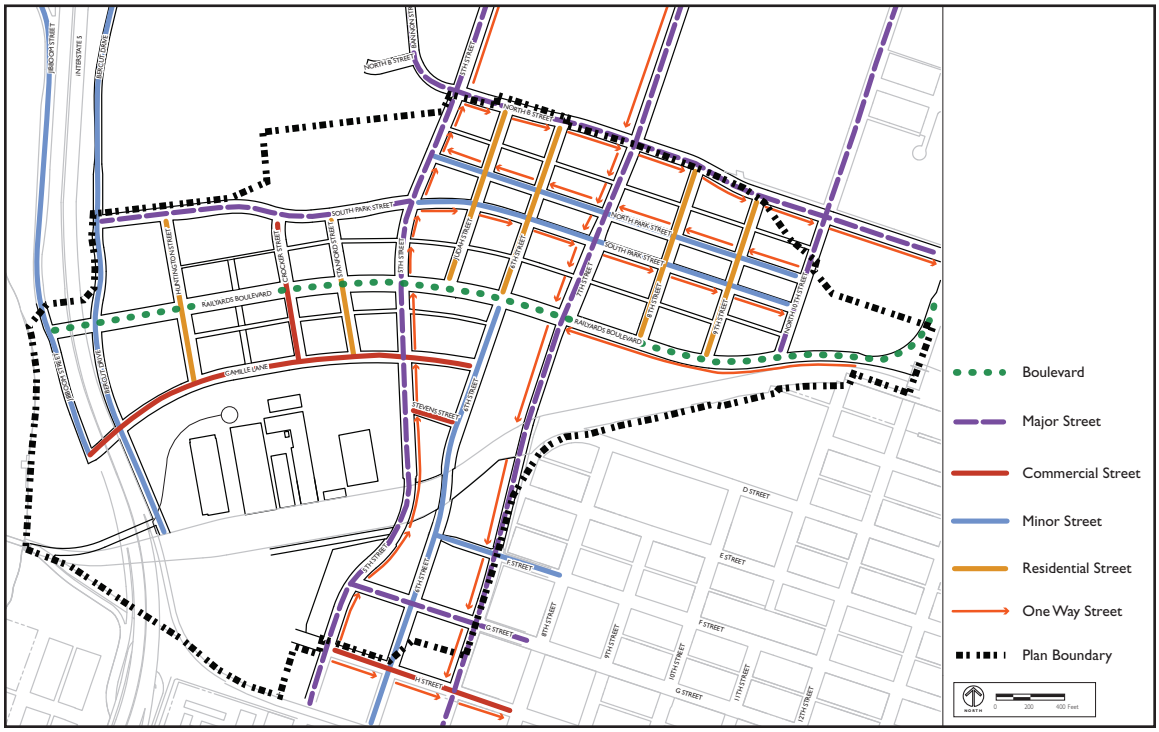



*Figure 7-1. Circulation*

ing lane and bicycle and parking lanes on both sides of the street. A typical cross-section of this section of the boulevard is shown in Figure 7-3. Between 7th Street and North 10th Street, Railyards Boulevard narrows by 20 feet and becomes a one-way roadway with three lanes of traffic traveling westbound into the center of the Plan Area. A typical cross section for that portion of the roadway is shown in Figure 7-4.

The elevation of the street will remain mostly constant across the site, and the street will curve gently as it progresses from east to west through the West End and East End. In terms of land use, Railyards Boulevard is generally lined with residential buildings with ground floor retail, while buildings in the West End have a more substantial amount of office and commercial on upper stories. Fire and police facilities will also be located on this street.

### 2. Major Streets

Together with Railyards Boulevard, Major streets in the Railyards area are the primary travel routes for vehicles, bicycles and pedestrians traversing the site. Most Major streets connect directly to major destinations outside of the Plan Area. Some, such as the South Park/North Park Couplet, described below, serve to highlight prominent public spaces within the Railyards site.

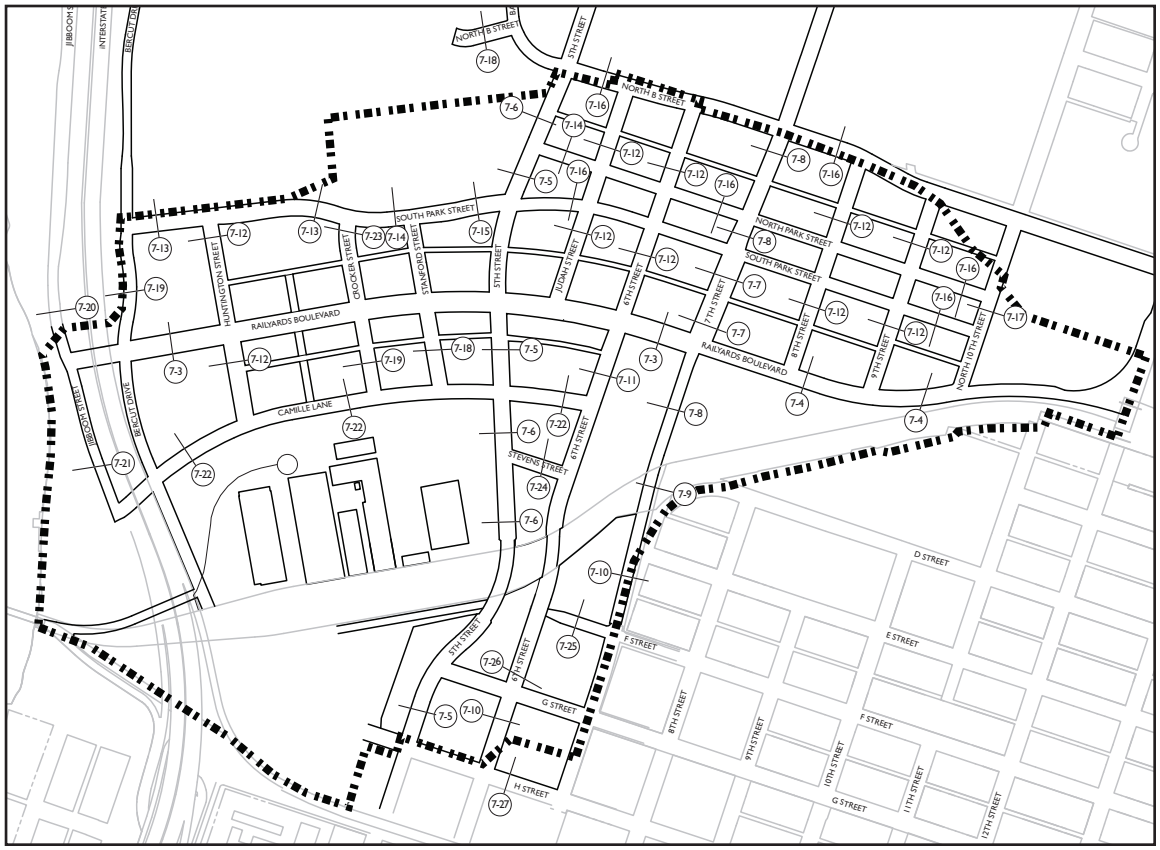



*Figure 7-2. Section Key Plan*

TABLE 7-1 **BICYCLE PATHS AND PARKING FACILITIES BY STREET**

| Street | Bicycle Paths | Parking Facilities | Figure |
|---|---|---|---|
| **Boulevard** | | | |
| Railyards Boulevard - west of 7th Street | Class II, both sides | Parallel, both sides | 7-3 |
| Railyards Boulevard - east of 7th Street | Class II on north side; Class I on south side | Parallel, one side | 7-4 |
| **Major Streets** | | | |
| 5th Street - north of Camille Lane | Class II, east side | Parallel, both sides | 7-5 |
| 5th Street - between railroad overpass and Camille Lane | Class II, east side | Parallel, both sides | 7-6 |
| 7th Street at LRT Platform - between Railyards Blvd. and South Park Street | Class II, one way | None | 7-7 |
| 7th Street - north of South Park Street | Class II, west side | None | 7-8 |
| 7th Street Underpass at UPRR Crossing | Class I on west side | None | 7-9 |
| 7th Street - between F Street and UPRR Crossing | Class I on west side | None | 7-10 |
| 6th Street - between railroad overpass & Railyards Blvd. | Class II, both sides | None | 7-11 |
| South Park Street - west of 5th St. | Class II, both sides | Parallel, south side, except in 7-14 | 7-13, 7-14, 7-15 |
| South Park/North Park Couplet | Class II, north side | Parallel, both sides | 7-16 |
| North 10th Street | Class II, both sides | None | 7-17 |
| North B Street | Class II, south side | Parallel, both sides | 7-18 |
| Bercut Drive | None | None | 7-19 |
| Jiboom Street - between Richards Blvd. and Railyards Blvd. | Class II, both sides | Parallel, west side | 7-20 |
| Jiboom Street - between Camille Lane and Railyards Blvd. | Class II, both sides | Parallel, west side | 7-21 |
| **Main Street** | | | |
| Camille Lane | Class III | Parallel, both sides | 7-22 |
| **Minor Streets** | | | |
| Huntington Street (West End) | None | Parallel, both sides | 7-12 |
| Crocker Street (West End) | Class III | Parallel, both sides | 7-23 |
| Stanford Street (West End) | None | Parallel, both sides | 7-12 |
| Stevens Street (West End) | None | None | 7-24 |
| Judah Street (East End) | None | Parallel, both sides | 7-12 |
| 6th Street- between Railyards Blvd. & North B. St. (East End) | Class III | Parallel, both sides | 7-12 |
| 8th Street (East End) | None | Parallel, both sides | 7-12 |
| 9th Street (East End) | None | Parallel, both sides | 7-12 |
| F Street (Depot District) | None | None | 7-25 |
| G Street (Depot District) | Class II, both sides | Parallel, both sides | 7-26 |
| H Street (Depot District) | None | None | 7-27 |

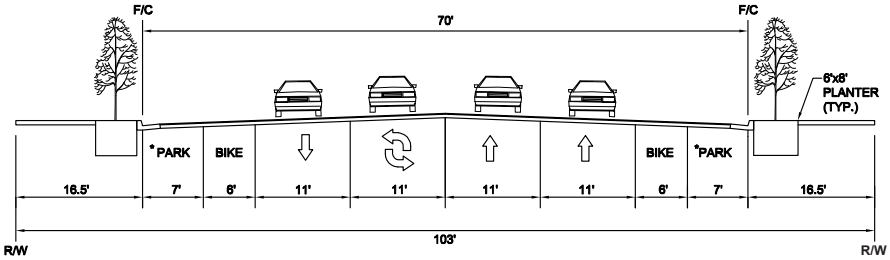



*Figure 7-3. Railyards Boulevard - west of 7th Street (looking west)*

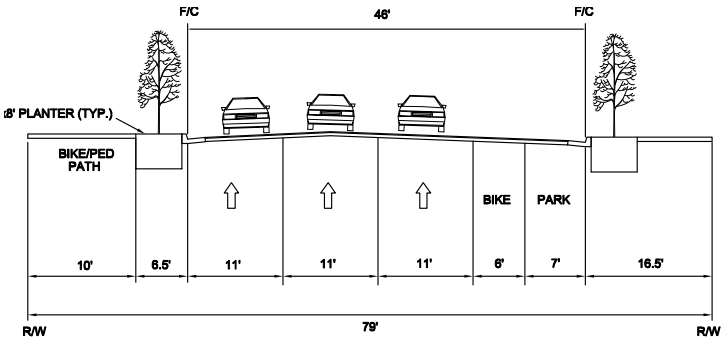



*Figure 7-4. Railyards Boulevard - east of 7th Street (looking west)*

a. 5th Street

5th Street is a one-way, northbound transportation artery and the primary circulation route for vehicles traveling northbound across the Plan Area. It will form a major roadway couplet with 7th Street, which will carry vehicles southbound, as described below. 5th Street runs through the center of the Railyards site, bridging the distance between the Richards Boulevard area to the north and the existing Downtown to the south by connecting H Street to North B Street. 5th Street draws Downtown north and effectively removes the visual and physical barriers between Downtown and its northern neighborhoods. As it moves through the Railyards site, 5th Street is bordered by residential, commercial, office, and retail uses.

The street will extend from its current terminus at H Street and will provide improved access to the SITF. To provide a continuous pedestrian linkage between the Downtown into the southern and northern portions of the Railyards site, 5th Street and its fronting structures will begin a gentle rise at I street. Sidewalks crossing over the railroad will be sloped gently enough and engineered specifically to ensure compliance with the Americans with Disabilities Act (ADA). The roadway reaches a maximum street-level elevation as it extends over the relocated Union Pacific rail corridor. It then returns to grade level at Camille Lane, a pedestrian-oriented street which provides access to the Riverfront and much of the West End. North of Camille Lane, 5th Street intersects with Railyards Boulevard and the South Park Street/North Park Street couplet. 5th Street rises to meet the higher elevation of Vista Park before exiting the Plan Area at North B Street.

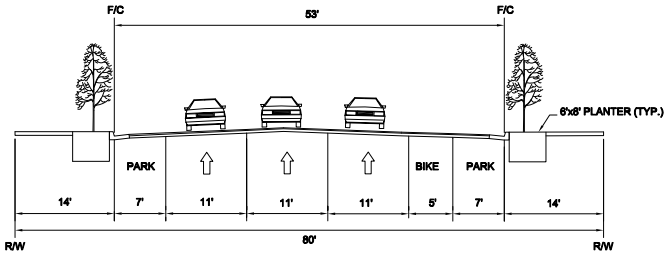



*Figure 7-5. 5th Street North of Camille Lane (looking north)*

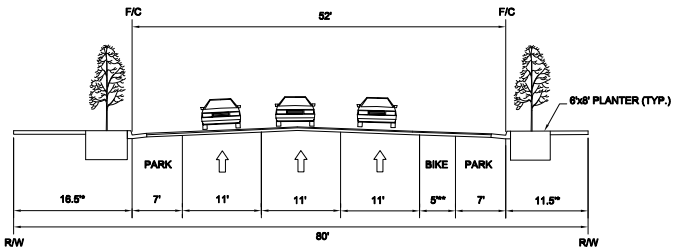



*Figure 7-6. 5th Street South of Camille Lane (looking north)*

In addition to being a primary route for vehicle travel, 5th Street will have wide sidewalks with landscaped planting strips for its entire length (with the exception of the bridge span) and will therefore serve as an attractive route for pedestrians walking between Downtown and the Railyards. Parking lanes on both sides of the street will help to separate pedestrians from the fast-moving auto traffic on the street. A common design language will run the length of the street, serving as a unifying element for the Depot, Central Shops and West End districts. The streetscape should be grand in scale, commensurate with the size and function of this street. Typical cross sections of 5th Street are shown in Figures 7-5 and 7-6.

b. 7th Street

In addition to being envisioned as the primary thoroughfare for southbound vehicles moving across the Plan Area, 7th Street is also the proposed alignment for the DNA Light Rail Line, which will eventually carry passengers from Downtown to the Sacramento International Airport. Three travel lanes will carry cars southbound on 7th Street from the Richards Boulevard area to Downtown, serving as the primary transportation link to the East End District for individuals arriving from points north of the site.

Traveling southbound from the Richards Boulevard area, vehicles will enter the Plan Area at North B Street, immediately encountering high-rise residential mixed-use blocks. Buildings on either side of the street quickly taper downward in height as they near Boxcar Parks, the linear open space which is bounded by North Park Street, North 10th Street, South Park Street and 5th Street.

The right-of-way on 7th Street varies, but includes between two and three travel lanes, the two LRT lanes, one of which is designed as a mixed-flow lane for cars and trains, a Class II bicycle lane and wide sidewalks/planting strips. 7th Street becomes widest between South Park and Railyards Boulevard, the proposed location for the Railyards LRT stop. As shown in Figure 7-7, the right-of-way is 115 feet for that block and includes wide planting strips, a bicycle lane and two 12-foot LRT platforms in addition to three travel lanes. A typical street section for 7th Street north of South Park Street is shown in Figure 7-8.

While 5th and 6th Streets pass over the relocated Union Pacific rail corridor, traffic on 7th Street is carried underneath the tracks through an existing underpass that will be reconfigured to accommodate three southbound travel lanes and two sets of light rail tracks. The southbound LRT track will be accommodated within the eastern-most auto lane, which will be shared by trains and cars. A Class I pedestrian/bike path along 7th Street stays at–grade at E Street, and is planned to be extended and elevated as an overpass over the heavy rail corridor. In this segment, vehicu-

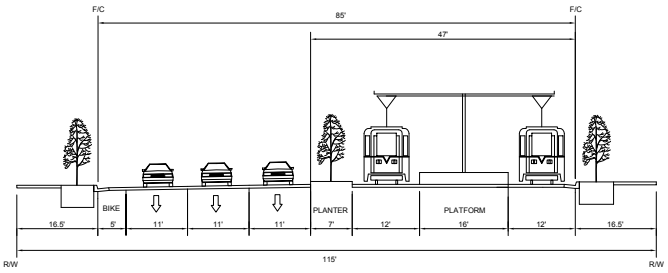



*Figure 7-7. 7th Street at LRT Platform (looking north)*

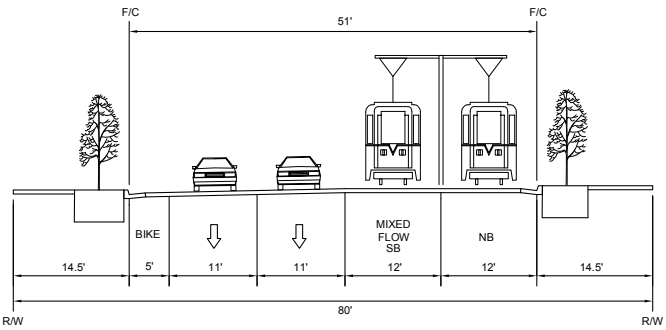



*Figure 7-8. 7th Street North of South Park Street (looking north)*

lar traffic will share the western-most lane with the DNA light rail line. Figure 7-9 illustrates a cross-section through the street at the underpass. A typical cross-section through the southern portion of the street is shown in Figure 7-10.

Most pedestrian activity across the heavy rail corridor is likely to migrate to 5th and 6th Streets, which are better integrated into the street network, and fronted by more pedestrian-oriented uses. However, the portions of 7th Street between Railyards Boulevard and Boxcar Parks will be an important nexus of pedestrian activity, with a steady flow of passengers embarking and disembarking from the trains. These blocks should receive special attention in terms of streetscape design.

c. 6th Street

While 5th and 7th Streets will serve as the primary north/south conduits for traffic moving north and south across the Plan Area, 6th Street will be a slower-moving, more pedestrian- and bicycle-friendly alternative. 6th Street enters the Depot District at I Street, proceeds over the realigned railroad tracks via a bridge, and con-

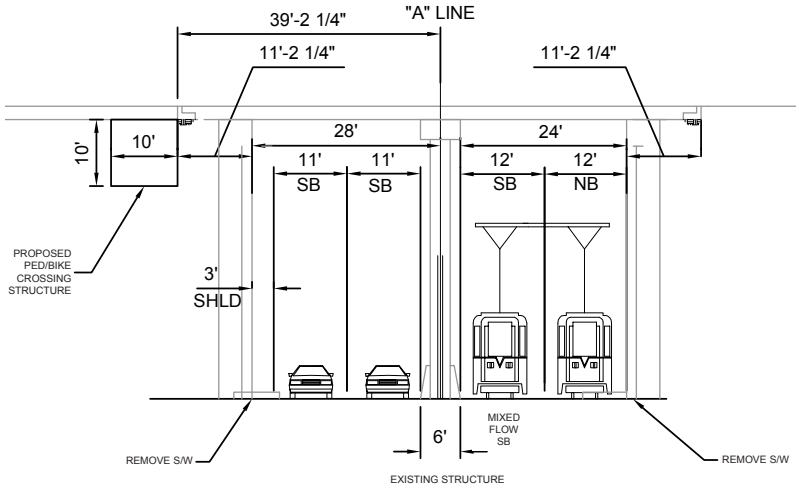



*Figure 7-9. 7th Street at UPRR Crossing (looking north)*

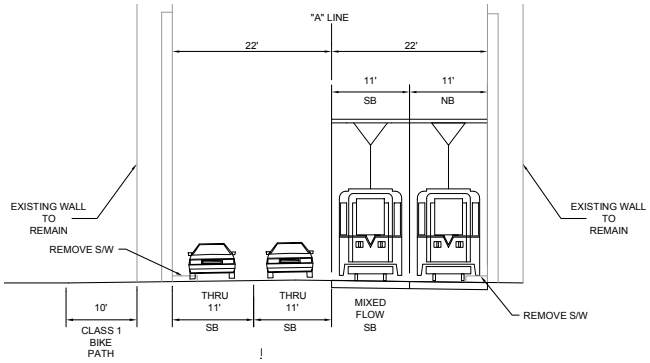



*Figure 7-10. 7th Street Between F Street and UPRR Crossing (looking north)*
*4th Street Between UPRR Crossing and Railyards Blvd. (looking north)*

nects to Camille Lane before intersecting with Railyards Boulevard. In contrast to 5th and 7th Streets, which provide access to the Richard Boulevard area, 6th Street terminates at North B Street, a one-way eastbound thoroughfare and is thus destined to carry far less traffic. Land uses generally include mixed use buildings with office, retail and residential in the West End District and residential buildings with ground floor retail in the East End.

South of Railyards Boulevard, 6th Street has a right-of-way of 80 feet, which includes two travel lanes, a center turning lane, as well as Class II bicycle lanes, parking lanes and sidewalks with planting strips on both sides of the street. A typical cross-section for the southern portion of 6th Street is shown in Figure 7-11. The characteristics of a typical residential street, such as 6th Street north of Railyards Boulevard are presented in Figure 7-12.

d. South Park Street-West

In the western part of the Railyards site, South Park Street is an important travel route, providing access between Bercut Drive and 5th Street for vehicles, pedestrian and bicyclists. As shown in Figures 7-13, 7-14 and 7-15, there is an off-street (Class I) bicycle lane on the north side of the street and a wide sidewalk and planting strip on the south side of the street, which is designed to accommodate large shade trees. There is on-street parking on the south side of the street, with the exception of the half block west of Crocker, shown in Figure 7-14.

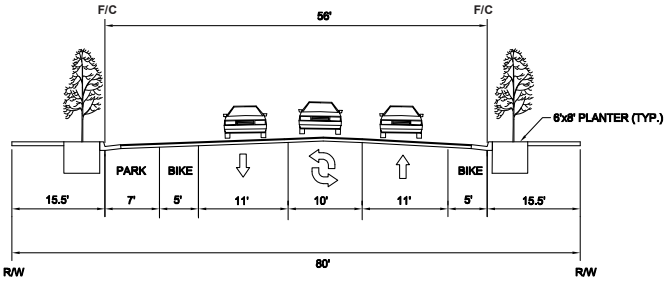



*Figure 7-11. 6th Street UPRR to Railyards Blvd. (looking north)*

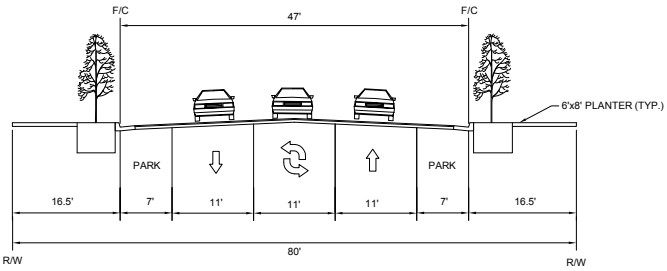



*Figure 7-12. Local Residential Street*
*Locations: 6th Street Between Railyards Blvd. and North B. Street; Judah Street Between Railyards Boulevard and North B Street; Huntington Street; Stanford Street; 8th Strteet; 9th Street*

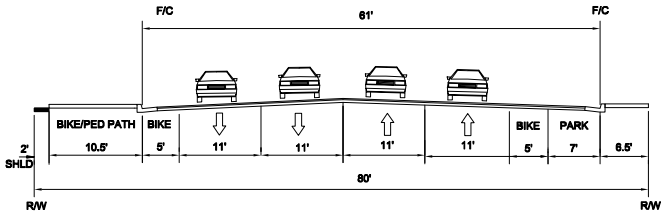



*Figure 7-13. South Park Street Between Bercut Dr. and Crocker St. (looking east)*

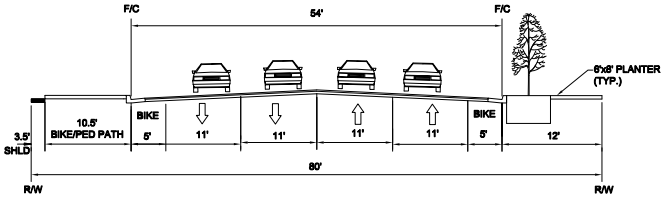



*Figure 7-14. South Park Street Between Crocker St. and Stanford St. (looking east)*

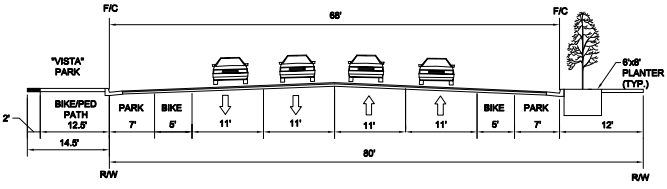



*Figure 7-15. South Park Street Between Stanford Street and 5th Street (looking east)*

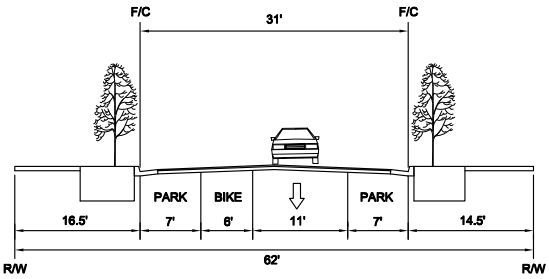



*Figure 7-16. The South Park/North Park Street Couplet*

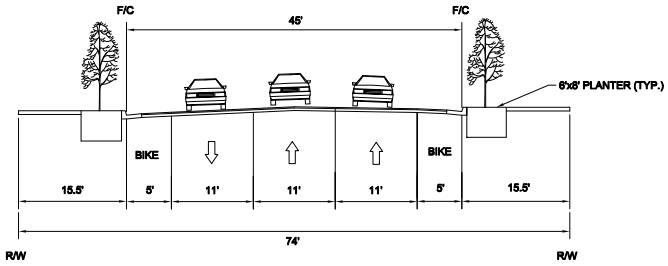



*Figure 7-17. North 10th Street (looking east)*

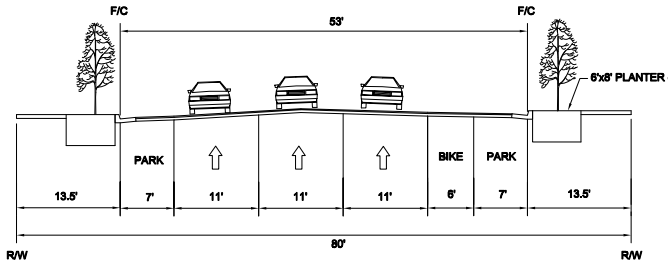



*Figure 7-18. North B Street (looking east)*

e. South Park/North Park Couplet

In the eastern part of the Plan Area, South Park Street and North Park Street form an important street couplet that runs east/west through the center of the East End District. These one-way streets, which respectively serve as the southern and northern borders of Boxcar Park, have a single one-way travel lane, a Class II bicycle lane and parking lanes on both sides of the street. A cross-section through this part of South Park and North Park streets is illustrated in Figure 7-16.

f. North 10th Street

North 10th Street, which begins at Railyards Boulevard and exits the Plan Area immediately north of North Park Street, provides access to the Richards Boulevard area to the north from the eastern-most corner of the East End District. As Figure 7-17 shows, North 10th Street has two lanes for northbound traffic, one lane for southbound traffic, bike lanes on both sides of the street, and wide sidewalks with planters spaced at regular intervals.

g. North B Street

North B Street is an important one-way thoroughfare that runs along the northern border of the East End District. In addition to three eastbound travel lanes, the roadway also has a 6-foot Class II bicycle lane and 7-foot parking lanes on both sides of the street. Figure 7-18 shows a typical street section of the street.

h. Bercut Drive

Bercut Drive, an existing roadway, will be a primary westerly outlet for Railyards Boulevard. The street, which currently begins near its future intersection with Railyards Boulevard and extends north of Richards Boulevard, runs along the eastern edge of Interstate 5, which is elevated as it travels through the Plan Area. Bercut will be extended southward to meet the northern fork of I Street as it exits the I Street Bridge. Bercut will have two travel lanes, one in each direction and central turning lanes for most of its length. Bercut will also have a wide sidewalk on the east side of the street, with trees located in planters interspersed at regular intervals, and a Class I bicycle and pedestrian path on the west side of the roadway. A typical cross-section of Bercut Drive is shown in Figure 7-19.

i. Jibboom Street

Currently, Jibboom Street begins at the I-5/ Richards Boulevard interchange north of the Plan Area, runs south along the riverfront and is elevated to connect with the I Street Bridge, where it ends. Between Camille Lane and Railyards Boulevard, Jibboom will have two travel lanes, one in each direction, Class II bicycle lanes in both directions and a parking lane on the west side of the street, as shown in Figure 7-20. There are no sidewalks along this portion of Jibboom. North of Railyards Boulevard, Jibboom will have a sidewalk on the east side of the street, immediately adjacent to the elevated Interstate 5. This portion of the street is shown in Figure 7-21.

In the early stages of development, Jibboom will remain as an elevated roadway. At a future date, the viaduct will be removed. At that time, Bercut will be extended to the rail easement and a connector to the I Street Bridge will be built.

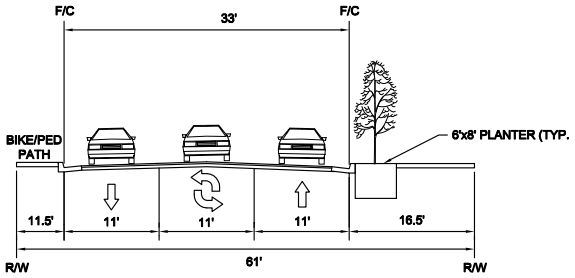



*Figure 7-19. Bercut Drive Betwen Camille Lane and South Park Street (looking north)*

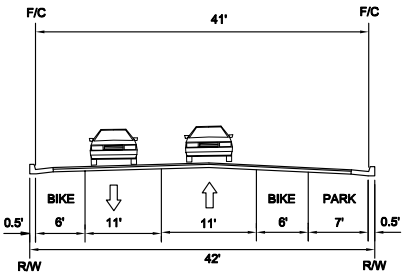



*Figure 7-20. Jibboom Street Between Richards Blvd. and Railyards Blvd. (looking south)*

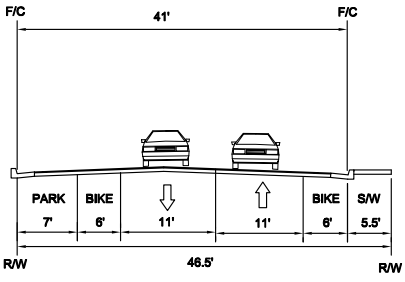



*Figure 7-21. Jibboom Street Between Camille Lane and Railyards Blvd. (looking north)*

### 3. Main Street

Camille Lane is the primary pedestrian-oriented commercial street in the Plan Area, and will be lined with one and two stories of retail and entertainment facilities and loft housing or office space above. These characteristics distinguish it as a "Main Street." Camille Lane will run east to west from Jibboom Street in the Riverfront District to 7th Street, the dividing line between the West End and East End Districts. The street curves gently as it moves across the site and is bordered primarily by residential, commercial, office and retail uses. Camille Lane has a right-of-way of 70 feet, which includes two wide travel lanes, parking lanes on both sides and wide sidewalks. A typical cross-section of Camille Lane is shown in Figure 7-22.

Though it does not have striped bicycle lanes, Camille Lane is a designated bicycle route (Class III) and its wide travel lanes are designed to allow vehicles and bicycles to comfortably share the roadway. Additionally, a streetcar route along Camille Lane may be considered at a future date, but only if power is supplied under the roadway, thereby avoiding the use of overhead wires.

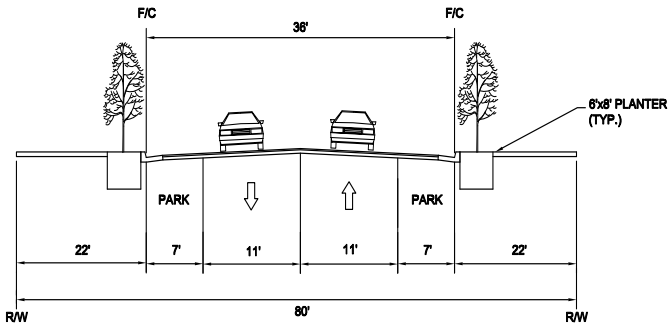



*Figure 7-22. Camille Lane typical section*

### 4. Minor Streets

Several Minor streets will stretch between the Major roadways in the Railyards area, providing greater internal connectivity within the site. They will also make some parcels more accessible, allowing for more service and parking entrances and fewer curb cuts on the major pedestrian-oriented streets. Traffic originating off-site will remain on the Major streets and Boulevards that are intended to direct traffic through the Railyards site and off Minor streets, most of which are primarily residential. Minor streets are described by district below.

a. West End

The small block pattern of Downtown will be continued in the West End and East End districts, providing a multiplicity of local routes and access points. A typical cross-section through a Minor street in the West End, illustrated earlier in this chapter by Figure 7-12, has a right-of-way of roughly 70 feet and includes one travel lane in each direction, a central turning lane, parking lanes on both sides of the street and sidewalks with landscaped medians. In the West End, Minor streets will mostly provide access to mixed-use buildings. Minor streets in the West End District, including Huntington Street, Crocker Street and Stanford Street, begin at Camille Lane and terminate at South Park Street. Crocker and Stevens Streets have different configurations from other Minor streets in the West End District. Typical cross-sections for those streets are shown below in Figures 7-23 and 7-24.

b. East End

As in the West End, Minor streets in the East End will offer a quiet pedestrian-friendly environment, lined with trees and wide sidewalks and will primarily provide access to residential buildings. Minor streets in the East End District, including Judah Street, 6th Street (north of Railyards Boulevard), 8th Street and 9th Street begin at Railyards Boulevard and terminate at North B Street, the northern boundary of the Plan Area.

c. Depot District

The Minor streets in the Depot District serve as local connectors to the primary north/south thoroughfares that traverse the Railyards site, including 5th, 6th and 7th Streets. They also provide access to the numerous office/residential mixed-use blocks that are south of the relocated railroad corridor. Minor streets in the Depot District include Stevens Street, F Street, G Street and H Street. F Street, G Street and H Street, shown below in Figures 7-25, 7-26 and 7-27 respectively, extend the Downtown Grid into the Depot District, thereby integrating the Plan Area into Sacramento's existing urban fabric.

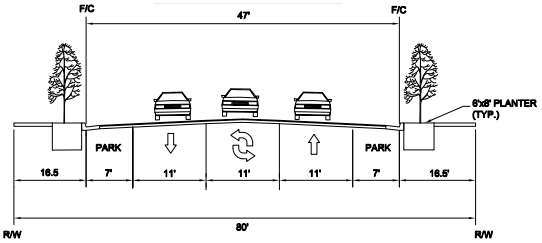



*Figure 7-23. Crocker Street*

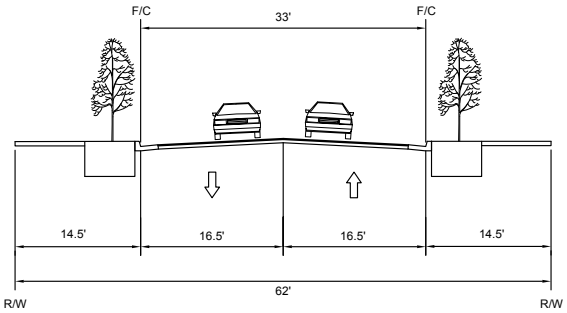



*Figure 7-24. Stevens Street*

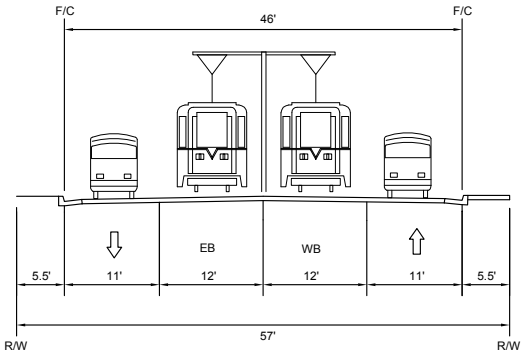



*Figure 7-25. F Street*

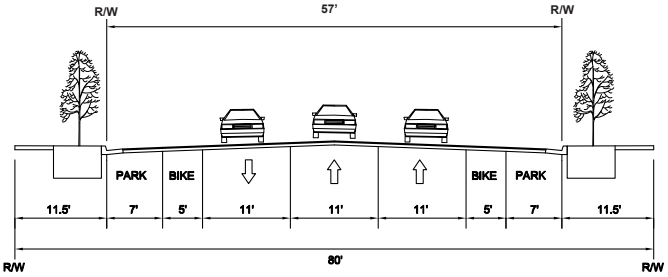



*Figure 7-26. G Street (looking west)*

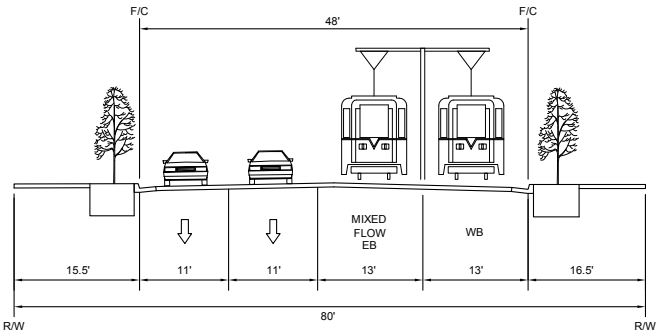



*Figure 7-27. H Street (looking west)*

### *B. Parking*

Most parking serving development in the Specific Plan Area will be accommodated in structures in the central portions of blocks that are integrated with the buildings they serve. This will result in parking structures that are "wrapped" with other uses, so that only active residential, commercial and office buildings face most streets.

There will also be stand-alone parking structures built in the Specific Plan Area, which will be specifically intended to support the retail and commercial spaces in and around the Central Shops and Railyards Boulevard areas. These structures will support a "park once" strategy for the Specific Plan's core retail and entertainment area. Under this strategy, patrons arriving in the area by car will be encouraged to park once in a centrally-located garage, and will then be able to walk to multiple destinations within the area, thereby minimizing inter-area auto trips. The development of centralized parking structures will also ensure that visitors know where to find parking in the area, thereby minimizing the need for motorists to circle the area looking for a parking space.

Conceptual locations and capacities for potential parking structures are shown in Figure 7-28. These locations and capacities may be moved or changed slightly as the Specific Plan is developed, provided that the overall resulting traffic patterns and impacts considered in the Specific Plan EIR do not change.

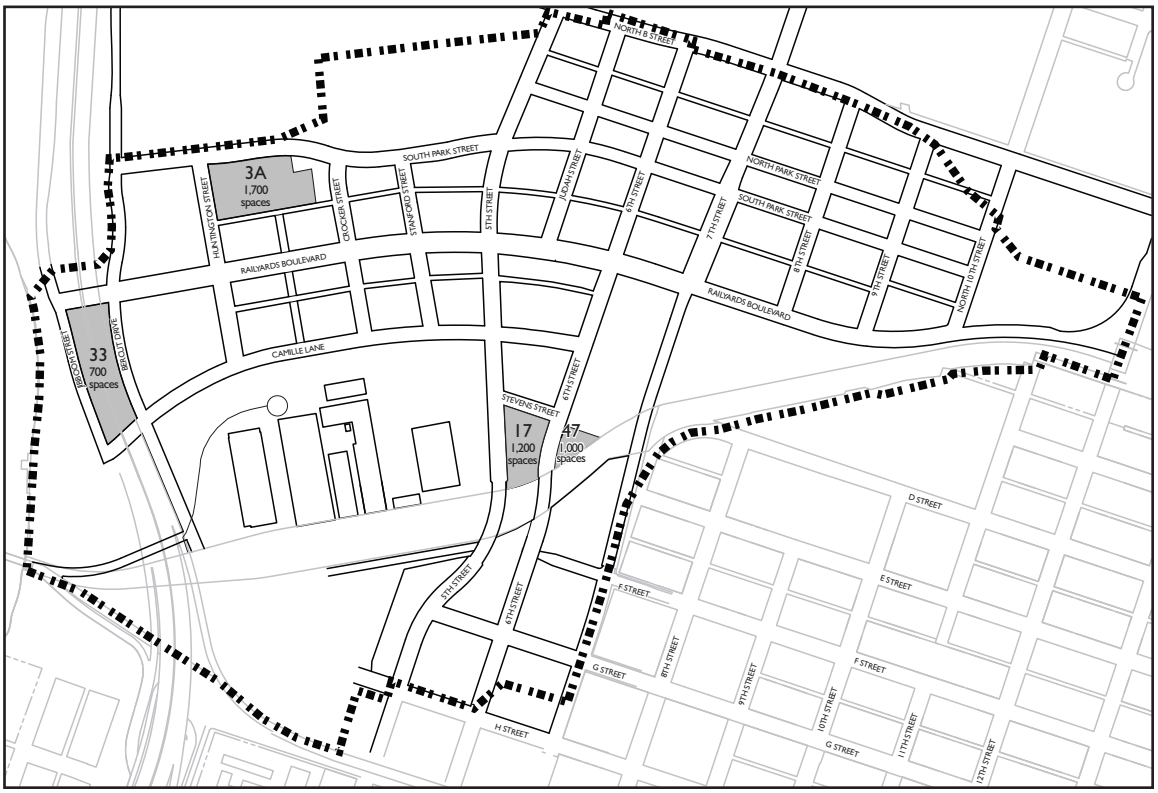



*Figure 7-28. Conceptual Parking Structure Locations and Capacities*

### C. *Pedestrian and Bicycle Circulation*

Streets, blocks and land uses in the Specific Plan Area will be laid out in ways that make walking and bicycling attractive. Streets will generally be lined with comfortable pedestrian amenities such as attractive shade trees, street furniture and pedestrian scaled lighting to create a cozy urban atmosphere. Buildings will be built to the lot line, thereby providing a sense of enclosure to passersby on the street level. Where appropriate, pedestrian pathways will be separated from auto circulation routes. When the two meet at intersections, a change in grade and materials will occur to emphasize the conflict point and to improve visibility and safety. Lighting will be provided for safety and to heighten nighttime visibility.

A comprehensive network of plazas and open spaces will contribute to the variety and interest experienced by pedestrians at the Railyards site. Figure 7-29 shows pedestrian zones, which include public plazas, sidewalks, promenades and special open space features. The East End District will include pedestrian paths through the linear Boxcar Park that cuts through the center of this district. From 5th Street, a series of plazas and pedestrian alleys unfold on Railyards Boulevard, and pedestrians can access the Central Shops district at multiple points on Camille Lane. An intricate network of pedestrian paths and alleyways will provide circulation among the historic Central Shops. The Central Shops District will have no city streets or alleys, therefore street standards will not be required. The pedestrian network of the Central Shops district will also

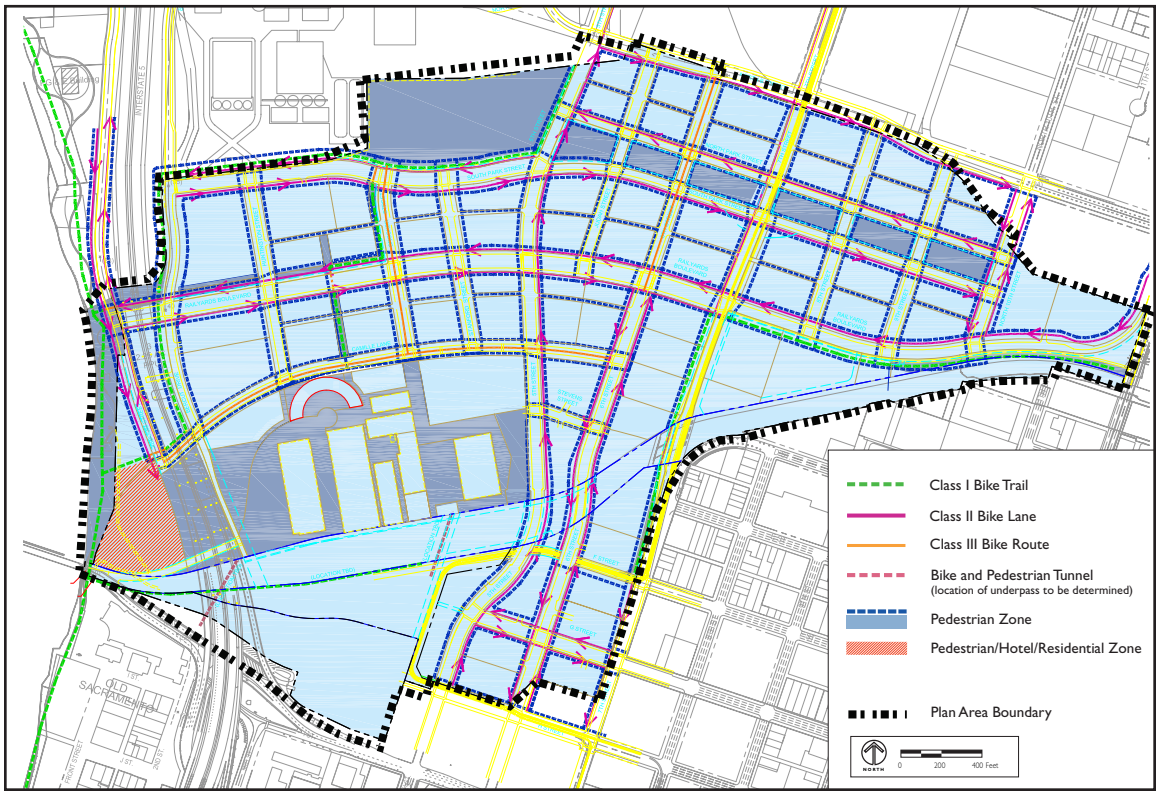



*Figure 7-29. Bicycle and Pedestrian Network*

be directly connected to the Depot District via a tunnel system. Walkability along the Riverfront will also be enhanced with the removal of parts of Jibboom Street and the development of new uses. A well-designed wayfinding program will ensure that visitors moving around the Plan Area on foot can easily find their way around.

Bicyclists will find the Specific Plan Area similarly accessible. The Specific Plan calls for a network of on- and off-street bicycle paths. Class II bikeways will travel both ways on Railyards Boulevard, 6th Street, Crocker Street, F Street and G Street; Class II bicycle lanes will travel in one direction on 5th Street, 7th Street, South Park Street, North Park Street, North B Street, Jibboom Street and Bercut Street. Off-street Class I pathways for bicycles and pedestrians will extend across the site in several places, including South Park Street west of 5th Street, through the Big Four Bend and along the river, just west of Jibboom Street. Finally, Camille Lane is also designated as a bicycle route where bicycles and cars share a wide travel lane. Bicycle parking will be located close to all development. Figure 7-29 provides an overview of the bicycle network in the Plan Area.

### *D. Transit Systems*

Given its location and potential for becoming a major live/work site in the Sacramento region, the Railyards site is also well positioned to serve as a regional transportation hub. Multiple modes of transportation converge in the Railyards Plan Area, including passenger rail, freight rail, light rail, local and regional bus service and freeway vehicular traffic. The Plan ties many of these modes together at the proposed SITF. This section describes the various transit options available to the site and the potential for the SITF to transform the nature of transportation into downtown Sacramento and the Railyards area.

#### 1. The Sacramento Intermodal Transit Facility (SITF)

The success of transit is strongly dependent upon the level of convenience that is offered to the patron. The most direct service with the fewest mode changes will enjoy the highest levels of ridership. Where mode changes are required, transfers need to be direct and convenient, both in terms of scheduling and proximity. The ability to provide multiple transit options at transfer points increases the level of synergy between modes and convenience for riders.

This Specific Plan includes the City's plan for the creation of a regional transportation terminal referred to as the SITF that can provide this synergy. The SITF will also build upon the State's commitment to increased commuter and intercity rail service, as well as the region's objective for expanding its light rail system, all of which will accommodate increased ridership and allow for future implementation of a high-speed rail system. The Intermodal Facility will provide a direct connection between the transit systems operated by Amtrak, Capitol Corridor, and the San Joaquin Corridor intercity rail services, intercity bus services including Greyhound, the Sacramento Regional Transit District's local light rail and fixed route bus services and other local public transit systems, as well as regional bus and local shuttle services serving the downtown area. The design of the Intermodal Facility will offer

the transit patron direct and convenient access to virtually all regional transit modes. The location of the Intermodal Facility within the Plan Area will also serve as a major catalyst for adjacent development, including employment centers and residential uses, all within close walking distance to the Intermodal Facility and Downtown Sacramento.

The SITF will ultimately include two to three dedicated through-mainline-freight tracks that will provide access to four dedicated passenger tracks within the SITF. Two passenger platforms will provide access to the passenger trains that will range in length from approximately 600 to 1,400 feet. Since the passenger tracks will be situated on the interior of the rail corridor with freight tracks on the outside, the passenger rail platforms will be grade-separated from all roadways and bicycle and pedestrian corridors. Connections to the Depot building and light rail platforms will be provided by walkways, stairs and ramps, and possibly escalators and elevators. Passenger services will be distributed throughout the buildings and concourse comprising the SITF, including the historic Southern Pacific Railroad Depot building, the concourse and possibly a new passenger terminal adjacent to the passenger platforms and bus bays. Passenger services will include ticketing and information services for all transit modes, and travelers' assistance, baggage handling, and passenger waiting areas. In addition, passenger amenities such as restaurants, news, magazine and book stores, fast food services, retail services and a hotel may also be provided as part of or surrounding the SITF.

Convenient patron parking will be provided in close proximity to the SITF. Additional parking options can be made available, including satellite parking lots with shuttle service to the SITF in the event that additional parking is needed.

In addition, the SITF will provide convenient and secure bicycle parking within close proximity of the light rail platform. The number of locked bicycle racks will be monitored to ensure that there is adequate storage to meet the demands of transit patrons. A bicycle station may be provided that offers additional amenities for bicyclists and attendant parking.

**2. Passenger Rail**

The Capitol Corridor intercity train service currently operates approximately 32 trains a day to the station and may expand service due to increasing passenger traffic. Amtrak is under contract with Capitol Corridor to operate that service and also operates eight trains on the San Jaoquin route to Bakersfield, in addition to two roundtrip long-haul interstate passenger trains, the Coast Starlight and the California Zephyr, that traverse the Plan Area in each direction every day.

Sacramento continues to experience an increasing demand for transportation services. Ridership on the Capitol Corridor intercity train service grew by 172 percent between 1998 and 2005, from 463,000 to 1.3 million passengers annually, making it the third busiest intercity route in the U.S. In response to this surge in ridership, the Capital Corridor added eight trains to its daily service, from 24 trains in summer 2006 to 32 trains per day currently. Amtrak's

long distance inter-city service is also expected to grow, which would justify an increase in the number of trains serving the region. While these continued increases in ridership and number of trains will benefit regional mobility, they will exacerbate operational limitations in the current facility. Rail providers have identified a need for approximately 60,000 square feet of space for ticketing, passenger servicing, and baggage handling and administration. The Depot building and current track alignments are not conducive to accommodating the numbers of projected passengers. While some transportation services can remain in the Depot building, transportation operators have determined that a new enlarged rail passenger station and relocation of the existing mainline freight tracks would accommodate forecasted passenger and operational needs.

a. Track Relocation

Between the I Street Bridge and the 7th Street overcrossing, the existing two mainline Union Pacific Railroad tracks are planned to be relocated northward, just south of the Central Shops and a third freight track may be added. The new track alignment has been carefully considered by the service providers to account for and incorporate operational and passenger demands, geometric limitations and planned land uses, as well as the goals and objectives in this Plan. This track relocation, shown in Figure 7-30, is a key component of the Specific Plan. In the short range,

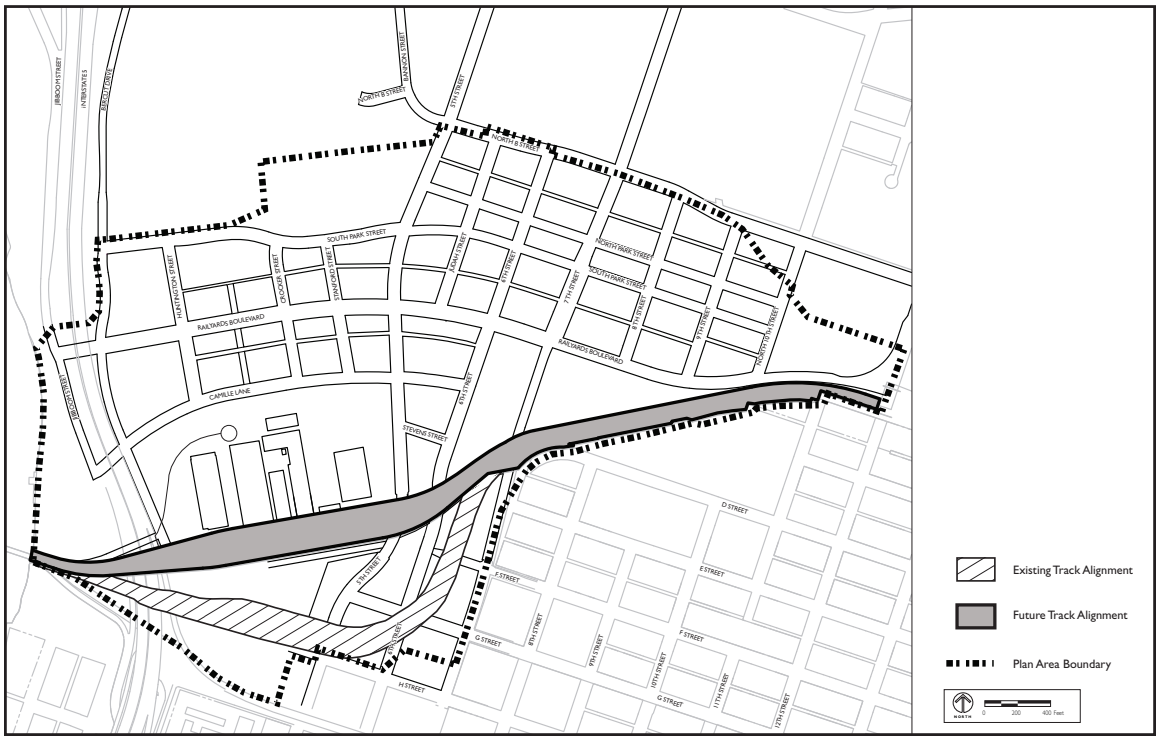



*Figure 7-30. Track Relocation*

facilities implemented for track relocation would also function for the long range Intermodal. The track relocation has been designed so that:

- Conflicts between passengers and trains at grade are eliminated.
- Platforms and queuing areas provide for quick and direct access to trains.
- Baggage does not crowd out passengers on the platforms.
- Grade-separated connections to light rail, local bus, intercity bus services and to the existing station are provided by ramps and walkways.
- The new track configurations are aligned to achieve maximum use and efficiency.
- New track configurations serve the State Railroad Museum and the proposed Railroad Technology Museum efficiently.
- Land remains available for future development to support the Intermodal facility.
- Integrate the Railyards area into the fabric of the existing Central City. The Railyards have historically been isolated from the City, now the opportunity exists to integrate them from all points, not just downtown, into a seamless patch of the City fabric.

b. Platform Design

Transportation operators have indicated that in order to meet the increased ridership and serve the needs of long distance trains (baggage, food, mail and express), longer trains and a greater frequency of service will be needed. To accommodate the longer trains, as well as the greater number of trains, additional longer, straight platforms are required. Currently, the two passenger platforms at the Sacramento Valley Station are 950 feet in length. Intercity rail operators and Amtrak have indicated a need for a total of at least three straight passenger platform lengths of 1,200 feet and 1,400 to 1,600 feet, respectively. Straight platforms are imperative in order for crewmembers to open all doors in the train concurrently and have maximum visibility and ensure that passengers are entering and exiting the trains safely.

Service providers have also indicated that safety, customer convenience and liability issues are critically important for the future SITF. Constructed in conjunction with track relocation, fully grade-separated, ADA-compliant route, with an underpass accessible via ramps will be provided for passengers walking from the Depot building and new terminal station facilities to the loading platforms. The connection would also provide a pedestrian connection to the Railyards development and Central Shops areas north of the rail corridor, which would serve the general public in addition to transit passengers. Platform access must be centrally located so as to minimize the passenger walking distance from the station buildings to the platforms. The arrangement of the buildings and platforms must encourage convenient passenger access for pick-up and drop-off areas, including sufficient access for local public transit bus operations, intercity bus connections, waiting room, baggage drop-off, pick-up, ticketing and other passenger services.

### 3. Light Rail

Light rail service is currently provided at the Sacramento Valley Station and is planned to be extended through the Plan Area. Long term, the

Amtrak Folsom light rail line would continue to terminate at the Depot while the new Downtown Natomas Airport (DNA) line would extend along 7th Street into the Plan Area. In 2003, the Sacramento Regional Transit District adopted the Locally Preferred Alternative for the DNA line, which will traverse the Plan Area along 7th Street, connecting to Richards Boulevard, traveling west along Richards Boulevard towards the Interstate 5 freeway, crossing the American River, extending north through Natomas and terminating at the Sacramento International Airport.

This expanded light rail line will be called the Sacramento Downtown/Natomas/Airport (DNA) LRT. This Plan identifies a new light rail station at 7th and South Park Streets. Also, the existing station, currently situated behind the Depot building, will be relocated as part of the SITF project. It will be reoriented in a north-south direction on the east side of the site north of H Street. Northbound out of the SITF the light rail tracks will follow a F Street alignment to 7th Street. An alternative "bypass" would be provided on 7th Street between H and I Streets that would be used initially and when operations adjacent to the Federal Building are restricted. Figure 7-31 illustrates the existing and planned light rail routes through the Plan Area.

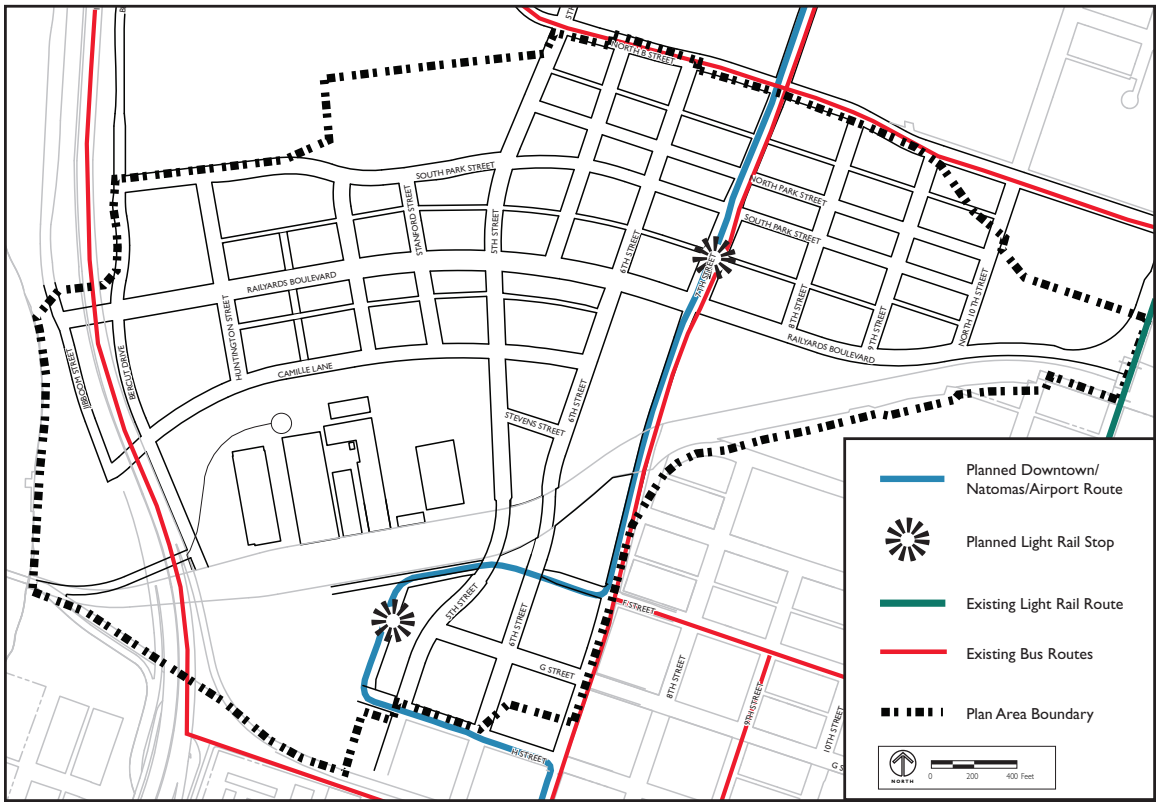



*Figure 7-31. Transit Routes*

The DNA light rail extension will play a central transportation role within the Plan Area, and will ultimately provide a direct connection between City of Folsom, downtown, the SITF, the Natomas communities and the Sacramento International Airport. Higher density residential and commercial land uses are designated along the light rail line to generate transit ridership.

**4. Local and Regional Bus Service**

The Railyards area is well served by the Sacramento Regional Transit District as well as other regional bus service providers. Seventeen bus routes stop at either F Street or G Street on 7th Street and an additional 10 bus routes stop on J Street between 3rd and 6th Streets. The ultimate bus system serving the Plan Area will consist of Regional Transit bus operations connecting at the SITF and extensions within the Plan Area between Richards Boulevard and the downtown, with transit services provided by Regional Transit and other municipal operators in the region that serve Downtown Sacramento. 7th Street will be designated as a transit-priority street connecting downtown with Richards Boulevard. Figure 7-31 provides a diagram of existing bus routes near the Plan Area.

**5. Downtown/Riverfront Streetcar Study**

A partnership including the cities of Sacramento and West Sacramento, the Sacramento Regional Transit District and the Yolo County Transit District has studied the potential of introducing a streetcar route that would connect Downtown West Sacramento to Downtown Sacramento. The partnership has concluded that a streetcar line is feasible and recommends moving forward with preliminary environmental engineering and environmental analysis. The streetcar is envisioned as an "urban circulator" and a "pedestrian accelerator," and is intended to support the pedestrian-oriented downtowns and waterfronts in the two cities that it would connect. The preferred alignment for the streetcar is shown in Figure 2-3 (Transportation Context).

### *E. Freight Rail*

Presently, Union Pacific, Amtrak and Capitol Corridor intercity trains operate at the Sacramento Valley Station. Union Pacific currently operates more than a dozen freight trains on the main line through the Railyards site each day. Union Pacific has agreed to move its freight tracks to a location immediately south of the Central Shops to straighten the alignment to increase the efficiency, capacity and safety of the freight operations. The freight tracks will be on the outside of the new rail corridor with the passenger tracks and platforms in the middle. Local switching operations occur on spurs to connect to the main line.

# UTILITIES AND SERVICES 8

This chapter provides a summary of the major utilities and infrastructure needed to support the development envisioned for the Railyards area, and describes the approach to providing the various key public services that will be demanded by future residents, employees and visitors. This chapter is intended to be integrated with the Railyards Infrastructure Financing Plan and the development agreement between the City and the Railyards property owner that will address in more detail the phasing and financing of utilities and infrastructure. This Specific Plan also presents a development framework that is consistent with the uses and development anticipated in the Facilities Element of the Richards Boulevard Area Plan.

## *A. Infrastructure*

The infrastructure plan for the Railyards site provides for the orderly and cost-effective construction of utilities, taking into account the long-term development objectives for the Plan Area and the need for the upgrading of existing utility systems in the Central City. The Plan also addresses key environmental considerations related to water conservation, water quality, and energy conservation. The infrastructure systems described in this section are conceptual in nature and could change over the timeframe of the Specific Plan based on changes in technology and the precise locations and intensities of future development.

The redevelopment of the Plan Area and its transformation from a predominantly industrial pattern of uses into a mixed-use residential and retail development with urban densities will require significant improvements to the existing utility systems, which are largely nonexistent. These improvements will require coordinated staging between private and public development to ensure that adequate capacity is provided and to allow for the financing of the major public infrastructure facilities.

### 1. Water Supply

a. Existing Water Supply

Water service in the Central City area, including the Railyards site, is provided by the City of Sacramento. Recent expansions of the two City Water Treatment Plants have increased the maximum capacity of these facilities and well field to 290 million to 390 million gallons per day (mgd), depending on flows in the American River. Current and planned future water supply is estimated to be adequate to serve the planned level of development in the Railyards area.

In accordance with California Senate Bill 610 (Chapter 643, Statutes of 2001), the City prepared a water supply assessment, included in the Specific Plan Environmental Impact Report, to provide a detailed assessment of the projected water demands from the planned land uses in the Railyards site and the availability of current and projected future water supply to meet those demands.

b. Proposed Water Distribution System

Although existing water supply infrastructure is in place along 7th Street, into the Sacramento Valley Station and the Central Shops, most of the Railyards site lacks a water distribution system. Existing water mains on railroad property will be abandoned. All new distribution mains will serve the new development. Both existing and proposed transmission mains will support the distribution system.

The City currently has twin 30-inch diameter water transmission mains that traverse through the west side of the Railyard property. These pipelines are critical conduits for water delivery from the water treatment plant, located to the north of the Railyards, to the downtown area. The pipes were constructed in the early 1920s and have exceeded their expected life capacity. It is the intent of the City to replace these mains with a single 42-inch diameter pipe that will be placed from the water treatment plant to the existing 42-inch diameter main at the intersection of I Street and 5th Street. The pipeline will be

designed and constructed as part of the Railyard development and the Developer will be reimbursed through development credits.

Installation of the water distribution will occur in phases, corresponding to the phasing for construction of the Railyards development. Planned facilities for the water distribution system for the Railyards site are illustrated in Figure 8-1. As shown in this figure, the water system for the Plan Area will consist of a grid network of water distribution lines beneath street rights-of-way with connections with the City's transmission mains at the Plan Area boundaries.

c. Water Conservation

Water conservation is important both in reducing overall demands on the water supply and reducing outflows of wastewater to the sanitary sewer system.

In order to ensure that the Railyard's planned residential and non-residential uses minimize excessive water use, the Specific Plan calls for the use of low-flow shower heads, water-conserving appliances, and low water use toilets that can reduce indoor water use. California Assembly Bill 2572 (Chapter 884, Statutes of 2004) mandates installation of water meters for all new residential and commercial buildings;

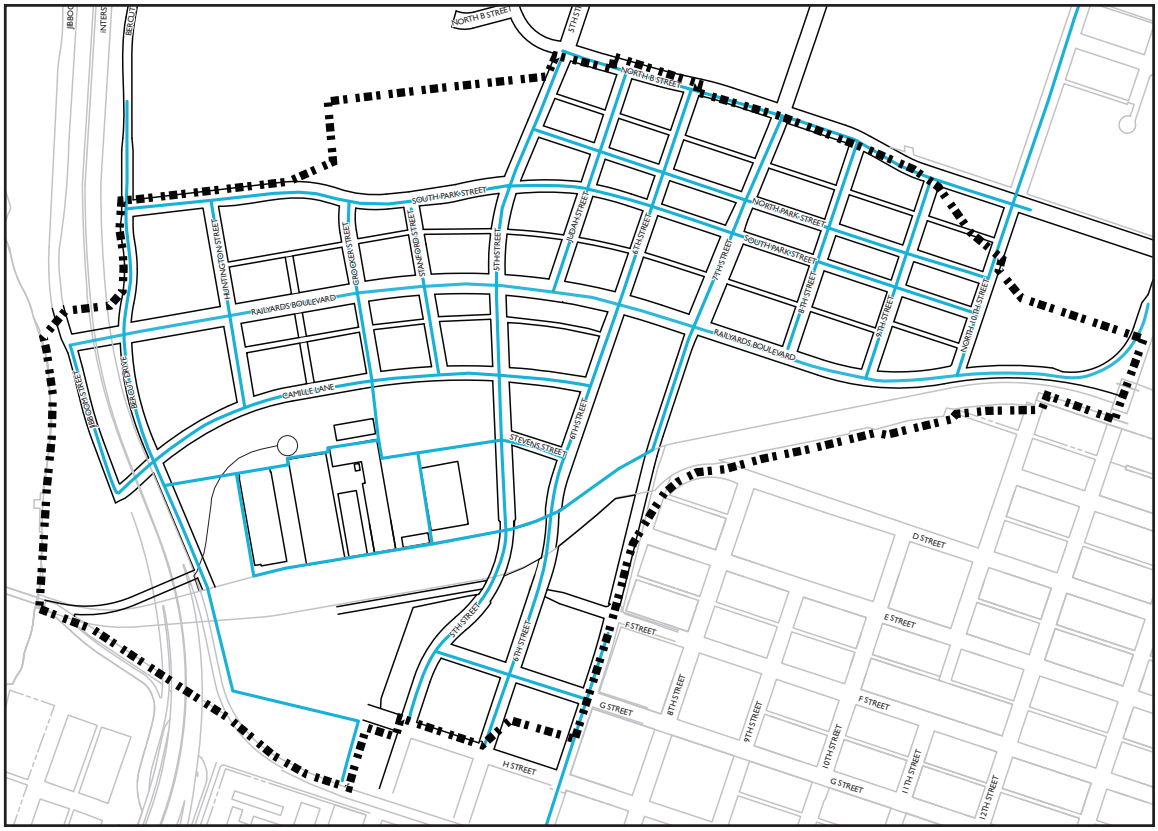



*Figure 8-1. Conceptual Water Distribution System*

this requirement will apply to all development in the Railyards area. Further, in accordance with Chapter 15.92 of the City's Code, Building and Construction, the Specific Plan includes a series of water conserving landscape requirements that involve the use of drought-resistant landscaping and water-conserving irrigation methods to reduce water waste.

**2. Wastewater and Stormwater**

This section describes the existing and planned new facilities for the Plan Area that will be needed to adequately convey sewage and stormwater flows within and from the Railyards site.

The Central City, including the Plan Area, is served by a combined sewer system (CSS), which conveys both types of flows in the same pipe network. The capacity of the CSS is constrained by the terms of a directive under a National Pollutant Discharge Elimination System (NPDES) permit.

During dry weather and small storm events, combined flows are conveyed to Sump 2A, which pumps up to 60 mgd of combined wastewater to the Sacramento Regional Wastewater Treatment Plant (SRWTP). During storm events, when CSS flows are greater than 60 mgd, the excess flows are routed to the Combined Wastewater Treatment Plant (CWTP) and Pioneer Reservoir for storage. If flow volume exceeds storage capacity, City operators release flows to the Sacramento River after primary treatment including chlorination and de-chlorination. If treatment capacity of the SRWTP, CWTP and Pioneer Reservoir and the hydraulic capacity of Pioneer Reservoir is exceeded, additional CSS flows are discharged directly into the Sacramento River from Sump 2 or Sump 1.

The City produced a Long Term Control Plan (LTCP) that includes system improvements to reduce combined sewer overflows (CSO) to the Sacramento River and CSS outflows to city streets. The LTCP consists of increasing the pumping capacities of Sumps 1/1A and 2/2A, converting Pioneer Reservoir to a primary treatment facility with disinfection, installing a relief sewer system in the downtown area and constructing several local or regional underground storage facilities and relief sewers in areas that are currently subjected to frequent outflow and flooding. Many of these improvements have been completed, while others are in design or under study as part of an ongoing process to improve the CSS and update the LTCP. To address impacts to the system from development, the City Council approved an ordinance on March 15, 2005 amending Chapter 13.05 of the City Code and established a Combined System Development Fee to provide funds to construct projects to mitigate downstream impacts.

Separate on-site systems for conveying sewage flows and stormwater would be constructed as part of the Railyards development, until the point where the sewer system joins the City's CSS near 3rd Street and I Street. The proposed wastewater and storm drainage systems are described separately below.

a. Railyards Wastewater Facilities

Sanitary sewage from most of the site will be conveyed to the vicinity of 3rd and I Streets, where it will enter a proposed new sewer on 3rd

Street. A small area along 7th Street south of the relocated main line railroad tracks is proposed to continue discharging into the existing combined sewer flowing east to 7th Street. This existing sewer serves the existing Sacramento Valley Station, but will not be used for the new SITF. The proposed Railyards sewer system is shown in Figure 8-2.

The land uses and densities in the proposed Railyards Specific Plan indicate a peak sewage flow originating from the Railyards of approximately 7.76 mgd, or 12.0 cubic feet per second (cfs). All are proposed to flow to 3rd Street, except a small portion of the site in the low area along 7th Street and H Street, which will flow to the existing combined sewer in 7th Street. The Railyards sanitary sewer system will serve the new Multimodal Transportation Facility, so the flow from the existing Amtrak depot, which now flows to the existing combined sewer in 7th Street, will no longer do so. These figures may vary depending on the manner in which flows from these parcels are allocated in design of the structures.

As part of the Railyards sewer system, the City plans to divert sanitary sewage flows originating from the Richards Boulevard area north of the Railyards to a proposed pumping station in the easterly portion of the Railyards. This additional peak flow is estimated to be 8.6 mgd (13.3 cfs).

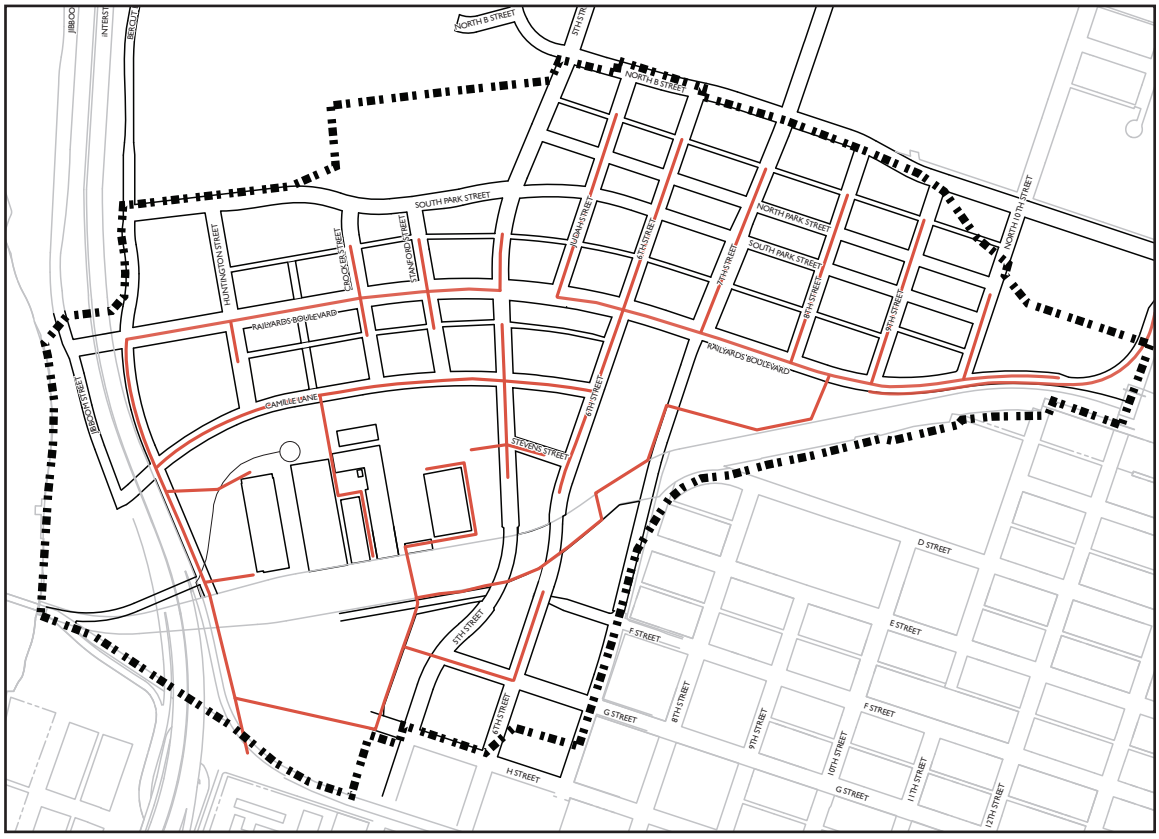



*Figure 8-2. Conceptual Sanitary Sewer System*

This flow will be combined with that originating in the Railyards, resulting in a combined peak flow of approximately 16 mgd to 3rd Street.

b. Storm Drainage System

Historically, the Railyards site has been drained by a combination of drainage-only and combined drainage and sewage pipelines which discharged to both the 3rd Street and 7th Street combined sewers. In the past, this system served the entire Railyards drainage shed (except for about 12 acres on the fringes), including the Sacramento Valley Station, its platform and main line track area. These pipelines were designed to a lower runoff standard than that in use today, so heavy storms can result in ponding in parts of the Railyards site until the pipelines are able to drain the area. Presently, approximately 27 acres of the Railyard site drains to the CSS. Remediation excavations are gradually removing many of the existing pipelines which lie north of the Central Shops area, but these pipelines continue to serve the hardscape areas of the Central Shops, freight rail tracks and the area around the Depot building.

South of the Railyards site, the Basin 52 separated drainage system serves a small area north of I Street between 3rd Street and 7th Street, including the Federal Courthouse block. Since the Basin 52 system does not have capacity to serve additional drainage areas in the Railyards site, no additional diversion to Basin 52 is planned as part of the Railyards Specific Plan.

Development of the new Railyards drainage system will remove most of the Railyards storm drainage from discharging directly to the existing portions of the CSS through use of an on-site detention cistern, as described below. Proposed storm drainage facilities are shown in Figure 8-3.

*i. Drainage Subareas*

There are three drainage subareas within the Railyards site, including a primary drainage area covering most of the site and three smaller areas around the periphery of the Railyards area:

- The majority of the Railyards site, approximately 227 acres, will drain by gravity to an on-site detention facility and pumping station located near the northwest corner of the Railyards site.
- The area of about 3.6 acres fronting on 7th Street, along the east side of the existing main line railroad embankment, is about 6 feet lower than the track and Central Shops area and will continue to drain east to 7th Street.
- Approximately 2.5 acres fronting on 12th Street will continue to drain east to 12th Street.

*ii. Proposed Drainage System*

The Railyards drainage system will serve the primary drainage shed with a gravity system of pipelines. The gravity system will drain to an underground detention storage facility, referred to as the cistern, which will be located near the northwesterly corner of the Railyards site.

The cistern will detain the first-flush water quality component of the drainage discharge. This volume may be disposed of by pumping during off-peak periods to the combined system in the vicinity of 3rd and I Streets or be treated and discharged to the Sacramento River. The cistern

will also be sized to contain a storm flow component that will reduce high peak storm flows to a more manageable rate for pumping to the Sacramento River.

c. Stormwater Detention and Pumping

The underground storage facility and pumping operation planned as part of the Railyards stormwater system will address water quality issues associated with discharges to the storm drain system.

*i. Cistern*

Given the land values and urban design of the Railyards Plan, the proposed cistern will be an underground basin designed to detain the first-flush drainage runoff from the Railyards site and attenuate peak flows from storm events. It is proposed to be located under one or more mixed-use buildings and parking structures in the northwest corner of the Railyards site. A portion of the first flush volume detained in the cistern will likely bleed to the City's CSS at 3rd Street during off-peak periods and be treated and pumped to the Sacramento River. Storm flows during major storms that exceed the design detention volume will be pumped to the Sacramento River.

*ii. Detention and Pumping Operation*

In order to accommodate the 100-year, 6-hour storm event, the design of the detention and pumping operation will consider a range of possible combinations of detention volume and pumping rate to the Sacramento River. A larger

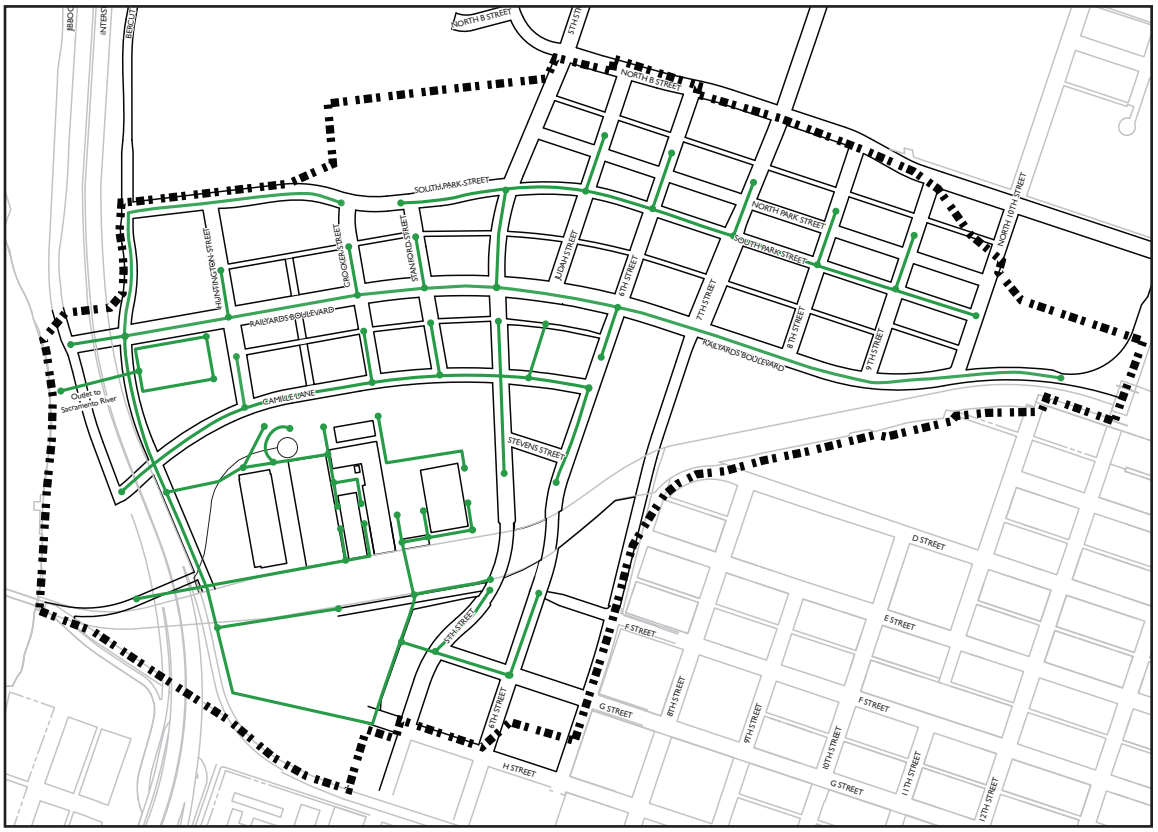



*Figure 8-3. Conceptual Storm Drainage Facilities*

detention volume will lower the pumping rate to the River. However, a larger detention volume will also require increased time to empty the cistern.

The final detention volume of the cistern will be based on two components:

- A water quality component, as established by the area factor given in the City of Sacramento's Guidance Manual for On-Site Stormwater Quality Control Measures.
- A peak-shaving storm flow detention component, which can vary in storage volume depending on the pumping rate.

The total detention volume will be the sum of these components.

The bleed rate from the cistern is constrained by the downstream capacity in the combined sewer system. The bleed pump will be controlled by telemetry to operate only when the downstream system has capacity to receive the flow.

**3. Energy**

This section describes the natural gas and electrical energy systems needed to serve development in the Railyards area.

a. Gas Service

Gas service is supplied to the Railyards area by the Pacific Gas and Electric Company (PG&E), which is responsible for the transmission and distribution of gas to much of Northern and Central California. Gas distribution pipelines in the Central City core adjoining the Railyards area are a combination of low-pressure and medium-pressure pipelines. PG&E is in the process of phasing out low-pressure lines and replacing them with medium-pressure pipelines.

PG&E will install new distribution facilities as needed to serve development, according to California Public Utilities Commission rules. In general, lines will be located within street rights-of-way.

b. Electrical Service

*i. Existing Facilities*

Electrical service within the Central City area is provided by the Sacramento Municipal Utility District (SMUD), which has the exclusive charter to provide electricity within Sacramento County. SMUD is responsible for the generation, transmission and distribution of electrical power to its 900 square mile service area. The Plan Area is presently served by one 21 kV primary feeder located along the easterly edge of the Interstate 5 freeway and connected to a substation and distributed system currently owned and operated by the Union Pacific Railroad.

SMUD has duct banks in place along 7th Street from approximately the E-F Alley north to North B Street. A four-way 6-inch and 1- to 2-inch duct bank on the west side of 7th Street is planned for 115 kilovalt (kV) transmission lines. A six-way, 6-inch and 1- to 2-inch duct bank on the east side of 7th Street is planned for 21 kV distribution lines. The 21 kV duct bank is connected to manhole MH 0750 near 7th and F Streets.

*ii. Planned Facilities*

When fully built-out, the Railyards area will have a maximum peak electrical demand of approximately 30 megawatts (MW) and 200 million

kilowatt-hours (kWh) of energy per year. These demands were calculated based on California Title 24 standards for the planned land uses, and considers "coincidence" of loads relative to the different timing of peak demands from residential and non-residential uses. Although SMUD has estimated the maximum installed Railyards site demand at as much as 80 MW (reflecting about 18 MW for office, 45 MW for residential, 8.2 MW for retail, 3 MW for hotel and 2.1 MW for cultural and entertainment use), this calculation does not take account of non-coincident uses, or of potential energy savings from use of a combined heat and power system (see discussion in Section 3.c, below). Refined projections of actual energy demand will be developed during the detailed design phase for the development of the Plan Area.

This large use of electricity in such a concentrated area, coupled with the diverse uses and types of buildings being considered, provides an unusual opportunity to take advantage of many advanced energy supply and usage concepts. Significantly, the existing electrical infrastructure in the Railyards area is antiquated and unable to meet Plan needs. SMUD has already determined that it will be necessary to construct an entirely new substation (21 kV, 40 MW) on-site to serve development in the Plan Area. The preferred location of this substation would likely be on the north side of the tracks east of 7th Street. Details of how SMUD would supply the substation from its 115 kV system have not yet been determined. Although SMUD transmission facilities would be used to bring power to the Plan Area, the property owner may elect to obtain a portion of its power supply through self-generation.

c. Energy Conservation

All of the buildings and facilities that will be constructed in the Railyards Plan Area must comply with the State Building Standards in Title 24 (California Energy Efficiency Standards). In addition, there is a significant opportunity to further reduce overall electrical energy use, power demand and energy costs by incorporating additional energy efficiency measures as part of the building design, thus improving habitability for businesses and residents in the Plan Area.

A key aspect of a comprehensive approach to energy conservation is the incorporation of the concept of combined heating and power (CHP) into a development project. CHP technologies allow for much greater energy efficiency than conventional separate systems by producing both electricity and steam from a single fuel at a facility located near the end user. While CHP is a normal component of European developments, it is unusual in the United States and California. However, the State of California currently serves most of its downtown Sacramento facilities from a single central CHP facility. The development of the Railyards site allows for an expansion of the CHP concept to include the supply of electricity along with heating and cooling to new buildings and facilities, with the waste heat from electrical generation used to provide the heat and cooling delivered through a piping system. Implementation of CHP would require that an environmentally appropriate generation station be located at or near the new substation, and that piping to carry hot and cold water throughout the Plan Area be installed in tunnels at the same time as the streets and roadways.

A CHP system has the potential to reduce the amount of electricity that would otherwise have to be produced and delivered throughout the Railyards area by 50 percent. Building owners and residents would pay a lower overall rate for those services. CHP systems like those being considered for the Railyards can have overall energy efficiencies of over 75 percent. Since much less electrical equipment is required, up-front costs are reduced.

In addition to the CHP, other energy conserving features should be considered by project applicants. These might include building integrated solar electric features, thermal energy storage systems, and advanced energy-saving architectural features in the buildings themselves.

The Railyards development provides an opportunity to demonstrate and feature advanced energy concepts. While there is a strong commitment of the Railyards property owner to the types of innovative energy conserving technologies described above, it is important to recognize that the feasibility of actually implementing such approaches depends on financial and other considerations. Nonetheless, it is an important goal of the Railyards Specific Plan that opportunities to implement energy conserving measures be considered by project applicants wherever it is feasible to do so.

## *B. Community Services*

This section of the Utilities and Services Element discusses the needs of major public facilities and related public services, including parks, schools and public safety facilities, that will be needed to support development in the Railyards Plan Area. This section establishes the context for the policies in Chapter 4 that specify the provision of major community facilities. These facilities will not only provide basic community services to future residents and employees, but will also serve to strengthen and organize the Railyards area and to create a sense of community.

### 1. Schools

This section discusses the provision of schools in the Specific Plan Area.

Three different school districts serve the Railyards. The majority of the Railyards Plan Area is within the Sacramento City Unified School District (SCUSD). SCUSD operates more than 70 schools in the City of Sacramento, serving kindergarten through high school students. SCUSD is currently building a new elementary school in the southern part of the City, and a new high school in eastern Sacramento, both of which recently opened. The northwest corner of the site is within the North Sacramento Unified School District and the Grant Joint Union High School District. These two districts cover the same geographic area, with the North Sacramento District providing kindergarten through 8th grade education, and the Grant Joint Union School District serving high school students.

The closest schools to the Railyards site are: the Washington Elementary School at 18th and F Streets; Theodore Judah Elementary at 3919 McKinley Boulevard; Sutter Middle School at 3150 I Street; Sacramento High School at 2315

34th Street and McClatchy High School at 3066 Freeport Boulevard. All of these facilities are operated by the SCUSD.

The redevelopment of the Railyards site will add between approximately 10,000 and 12,100 new dwelling units within the Central City. A proportion of these new households are expected to have school age children that would attend local public schools, increasing demands on the existing school facilities and/or necessitating the provision of new school facilities. New residential development within the Plan Area will be required to contribute to the provision of needed school facilities through the payment of school impact fees.

Future demand for public school services associated with redevelopment of the Railyards site will in large part be dictated by the composition and demographic profile of resident households. In planning for school facilities, the SCUSD uses student generation factors that are based on city-wide averages for school age children present within a typical household. It is likely that these factors, which are based on more typical single-family residential development types, will tend to overestimate the actual number of future students that will live in the Railyards area.

As is evidenced in similar, higher density urban infill development, residents in the Railyards site are likely to include a higher proportion of singles, younger couples without children, "empty nester" households whose children have grown, and seniors. Thus, in assessing the need for new school facilities, and the demand on existing facilities, some adjustment for the particular household profile within the Plan Area is to be considered. According to the Sacramento City Unified School District, the projected student generation for the Railyards Plan Area is as follows:

- **Grades K-6.** 1,250 additional students
- **Grades 7-8.** 250 additional students
- **Grades 9-12.** 375 additional students

New development in the Railyards area will take place through a redevelopment process that will proceed in a phased manner. As new development is built within the Plan Area, the actual student generation rate per household will be monitored in order to evaluate and adjust, if necessary, the student projections included in this Specific Plan.

New development within the Railyards area will be required to contribute to the provision of school facilities to serve new residents. This contribution could occur in the form of in-lieu fees to fund school facility expansion and construction outside of the Plan Area and/or the construction of a school facility within the Plan Area. A potential school site is shown in the Civic Center Alternative on Figure 8-4.

An additional consideration in the provision of schools to serve the Railyards' projected population is the type of school facilities feasible and appropriate to provide within the Railyards site. Due to the urban nature of the Railyards site, development of a typical "suburban" model school, with expansive open fields and recreation areas, would not be feasible due to limitations on available land of sufficient size, as well as the contaminated soil conditions that require

atypical school building construction and types of playgrounds. Any school facility proposed within the Railyards site itself would need to be an "urban" school, with compact hardscape recreation areas, multi-story classroom facilities, and innovative space saving solutions such as rooftop recreation areas or joint use facilities with City Parks and Recreation.

**2. Public Safety**

This section addresses the provision of police and fire services in the Railyards.

a. Police

The Central City, including the Railyards area, is served by the Sacramento Police Department (SPD) from the Department's William J. Kinney Police Facility, located at 3550 Marysville Boulevard. This facility services three main districts, each of which has three beats. The Railyards site will be served by District 3, Beat A (District 3A). The Police Department has a target ratio 2.0 sworn officers per 1,000 residents; current funding is for 1.7 officers per 1,000 population. SPD indicates that, in keeping with similar sized cities, a higher ratio of up to 2.6 officers per 1,000 residents may be desirable as the City's population expands to be over half a million people (current population is approximately 433,000).

The SPD has provided an estimate of projected demand for police service in the Railyards based on the planned development of residential and non-residential uses. Excluding the number of

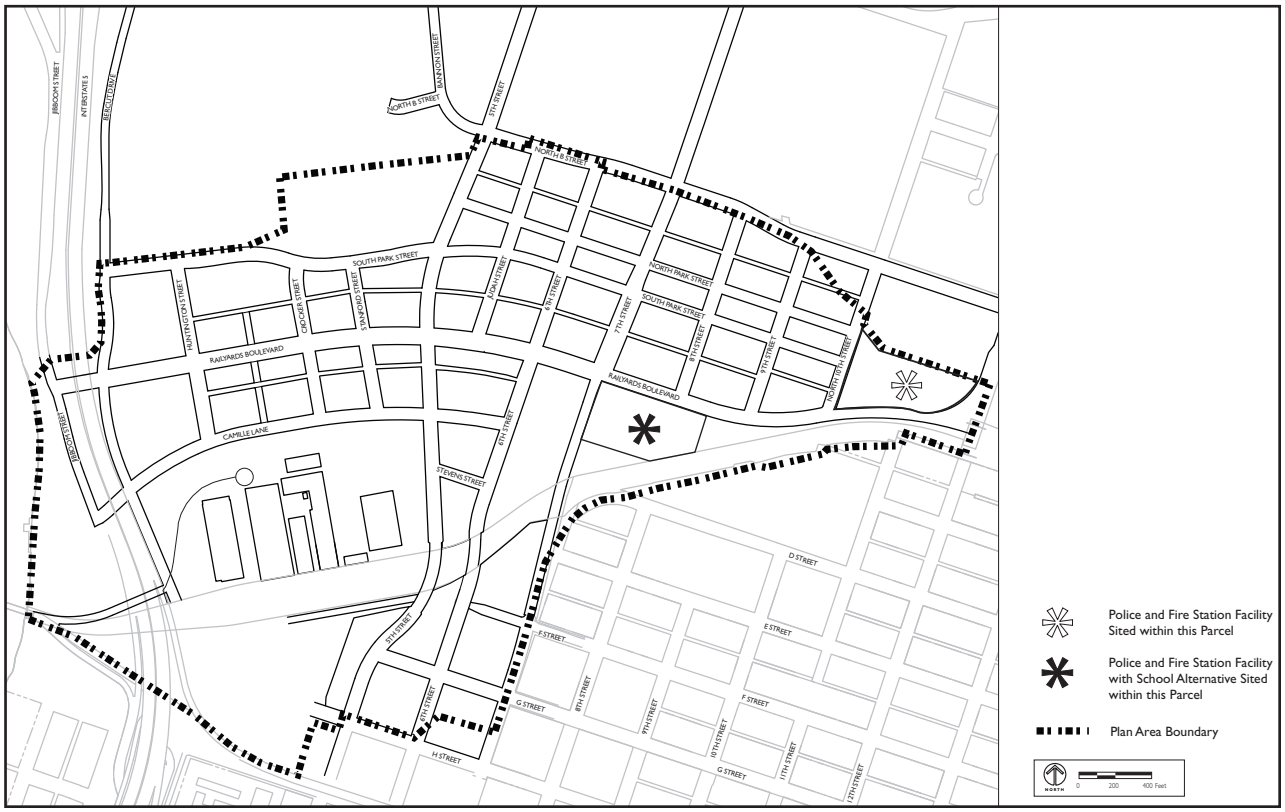



*Figure 8-4. Conceptual Police and Fire Station Facilities*
*Note: These locations are only conceptual and may change upon actual buildout.*

officers that might be required to staff special events, an estimate of demand for up to 78 additional officers has been projected. Currently, the SPD has stated that existing police stations in the City are already staffed beyond capacity, and that the Railyards development would necessitate the construction of a new police station either on-site or elsewhere in the City.

Potential sites are indicated in Figure 8-4. Given land values in Downtown Sacramento, and the need and desire of the City to provide a dense, vibrant, residential urban environment, any potential police substation would likely be part of a multi-story mixed-use structure.

b. Fire Service

Fire protection and emergency medical services would be provided to the Railyards area by the Sacramento Fire Department (SFD). The Fire Department operates two stations within the Downtown area: Station Number 1 at 7th and Q Streets, and Station Number 2 at 13th and I Streets. The Fire Department's goal is to maintain response times of 3 to 4 minutes throughout this area.

The level of development planned within the Railyards site would likely necessitate the construction of a new fire station to provide adequate public safety for the area's residents, employees and visitors. A potential site has been identified for the location of a new station, which is indicated in Figure 8-4. Given land values in Downtown Sacramento and the need and desire of the City to provide a dense, vibrant, residential urban environment, any potential fire station would likely be part of a multi-story mixed-use structure.

# HISTORIC AND CULTURAL RESOURCES 9

This chapter provides a summary of the historic and cultural resources within the Sacramento Railyards Specific Plan Area and provides guidance on the preservation and development of the Plan Area's historic and cultural resources. The chapter begins by describing the prehistoric and historic context of the site, followed by more specific background information about cultural and historic resources on the site. Since the majority of the Railyards' historic resources are concentrated in the Central Shops and Depot District, this chapter focuses on those portions of the Plan Area.

### *A. Prehistoric and Historic Context*

For approximately 8,000 years prior to European exploration and settlement, this part of the Sacramento River valley was inhabited by indigenous nomadic tribes. In particular, the confluence of the two major rivers, the now-named Sacramento and American Rivers, provided an unusually rich and varied environment for human habitation. Over time, members of the Nisenan tribe settled in the valley, subsisting on hunting, gathering and fishing. Evidence exists of habitation especially in the areas of what is now Downtown and the southern portions of what is now the Railyards.

With the arrival of Europeans in the early 1800s, the native population was either displaced or decimated by disease. The first European to settle in the area was John Sutter. Sutter, a German-Swiss pioneer, established a farm and small trading colony called New Helvetia at the current location of midtown Sacramento in 1839. He also established a sawmill in the Sierra Nevada foothills, where, in 1848, an employee discovered gold on the American River, leading to the Gold Rush of 1849. The City of Sacramento was incorporated in 1849. With the influx of new population following the Gold Rush, Sacramento began to grow quickly under the guidance of Sutter's son, John Sutter, Jr.

The area at the southeast section of the confluence of the Sacramento and American Rivers was a strategic location for regional trade and commerce as early as the 1850s. Much of this area was subject to periodic flooding from both the rivers and a seasonal water body known as Sutter Lake, or China Lake, which lay between present day G and I Streets and 2nd and 6th Streets, on what is now the southern part of the Railyards site. As industrial waste related to railroad activity intensified, this lake became known as China Slough. The 6th Street and I Street levees were built at Sutter Lake in the 1850s in an early effort at flood control in this burgeoning business district.

The origins of the Sacramento Railyards lie with the coming of rail to the City in the early 1860s. The Central Pacific Railroad was founded in 1861 by a group of Sacramento businessmen, often referred to as the "Big Four:" Leland Stanford, Charles Crocker, Mark Hopkins, and C.P. Huntington. They were recruited to invest in the railroad company by engineer Theodore Judah, who was leading an effort to build the California component of the planned transcontinental railroad. In 1861, Central Pacific was chosen to build the western portion of the Transcontinental Railroad, from Sacramento through the central Sierra Nevada range to Promentory Point, Utah. The company built a foundry and a passenger depot in the area of Old Sacramento bounded by Front Street, I Street, 2nd Street, and K Street. Tracks were laid north along Front Street, east along I Street, north up 6th Street, and east again along the B Street levee. Central Pacific Railroad began to fill in Sutter Lake in 1863 in anticipation of its facilities expansion.

It soon became necessary to construct a number of fabrication and maintenance shops in the area to service railroad operations. A site was chosen for the development of these facilities, which

form the core of the area known as the Central Shops, just north of Sutter Lake. A trestle was built across the Sutter Lake inlet, effectively cutting off the Lake from the Sacramento River and connecting the northern and southern districts of the rail operations. Construction of the Central Shops began in 1867 and continued at a rapid pace until 1888, marking the first building "boom" at the Railyards.

The Transcontinental Railroad, linking Omaha, Nebraska, and Sacramento, California, was completed in 1869, one of the most significant events in the history of the growth of the nation and California. By 1894, the Shops had become the one of the two largest railroad manufacturing and repair facilities in the country. Buildings constructed in the Central Shops district during this time include the Roundhouse, the Machine/Erecting Shop, the Boiler Shop, the Woodworking and Car Manufactory, the Blacksmith Shop, the Car Machine Shop, the Paint Shop, the Powerhouse, the Pattern Shop, the Privy, Car Shop #3, the Pit Transfer Table and the Flat Transfer Table.

The second surge of construction activity took place in the period from 1910 to 1925. The Sacramento Bee reported that the Central Pacific Railroad doubled the size of its facilities in less than a decade, adding nine large new buildings in the Central Shops in just a few years. Some of this development was enabled by the ongoing fill of Sutter Lake. In 1906, Southern Pacific Railroad (Central Pacific's successor) took control of the entire Sutter Lake site, and by 1910 the lake was completely filled. The Railyards facilities were expanded south, from the Central Shops into the former lake area. Tracks were relocated from I Street north to their current alignment with H Street. The Southern Pacific Depot and the Railway Express Building were constructed between H Street and I Street in 1925.

Despite a slowdown in activity during the Great Depression years, the Railyards remained the largest industrial site west of the Mississippi until early in World War II. There were a series of factors leading to the decline of activity at the Railyards. With the rise of airline travel after World War II and competition with the growing highway network, railroad activity declined. The work in the shops was cut back with changeover to diesel electric locomotives and passenger traffic fell. Sacramento water-borne transportation activities were relocated to West Sacramento with the completion of the Sacramento River Deep Water Channel. By the early 1970s, the completion of Interstate 5 between the old riverfront embarcadero and the Railyards site cut off river-to-rail direct access.

In 2007, most of the Railyards site lies vacant and underutilized, except for the two historic shops structures being used by the State of California Railroad Museum for maintenance and restoration of rolling stock. The improvements and development as envisioned in this Specific Plan is designed to publicly reclaim the Railyards area as an important piece of the heritage and fabric of Sacramento.

### *B. Historic and Cultural Resources*

This section documents the specific historic and cultural resources found in or adjacent to the Plan Area. To the extent that information is available, significant features and characteristics are identified as well as historical background information. The goals and policies found in Chapter 4 of this Plan specifically address the preservation and adaptive reuse of historic and cultural resources described in this section. Information about these historic resources is derived from several documents, including:

- *Archaeological Survey Report/Historic Study Report for the 7th Street Extension Project, City of Sacramento/CALTRANS, December 2000.*
- *Central Pacific/Southern Pacific Railroad Railyards Historic Property Inventory and Evaluation Report, Union Pacific Railroad Company, March 1998.*
- *Southern Pacific Sacramento Shops, Historic American Engineering Record (HAER), CA-303, 2001-2002.*
- *Historic Architectural Survey Report for the 7th Street Extension Project, City of Sacramento/CALTRANS, January 2001.*
- *Historic Property Survey Report for the 7th Street Extension Project, City of Sacramento/CALTRANS, March 2001.*
- *National Register Nomination Form, Southern Pacific Depot, obtained June 1994.*
- *Preliminary Visual Survey and Qualitative Engineering Study on the Southern Pacific Railyard Buildings, Nolte and Associates, March 1990.*
- *Railyards Specific Plan, City of Sacramento, adopted December 1994, revised April 1997.*
- *Railyards Specific Plan EIR, City of Sacramento, June 1992.*

TABLE 9.1 **DESIGNATIONS OF HISTORIC RESOURCES**

| Structure or District | Listed on National Register | Potentially Eligible for National Register | Listed as State Landmark | Listed on State Register | Listed on Local Register |
|---|---|---|---|---|---|
| Central Shops District | | X | | | |
| Site of China Slough (Sutter Lake) | | | X | | |
| Water Tower | | X | | | |
| Southern Pacific Depot | X | | | X | X |
| Railway Express Building | X | | | X | X |

For the purposes of description, the Plan Area is divided into two major subareas of historic and cultural resources. The Central Shops District contains the oldest and the largest quantity of historic structures on the Railyards site. The Depot District to the south was developed later, at the former site of Sutter Lake.

### 1. Central Shops

The Central Shops District forms the historic core of the Railyards site, and is noted for its collection of late-19th century industrial buildings. This district was the one of the largest industrial sites in the country in the early 20th century, and had a fundamental role in the history of California's settlement and the development of its economy. Buildings in the Central Shops, as delineated below, were included in a special survey area and a city-designated historic district will be created to protect and guide the rehabilitation and development of the district pursuant to the Historic Preservation Chapter, 17.134, of the City Code.

The following text describes the architectural and structural elements of buildings within the Central Shops area, as described in the study completed by Nolte Associates in 1990, as well as the historic functions of the buildings. The locations of the buildings described below are shown in Figure 9-1.

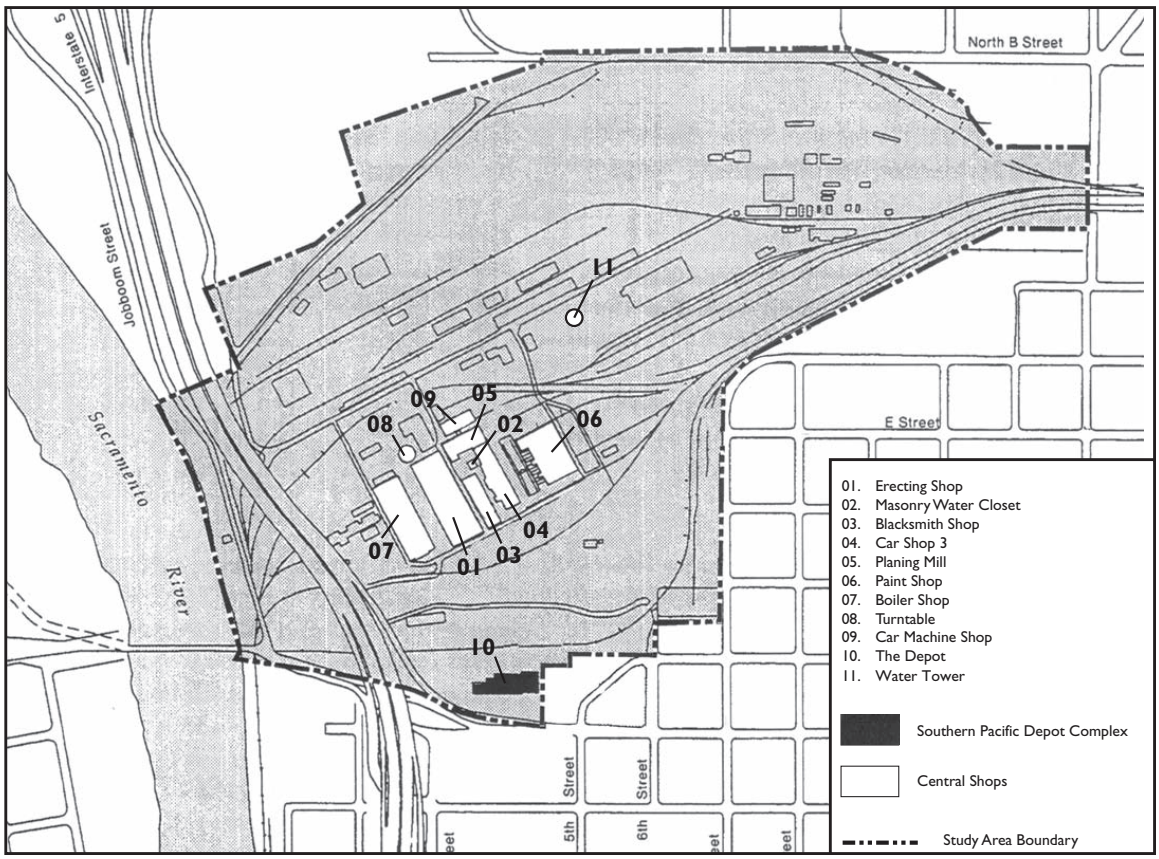



*Figure 9-1. Historic Structures*

a. Erecting Shop (Building 1)

Construction of the Erecting Shop began in 1867, and took place in four distinct phases. The original Engine Rebuild Shop and the Component Rebuild Shop were constructed circa 1869. Both were added onto in 1875, and again in 1888. Finally, in 1905 or 1906, the Erecting Bays were expanded to the west of the Erecting Shop. The building is single-story, and is constructed with unreinforced brick masonry with no interior walls or lateral load resisting frames. The Engine Rebuild Shop and Component Rebuild Shop has a gable roof of metal decking, and the Erecting Bays have a separate metal deck roof, both of which are supported by an elaborate truss system.

b. Building 2-Masonry Water Closet (Building 2)

The Water Closet found at the joined corner of the Locomotive Wheel Shop and the Governor and Injector Shop served workers in the Central Shops area. Built in 1878, the structure is a three-story, unreinforced masonry building with timber roofing members and a metal roof deck.

c. Blacksmith Shop (Building 3)

Various iron parts, including brake beams, spikes, and coupling links, were manufactured in the Blacksmith Shop, which was constructed in 1869. It is a single-story structure of about 22,000 square feet, divided into north and south sections. The exterior walls consist of cast-in-place concrete pilasters, which replaced masonry walls sometime after 1915. The original corrugated steel roof decking is supported by 8x8 wood roof trusses. The Machine Shop is the south section of the building and the north section is the Repair Gang Shop.

d. Car Shop 3 (Building 4)

This building accommodated several functions, beginning with the Governor and Injector Shop and later extending to adjacent shops on the southern end of the building. The Governor and Injector Shop were first extended from the southeast corner of the Locomotive Wheel Shop in 1869. It is a two-story building with 18-inch brick masonry walls. The Rotating Equipment Shop and the Air Room were the next extensions to the building, added in 1872. They are virtually identical one-story buildings with 35-foot-high ceilings and windows lining the full length of the buildings. Finally, the Passenger Car Truck Shop was added to the south end of the building in 1888, consisting of two stories plus a loft above the second floor.

e. Planing Mill (Building 5)

The Planing Mill was the first project developed in the Central Shops area. Construction of the building began in 1867 and was completed in 1869. It is a three-story unreinforced masonry structure with metal roof decking. Originally the building was used as a Car Shop and Locomotive Wheel Shop, where freight and passenger cars were constructed on the first floor. The second floor contained the Pattern Shop, Cabinet Shop and the Mechanical Offices, and later included an Upholstery Shop.

f. Paint Shop (Building 6)

This building, constructed in 1873, was originally used for painting rail passenger cars. Now approximately 300 feet long by 180 feet wide, the Paint Shop was originally 225 feet long and 70 feet wide, with five wings extending from the sides for final painting, lettering, and varnish-

ing. In 1892, the wings were removed and the building widened. In 1894, the building was lengthened to its present dimensions. Today the building is divided into two sections, with a masonry wall dividing the building. The north section, now known as the Electric Shop, is a two-story unreinforced masonry structure with a corrugated metal deck roof; the second story was added after 1873 to accommodate paint shop offices. The south portion of the building is now known as the Traction Motor Shop, and is a one-story masonry building with no interior walls or lateral load-resisting structures.

g. Boiler Shop (Building 7)

The Boiler Shop was constructed sometime after 1888 as a new locomotive truck/fabrication shop when the Railyard had outgrown its first Boiler Shop. The building is a single-story wood framed structure with three bays. The central bay is the highest, at 28 feet, and has clerestory windows on both sides above the side bays. Two overhead cranes are mounted on rails that run the length of the center bay. The building has corrugated steel siding and corrugated transit roofing panels.

h. Turntable (Building 8)

A transfer table is located to the northwest of the Erecting Shops. It is representative of several transfer tables that served to move locomotives and cars through different stages of construction.

i. Car Machine Shop (Building 9)

The Car Machine Shop was constructed in 1888. Car wheel sets were manufactured on the first floor, and the Plating Room, the Brass Room and Upholstery Shop were located on the second floor. A small machine shop and rug cleaning area were later added to the second floor.

j. Water Tower (Building 11)

A water tower is located northeast of the Central Shops. While the exact date of its construction is unclear, the water tower could be historically significant due its functional and spatial association with the Central Shops. In addition, the tower's height also makes it a visual landmark for the Railyards. The structure consists of a cylindrical tank of riveted metal panels supported 70 feet above the ground by five trussed legs.

k. Site of China Lake

China Lake, also known as Sutter Lake and later, China Slough, once existed as a seasonally flooded lake at the future site of the Railyards. The lake stretched between G Street, I Street, 2nd Street, and 6th Street. By the early 1850s, residences occupied much of the southern and eastern shorelines of the lake, and the Central Pacific Railroad facilities would gradually begin to dominate its northern edge. The lake was commonly regarded as a nuisance due to its stench and tendency to flood areas of central Sacramento. Beginning in 1863, Central Pacific Railroad filled in China Lake from the north and west, largely with sand from the American River, and by 1910 the lake was completely filled and claimed for Railyard activities. The site of the former lake is designated a State Historic Landmark (No. 594).

### 2. Southern Pacific Railroad Sacramento Depot

The Southern Pacific Railroad Sacramento Depot, shown as building 10 in Figure 9-1, was constructed in 1925, during the second building boom at the Railyards site. It is listed, with its adjacent REA Building, on the National Register of Historic Places, the California Register of Historical Resources, and the Sacramento Register of Historic and Cultural Resources. Designed by the San Francisco firm of Bliss and Favrille in a simplified Mediterranean style, the building is faced in an Italian pink brick and framed with structural steel and concrete. A sloping roof is covered in russet-colored Mediterranean tiling. In 1926, an average of 64 passenger trains passed through the Sacramento station daily. The Depot replaced three previous depots located on Front Street and another nearby site, and has served as a central gathering point and landmark for decades. Today, the Depot is used as the primary station for Amtrak and Capitol Corridor service in the Sacramento region.

The Depot is three stories tall and the first level originally included a waiting room, ticket counter, baggage room, restaurants, and offices for district agents. The second floor housed offices for the Southern Pacific's lines between San Francisco and Portland, as well as the company's private telephone exchange. The third floor included an assembly hall and storage rooms. A mural on the east wall of the waiting room, created by San Francisco artist John MacQuarrie, depicts development of the first Transcontinental Railroad, with images of the "Big Four" investors, engineer Theodore Judah, a Chinese steamer, and the first building of the Central Pacific Railroad.

### 3. I Street Bridge

Adjacent to the Plan Area and spanning the Sacramento River is the I Street Bridge, which is listed on the National Register of Historic Places. There are three approaches to the I Street Bridge on the east, or Plan Area, side of the bridge. None of these approaches are contributing features of the I Street Bridge. One of the approaches, the Jibboom Street Overhead, is anticipated to be removed and a replacement ramp will be constructed, as described in Chapter 7.

### 4. Archaeological Resources

Many archaeological resource surveys have been performed in the Railyards area over the past 30 years. Historic-period surveys have generally yielded artifacts associated with the settlement and development of downtown Sacramento, but pre-historic surveys have been less productive. Virtually the entire site has been extensively disturbed and either paved or filled, making an exhaustive pre-historic-period archaeological survey exceedingly difficult. Artifacts and other cultural resources could be discovered during construction, and mitigation measures in the Specific Plan Environmental Impact Report addresses the proper procedure and treatment for identification of any subsurface resources prior to construction and that might be encountered during construction activity.

The Plan Area may contain artifacts from the historic period, particularly extending back to the early 1850s when the eastern and southern edges of Sutter Lake were first occupied. Early houses east of Sutter Lake were located behind the 6th Street levee, so the easternmost part of the site adjacent to 7th Street may contain historic arti-

facts from that period. The site of Sutter Lake may also contain historic pieces associated with refuse deposits that were common on the shores. The rest of the site has been occupied by railroad facilities since the settlement of Sacramento, and some subsurface industrial artifacts may exist.

### C. *Central Shops Historic District*

A City of Sacramento historic district will be designated pursuant to the Historic Preservation Chapter, Chapter 17.134, of the City Code to ensure preservation of the historic resources in the Central Shops area. The proposed Historic District's boundary is shown in Figure 9-2. Also shown in Figure 9-2 is the boundary of the Historic Transition Zone, which has been established to ensure that new development adjacent and immediately proximate to the historic Central Shops complements these historic resources in the Specific Plan Area. The City of Sacramento has adopted the Secretary of the Interior's Standards for the Treatment of Historic Properties as its standards for review of preservation development projects within Historic Districts. Also, additional design guidance specific to both the Historic District and the Historic Transition Zone is provided in the Sacramento Railyards Design Guidelines. Please refer to Chapter 5 of this document for information on allowable building heights within the Central Shops Historic District.

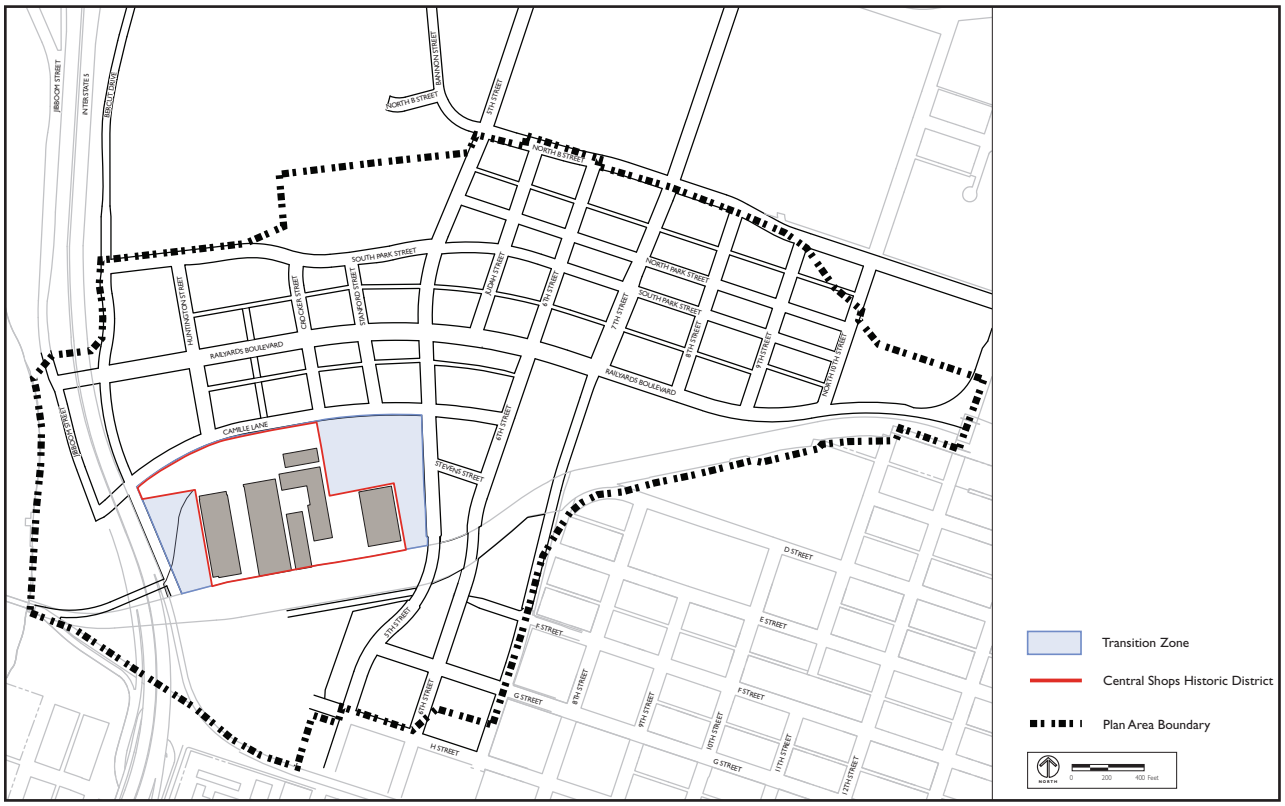



*Figure 9-2. Central Shops Historic District*

# HAZARDS 10

This Hazards chapter of the Railyards Specific Plan addresses the need to remediate contamination on the Railyards site in order to protect the health of future inhabitants, workers, and visitors, as well as the surrounding public and the environment. The implementation strategies at the end of this chapter respond to the goals and policies concerning hazardous substances that are set out in Chapter 4.

The planned redevelopment of the Railyards Plan Area takes into consideration the known or anticipated presence of industrial chemicals, stemming in some cases from over 100 years of railroad activity and in particular fabrication and maintenance of locomotives. This chapter briefly summarizes the history of the industrial uses of the site, the extent of known and potential contamination within the Plan Area, and the approach to cleanup of Railyards soils and groundwater to occur in a manner protective of human health and the environment in light of the planned future land uses. Due to the complexity in regards to the type and extent of the hazardous substances at the Railyards and the obligations of the landowner to remediate the contamination under the terms of the Department of Toxic Substances Control (DTSC) Enforceable Agreement, this chapter sets forth general guidelines for implementation of the goals and policies listed in Chapter 4.

The DTSC approved Remedial Action Plans establishes the methods for remediation of the known hazardous materials and imposes land use controls through deed restrictions, which are based on human health risk assessments, to ensure that development of the Railyards site occurs in a way that is protective of public health and safety, both for construction workers and site occupants, and facilitates a coordinated and efficient cleanup and redevelopment process.

When the prior Railyards Specific Plan was adopted in 1994, soil and groundwater investigations across much of the Railyards were in their preliminary stages. Chemical types and occurrence patterns in soil and groundwater were not fully known to the extent they are today, and relatively little cleanup had been performed under the 1988 Enforceable Agreement. At that time, the preferred method for remediating soil containing heavy metals was to cap or entomb the impacted soils within an earthen berm that would support a new alignment for the Union Pacific Railroad (UPRR) freight tracks. Soil remediation plans developed after 1994 consisted primarily of excavation and off-site disposal. Since that time, DTSC has approved Remediation Action Plans that have been implemented by the Union Pacific Railroad and included removing and transporting contaminated soils to off-site hazardous disposal sites. In addition, capping or entombing of the residual contaminated soil on-site, along with treatment of groundwater, engineering controls in regards to building design and construction methods, and land use restrictions are viable approaches for remediation that is protective of human health and the environment while allowing for development of the land uses envisioned in the Railyards Specific Plan.

### *A. Regulatory History*

This section provides a history of past regulatory procedures addressing contamination and environmental hazards on the site.

#### 1. Overview

The Railyards site has experienced continuous industrial use since the 1860s as a locomotive and railroad car assembly, building, repair, and refurbishing facility. In carrying out these functions, the site has supported a multitude of industrial activities related to the railway, including foundry and machine work, wheel truing, forging, blacksmithing, painting, sandblasting, cleaning and degreasing, lubricating, metal part fabrication, battery reconditioning, and fabric and upholstery work. Many of these activities involved the use of substances and materials that are now known to be toxic or otherwise hazardous.

The first subsurface environmental investigations at the Railyards began in 1982 as a result of a Division of Occupational Safety and Health inspection. The matter was referred to DTSC's predecessor agency, the Department of Health Services (for ease of reference, where DTSC is used hereinafter, it refers to the Department of Health Services or DTSC). Under DTSC's oversight, groundwater monitoring wells were installed. In 1983, DTSC and the United States Environmental Protection Agency conducted a joint investigation of the Railyards site and identified several violations of the state hazardous waste control laws and the Resource Conservation and Recovery Act ("RCRA"). As a result, in 1984 DTSC and the Southern Pacific

Transportation Company ("SPTCo") entered into a Settlement Agreement and Schedule of Compliance pursuant to California Health & Safety Code section 25187, which focused on remedial actions in the northern part of the Railyards. In February 1986, DTSC conducted a hazardous waste generator inspection of the remediation process SPTCo was using in the Railyards and found several violations. As a result of this investigation, SPTCo prepared a site investigation and remedial alternatives analysis report for the Former Battery Shop, Former Drum Storage Area, and the Locomotive Grit Blast Piles. In 1987, SPTCo and the District Attorney of Sacramento County, on referral from DTSC, entered into a Stipulation for Entry of Final Judgment, which established a compliance time schedule for the investigation and remediation of these areas.

In January, 1988, DTSC listed the Railyards as a State Superfund site. Investigation and cleanup activities are currently being carried out pursuant to a June, 1988 Enforceable Agreement ("Enforceable Agreement") between the California Environmental Protection Agency, DTSC, and SPTCo (whose responsibilities were assumed by UPRR as its successor). The purpose of the Enforceable Agreement is "to ensure that the nature and extent of any releases or threatened releases of a hazardous substance or hazardous wastes (also referred to as 'contaminants' or 'contamination') to the air, soil, surface water, and groundwater at or from the entire site are determined and the site adequately characterized (building upon previous investigations at localized spots around the site) and that appropriate remedial actions are taken" (Enforceable Agreement, Section 1.4.). Under the Enforceable Agreement, DTSC is responsible for reviewing and approving all cleanup plans, establishing cleanup standards, evaluation and mitigation of human health risks, and for final approval of the remediation of the site. The Central Valley Regional Water Quality Control Board reviews cleanup plans in a consultative role with DTSC with regard to water quality issues and groundwater cleanup systems and approaches.

For purposes of ongoing investigation and remediation of contaminated soil and groundwater, DTSC has approved dividing the Railyards into six study areas as follows:

- Lagoon Ground Water (soil remediation completion targeted for 2008);
- Car Shop Nine (soil remediation completion targeted for 2008);
- Northern Shops (soil remediation completion targeted for 2008);
- Central Corridor (soil remediation completion targeted for 2008);
- Manufactured Gas Plant (soil remediation completion targeted for 2010); and
- Central Shops (shallow soil remediation completion targeted for 2009).

Because groundwater investigation and cleanup typically takes much longer than soil cleanup, DTSC agreed to separate the investigation and cleanup process for soil and groundwater.

In addition, there were five other regulated areas identified at the Railyards which have been certified as remediated (closed sites) and subject to

deed restrictions which prohibit certain uses and soil and groundwater extraction: the Sand Blast Grit Piles, the Battery Shop, the Pond & Ditch, the Drum Storage area, and the Sacramento Station.

The regulatory process embodied in the Enforceable Agreement consists of the following steps:

- **Remedial Investigation (RI):** data gathering, overseen by DTSC, to characterize the nature and extent of contamination.
- **Risk Assessment (RA):** evaluation of human health and environmental risks.
- **Feasibility Study (FS):** evaluation of cleanup options and development of cleanup goals.
- **Remedial Action Plan (RAP):** identification and public review of final cleanup strategy.

In addition, after approval of the RAP, the state Superfund process includes the following steps:

- **Remedial Design and Implementation Plan:** provides design plans and implementation steps for the selected remedy.
- **Closure Report:** documentation of successful remediation efforts and implementation of the RAP.
- **Certification:** written approval from DTSC that the remedies identified in the RAP have been implemented.

This process is designed to collect adequate information concerning the type, concentrations and distribution of contaminants, evaluate the risks to human health and the environment, and develop and implement a cleanup strategy consistent with anticipated future land use. The process also identifies measures that will mitigate the health risk of exposure to contaminants that may remain in place either through establishing safe levels for the constituents of concern or by managing the potential for exposure with deed restrictions that regulate excavation and engineering controls in regards to placement of caps and building designs. This process as applied to the Railyards site is described below.

### 2. Risk-Based Cleanup Approach and Site Remediation Process

The state Superfund process at the Railyards site is a "risk-based" approach, based on a detailed evaluation of contamination levels and exposure potential at particular locations. This risk-based approach results in remediation of contaminated soil and groundwater at levels that are protective of the population with the greatest potential for exposure to site soils or soil gas vapors from groundwater contamination (i.e. "Target Cleanup Levels").

The calculation of the potential risk associated with soil and groundwater exposure includes a consideration of potential land uses. Typically, the greatest soil and groundwater exposure potential is found in single-family ground floor residential housing. This land use assumes that the resident family grows and eats produce from the property and children routinely play in and ingest soil and could be exposed to vapors from contaminated groundwater through the soil. Under this land use, children are the population with the greatest potential for exposure (Maximally Exposed Individual (MEI)). Remediation standards that are protective of the

single-family occupants are considered residential or unrestricted use standards.

Lesser exposure potential exists in commercial or industrial land uses, where property occupants or users have little to no contact with soil. Under commercial or industrial land uses, the construction or site workers are considered the population with the greatest potential for exposure to soil. Remediation standards that are protective of workers at commercial or industrial uses are considered restricted use standards.

With the exception of parks and open spaces, anticipated land uses at the Railyards will be mixed commercial, residential and office uses. Ground floor single family residential housing with yards is not in the current land use plan.

Health risk assessments conducted to date show that the construction worker is the population with the greatest exposure potential to contaminated soil at the Railyards. The health risk assessments take into account such factors as the length of time a construction worker will have direct contact with soil and the number of years a construction worker is likely to work on the site.

The ultimate goal is that cleanup: (1) reduces concentrations of residual chemicals in soil such that they do not exceed specific risk-based thresholds (remediation goals); (2) reduces concentrations of residual contaminants in the soil to levels that are protective against future groundwater contamination; (3) implements mitigation measures to prevent direct exposure to contaminated soil; (4) implements groundwater remediation systems (e.g. soil vapor extraction) to reduce concentrations of chemicals in the groundwater; and (5) implements engineering controls where applicable (e.g. ventilation systems or building designs) to minimize exposure to soil vapors (from both contaminated soil and groundwater).

Remediation for some areas has been completed to restricted standards based on current zoning. DTSC has issued a certificate of completion and deed restrictions for the closed areas. The deed restriction limits uses of the property to those activities that are consistent with the implemented level of remediation, and further remediation and/or engineering controls may be required to change the approved land use.

The current deed restrictions differ by area but in general include the following:

- No soil excavation or groundwater extraction is permitted without DTSC approval.
- Industrial and commercial land uses, including construction and maintenance of utility corridors and street rights-of-way, are allowed under an appropriate management plan.
- Landscaping is allowed; provided clean soil to appropriate depths is placed in areas where direct soil contact can occur.
- DTSC must be notified when there is a change in ownership of the property, a proposed change in land use, or prior to development of the site.

Although remediation to construction worker standards, among others, is planned, and deed restrictions are expected, the property owner, at

its initiation, may remediate specific areas of the site to standards that provide for less restrictive uses. The deed restriction specifies the process by which a property owner can, with DTSC approval, undertake such uses.

In accordance with the provisions of the Memorandum of Understanding (MOU), the City has incorporated checkpoints into its land use entitlements structure that will ensure that development within the Railyards can only occur in areas where DTSC has verified that soil and groundwater remediation pursuant to a RAP has been completed and that the proposed development is permitted. These checkpoints are discussed in Section D below.

The MOU also recognizes that, in the future, currently unanticipated land uses may dictate a different level of risk assessment and standards for remediation, as well as that in the future there may be different approaches for protecting human health from the contaminants that remain at the Railyards site. Policies described in Section D of this chapter recognize these circumstances and that there may be development and implementation of an amended or revised RAP.

In sum, the Railyards risk-based site remediation process:

- Ensures that remediation takes into account the mixed-use nature of the land uses in the Specific Plan;
- Ensures that the health and safety of those most likely to come in contact with remediated soil will be protected;
- Ensures that the Railyards is remediated to Target Cleanup Levels; and
- Ensures that development within the Railyards will only occur in areas that have been remediated pursuant to a DTSC-certified RAP and consistent with the deed restrictions.

### *B. Extent and Types of Contamination Recorded*

Since the prior Specific Plan was prepared in 1994, SPTCo and UPRR have completed the soil investigation of the Railyards. In addition, risk assessment, remediation strategies, and Remediation Action Plans (RAP) have been approved for all soil study areas except the Central Shops and Manufactured Gas Plant sites. The nature and extent of chemical impact to soil within the Railyards site is therefore well known and extensively documented through the DTSC oversight process. This information, as well as the selected remedies, have been reviewed by the public and approved by DTSC through the investigation and RAP preparation and approval process.

The chemicals present in Railyards soil fall into five categories:

- Heavy Metals;
- Volatile Organic Compounds (VOCs);
- Total Petroleum Hydrocarbons (TPH);
- Semivolatile Organic Compounds (SVOCs); and
- Poly Nuclear Aromatics (PAHs).

Asbestos has also been detected at the site and will be addressed at the time the other soil contaminants are remediated. Although there is some overlap among these categories of contaminants, typically each category possesses characteristics that influence where the chemicals are likely to be found given their mobility in the environment, and the method and level of cleanup required.

### *C. General Requirements for Protection of Construction Workers*

The construction workers face the greatest exposure risk at the Railyards based on the extent and nature of the contaminated soil and the potential for excavation activities that could result in contact with soil that is not clean fill. Although groundskeepers (landscape contractors, etc.) could also be exposed to site soils, the Railyards site remediation process ensures that all areas of soil in which groundskeepers will work are areas in which a DTSC-approved RAP has been implemented to construction workers standards.

#### 1. Construction-Related Measures

The following requirements apply to all construction activity on the Railyards site in order to ensure that construction workers are protected from unacceptable exposure to hazardous substances during site development. DTSC will enforce the following requirements for construction on the Railyards site in coordination with the City:

- Developer's general contractor shall prepare a site-specific construction worker health and safety plan containing construction worker health and safety requirements based on the levels of remediation already performed in each project area.
- Contractors shall be given a worker health and safety guidance document at the time of grading or building permit application to assist them in preparing site-specific worker health and safety plans. Pursuant to the requirements of state and federal law, the site-specific health and safety plan may require, if applicable, the use of personal protective equipment, on-site continuous air quality monitoring during construction, and other precautions.
- During construction, except in imported clean fill areas, all excavation, soil handling, and dewatering activities shall be observed for signs of apparent contamination by developer with findings, if any, reported to DTSC.

In addition to these steps, DTSC, under the terms of the MOU and through enforcement of its deed restrictions, will provide for environmental oversight, including requiring the developer to provide site inspection reports during construction and compliance with procedures for detecting previously undiscovered contamination during site excavation, as well as contingency plans for investigation, remediation and disposal of such undiscovered contamination.

### *D. Strategies for Implementation of Goals and Policies*

This section explains how implementation of the goals and policies set forth in Chapter 4 will be approached. In addition to compliance with applicable environmental mitigation measures and the adopted mitigation monitoring program, implementation of these goals and policies will be achieved through two primary means:

- Compliance with city regulations that require verification of remediation completion, site closure and approval of proposed land uses by DTSC prior to issuance of building permits.
- Compliance with the MOU, concerning coordination of the remediation activities.

The Tri-Party MOU will:

- Address key roles of the parties, including future property owners, both during and after completion of remediation.
- Address responsibilities for ongoing oversight as construction occurs in the Railyards.

Development of the Railyards will not only benefit the City and the property owner, but will also benefit the public by providing incentive for the property owner to expeditiously complete remediation. DTSC, the City, and the property owner will play key roles in development of the Railyards both during and following completion of site cleanup. In the initial years of development while remediation is still underway, it is imperative that development be undertaken in coordination with remediation. Following completion of remediation, it is imperative that development be carried out in a manner that always guards public health and safety.

State law provides for recordation of deed restrictions on remediated property to restrict land uses to those compatible with cleanup levels achieved. Deed restrictions are recorded when property is cleaned up to levels other than unrestricted use. Deed restrictions recorded to date have limited development in some areas to commercial and industrial land uses consistent with implemented remediation and current cleanup standards. Land uses that could result in exposure of sensitive populations, such as day care centers, elder care facilities and schools, as well as housing development, will require approval by DTSC. The deed restrictions also require prior DTSC approval of all excavation of soil and use of groundwater in the area subject to the deed restriction. In the future, as sites are further remediated and/or engineering controls are proposed as part of the building design, the existing deed restrictions may be revised to redefine permitted uses that are appropriate for the site consistent with the proposed land use as set out in this Specific Plan (such as housing, streets, schools, and parks).

The California Environmental Protection Agency's Site Designation Committee designated DTSC as the Administering Agency for the Railyards pursuant to California Health & Safety Code Section 25260 et seq. As such, the Department is responsible for administering all State and local laws, ordinances, regulations and standards that are applicable to, and govern, the investigation and remediation of the Railyards.

The City will incorporate checkpoints into its land use permitting process to confirm that the proposed development is consistent with cleanup levels achieved and uses permitted under the deed restrictions, has satisfied DTSC's documentation that remediation requirements, the site is closed and the land use and building design is permitted.

The Specific Plan will be developed over several years and development plans for portions of the site may change over that period. Even uses that occur generally as planned may involve completely different site design than originally envisioned. Standards for acceptable levels of environmental protection may change over time as more is known about the impact of contamination on the environment and human health. The number of constituents of concern may also change in the future, and new contaminants may be uncovered during remediation or construction activities. In addition, cleanup methods and deed restrictions may change. Thus, as land is developed differently than anticipated or redeveloped for different uses, or as cleanup standards affecting exposed soil areas change, remediation requirements may change. All development within the Railyards will be subject to DTSC approval and based on its adopted cleanup standards and acceptable level of exposure risk for the intended land use.

Development of the Railyards will be carried out in many phases. Under the current schedule for remediation, the majority of soil cleanup activities are expected be completed by 2008-2010.

The health and safety of persons who use and occupy the Railyards in areas that may be in proximity to areas under remediation will be protected in several ways to preclude unacceptable human exposure to contaminants, as appropriate, such as:

- Fencing to prevent access to surface soil in unremediated areas of the site.
- Dust control during active soil cleanup and excavation activities.
- Construction site air monitoring, if required by site-specific conditions.
- Building design requirements to prevent the buildup of soil vapors in enclosed spaces, if needed.
- Construction dewatering techniques that minimize potential for pulling groundwater contaminants to the surface.
- Contingency plans for pretreatment of contaminated groundwater in the event that extracted water cannot be sent to the regional wastewater treatment plant.

Early remediation of certain identified contamination is essential regardless of future uses because of possible short-term and immediate risks to human health and the environment. Thus, for example, DTSC has placed a high priority on remediation of the VOCs at the Central Shops, because that area is a continuing source of groundwater contamination. In general, DTSC cleanup priorities reflect the need to attend to the most serious health and environmental risks first, and these priorities must be met regardless of development plans.

As discussed throughout the Specific Plan, the City, DTSC, and the property owners are committed to remediating the Railyards to levels that are protective of human health and the environment. To implement the goals in this Plan, the City, DTSC, and the property owner will oversee and carry out remediation activities as efficiently as possible.

The property owner has secured DTSC approval to encapsulate inert soils in the Vista Park site located on the northern perimeter of the Railyards property. This approach to cleanup has been approved by DTSC and supported by the City, finding this remediation approach to be protective of human health and the environment given the requirements for layers of clean or no test soil to prevent public exposure to the buried contaminated soil and soil vapors.

In addition to the need for general coordination between the City and all environmental regulatory agencies working on the site, there is a specific need for the City and DTSC to establish a working relationship. As the designated agency for site cleanup, DTSC sets cleanup levels, cleanup schedules, oversees remediation activities at the Site, and heads a consultative workgroup under the authority of AB2061 to incorporate input from relevant agencies. The MOU provides for DTSC and City coordination regarding cleanup activities in order to allow the City to oversee development phasing plans and authorize development to proceed.

DTSC determinations in the future as to acceptable cleanup standards and remediation requirements could change development opportunities on the site in ways that affect land uses. Thus, DTSC decisions concerning remediation and land use are linked, and ongoing communication between DTSC, the City and the property owner is essential.

# IMPLEMENTATION 11

This chapter outlines the steps needed to implement the development of the Sacramento Railyards Specific Plan Area as described in this Specific Plan. This Specific Plan is a long range planning document that is intended to guide the development at the Railyards site over the next 15 to 20 years.

## *A. Related Approvals*

In addition to amending the City's General Plan, the Central City Community Plan and the Richards Boulevard Area Plan to incorporate the provisions of this Specific Plan, the following is a summary of the actions that are to be approved at the time of adoption of this Specific Plan which set out the implementation parameters for the development of the Plan Area.

### 1. Special Planning District and Zoning

A special zoning district is to be established for the Railyards Plan Area to specify the zoning designations, development standards and permitted uses within the various districts that comprise the Railyards site, as described in this Specific Plan. The Railyards Special Planning District also establishes the procedures for processing future development applications.

**2. Development Regulations**

This Specific Plan, in conjunction with the Design Guidelines, the Railyards Special Planning District and the Central Shops Historic District ordinance, constitute the principle regulatory framework for the Plan Area. For entitlements needed to develop within the Plan Area, a property owner will need to demonstrate consistency of the proposed project with these documents through the permitting process set out in the Special Planning District, and when applicable, may seek changes in these regulations.

**3. Development Agreement**

In order to specify the manner in which the necessary infrastructure and public facilities as provided in this Specific Plan will be constructed and financed, among other matters, the City and the property owner intend to enter into a development agreement. The terms and conditions contained in the development agreement will be consistent with the goals and policies of this Specific Plan.

**4. Design Guidelines**

In order to further implement the Specific Plan, the City will establish a design review district that encompasses the Railyards Plan Area and will adopt Design Guidelines to address building placement, design, setbacks, heights, massing, and overhangs, as well as landscape treatments, streetscapes, lighting, signage, and the design of public and civic open spaces.

**5. Landmark and Historic District Designation**

Pursuant to the Historic Preservation Chapter, 17.134, of the City Code, a historic district, including contributing resources and identifying significant features and characteristics, will be designated by the City for the Central Shops area. The designation will provide for review of development projects pursuant to Chapter 17.134, which specifies use of the Secretary of the Interior's Standards for the Treatment of Historic Properties (Standards). The Southern Pacific Railroad Sacramento Depot and REA Buildings are already designated by the City as a Landmark, and review of development projects involving the historic resources and site are currently, and will continue to be reviewed pursuant to Chapter 17.134.

**6. Financing Plan**

The development of the Railyards site will require extraordinary investments in infrastructure not typically found in suburban "greenfield" settings. A key component of the Specific Plan is the Financing Plan that sets forth the estimated costs and anticipated sources of revenue for the development of the infrastructure and public facilities required for development within the Railyards Plan Area, including the street network and freeway interchange improvements; water, sewer, and storm water systems; community centers, parks, trails and open spaces; and police and fire stations. The Financing Plan will be adopted along with the Specific Plan and will be implemented over time.

**7. Owner Participant Agreement**

The Railyards site is located within a redevelopment area. As such, tax increment revenue will accrue to the Redevelopment Agency of the City of Sacramento as property value increases due to new development. This future revenue source may be available to help finance infrastructure that is needed to develop this blighted area. The

property owner and the Redevelopment Agency intend to enter into an Owner Participation Agreement to address funding assistance.

### *B. Conceptual Financing Strategy*

The construction of backbone infrastructure and other public improvements described in this Specific Plan will be funded by a variety of private and public financing mechanisms. This section includes a description of these mechanisms and a description of more detailed financing studies that may be required to implement the Financing Plan as a next step in implementation of the Specific Plan.

#### 1. Financing Methods

To redevelop the Railyards site, substantial private sector investment is necessary for land acquisition, remediation, infrastructure and land development and construction. Because the Railyards site has limited access, lacks an infrastructure system and will abide by special development requirements, development will require extraordinary infrastructure investments. Significant public funds will be utilized for the necessary backbone infrastructure and to provide other public services, as well as to connect the Railyards site with adjacent districts and the City's infrastructure network, as described in the Financing Plan and the Development Agreement. These contributions may include the following sources:

- **Federal and State Funds.** Certain federal and State funds may be available to assist with certain public infrastructure components of the Railyards, specifically the SITF, freeway interchange improvements and rehabilitation of the Central Shops.
- **City Funds.** Given the private investment in land acquisition, remediation, land development, and construction, the City may likely assume a significant level of responsibility for funding portions of the infrastructure and other public facilities necessary to serve the Railyards.
- **Transportation Funding.** A large portion of the infrastructure investment needed for development of the Plan Area is related to transportation. The City will apply for federal, state and local funding of the street and interchange improvements through the Sacramento Area Council of Governments (SACOG) and the Sacramento Transportation Authority (STA). SACOG manages a multi-year planning process that allocates funding to projects from State and federal funding sources. The STA manages the allocation and disbursement of local transportation sales tax and Measure A funds for transportation projects. Another potential source of funding for the transportation projects is the statewide infrastructure bonds passed by the voters in November of 2006.
- **Development Impact Fees.** The City has previously adopted a set of Development Impact Fees to finance capital improvements within the Railyards and Richards Boulevard plan areas and these fees will be updated as part of the implementation of the Financing Plan. Certain Railyards Plan Area backbone improvements and public facilities will be funded by development outside of the Railyards site that will benefit from such improvements. The City will impose certain

impact fees in those areas to fund their pro-rata share of the necessary public improvements that will serve those areas as well as the Railyards site.

- **Tax Increment Financing.** Because the Specific Plan Area is within a redevelopment Project Area, the increases in assessed valuation of property created by the acquisition, remediation, and subsequent development of the Railyards site will result in a stream of tax increment revenue to the Redevelopment Agency of the City of Sacramento. This future revenue will be used to secure repayment of tax increment bonds, and that bond funding may be used to support infrastructure and public facilities investments in the Railyards Plan Area if certain findings can be made.
- **Community Facilities District.** Mello-Roos Community Facilities District (CFD) funding may be also be used to help fund the construction or acquisition of backbone infrastructure and facilities in the Plan Area. These funds would be repaid by property tax assessments or other revenue sources.
- **Other.** Other financing mechanisms may also be used, including other public and private debt financing sources. Specific financing requirements, improvement obligations, reimbursements, fees, land and easement dedications and conveyances, maintenance, and other financing and improvement-related obligations will be included as part of the development project approval and will be detailed in the Financing Plan as well as the Development Agreement. The use of the federal Historic Rehabilitation Tax Credit program, which provides a federal tax credit in the amount of 20 percent of the rehabilitation costs, and the use of the State of California Seismic Retrofit Property Valuation Reduction provisions for seismic retrofit may also assist with the costs of rehabilitation of the historic Central Shops.

### 2. Financing of On-going Service Delivery and Infrastructure Maintenance

Public facilities maintenance and delivery of public services will be funded primarily with property and sales tax revenues generated from development within the Specific Plan Area. The City and other agencies will deliver the public services and maintain the public infrastructure in the Plan Area. Under special agreements, property owners may also assume responsibility for some services and maintenance obligations.

### 3. Financing Plan

A separate Financing Plan is being prepared to identify the costs of all major backbone infrastructure improvements needed to serve the Plan Area and to identify the specific financing mechanisms that could be used to construct these improvements in a timely manner. The Financing Plan and the Development Agreement will also provide the framework within which developers will receive credits and reimbursements for advance-funding of project costs and over-sizing of infrastructure. The Financing Plan will focus on the major backbone infrastructure improvements, their costs, timing and potential funding mechanisms.

# Acknowledgements


**City Council**

Heather Fargo, Mayor
Ray Tretheway, District 1
Sandy Sheedy, District 2
Steve Cohn, District 3
Robert King Fong, District 4
Lauren Hammond, District 5
Kevin McCarty, District 6
Robbie Waters, District 7
Bonnie Pannell, District 8

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Brian Sehnert
Hideki Miyamoto

## City of Sacramento Staff

Ray Kerridge, City Manager
Marty Hanneman, Assistant City Manager
Eileen Teichert, City Attorney
Bob Tokunaga, Supervising Deputy City Attorney
Sabina Gilbert, Senior Deputy City Attorney
Sheryl Patterson, Senior Deputy City Attorney
Jeffrey Hereen, Senior Deputy City Attorney
Tom Friery, City Treasurer
Russ Fehr, Finance Director, City Treasurer
David Harzoff, Economic Development Manager

William Thomas, Development Services Director
David Kwong, Planning Manager
Gregory Bitter, Principal Planner
Lezley Buford, Environmental Services Manager
William Crouch, Urban Design Manager
Nedzlene Ferrario, Senior Planner
Roberta Deering, Senior Planner Historic Preservation
Gregory Taylor, Senior Urban Designer
Jesse Gothan, Associate Engineer
Kathleen Forrest, Associate Planner
Scott Johnson, Associate Planner

Jerry Way, Director of Transportation
Fran Halbakken, Operations Manager
Ed Cox, Alternative Modes Coordinator
Hinda Chandler, Associate Architect
Ted Davini, Senior Engineer
Howard Chan, Parking Services Manager

Jim Combs, Director of Parks and Recreation
JP Tindell, Park Planning Manager
Teresa Haenggi, Parks and Recreation Planner

Gary Reents, Director of Utilities
David Schamber, Supervising Engineer
Tony Betrand, Senior Engineer

Dana Matthes, Police Captain
Eric Poerio, Police Lieutenant

Kelly Heavin, Fire Captain
Angie Shook, Program Analyst

Mark Griffin, Public Improvements Fiscal Manager

**Sacramento Housing and Redevelopment Agency Staff**

Dana Phillips, Legal
Satoshi Matsuda, Finance
Lisa Bates, Community Development Director
Jim Hare, Assistant Director

## Thomas Enterprises, Inc.

Stanley E. Thomas, President
J. Bruce Williams, Jr., CFO
Suheil Totah, Vice President
Richard Rich, Development Director
Elias Rashmawi, Site Development Director
Leslie Valpey, Development Coordinator

### Thomas Consultants

The Jerde Partnership
Jon Jerde, Chairman and Founder
Rick Poulos, Executive Vice President
Paul Senzaki, Senior Vice President
Alexander Desbulleux, Director of Planning

Design, Community & Environment
David Early, Founding Principal
Tom Ford, Principal
Bruce Brubaker, Senior Associate

Nolte Associates, Inc.
William Ishmael, Senior Vice President
Jay Radke, Associate/Engineering Manager
Sean Smith, Senior Engineer

Kimley-Horn and Associates, Inc.
Brent Christian, Senior Vice President
Dennis Clift, Project Manager

Architectural Resources Group
Bruce Judd, Founding Principal
Susan MacDonald, Project Manager

EDAW, Inc.
Steve Hanson, Principal Landscape Architect
Aki Omi, Landscape Architect
Jennifer Knott, Landscape Designer

The HLA Group
Jeffrey Craft, Principal Landscape Architect

Cushing, Morris, Armbruster & Montgomery, LLP
Jeffrey Montgomery, Partner
Kerri Miller, Associate

Diepenbrock Harrison
Jeffrey Dorso, Partner
Joel Erb, Partner
Michael Brady, Partner
Andrea Matarazzo, Partner

Meyers | Nave
Steven Meyers, Founding Partner
Robin Donoghue, Senior Associate

Cox Castle & Nicholson LLP
Michael Zischke, Partner
Alicia Guerra, Partner

Fleishman-Hillard, Inc.
Deborah Pacyna, Senior Vice President