

CHAPTER 3

Land Use, Population and Housing

3.1 Introduction

This chapter of the EIR provides an overview of the land use and planning issues that may arise in connection with planning, construction, and operation of the Proposed Project. This chapter describes existing and planned land uses in and adjacent to the project site, including current land uses, land use designations, and zoning. Section 15125 of the CEQA Guidelines states that the EIR shall discuss “any inconsistencies between the Proposed Project and applicable general plans and regional plans.” Potential inconsistencies between the Proposed Project and the Sacramento 2030 General Plan, the Central City Community Plan, and the City’s Comprehensive Zoning Ordinance are discussed in this chapter. The determination of project consistency with the City’s 2030 General Plan is within the authority of the City Council. The information provided in this chapter is intended to inform that determination. A general discussion on plan consistency is included below.

In addition, the reader is referred to the various environmental resource evaluations presented in Chapter 4 for a discussion of potential physical/environmental effects and potential incompatibilities that may be considered in the determination of physical environmental impacts. For example, land uses that produce excessive noise, light, dust, odors, traffic, or hazardous emissions may be undesirable when they intrude on places used for residential activities (residences, parks, etc.). Thus, certain industrial or commercial uses (which can produce noise and odors) may not be considered compatible with residential, educational, or healthcare uses, unless buffers, landscaping, or screening could protect residents from health hazards or nuisances. Such potential land use incompatibilities would be addressed in the applicable environmental resource sections in Chapter 4, Environmental Setting, Impacts, and Mitigation Measures.

This chapter also describes existing levels of and trends in population and housing in the City of Sacramento. It identifies the Proposed Project’s development assumptions and analyzes projected population and housing growth in relation to city projections.

While an EIR may provide information regarding land use, socio-economic, population, employment, or housing issues, CEQA does not recognize these issues as direct physical effects on the environment.¹ Therefore, this chapter does not identify environmental impacts and mitigation measures. Adverse physical effects on the environment that could result from

¹ State CEQA Guidelines section 15064(d)(1).

implementation of the project, including the changes to land use addressed in this chapter, are evaluated and disclosed in the appropriate technical sections of this EIR.

3.2 Land Use Consistency and Compatibility

3.2.1 Environmental Setting

Regional Context

The City of Sacramento is located approximately 80 miles east of San Francisco and 85 miles west of Lake Tahoe in the northern portion of the great Central Valley, at the northern end of the Sacramento/San Joaquin river delta and at the confluence of the Sacramento and American rivers. Sacramento is the seat of government for the State of California and also serves as the county seat of Sacramento County (see Figure 2-1, Project Location). The City of Sacramento is the largest incorporated city in Sacramento County.

Sacramento is a major transportation hub, the point of intersection of major transportation routes that connect Sacramento to the San Francisco Bay area to the west, the Sierra Nevada mountains and Nevada to the east, the City of Los Angeles to the south, and Oregon to the north. The City is bisected by a number of major freeways including Interstate 5 (I-5) that traverses the state from north to south; Interstate 80 (I-80), which provides an east-west connection between San Francisco and Reno, as well as Highway 50, which provides an east-west connection between Sacramento and South Lake Tahoe. In addition, the Union Pacific (UP) Railroad transects the city.

ESC Site

The ESC project site is located on five city blocks in downtown Sacramento within the Downtown Plaza shopping mall superblock, generally bounded by 3rd Street to the west, 7th Street to the east, J Street to the north, and L Street to the south. The existing Downtown Plaza development is made up of a number of retail and office buildings under different ownerships. The buildings owned by Downtown Plaza Sacramento, LLC include the Downtown Plaza cinemas, the adjacent food court, 24 Hour Fitness, an array of small in-line retail and restaurant spaces, and the office buildings located at 560 J Street and 660 J Street. The two buildings that contain Macy's stores are under separate ownership. Downtown Plaza currently contains 1,190,443 total square feet (sf) of retail/commercial and office space, including the 332,500 sf Macy's West building which is not part of the Proposed Project.

Between J and L Street, 4th and 6th Streets have been previously abandoned and no longer function as city streets. Fifth Street between J and L Streets passes below grade and under the developed uses on K Street. K Street, through the Downtown Plaza property, is a pedestrian-only public space. West of 4th Street, K Street descends below grade, passing under 3rd Street and Interstate 5, and returning to street grade where K Street intersects Second Street in Old Sacramento.

Offsite Digital Billboard Sites

The land use setting of the ten potential digital billboard sites are described below, and are presented in Figures 2-32a to 2-32e in Chapter 2, Project Description.

I-5 at Water Tank

The I-5 at Water Tank site is located along I-5, near its intersection with Freeport Boulevard. The proposed digital billboard footprint is within a larger site, within a chain-link fence intended to secure the water tank and surrounding area from trespassing. The site is covered with a combination of bare ground and scattered gravel. An active water valve and two capped water well pipes are within the footprint.

The site is surrounded by single family residential to the north; a City water tank, agriculture, and single family residential to the west; agriculture to the south, and elevated I-5 and agriculture to the east. Mature trees are immediately north of the proposed digital billboard location, within the backyard of the adjacent property on El Morro Court.

US 50 at Pioneer Reservoir

The US 50 at Pioneer Reservoir site is located within the property boundary of the Pioneer Reservoir, near the intersection of US 50 and the Sacramento River, immediately north of the Pioneer Bridge. The site consists of exposed soil, with some mature trees along the edges of the identified footprint. The proposed digital billboard site is within the larger Pioneer Reservoir property, secured behind a chain-link fence. Pioneer Bridge rises approximately 90 feet above the ground level.

The site is adjacent to the Pioneer Reservoir to the east. The four-acre Pioneer Reservoir holds combined sewage and stormwater collected from the City's combined sewer system. The elevated I-5 structure surrounds the project site to the south and west. A chain-link fenced surface parking lot is underneath I-5 and immediately adjacent to, and visible from, the proposed digital billboard site. An elevated railroad track and publicly accessible bike trail are immediately north of the site.

Business 80 at Sutter's Landing Regional Park

The Business 80 at Sutter's Landing Regional Park site is located within the existing Sutter's Landing Regional Park, immediately adjacent to Business 80. The proposed digital billboard site is sloped downward toward Business 80. The area is vegetated with low grasses, shrubs and mature trees. Methane release valves and piping lie above ground, immediately adjacent to the proposed digital billboard site. A static billboard is approximately 500 feet east of the proposed digital billboard site. Business 80 is immediately south of the site, and the proposed McKinley Village project site is located to the southeast, across Business 80.

Business 80 at Del Paso Regional Park/Haggin Oaks

The Business 80 at Del Paso Regional Park/Haggin Oaks site is located along the Haggin Oaks Trail, a Class I, off-street bike trail, immediately adjacent to the Alister MacKenzie Golf Course. The site is immediately south of the golf course, in the approximately 15-foot-wide area between

the Haggin Oaks Trail and the Business 80 right-of-way. The proposed Business 80 at Del Paso Regional Park/Haggin Oaks site contains various ornamental trees, planted approximately every 10 feet. The ground is covered with short grasses and tree debris.

The proposed digital billboard site is surrounded by the Haggin Oaks Trail to the west and east, the Alister MacKenzie Golf Course to the north, and Business 80 to the south. Across Business 80 are various commercial and industrial uses.

Business 80 at Sutter's Landing Regional Park/American River

The Business 80 at Sutter's Landing Regional Park/American River site is located within a triangular parcel in Sutter's Landing Regional Park. The American River lies to the northeast of the site. Business 80 forms the southeastern boundary of the site. The site is located immediately southwest of an existing levee and east of the Union Pacific Railroad tracks. It is covered with short grasses, small shrubs, gravel, and exposed soil. The site is located within an area identified and approved by the City as a habitat mitigation site associated with the 28th Street Tree Removal Mitigation Project. Construction of the Mitigation Project was initiated in November 2013.

I-80 at Roseville Road

The I-80 at Roseville Road site is located at the intersection of I-80 westbound and Roseville Road, in the northern area of the city. The site lies within a larger parcel occupied by the United States Air Force, North Highlands Air National Guard Station. The entire Air National Guard parcel is paved, and secured with chain link fence and barbed wire. A portion of the proposed digital billboard site is covered by an existing metal building used by the Air National Guard.

Immediately south of the site, Business 80 is elevated above the site approximately 15-20 feet. The Air National Guard Station is to the northeast of the proposed digital billboard site. A roadside drainage ditch, Roseville Road, and railroad tracks lie to the northwest of the site.

SR 99 at Calvine Road

The SR 99 at Calvine Road site is located in the southeastern corner of a parcel adjacent to the SR 99 southbound onramp from eastbound Calvine Road. The parcel is fenced and is primarily used as a stormwater detention basin. The site is covered with annual grasses and small shrubs. An overhead power line crosses the proposed digital billboard site, approximately 15 feet west of the chain link fence separating the parcel from the SR 99 right-of-way. The power line is approximately 18-20 feet high.

The proposed Calvine Road digital billboard site is surrounded by the detention basin and elevated Calvine Road to the north, SR 99 to the east, commercial and multi-family residential uses to the south, and the detention basin and commercial uses to the west.

I-5 at Bayou Road

The I-5 at Bayou Road site is located in North Natomas, within the right-of-way of Bayou Road near the I-5 southbound to SR 99 northbound ramp. The proposed digital billboard site is covered with ornamental bark and is planted with street trees spaced approximately 30 feet apart.

The proposed Bayou Road digital billboard site is surrounded by I-5 to the north; Bayou Road the I-5 transition to SR 99 to the east; the North Natomas Self Storage facility, open space, and residential uses to the south, and open space and agricultural land to the west.

I-5 at San Juan Road

The I-5 at San Juan Road site is located in North Natomas, at the northwest corner of the intersection of I-5 and San Juan Road. The site is between the I-5 right-of-way and a parcel planned for commercial uses, and is within a larger parcel primarily used for stormwater drainage and detention. The proposed digital billboard site is covered with annual grasses, although a portion of the billboard overhang area contains standing water and wetland plants.

The proposed San Juan Road digital billboard site is surrounded by open space and I-5 to the north, I-5 to the east, and open space and residential uses to the south and west.

I-5 at Sacramento Railyards

The I-5 at Sacramento Railyards site is located in the downtown Sacramento Railyards adjacent to the I Street onramp to northbound I-5. The site is roughly bound by I Street to the south, I-5 to the west, the relocated heavy rail tracks to the north, and the existing rail depot bus turnaround on the east. The proposed Railyards digital billboard site is largely paved and serves as a surface parking lot for the Sacramento Valley Station.

The proposed Railyards digital billboard site is surrounded by I-5 to the west, heavy rail tracks to the north, the Sacramento Valley Station to the east, and I Street and retail/hotel/residential uses to the south.

3.2.2 Regulatory Setting**Downtown Project Site*****Federal***

There are no federal regulations that specifically regulate land use or land use compatibility on non-federal lands that would be applicable to the Proposed Project. As noted below, the Federal Aviation Administration requires coordination for any projects over certain heights.

Federal Aviation Administration (FAA)

The Federal Aviation Act of 1958 created the agency under the name Federal Aviation Agency (FAA). The current name was adopted in 1967 when the agency became a part of the Department of Transportation. The FAA is tasked with, among other things, regulation of civil and

commercial aviation. The FAA is required to review projects that entail construction or alteration of buildings more than 200 feet above the ground level at the site. The project applicant for any project within the project site exceeding 200 feet above grade would be required to submit FAA Form 7460-1 at least 30 days prior to the filing of an application for a construction permit.

State

The State of California reserves for local jurisdictions the authority to plan and regulate land use.

Sustainable Communities and Climate Protection Act of 2008 (SB 375)

SB 375 (Chapter 728, Statutes of 2008) directs the California Air Resources Board to set regional targets for reducing greenhouse gas emissions. The law establishes a “bottom up” approach to ensure that cities and counties are involved in the development of regional plans to achieve those targets.

SB 375 relates to land use planning by building on the existing framework of regional planning to tie together the regional allocation of housing needs and regional transportation planning in an effort to reduce greenhouse gas (GHG) emissions from motor vehicle trips. Further, SB 375 established CEQA streamlining and relevant exemptions for projects that are determined to be consistent with the land use assumptions and other relevant policies of an adopted Sustainable Communities Strategy, described further below. Those exemptions and streamlining regulations are reflected in sections 15064.4, 16126.4(c), and 15183.5 of the State CEQA Guidelines.

Local

Sacramento Area Council of Governments Blueprint and Metropolitan Transportation Plan/Sustainable Communities Strategy

SACOG Blueprint

The Sacramento Area Council of Governments (SACOG) is an association of local governments in the six-county Sacramento Region. Its members include the counties of El Dorado, Placer, Sacramento, Sutter, Yolo, and Yuba, as well as 22 cities, including the City of Sacramento. SACOG provides transportation planning and funding for the region, and serves as a forum for the study and resolution of regional issues. In addition to preparing the region’s long-range transportation plan, SACOG approves the distribution of affordable housing in the region and assists in planning for transit, bicycle networks, clean air, and airport land uses.

SACOG, in partnership with the non-profit organization Valley Vision, undertook the Blueprint Project to build a consensus around a single, coherent, long-term vision for the development of the Sacramento region. The project was not intended to advocate any particular development pattern; instead, SACOG assumed that if it provided accurate information and forecasting tools to a wide variety of interest groups, a consensus would naturally emerge on what the region as a whole wanted for its future.

Through discussions at a series of workshops held throughout the greater Sacramento region, a consensus emerged that the low-density, segregated land use developments of the recent past

would likely cause deterioration in the regional quality of life if continued into the future. The regional consensus supported the notion that future development should follow the principles of “smart growth,” incorporating density of both residential and commercial development, diversity of land uses within a neighborhood, design of the neighborhood, and access to regional destinations.

The Blueprint, adopted by the SACOG Board of Directors in December 2004, is a voluntary framework for guiding future growth in the region. The Blueprint is not a policy document and does not regulate land use or approve or prohibit growth in the region. The Blueprint is a transportation and land use analysis suggesting how cities and counties should grow based on the key principles listed below. A key issue for the Blueprint Project is that compliance with the adopted plan relies entirely on SACOG’s ability to persuade jurisdictions to voluntarily follow the SACOG model. The Blueprint is intended by SACOG to be advisory and to guide the region’s transportation planning and funding decisions.

The approved Blueprint is based on seven interlocking principles:

- Compact Development that requires less conversion of rural land, shortens travel distances, and reduces the per-unit cost of infrastructure and services.
- Housing Choices, in particular small lot single-family dwellings and attached products that suit the needs of seniors, empty-nesters, young couples, single-person households, single-parent households and other types of small households that currently make up 4-out-of-5 American households. The smaller products fit well with the theme of compact development.
- Mixed-Use Developments that allow people to work and shop near their home.
- Use of Existing Assets, in particular the development of sites that are already within the urban footprint and urban services coverage. This includes both infill development of vacant lots as well as re-development of under-utilized sites such as low-density strip retail areas.
- Transportation Choices, in particular the ability to use non-auto modes (transit, bike, walk) for at least some trips. Non-auto modes are most practical in compact, mixed-use communities.
- Quality Design in terms of aesthetic buildings but also in terms of providing attractive, walkable public spaces that create a sense of community.
- Conservation of Natural Resources through less conversion of land to urban use, slower growth of demand for water, and reduction in the amount of per-capita auto travel.

Metropolitan Transportation Plan/Sustainable Communities Strategy

The Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS) is a long-range plan for transportation in the region built on the Blueprint. SACOG is required by federal law to update the MTP at least every four years. Since the last MTP, California adopted Senate Bill 375, which requires the inclusion of a Sustainable Communities Strategy in the MTP.

SACOG is a metropolitan planning organization and has no regulatory authority related to land use. Nevertheless, in recognition of the connection between efficient land use and the MTP goals of reduction of trip lengths and mobile source greenhouse gas emission reductions, the MTP/SCS contains a range of policies that reflect support for land use decisions that are consistent with the Blueprint, including:

- Provide information, tools, incentives and encouragement to local governments that have chosen to grow consistent with Blueprint principles;
- SACOG intends to educate and provide information to policymakers, local staff, and the public about the mutually supportive relationship between smart growth development, transportation, and resource conservation; and
- SACOG will encourage local jurisdictions in developing community activity centers well-suited for high quality transit service and complete streets.²

The MTP/SCS policies are further reinforced by a range of strategies that direct SACOG to undertake actions that fall within its area of expertise, such as “[s]upport development proposals that are well-suited and located to support high-quality transit use in Transit Priority Areas, through Blueprint analysis.”³

Sacramento 2030 General Plan

State law requires each city and county to prepare and adopt a comprehensive and long-range general plan for its physical development (California Government Code Section 65300). A comprehensive general plan provides a jurisdiction with a consistent framework for land use decision-making. The general plan has been called the “constitution” for land use development to emphasize its importance to land use decisions. The general plan and its maps, diagrams, and development policies form the basis for the City’s zoning, subdivision, and public works actions. Under California law, no specific plan, area plan, community plan, zoning, subdivision map, nor public works project may be approved unless the City finds that it is consistent with the adopted general plan.

The Sacramento 2030 General Plan was adopted March 3, 2009. The 2030 General Plan is a 20-year policy guide for the physical, economic, and environmental growth within the City. The 2030 General Plan’s goals, policies, and implementation programs define a roadmap to achieving Sacramento’s vision to be the most livable city in America. Underlying the vision and connecting it to the roadmap is a set of six themes that thread throughout the General Plan:

- Making Great Places,
- Growing Smarter,
- Maintaining a Vibrant Economy,

² Sacramento Area Council of Governments, 2010. *Draft Regional Growth Projections for the Metropolitan Transportation Plan Update*. March 31, 2010. Chapter 6, Policies and Supportive Strategies, p. 138.

³ Ibid. Strategy 3.1, p. 138.

- Creating a Healthy City,
- Living Lightly-Reducing Our “Carbon Footprint,” and
- Developing a Sustainable Future.

In implementing these themes, the 2030 General Plan includes a land use diagram that establishes land use designations for the entire City, as well as goals, policies, and implementation programs that provide a framework for future decisions intended to reflect the General Plan themes.

The ESC project site is designated Central Business District (CBD) on the City of Sacramento 2030 General Plan Land Use and Urban Form Diagram. The 2030 General Plan envisions the CBD as the most intensely developed part of Sacramento. The CBD includes a mixture of retail, office, governmental, entertainment and visitor-serving uses built on a formal framework of streets and park spaces laid out for the original Sutter Land Grant in the 1840s. The 2030 General Plan calls for the CBD to be a vibrant downtown core with a mixture of retail, office, government, entertainment, and visitor-serving uses that serves “as the business, governmental, retail, and entertainment center for the city and the region.” The 2030 General Plan also calls for new residential uses to be built in the CBD with the express intent that expansion of the CBD residential population will extend the hours of activity and augment the market for retail, services, and entertainment in downtown Sacramento.

The 2030 General Plan establishes key elements of urban form, allowed uses, and development standards for each land use designation, including the CBD. Allowed uses in the CBD land use designation include mixed-use high-rise development and single-use or mixed-use development within easy access to transit (i.e., ground floor office/retail beneath residential apartments and condominiums), consisting of offices, retail and service uses, multifamily dwellings (e.g., apartments and condominiums), gathering places (such as plazas, courtyards, or parks), and compatible public, quasi-public, and special uses.

New development in the CBD designation must conform to the following standards:

- Minimum Density: 61.0 Units/Net Acre,
- Maximum Density: 450.0 Units/Net Acre,
- Minimum FAR: 3.00 FAR, and
- Maximum FAR: 15.00 FAR.

The General Plan establishes that development in the CBD must be designed to reflect an urban form that is characterized by:

- A mixture of mid- and high-rise buildings creating a varied and dramatic skyline with unlimited heights;
- Lot coverage generally not exceeding 90 percent;
- Buildings are sited to positively define the public streetscape and public spaces;

- Building façades and entrances directly addressing the street and have a high degree of transparency;
- An interconnected street system providing for traffic and route flexibility;
- Vertical and horizontal integration of residential uses;
- Public parks and open space areas within walking distance of local residents;
- Parking is integrated into buildings or placed in separate structures;
- Minimal or no curb cuts along primary streets;
- Side or rear access to parking and service functions;
- Broad sidewalks appointed with appropriate pedestrian amenities, including sidewalk restaurant/café seating;
- Street design integrating pedestrian, bicycle, transit and vehicular use and incorporates traffic-calming features and on-street parking; and
- Consistent planting of street trees providing shade and enhance character and identity.

The following goals and policies from the 2030 General Plan are applicable to the Proposed Project (Table 3-1):

General Plan Update

In October 2012, the City of Sacramento initiated a five-year update of the Sacramento 2030 General Plan. The 2030 General Plan and Master EIR evaluated projected growth through the year 2030. However, the significant slowdown in development activity since 2006 will require a “dial down” of the housing, employment, and population projections to be consistent with SACOG’s Metropolitan Transportation Plan and an extension of the planning horizon to 2035. The completion date of the five year General Plan update is anticipated in 2014. As this five-year General Plan Update won’t be completed until after completion of this EIR, potential future General Plan policy revisions do not apply to this project.

Central City Community Plan (CCCP)

The Central City Community Plan (CCCP) is part of the City’s General Plan, and provides a refinement of the goals and objectives of the General Plan to serve as a guideline for development specifically within the CCCP area. The CCCP serves as a development guide for the public and private sector when planning physical improvements in the Central City area. The CCCP includes the area bounded by the Sacramento River to the west, the American River to the north, Sutter’s Landing and Alhambra Boulevard to the east, and Broadway to the south. The primary goal of the CCCP is to continue revitalization of the Central City to provide a viable living, working, shopping, and cultural environment with a full range of day and night activities for residents, employees, and visitors. The CCCP land use designation for the ESC project site is Central Business District (CBD). CCCP policies applicable to the Proposed Project are discussed in Table 3-1 above.

**TABLE 3-1
SACRAMENTO ENTERTAINMENT AND SPORTS CENTER & RELATED DEVELOPMENT
CITY OF SACRAMENTO 2030 GENERAL PLAN—RELEVANT GOALS AND POLICIES**

Applicable 2030 General Plan Goal/Policy	Discussion
Land Use and Urban Design	
<p>Goal LU 1.1 Growth and Change. Support sustainable growth and change through orderly and well-planned development that provides for the needs of existing and future residents and businesses, ensures the effective and equitable provision of public services, and makes efficient use of land and infrastructure.</p>	<p>The Proposed Project would be an infill project that is replacing the under-performing and under-utilized Downtown Plaza development with an entertainment and sports center, and an adjacent mixed use development that would include high-density residential units, along with hotel, retail, restaurant, and office uses. In addition, the project would comply with the City's Climate Action Plan and the ESC would meet LEED Gold standards thereby ensuring an efficient and sustainable use of the site. The project site is adjacent to three Regional Transit light rail lines, bus stops serving several regional transit providers, and within three blocks of the Amtrak depot served by the Capitol Corridor Amtrak service. Consistent with the requirements of SB 743, the Proposed Project would be carbon neutral for automobile trips to the ESC, would meet or exceed SACOG MTP/SCS standards for greenhouse gas emission reduction on a per attendee basis, and would reduce VMT by at least 15% on a per attendee basis for travel to NBA games.</p>
<ul style="list-style-type: none"> • LU 1.1.1 Regional Leadership. The City shall be the regional leader in sustainable development and encourage compact, higher-density development that conserves land resources, protects habitat, supports transit, reduces vehicle trips, improves air quality, conserves energy and water, and diversifies Sacramento's housing stock. <i>(RDR)</i> • LU 1.1.4 Leading Infill Growth. The City shall facilitate infill development through active leadership and the strategic provision of infrastructure and services and supporting land uses. <i>(MPSP)</i> 	
<p>Goal LU 2.4 City of Distinctive and Memorable Places. Promote community design that produces a distinctive, high-quality built environment whose forms and character reflect Sacramento's unique historic, environmental, and architectural context, and create memorable places that enrich community life.</p>	<p>The 150-foot tall, multi-faceted ESC structure itself would be a distinctive, highly visible, iconic structure that would be accentuated by bright lighting and signage; it would be visible in varying degrees from City gateways at Capitol Mall/3rd Street and J/3rd Streets, as well as along 5th Street, a major north-south corridor. The site design would create unique, distinctive courtyards on the northwest and northeast sides of the ESC building.</p>
<ul style="list-style-type: none"> • LU 2.4.1 Unique Sense of Place. The City shall promote quality site, architectural and landscape design that incorporates those qualities and characteristics that make Sacramento desirable and memorable including: walkable blocks, distinctive parks and open spaces, tree-lined streets, and varied architectural styles. <i>(RDR)</i> • LU 2.4.2 Responsiveness to Context. The City shall require building design that respects and responds to the local context, including use of local materials where feasible, responsiveness to Sacramento's climate, and consideration of cultural and historic context of Sacramento's neighborhoods and centers. <i>(RDR)</i> 	<p>The Proposed Project would create plaza areas around the multi-faceted ESC structure. These plaza areas would accentuate a sense of openness around the project and would create opportunities for community activities and events. The project would include sidewalks, pedestrian pathways, functional open spaces, and would include multiple structures with varying architectural styles designed consistent with the Central City Urban Design Guidelines as modified by the proposed PUD design guidelines.</p> <p>The Proposed Project would utilize modern design standards, techniques, and materials in order to create buildings that would enhance the visual quality of downtown Sacramento. While the use of glass with tinting, metal and/or perforated metal, and precast concrete with stone aggregate in the ESC structure would be distinctive, the buildings developed within the PUD area would be clad in materials that would be reflective of the local architectural style, consistent with the requirements of the Central City Urban Design Guidelines. In addition, the Proposed Project would be consistent with the City's Climate Action Plan and the ESC would achieve LEED Gold certification; these steps would require consideration of building materials and Sacramento's climate, including use of such elements as natural lighting and natural air systems. Also, the proposed ESC and future development in the PUD area would go through design review to ensure that City and PUD design standards would be met.</p>
<ul style="list-style-type: none"> • LU 2.4.3 Enhanced City Gateways. The City shall ensure that public improvements and private development work together to enhance the sense of entry at key gateways to the city. <i>(JP)</i> 	<p>The proposed ESC would be a 150-foot high, multi-faceted structure that would be lit and signed to be highly visible. Two locations west of the project site are noted as City gateways, the Tower Bridge/Capitol Mall entry immediately east of Interstate 5, and the I-5 and I Street Bridge off-ramps which enter downtown Sacramento at J and 3rd Streets. Because of surrounding buildings, the views of the ESC from these gateways would tend to be glimpses where the ESC structure would rise above the adjacent Macy's West building, as well as views down 5th and 6th Streets from J Street and Capitol Mall.</p>

TABLE 3-1 (Continued)
SACRAMENTO ENTERTAINMENT AND SPORTS CENTER & RELATED DEVELOPMENT
CITY OF SACRAMENTO 2030 GENERAL PLAN—RELEVANT GOALS AND POLICIES

Applicable 2030 General Plan Goal/Policy	Discussion
<ul style="list-style-type: none"> LU 2.4.4 Iconic Buildings. The City shall encourage the development of iconic public and private buildings in key locations to create new landmarks and focal features that contribute to the city's structure and identity. <i>(RDR/MPSP)</i> 	<p>The ESC would be a 150-foot tall, multi-faceted structure. It would be a distinctive, highly visible, iconic building that would be accentuated by bright lighting and signage; it would be visible in varying degrees from City gateways at Capitol Mall/3rd Street and J/3rd Streets. Especially when lit at night, the ESC building would become the focal points from numerous vantage points in the vicinity, including looking south on 5th Street from the Sacramento Valley Station and the 5th Street bridge in the Railyards and looking north on 5th Street when approaching from the south, looking south on 6th Street from the 6th Street bridge in the Railyards, looking west on K Street along the entirety of the K Street Mall. This component of the project would contribute to and enhance Sacramento's identity.</p>
<ul style="list-style-type: none"> LU 2.4.5 Distinctive Urban Skyline. The City shall encourage the development of a distinctive urban skyline that reflects the vision of Sacramento with a prominent central core that contains the city's tallest buildings, complemented by smaller urban centers with lower-scale mid- and high-rise development. <i>(RDR/MPSP)</i> 	<p>The project site is located in Sacramento's urban core, and would include multiple multi-story structures that would likely be of sufficient height to enhance Sacramento's skyline. For the purposes of this analysis, it is assumed that the main structures built within the PUD area would range from mid-rise to up to 30 stories in height (approximately 350 feet) over J Street. Because they would be constructed along the J Street corridor, future high-rise structures constructed subject to the proposed PUD would add notable forms in an area of the City skyline that is between the Capitol Mall/L Street corridor and the Federal Courthouse building on I Street. These buildings would be located in the City's CBD consistent with the City's desire to concentrate its tallest buildings downtown.</p>
<p>Goal LU 2.6 City Sustained and Renewed. Promote sustainable development and land use practices in both new development and redevelopment that provide for the transformation of Sacramento into a sustainable urban city while preserving choices (e.g., where to live, work, and recreate) for future generations.</p>	<p>The Proposed Project would be an infill project that would replace the suburban-scale Downtown Plaza shopping mall and office buildings with a mixed-use development that would include an entertainment and sports center, high-density residential units, hotel, retail, restaurant, and office uses. The project site is adjacent to three Regional Transit light rail lines and bus stops serving numerous transit providers from around the region. The accessibility of transit, in combination with the mix of uses in the project and the density of uses in the project vicinity would result in a high degree of trip internalization, which would serve to minimize congestion and the generation of air pollutants and greenhouse gases. In addition, the project would be consistent with the policy framework of the SACOG Sustainable Communities Strategy, the City's Climate Action Plan, and the ESC would be designed to meet LEED Gold standards thereby ensuring an efficient and sustainable use of the site. The LEED Gold design of the ESC would feature increased levels of energy efficiency, water demand reduction, use of on-site renewable energy generation, use of recycled materials in project construction, use of regionally supplied building materials, and recycling of construction waste.</p>
<ul style="list-style-type: none"> LU 2.6.1 Sustainable Development Patterns. The City shall promote compact development patterns, mixed use, and higher-development intensities that use land efficiently; reduce pollution and automobile dependence and the expenditure of energy and other resources; and facilitate walking, bicycling, and transit use. <i>(RDR)</i> 	<p>The Proposed Project would be an infill project that is replacing the suburban-scale, medium density Downtown Plaza with a dense, mixed use development that would include an entertainment and sports center, high-density residential units, retail, hotel, restaurant, and office uses. In addition, the project would be consistent with the City's Climate Action Plan, and the ESC would meet LEED Gold standards, thereby ensuring an efficient and sustainable use of the site. The relevant characteristics of the project site which facilitate sustainable development patterns involve its location in a downtown, infill location, redevelopment of an existing built property, the density of the site and connectivity to the adjacent community, and accessibility to public transportation. The project site is adjacent to three Regional Transit light rail lines and bus stops serving several transit providers (see the discussion of the project's consistency with Goal LU 1.1 above for more detail). See also discussion under Goal LU 2.6, above.</p>

**TABLE 3-1 (Continued)
SACRAMENTO ENTERTAINMENT AND SPORTS CENTER & RELATED DEVELOPMENT
CITY OF SACRAMENTO 2030 GENERAL PLAN—RELEVANT GOALS AND POLICIES**

Applicable 2030 General Plan Goal/Policy	Discussion
<ul style="list-style-type: none"> • LU 2.6.2 Redevelopment and Revitalization Strategies. The City shall employ a range of strategies to promote revitalization of distressed, under-utilized, and/or transitioning areas, including: <ul style="list-style-type: none"> - Targeted public investments. - Development incentives. - Redevelopment assistance. - Public-private partnerships. - Revised development regulations and entitlement procedures. - Implementation of City- or SHRA-sponsored studies and master plans. (MPSP/RDR/FB/JP) 	<p>The Proposed Project would represent a public-private partnership tentatively articulated in the non-binding preliminary term sheet which outlines the potential for substantial investment of private and City funds. As proposed, the proposed ESC would be funded jointly by public and private investment, with private responsibility for design and predevelopment costs as well as cost overruns, and long term management and operation of the facility, which would be owned by the City of Sacramento. Through adoption of the proposed PUD, SPD, CUP, Sign Ordinance amendments, and other tools, development regulations and procedures have been customized to achieve the City’s desired outcomes for redevelopment of the Downtown Plaza property and long-term stability of the Sacramento Kings NBA franchise.</p>
<ul style="list-style-type: none"> • LU 2.6.3 Sustainable Building Practices. The City shall promote and, where appropriate, require sustainable building practices that incorporate a “whole system” approach to designing and constructing buildings that consume less energy, water and other resources, facilitate natural ventilation, use daylight effectively, and are healthy, safe, comfortable, and durable. (RDR/IGC) 	<p>The proposed ESC would meet LEED Gold standards thereby ensuring an efficient and sustainable use of the site. The following are targets that the applicant has established to be met through project design:</p> <ul style="list-style-type: none"> • 15% better than Title 24 energy reduction; • 25% better than CalGreen Baseline; • Up to 1% use of on-site generated renewable energy; • 10% use of recycled content in building materials; • 10% use of regionally supplied building materials; and • 75% recycling of construction waste.
<ul style="list-style-type: none"> • LU 2.7.4 Public Safety and Community Design. The City shall promote design of neighborhoods, centers, streets, and public spaces that enhances public safety and discourages crime by providing street-fronting uses (“eyes on the street”), adequate lighting and sight lines, and features that cultivate a sense of community ownership (RDR) 	<p>The Proposed Project would maintain City sidewalks along 3rd Street, J Street, 7th Street, and L Street. The sidewalks along 5th Street between L and K would be expanded to a minimum width of 40 feet, and a pedestrian entry corridor from J Street to the entry plaza between 5th and 6th Street would provide at least 30 feet of width. The sidewalk on L Street would be maintained with a minimum width of 15 feet. On the project boundaries on 5th Street, the south side of J Street, and the west side of 7th Street, the PUD Design Guidelines would establish a minimum of 10-foot sidewalks and pedestrian spaces, as well as use of sidewalk paving materials that would create a distinctive identity, reduce heat island effects, and provide stormwater management. Although the public ownership of K Street would be vacated through ESC project site, the Proposed Project would create space additional outdoor spaces for public gatherings and to serve as the “front door” to the ESC.</p> <p>The Sacramento Police Department would also be responsible for traffic management during events at the ESC. This would include physically managing traffic routes in order to funnel traffic onto specific streets and/or toward appropriate exit locations. Pedestrian traffic would be directed to 5th Street, then south across L Street during events and L Street may be closed from 8th Street to 5th Street following large events. Seventh Street may be closed between J and L Streets after large events. Bicycle barricades would be set up in order to ensure safe pedestrian use of 7th Street intermingled with active RT light rail trains along 7th and K Streets. In the event that emergency responders need access to the ESC or immediately surrounding areas, the SPD would stop and redirect traffic and pedestrian movement as necessary in order to allow emergency vehicles where they are needed.</p> <p>The Proposed Project would also include nighttime safety lighting consistent with Policy LU 2.7.4.</p>

TABLE 3-1 (Continued)
SACRAMENTO ENTERTAINMENT AND SPORTS CENTER & RELATED DEVELOPMENT
CITY OF SACRAMENTO 2030 GENERAL PLAN—RELEVANT GOALS AND POLICIES

Applicable 2030 General Plan Goal/Policy	Discussion
<p>Goal LU 4.4 Urban Neighborhoods. Promote vibrant, high-density, mixed-use urban neighborhoods with convenient access to employment, shopping, entertainment, transit, civic uses (e.g., school, park, place of assembly, library, or community center), and community-supportive facilities and services.</p>	<p>The Proposed Project would create a mixed-use urban neighborhood in downtown Sacramento that would include high-density residential towers with up to 550 residential units, complementing and potentially in mixed-use buildings containing retail, restaurant, cinema, office or other related uses. Adjacency to an entertainment and sports center and other smaller venues within the development would make the neighborhood vibrant and exciting on a year-round basis. The project site is in proximity to parks (Capitol Park), the downtown library, commercial uses and other support facilities in the downtown area. The project site is adjacent to three Regional Transit light rail lines, bus stops serving several transit providers, and is within 800 feet of the Sacramento Valley Station.</p>
<ul style="list-style-type: none"> • LU 4.4.1 Well-Defined Street Fronts. The City shall require that new buildings in urban neighborhoods maintain a consistent setback from the public right-of-way in order to create a well-defined public sidewalk and street. (RDR) 	<p>The Proposed Project would maintain City sidewalks along J Street, 7th Street, and L Street. Through the creation of public plazas, the Proposed Project would create additional outdoor spaces for public gatherings and to serve as the “front door” to the ESC. Although the ESC structure would sit on its site at an angle to the street, the canopy structure along the north edge of the entry plaza would combine with the wide pedestrian entries to define a grid-like block that would create a street-wall along the project’s L and 5th Street frontages. Expanded sidewalks would enhance and clearly define the street fronts surrounding the project site.</p> <p>Future development consistent with the proposed PUD would increase the height of the building base and streetwall on the project site to 85 feet to create consistency with the height of the ESC, reflective of the Central City Urban Design Guidelines direction for consistency in streetwall height along City blocks.</p>
<ul style="list-style-type: none"> • LU 4.4.2 Building Orientation. The City shall require that building facades and entrances directly face the adjoining street frontage and include a high proportion of transparent windows facing the street in buildings with nonresidential uses at street level. (RDR) 	<p>The Proposed ESC would include a number of active building entrances along L Street, including an administrative lobby entrance, a team retail store, and ESC entries for employees, media, Paratransit, and VIPs. Development within the PUD area would conform with the façade transparency requirements of the Central City Urban Design Guidelines.</p>
<ul style="list-style-type: none"> • LU 4.4.3 Building Design. The City shall encourage sensitive design and site planning in urban neighborhoods that mitigates the scale of larger buildings through careful use of building massing, setbacks, facade articulation, fenestration, varied parapets and roof planes, and pedestrian-scaled architectural details. (RDR) 	<p>The proposed ESC building would have active uses that would create a pedestrian scale along the sidewalk on L Street. Further, the indoor/outdoor design of the main entrance would tend to enhance the pedestrian scale and downplay the monumental nature of ESC. The ESC would be clad in multi-faceted panels mainly of metal, glass, precast concrete, and stone. The main public entrances would be fully glazed multistory spaces oriented to the central pedestrian spine of the entry plaza and would allow views from outside in, and from all levels inside the venue to the outside. The canopy that would border the northern edge of the entry plaza would create a pedestrian scale street-wall that would provide a visual break to the height and scale of adjacent building structures.</p> <p>As noted elsewhere, the future mixed use buildings constructed pursuant to the proposed PUD would conform to the Central City Urban Design Guidelines as amended in the proposed PUD Design Guidelines, which promote design features to accentuate the pedestrian environment created by new buildings in downtown Sacramento.</p>
<ul style="list-style-type: none"> • LU 4.4.4 Ample Public Realm. The City shall require that higher density urban neighborhoods include small public spaces and have broad tree-lined sidewalks furnished with appropriate pedestrian amenities that provide comfortable and attractive settings to accommodate high levels of pedestrian activity. (RDR) 	<p>The Proposed Project would maintain and enhance City sidewalks along J Street, 7th Street, and L Street. In the center of the ESC site, the Proposed Project would create a major plaza that would serve as the “front door” to, and facilitate safe and enjoyable pedestrian flow around, the ESC and adjacent retail, restaurant, cinema, fitness, and other uses. The public spaces would be appointed with pedestrian amenities, public art, and other features.</p>

TABLE 3-1 (Continued)
SACRAMENTO ENTERTAINMENT AND SPORTS CENTER & RELATED DEVELOPMENT
CITY OF SACRAMENTO 2030 GENERAL PLAN—RELEVANT GOALS AND POLICIES

Applicable 2030 General Plan Goal/Policy	Discussion
<ul style="list-style-type: none"> LU 4.4.5 Parking and Service Access and Design. The City shall require that, to the degree feasible, parking and service areas in urban neighborhoods be accessed from alleys or side streets to minimize their visibility from streets and public spaces. Curb cuts for driveways should not be allowed along the primary street frontage. <i>(RDR)</i> 	<p>The project would replace 3,700 on-site parking spaces with up to 3,418 off-street, below- and above-grade parking spaces to serve event attendees, residents, and workers. Parking access would remain largely unchanged from the existing conditions, with ingress/egress from J, L, 3rd and 7th Streets. Loading ingress to the ESC would be from L Street mid-block between 6th and 5th Streets; however the project would eliminate loading egress from L Street and relocate the loading egress to 5th Street where it would be less disruptive to L Street sidewalk pedestrian use. It is anticipated that loading and service delivery access for buildings in the PUD area would remain largely unchanged from current conditions, with access points on 4th Street, 6th Street, and the alley between the 660 J Street building and the Ramona Hotel building.</p>
<ul style="list-style-type: none"> LU 4.4.6 Mix of Uses. The City shall encourage the vertical and horizontal integration of a complementary mix of commercial, service and other nonresidential uses that address the needs of families and other household types living in urban neighborhoods. Such uses may include daycare and school facilities, retail and services, and parks, plazas, and open spaces. <i>(RDR)</i> 	<p>The proposed PUD would allow for the development of mixed-use buildings that could include high-density residential, hotel, retail, and office uses. The project would include plazas, sidewalks, pedestrian pathways, functional open space, and would include multiple structures with varying architectural styles designed to be consistent with the Central City Urban Design Guidelines as amended by the proposed PUD Design Guidelines. As appropriate and required for the proposed uses, future buildings may include private open spaces, common areas, and internal retail and personal or business services. It is possible that residential structures could include childcare or educational uses.</p>
<p>Goal LU 5.1 Centers. Promote the development throughout the city of distinct, well designed mixed-use centers that are efficiently served by transit, provide higher-density, urban housing opportunities and serve as centers of civic, cultural, and economic life for Sacramento’s neighborhoods and the region.</p>	<p>The Proposed Project would create a mixed-use center in downtown Sacramento’s central business district, oriented around a new regional entertainment and sports center, and including high-density residential units, hotel, retail, and office uses. These uses would be within walking distance to the State Capitol, numerous State agencies, the County government center, and City Hall. Further, it would be within walking distance to the Crocker Art Museum, the Sacramento Convention Center, the Sacramento Community Theater, the Music Circus, Raley Field in West Sacramento, and Old Sacramento, including the State Railroad Museum. Once developed, uses within the Proposed Project would be within walking distance to the Sacramento Railyards development including the cultural uses that are expected to be constructed in the reused Central Shops, including the State Museum of Railroad Technology.</p>
<ul style="list-style-type: none"> LU 5.1.1 Diverse Centers. The City shall encourage development of local, citywide, and regional mixed-use centers that address different community needs and market sectors, and complement and are well integrated with the surrounding neighborhoods. <i>(RDR)</i> 	<p>The Proposed Project would provide for the development of high-rise housing, a type of housing that is of limited availability in the region. The Proposed Project would be developed so as to complement surrounding uses, including the many high-rise offices, cultural, retail/restaurant, and other uses in the neighborhood. The integration with adjacent uses would be reflected in relatively low levels of new vehicular trip generation, high levels of pedestrian travel, and other such factors.</p>
<ul style="list-style-type: none"> LU 5.1.2 Centers Served by Transit. The City shall promote the development of commercial mixed-use centers that are located on existing or planned transit stops in order to facilitate and take advantage of transit service, reduce vehicle trips, and enhance community access. <i>(RDR)</i> 	<p>The project site is served by all three existing RT light rail lines, and would be served by the RT Downtown-Natomas-Airport (Green) line once completed. Further, with six adjacent bus stops, the site is served by buses operated by Sacramento Regional Transit, Yolobus, Placer County Transit, Roseville Transit, Elk Grove e-tran, El Dorado Transit and others.</p>
<ul style="list-style-type: none"> LU 5.1.3 Cultural and Entertainment Centers. The City shall actively support the development of cultural, education, and entertainment facilities and events in the city’s centers to attract visitors and establish a unique identity for Sacramento. <i>(MPSP/IGC/JP)</i> 	<p>The Proposed Project would include an entertainment and sports center that would be a regionally-unique venue located in downtown Sacramento. This would be a state-of-the-art facility that would add to the City’s cultural identity and would provide the City with a regional center for concerts, conventions, sporting events, family shows, graduations, and other gathering occasions that would attract visitors from around and outside the Sacramento area.</p>

TABLE 3-1 (Continued)
SACRAMENTO ENTERTAINMENT AND SPORTS CENTER & RELATED DEVELOPMENT
CITY OF SACRAMENTO 2030 GENERAL PLAN—RELEVANT GOALS AND POLICIES

Applicable 2030 General Plan Goal/Policy	Discussion
<ul style="list-style-type: none"> LU 5.1.4 Major Retail and Office Development. The City shall work with developers to develop major regional commercial and office projects in centers throughout the city that provide shopping and jobs for all city residents. (RDR/JP) 	<p>The Proposed Project would include up to 350,000 sf of retail/commercial space and 475,000 sf of office space. These uses would provide the City with additional shopping and job opportunities for City residents. More specifically, if all of the allowed space is developed, it is expected that retail employment on the project site would rise from an average of approximately 784 over the past decade to over 1,000 with the new development, and office employment would increase from an average of approximately 556 over the past decade to over 2,150 with the Proposed Project. In addition, the Proposed Project would add approximately 250 hotel employees and about 10 employees for the residential buildings. Total employment on the site would increase by approximately 2,100 employees, excluding the permanent and temporary event employment for the ESC.</p>
<p>LU 5.1.5 Vertical and Horizontal Mixed-Use. The City shall encourage and, where feasible, require the vertical and horizontal integration of uses within commercial centers and mixed-use centers, particularly residential and office uses over ground floor retail. (RDR)</p>	<p>The Proposed Project would include a number of buildings that could include a mix of retail/commercial/cinema/fitness uses on the first floor and office, hotel, and residential uses on the upper floors. These mixed-use buildings would be vertically and horizontally integrated, and would allow residents and workers to take advantage of the variety of land uses contained on-site and elsewhere in the CBD.</p>
<p>Goal LU 5.5 Urban Centers. Promote the development of high-density urban centers that are readily accessible by transit and contain a dynamic mix of retail, employment, cultural, and residential uses.</p>	<p>The Proposed Project would create a mixed-use center in downtown Sacramento’s central business district, oriented around a new regional entertainment and sports center, and including high-density residential units, hotel, retail, and office uses. The proposed development would be consistent with the type and density of uses that are called for in the Central Business District land use designation on the 2030 General Plan Land Use & Urban Form Diagram. These uses would be in close proximity to three Regional Transit light rail lines, bus stops serving several regional transit providers, and within three blocks of the Amtrak depot served by the Capitol Corridor Amtrak service. Please also see discussions of Policy LU 2.7.4, Goal LU 4.4, Goal LU 5.1, and Policy LU 5.1.2, above.</p>
<ul style="list-style-type: none"> LU 5.5.1 Urban Centers. The City shall promote the development of a series of urban centers, as designated in the Land Use & Urban Form Diagram, that create significant opportunities for employment, housing, and commercial activity in areas outside of the Central Business District (CBD). (RDR) LU 5.5.2 Transit-Oriented Development. The City shall actively support and facilitate mixed-use retail, employment, and residential development around existing and future transit stations (RDR) 	
<p>Goal LU 5.6 Central Business District. Promote the Central Business District (CBD) as the regional center of the greater Sacramento area for commerce, culture, and government.</p>	<p>The Proposed Project would include an entertainment and sports center in the CBD that would add to the City’s cultural identity and would provide the City with a regional center for concerts, conventions, sporting events and other gathering occasions that would attract visitors from outside the Sacramento area. Please also see discussions of Goal LU 5.1 and Policy LU 5.1.3, above.</p>
<ul style="list-style-type: none"> LU 5.6.1 Downtown Center Development. The City shall encourage development that expands the role of the CBD as the regional center for commerce, arts, culture, entertainment, and government. (RDR) LU 5.6.2 Family-Friendly Downtown. The City shall promote the CBD as a family-friendly area by requiring the development of a variety of housing types, daycare and school facilities, family-oriented services, and parks, plazas, and open spaces that will safely and comfortably accommodate those who wish to raise a family. (RDR) 	<p>The proposed PUD would allow for the development of mixed-use buildings that could include high-density residential, hotel, retail, and office uses. The project would include sidewalks, pedestrian pathways, plazas, and would include multiple structures with varying architectural styles consistent with the requirements of the Central City Urban Design Guidelines as amended in the proposed PUD Design Guidelines. As appropriate, each structure may include private open spaces, common areas, internal retail and personal or business services. It is possible that residential structures could include childcare or educational uses. Please also see discussion of Policies LU 2.7.4, LU 4.4.4, and LU 4.4.6.</p>
<ul style="list-style-type: none"> LU 5.6.3 Mixed-Use Downtown Development. The City shall support a mixed use, vibrant Central Business District by encouraging innovative mixed-use development resulting in development consistent with Sacramento’s commitment to environmental sustainability. (RDR) 	<p>The Proposed Project would be vertically and horizontally integrated mixed-use development that would include an entertainment and sports center, high-density residential units, hotel, retail, and office uses. In addition, the Proposed Project would comply with the City’s Climate Action Plan and the Proposed ESC would meet LEED Gold standards thereby ensuring an efficient and sustainable use of the site. Please also see discussion of Goal LU 2.6, Policy LU 2.6.1, and Policy LU 2.6.3.</p>

**TABLE 3-1 (Continued)
SACRAMENTO ENTERTAINMENT AND SPORTS CENTER & RELATED DEVELOPMENT
CITY OF SACRAMENTO 2030 GENERAL PLAN—RELEVANT GOALS AND POLICIES**

Applicable 2030 General Plan Goal/Policy	Discussion
<ul style="list-style-type: none"> LU 5.6.4 Building Height Transitions. The City shall maintain height standards for the CBD and adjoining transition areas consistent with the General Plan vision for a higher-density Central City and sensitive transitions to surrounding neighborhoods. <i>(RDR)</i> 	<p>The Proposed Project would include several multi-story buildings in the CBD that would increase density in the Central City and contribute to the City’s skyline. There are no specific height limits in the CBD. The ESC would rise to approximately 150 feet in height over L Street, essentially doubling the height of the existing buildings on the project site. Although specific project designs are not currently proposed for the PUD area, it is anticipated that future buildings would range in height from mid-rise to as many as 30 stories, or approximately 350 feet. Please also see the discussion of building height and visibility in Chapter 4.1, Aesthetics, Light and Glare.</p>
<ul style="list-style-type: none"> LU 5.6.5 Capital View Protection. The City shall ensure development conforms to the Capital View Protection Act. <i>(RDR/IGC)</i> 	<p>The project site is outside the Capitol View Protection corridor, which extends west on L Street only as far as the east side of 7th Street. It is expected that only small glimpses of the proposed ESC or development in the PUD area would be visible over existing buildings from the northwest corner of Capitol Park (9th and L Streets) due to its distance from the project site, and because it is obscured by existing buildings, signs, and trees. Depending on their ultimate height and location within the project site, very tall buildings constructed in the PUD area may be visible from Capitol Park or from the open space in front of the State Library and Courts buildings between 9th and 10th Streets. The ESC building would not be visible from these locations or the State Capitol. Please also see the discussion of view effects in Chapter 4.1, Aesthetics, Light and Glare.</p>
<ul style="list-style-type: none"> LU 5.6.6 Central City Redevelopment Projects. The City shall work with the Sacramento Housing and Redevelopment Agency (SHRA), the Capitol Area Development Authority (CADA), and private developers to ensure that redevelopment plans adopted for redevelopment areas surrounding the CBD (e.g., Railyards, River District, Docks Area, R Street) respect and respond to the urban patterns—streets, blocks, building heights, massing—and character established in the CBD, and do not undermine the physical centrality, visual primacy, or land use composition of the CBD. <i>(IGC/JP)</i> 	<p>The Proposed Project would not be a project subject to redevelopment law since redevelopment agencies have been disbanded in California. However, as noted above, the Proposed Project would be designed to respect and reflect the existing urban pattern. Except as otherwise noted in Chapter 2, Project Description, the proposed ESC and development within the PUD area would be subject to and would conform with all City design standards, including those contained in the General Plan, Central City Community Plan, Central City Urban Design Guidelines, and Planning and Development Code.</p>
<ul style="list-style-type: none"> LU 5.6.7 Cultural Facilities Central City. The City shall continue to support the existing cultural facilities in the Central City and encourage the development of additional facilities that promote the city as the regional and historic center for meeting and gathering. <i>(IGC/JP)</i> 	<p>The Proposed Project would include an entertainment and sports center that would be an important and iconic structure in downtown Sacramento. This would be a state-of-the-art regional facility that would add to the City’s cultural identity and would provide the City with a regional center for concerts, conventions, sporting events, family shows, graduations, and other gathering occasions that would attract visitors from outside the Sacramento area.</p>
<ul style="list-style-type: none"> LU 8.1.5 LEED Standard for City-Owned Buildings. The City shall ensure that all new or renovated City-owned buildings are energy efficient and meet, at a minimum, LEED (Leadership in Energy and Environmental Design) Silver or equivalent standard. <i>(RDR/SO)</i> 	<p>The proposed ESC would be owned by the City and would meet LEED Gold standards thereby ensuring an efficient and sustainable use of the site, and exceeding the requirements of LEED Silver in this policy. It is expected that the project would achieve the following goals:</p> <ul style="list-style-type: none"> • 15% better than Title 24 energy reduction; • 25% better than CalGreen Baseline; • Up to 1% use of on-site generated renewable energy; • 10% use of recycled content in building materials; • 10% use of regionally supplied building materials; and • 75% recycling of construction waste.

TABLE 3-1 (Continued)
SACRAMENTO ENTERTAINMENT AND SPORTS CENTER & RELATED DEVELOPMENT
CITY OF SACRAMENTO 2030 GENERAL PLAN—RELEVANT GOALS AND POLICIES

Applicable 2030 General Plan Goal/Policy	Discussion
Economic Development	
<p>Goal ED 3.1 Land, Sites, and Opportunities. Provide opportunities for expansion and development of businesses by ensuring availability of suitable sites, appropriate zoning, and access to infrastructure and amenities.</p>	<p>The Proposed Project would increase the amount and diversity of developed space on the project site. Excluding the proposed ESC, the Proposed Project would increase the built space within the project site by approximately 600,000 sf. The site would change from one developed exclusively for retail and office uses, to one that provides space for a wider range of uses including retail, restaurant, office, and hotel businesses, and residential units. By adding a mixed use development to Sacramento's Central Business District, the Proposed Project would increase opportunities for the expansion of existing businesses as well as opportunities for new businesses.</p>
<ul style="list-style-type: none"> • ED 3.1.7 Infrastructure and Public Facilities. The City shall continue to identify, construct, and maintain infrastructure systems and facilities required to promote and sustain a positive economic climate. <i>(MPSP/SO)</i> 	<p>The Proposed Project would rely upon City and other related infrastructure systems, including roads, water, sewer, drainage, energy, and telecommunications. As described in several chapters of this EIR, the Proposed Project would contribute to continued maintenance and enhancement of these systems through payment of connection and mitigation fees, including fees that would be used to expand the capacity of the City's Combined Sewer System, Regional Transit's proposed new Streetcar, the City's water treatment and conveyance system, and others.</p>
<ul style="list-style-type: none"> • ED 4.1.3 Public/Private Partnerships. The City shall support and encourage public/private partnerships and other efforts to implement the key development projects that meet the City's revitalization and redevelopment goals. <i>(IGC/JP)</i> 	<p>The Proposed Project would be a public-private partnership intended to replace the aged, inefficient, auto-oriented, suburban Sleep Train Arena with a new, LEED Gold, downtown entertainment and sports center, and, in doing so, to further advance the City's long-term efforts to revitalize and enhance the City's downtown core.</p>
Education, Recreation, and Culture	
<p>Goal ERC 4.1 Diversity of Arts and Cultural Facilities and Programs. Provide a diversity of first-class arts and cultural facilities and programs for people of all ages to improve knowledge of Sacramento's history, enhance quality of life, and enrich community culture.</p>	<p>The Proposed Project would include an entertainment and sports center that would be a state-of-the-art facility that would add to the City's cultural identity and would provide the City with a regional center for concerts, conventions, sporting events, family shows, graduations, and other gathering occasions that would attract visitors from around and outside the Sacramento area. Please also see discussion of Goal LU 5.1, above.</p>
<ul style="list-style-type: none"> • ERC 4.1.1 Sacramento as the Region's Cultural Center. The City shall partner with universities and educational institutions, libraries, arts and cultural organizations and facilities, and creative individuals and supporters to strengthen the region's network of cultural resources. <i>(IGC/JP)</i> 	<p>The ESC would provide the City a venue that could create opportunities to partner with universities, educational institutions, libraries, and other cultural organizations in order to bring additional cultural events and attractions to Sacramento. It is expected that the ESC would continue to accommodate graduations for local universities and high schools, could serve as a venue for high school and intercollegiate athletic events, would attract musical acts and other performances, and in other similar ways expand the range of cultural resources available to the residents of Sacramento and the region.</p>
<ul style="list-style-type: none"> • ERC 4.1.4 Downtown Venues for the Region. The City shall explore opportunities to work with other jurisdictions in the region to support the development and expansion of regional performing arts venues in downtown Sacramento. <i>(IGC)</i> 	<p>In addition to athletic events, the proposed ESC would be a venue for large-scale performing arts and musical acts, and would provide the City an opportunity to work with other jurisdictions in the region to develop and expand performing arts in downtown Sacramento.</p>
<ul style="list-style-type: none"> • ERC 4.1.9 Citywide Expansion of Resources. The City shall encourage and support expansion of art and cultural events, festivals, activities, and performances throughout the city. <i>(SO/IGC/JP)</i> 	<p>As noted above and in Chapter 2, Project Description, the proposed ESC would provide the City with a regional center for concerts, sporting events, family shows, and other cultural events. In conjunction with the Sacramento Convention Center, the ESC could be a venue for large conventions and conferences, expanding the potential for Sacramento to attract large events.</p>

TABLE 3-1 (Continued)
SACRAMENTO ENTERTAINMENT AND SPORTS CENTER & RELATED DEVELOPMENT
CITY OF SACRAMENTO 2030 GENERAL PLAN—RELEVANT GOALS AND POLICIES

Applicable 2030 General Plan Goal/Policy	Discussion
<p>Goal ERC 5.1 Major Destination Attractions. Maintain and strengthen Sacramento’s traditional role as the regional center for major destination attractions.</p> <ul style="list-style-type: none"> ERC 5.1.1 Development and Expansion of Attractions. The City shall support the development and expansion of world-class destination attractions throughout Sacramento including museums, zoos, and the Sacramento River and American River waterfronts. <i>(RDR)</i> 	<p>The proposed ESC would be an important destination attraction for downtown Sacramento and the Sacramento region. It would be a new facility that would provide the City with a state-of-the-art regional center for concerts, conventions, sporting events, family shows, ice shows, and other gathering occasions that would attract visitors from outside the Sacramento area.</p>
<p>Central City Community Plan Policies</p>	
<p>Land Use and Urban Design</p>	
<p>CC.LU 1.3 Interrelated Land Uses. The City shall provide for organized development of the Central City whereby the many interrelated land use components of the area support and reinforce each other and the vitality of the community. <i>(RDR/MPSP)</i></p>	<p>The Proposed Project would be a mixed-use development in the downtown area of the Central City that would include a variety of interrelated land uses that would serve to benefit and enhance living, working, and shopping opportunities in the Central City. The residential, hotel, and retail/restaurant uses developed in the PUD area would be expected to support and be supported by the ongoing activities at the ESC. Similarly, it is expected that uses developed in the Proposed Project would integrate synergistically with surrounding uses in the project vicinity, including the thousands of office, retail, and government workers employed within walking distance to the project site, the transportation uses around the CBD, and other entertainment, cultural, and event venues within the CBD.</p>
<p>CC.LU 1.5 Office Development. The City shall provide the opportunity for office development in appropriate areas of the Central City, placing emphasis for development in and around the Central Business District. <i>(MPSP)</i></p>	<p>Consistent with policies CC.LU 1.5 and CC.LU 1.6, the Proposed Project would include up to 475,000 sf of office space in the CBD area of downtown Sacramento, an expansion of nearly 200,000 sf over the existing amount of office space on the project site.</p>
<p>CC.LU 1.6 Office Development. The City shall encourage public and private office development, where compatible with the adjacent land uses and circulation system, in the Central Business District, Southern Pacific Railyards, and Richards Boulevard area. <i>(MPSP/JP)</i></p>	<p>With the exception of the Macy’s West building, the theater and fitness space, other retail space in the Downtown Plaza development has experienced a steady decline in occupancy from over 90% occupied in 2004 to approximately 50% occupied in 2013. The office space in Downtown Plaza has experienced an average occupancy of approximately 50% during that same period, with occupancy dropping to approximately 35% in 2012. The physical condition of the Downtown Plaza buildings has incrementally deteriorated over recent years due largely to lack of maintenance and upkeep. By replacing an outdated and underutilized space, the Proposed Project would improve the physical and aesthetic conditions of the project site and the west end of the CBD.</p>
<p>CC.LU 1.7 Central Business District. The City shall improve the physical and social conditions, urban aesthetics, and general safety of the Central Business District. <i>(MPSP)</i></p>	<p>With the exception of the Macy’s West building, the theater and fitness space, other retail space in the Downtown Plaza development has experienced a steady decline in occupancy from over 90% occupied in 2004 to approximately 50% occupied in 2013. The office space in Downtown Plaza has experienced an average occupancy of approximately 50% during that same period, with occupancy dropping to approximately 35% in 2012. The physical condition of the Downtown Plaza buildings has incrementally deteriorated over recent years due largely to lack of maintenance and upkeep. By replacing an outdated and underutilized space, the Proposed Project would improve the physical and aesthetic conditions of the project site and the west end of the CBD.</p>
<p>Housing</p>	
<p>CC.H 1.1 Mixed-Use Buildings. The City shall provide the opportunity for mixture of housing with other uses in the same building or on the same site at selected locations to capitalize on the advantages of close-in living. <i>(RDR/MSPS)</i></p>	<p>The Proposed Project would provide for vertically and horizontally mixed-use buildings that could include retail/commercial uses on the first floor and office, hotel, and residential uses on the upper floors. These mixed-use buildings would allow residents and workers to utilize and take advantage of the variety of land uses contained within the CBD. Please also see discussion of General Plan Policy LU 5.1.5, above.</p>

TABLE 3-1 (Continued)
SACRAMENTO ENTERTAINMENT AND SPORTS CENTER & RELATED DEVELOPMENT
CITY OF SACRAMENTO 2030 GENERAL PLAN—RELEVANT GOALS AND POLICIES

Applicable 2030 General Plan Goal/Policy	Discussion
Historic and Cultural Resources	
CC.HCR 1.1 Preservation. The City shall support programs for the preservation of historically and architecturally significant structures which are important to the unique character of the Central City.	The Proposed Project would attract additional people to the downtown area where they would be able to see and appreciate many of the historical buildings that are in the vicinity. By reconfiguring and opening up the physical space on the project site, thousands of people would have the opportunity to see City landmark structures that are adjacent to the project, including the California Fruit Building, the Traveler's Hotel building, the Ramona Hotel building, and the Hotel Marshall, along with the nearby buildings that are part of the Merchant Street Historic District and the nearby Old Sacramento State Historic Park and National Historic Landmark District. As is addressed in detail in Chapter 4.4, Cultural Resources, the existing Downtown Plaza buildings that would be demolished are not historically or architecturally significant.
Mobility	
CC.M 1.2 Adequate Parking. The City shall provide adequate offstreet parking to meet the needs of shoppers, visitors, and residents.	The Proposed Project would include up to 3,418 off-street parking spaces to serve event attendees, residents, and workers, a reduction of at least 282 spaces compared to the existing 3,700 spaces currently on the project site. It is anticipated that employees, patrons, residents, and event attendees would use on-site parking in combination with nearby off-site parking resources. Studies documented in Chapter 4.10, Transportation, reflect that on weekday evenings there are approximately 7,500 available off-street parking spaces within a one-quarter mile radius of the proposed ESC, and approximately 13,500 available off-street parking spaces within a one-half mile radius of the site. Based on studies of parking occupancy, there would be more than enough parking in the project vicinity to support all anticipated events and uses at the project site.
CC.M 1.7 Increased Frequency for Transit. The City shall encourage increased frequency and scheduling reliability of local transit routes within the Central City area, including signal pre-emption in all major transit corridors.	The project site is immediately adjacent to all of Regional Transit light rail lines, six bus stops serving several regional transit providers, and within three blocks of the Sacramento Valley Station Amtrak depot served by the Capitol Corridor service. It is anticipated that the frequency of local transit options would increase as local transit providers seek to provide service to the daytime and evening employees, residents and visitors to the Proposed Project. The Proposed Project would include the temporary, and possible permanent, relocation of two bus stops that are currently located on the project frontage on L Street to alternate locations within one block of the current bus stop location.

Planning and Development Code – C-3 (Central Business District) Zone

The City of Sacramento’s Planning and Development Code (Sacramento City Code Title 17) is intended “[t]o implement the city’s general plan through the adoption and administration of zoning laws, ordinances, rules, and regulations (§17.100.010(B)). To achieve this outcome the Planning and Development Code:

- regulates the use of land, buildings, or other structures;
- regulates the location, height, and size of buildings or structures, yards, courts, and other open spaces, the amount of building coverage permitted in each zone, and population density; and
- regulates the physical characteristics of buildings, structures, and site development, including the location, height, and size of buildings and structures; yards, courts, and other open spaces ; lot coverage; land use intensity through regulation of residential density and floor area ratios; and architectural and site design.

The ESC project site is zoned C-3 (Central Business District Zone) which is addressed in chapter 17.216.800 through 17.216.880 of the Planning and Development Code. The Central Business District zone applies to an approximately seventy (70) block portion of the Central City. The CBD zone is intended for the City’s most intense retail, commercial, office developments and is the City’s only classification which has no height limit.

This designation provides for by-right mixed-use high-rise development and single-use or mixed-use development within easy access to transit (i.e., ground floor office/retail beneath residential apartments and condominiums) that includes the following:

- Office, retail, restaurant, service, cinema, fitness, hotel, and uses
- Multifamily dwellings (e.g., apartments and condominiums)
- Gathering places such as plazas, courtyards, or parks
- Compatible public, quasi-public, and special uses.

Multi-family residential uses are allowed as permitted uses subject to certain operational requirements established in chapter 17.228.117 of the Planning and Development Code.

There are also a number of land uses that are allowed as conditional uses pursuant to approval by the Planning and Design Commission or the Zoning Administrator. Such conditionally allowed uses in the CBD zone include, but are not limited to, sports complexes, retail stores over 125,000 sf, bars and nightclubs, and outdoor markets.

The CBD zone includes a requirement for ground-floor retail uses which is intended to “preserve, enhance, and ensure establishment of retail commercial, personal service, and pedestrian-oriented uses for the street level of buildings that abut a public street.” More specifically, within the project site, 75% of the ground floors must be qualifying retail uses on the south side of J Street between

5th and 7th Streets, on the east side of 5th Street between J and L Streets, on the west side of 5th Street between L and K Streets, and on the east side of 4th Street between L and K Streets. On all other block faces within the project site, a minimum of 50% of ground floors must be qualifying retail uses. Pedestrian-oriented uses that qualify to meet the ground-floor retail requirement include: retail stores, restaurants, bars and nightclubs, indoor athletic clubs and fitness studios, cinemas, commercial services, museums, amusement centers, and theaters. A conditional use permit is required to deviate from the CBD zone ground-floor retail requirements.

Offsite Digital Billboards

Federal

There are no specific federal regulations pertaining to land use consistency or compatibility that would be applicable to the digital billboard portion of the Proposed Project.

State

The California Department of Transportation (Caltrans) is involved in the control of “off-premise” displays along state highways. Such displays advertise products or services of businesses located on property other than the display. Caltrans does not regulate on-premise displays.

Some freeways are classified as “landscaped freeways.” A landscaped freeway is defined as one that is now, or may in the future be, improved by the planting of lawns, trees, shrubs, flowers or other ornamental vegetation requiring reasonable maintenance on one or both sides of the freeway (Government Code Section 5216). Off-premise displays are not allowed along landscaped freeways except when approved as part of relocation agreements.

The Federal Highway Administration has entered into written agreements with various states as part of the implementation of the Highway Beautification Act. California has entered into two such agreements: one dated May 29, 1965, and a subsequent agreement dated February 15, 1968. The agreements generally provide that the State will control the construction of all outdoor advertising signs, displays and devices within 660 feet of the interstate highway right-of-way. The agreements provide that such signs shall be erected only in commercial or industrial zones, and are subject to the following restrictions:

- No signs shall imitate or resemble any official traffic sign, signal or device, nor shall signs obstruct or interfere with official signs;
- No signs shall be erected on rocks or other natural features;
- Signs shall be no larger than 25 feet in height and 60 feet in width, excluding border, trim and supports;
- Signs on the same side of the freeway must be separated by at least 500 feet; and
- Signs shall not include flashing, intermittent or moving lights, and shall not emit light that could obstruct or impair the vision of any driver.

California regulates outdoor advertising in the Outdoor Advertising Act (Business and Professions Code, Sections 5200 et seq.) and the California Code of Regulations, Title 4, Division 6 (Sections 2240 et seq.) Caltrans enforces the law and regulations. Caltrans requires applicants for new outdoor lighting to demonstrate that the owner of the parcel consents to the placement sign, that the parcel on which the sign would be located is zoned commercial or industrial, and that local building permits are obtained and complied with. A digital billboard is identified as a “message center” in the statute, which is an advertising display where the message is changed more than once every two minutes, but no more than once every four seconds (Business and Professions Code, Section 5216.4).

The Act prohibits signage along landscaped freeways (§5440). The City has designated all freeways within the City as landscaped freeways (City Code §15.148.840). Caltrans has interpreted these provisions as allowing new billboards along such freeway segments if a relocation agreement has been approved pursuant to §5412 of the Outdoor Advertising Act. The Outdoor Advertising Act contains a number of provisions relating to the construction and operation of billboards:

- The sign must be constructed to withstand a wind pressure of 20 pounds per square foot of exposed surface (Section 5401);
- No sign shall display any statements or words of an obscene, indecent or immoral character (Section 5402);
- No sign shall display flashing, intermittent or moving light or lights (Section 5403(h));
- Signs are restricted from areas within 300 feet of an intersection of highways or of highway and railroad right-of-ways, but a sign may be located at the point of interception, as long as a clear view is allowed for 300 feet, and no sign shall be installed that would prevent a traveler from obtaining a clear view of approaching vehicles for a distance of 500 feet along the highway (Section 5404); and
- Message center signs may not include any illumination or message change that is in motion or appears to be in motion or that change or expose a message for less than four seconds. No message center sign may be located within 500 feet of an existing billboard, or 1,000 feet of another message center display, on the same side of the highway (Section 5405).

Additional restrictions on outdoor signage are found in the California Vehicle Code, Section 21466.5 prohibits the placing of any light source “...of any color of such brilliance as to impair the vision of drivers upon the highway.” Specific standards for measuring light sources are provided. The restrictions may be enforced by Caltrans, the California Highway Patrol or local authorities.

Local

The 2030 General Plan land use designations, and Planning and Development Code zoning classifications of the ten potential Offsite Digital Billboard sites are described in Chapter 2, Project Description, and summarized below (Table 3-2).

**TABLE 3-2
OFFSITE DIGITAL BILLBOARDS
CITY OF SACRAMENTO 2030 GENERAL PLAN—GOALS AND POLICIES**

Applicable 2030 General Plan Goal/Policy	Discussion
Land Use and Urban Design	
<p>LU 2.4.3 Enhanced City Gateways. The City shall ensure that public improvements and private development work together to enhance the sense of entry at key gateways to the city. (<i>JP</i>)</p>	<p>The proposed offsite digital billboards that could be located at the I-5 at Water Tower and I-5 at Bayou Road sites would accentuate the sense of these locations as gateways into the City. The signs would be approximately 45-feet above the road elevation and would be lit and animated to be highly visible.</p>
<p>LU 6.1.12 Visual and Physical Character. The City shall promote development patterns and streetscape improvements that transform the visual and physical character of typical automobile-oriented corridors by:</p> <ul style="list-style-type: none"> • Enhancing the definition of the corridor by locating buildings at the back of the sidewalk, and establishing a consistent street wall • Introducing taller buildings that are in scale with the wide, multi-lane street corridors • Locating off-street parking behind or between buildings (rather than between building and street) • Reducing visual clutter by regulating the number, size and design quality of signs • Removing utility poles and under-grounding overhead wires • Adding street trees 	<p>No buildings are proposed as part of the off-site digital billboard portion of the project. The Proposed Project would eliminate the existing City code requirement for relocation agreements that would otherwise result in removal of some existing billboards, and, thus, would not result in the reduction of the number or size of signs in auto-oriented corridors. Nevertheless, because most of the proposed billboard locations are not considered highly visually sensitive and would be high-quality designs, the addition of six offsite digital billboards would not be inconsistent with this policy.</p>
<p>LU 7.2.5 Industrial Development Design. The City shall require that new and renovated industrial properties and structures incorporate high-quality design and maintenance including the following:</p> <ul style="list-style-type: none"> • Extensive on-site landscaping and buffers • Visual screening of areas used for outdoor storage, processing, and other industrial operations • Consistent architectural treatment of all building elevations • Consistent and well-designed signage • Control of on-site lighting, noise, odors, vibrations, toxic materials, truck access, and other factors that may impact adjoining nonindustrial land uses • Employee amenities, such as outdoor seating for employees 	<p>The I-80 at Roseville Road site is located in the M-1 industrial zone. The site is currently dominated by the elevated I-80 structure, power lines, chain link fencing, and existing metal industrial structures. The proposed digital billboard would be designed to be visually appealing and would be visually interesting due to animated and changing messages. By adding a well-designed and visually interesting billboard to an otherwise visually unappealing industrial site, the project would be consistent with this policy.</p>
<p>LU 8.1.11 Joint Development. The City shall encourage public/private partnerships when developing surplus City properties to enhance the surrounding community and provide a source of revenue to fund improvements to city services or facilities.</p>	<p>As proposed, the offsite digital billboards would be privately owned but constructed on City property. Thus, these would be similar to public/private partnerships and would be part of a larger joint development involving the proposed ESC located in downtown Sacramento. The revenues generated by the offsite digital billboards would be part of the revenue stream that would be generated to the City as established in the Development Agreement and other definitive documents.</p>
Economic Development	
<p>Goal ED 3.1 Land, Sites, and Opportunities. Provide opportunities for expansion and development of businesses by ensuring availability of suitable sites, appropriate zoning, and access to infrastructure and amenities.</p>	<p>By creating opportunities for business use of City-owned sites that are currently not available for development or are in use by businesses, the Proposed Project would include opportunities for the expansion of existing businesses as well as opportunities for new businesses. Thus, the project would be consistent with this goal.</p>
<p>ED 4.1.3 Public/Private Partnerships. The City shall support and encourage public/private partnerships and other efforts to implement the key development projects that meet the City's revitalization and redevelopment goals. (<i>IGC/JP</i>)</p>	<p>As noted above, the proposed offsite digital billboards would be private enterprises constructed on City-owned property. Since these offsite digital billboards would represent public-private partnership, the project would be consistent with this policy.</p>

2030 General Plan*I-5 at Water Tank*

The I-5 at Water Tank site is designated as Public/Quasi-Public and zoned as A-Agricultural.

I-5 at Pioneer Reservoir

The I-5 Pioneer Reservoir site is designated as Urban Center High and zoned as C-2 General Commercial.

Business 80 at Sutter's Landing Regional Park

The Business 80 at Sutter's Landing Park site is designated as Parks and Recreation and zoned as A-OS Agriculture-Open Space.

Business 80 at Del Paso Regional Park/Haggin Oaks

The Business 80 at Del Paso Regional Park/Haggin Oaks site is designated as Parks and Recreation and zoned as R-1 Standard Single Family.

Business 80 at Sutter's Landing Regional Park/American River

The Business 80 at Sutter's Landing Regional Park/American River site is designated as Parks and Recreation and zoned as A-OS Agriculture-Open Space.

I-80 at Roseville Road

The I-80 at Roseville Road site is designated as Employment Center Low Rise and zoned as M-1 Light Industrial.

SR 99 at Calvine Road

The SR 99 at Calvine Road site is designated as Suburban Center and zoned as HC Highway Commercial.

I-5 at Bayou Road

The I-5 at Bayou Road site is designated as Employment Center Mid Rise and zoned as TC Transportation Corridor.

I-5 at San Juan Road

The I-5 at San Juan Road site is designated as Employment Center Mid Rise and zoned as A-OS PUD Agriculture-Open Space Planned Unit Development. The site is located within the Park View/River View Planned Unit Development.

I-5 at Sacramento Railyards

The I-5 at Sacramento Railyards site is designated as Public/Quasi-Public and zoned as TC Transportation Corridor.

Planning and Development Code

As noted above, the zoning classifications for potential billboard sites include R-1 (Single-Family Residential), C-2 (General Commercial), HC (Highway Commercial), M-1 (Light Industrial), A (Agricultural), A-OS (Agriculture-Open Space), A-OS PUD (Agriculture-Open Space Planned Unit Development), and TC (Transportation Corridor).

Sacramento City Code (Title 15 Buildings and Construction)

Signs within all zones in the city are regulated under City Code Title 15, Building and Construction, Chapter 15.148 – Signs. The regulations detailed in Chapter 15.148 govern the number, size, type, location, subject matter and other provisions relating to signs within the various zones of the city. The purpose of the sign regulations is to eliminate potential hazards to motorists and pedestrians; to encourage signs which, by their good design, are integrated with and harmonious to the buildings and sites which they occupy, and which eliminate excessive and confusing sign displays; to preserve and improve the appearance of the City as a place in which to live and to work and as an attraction to nonresidents who come to visit or trade; to safeguard and enhance property values; to protect public and private investment in buildings and open spaces; to supplement and be a part of the regulations imposed and the plan set forth under the comprehensive zoning ordinance of the city; and to promote the public health, safety and general welfare.

Regardless of which sites are chosen for future offsite sign locations, each sign would be required to comply with the regulations established by Chapter 15.148 of the City Code for the zone in which it is located, as noted below:

- CBD zone – Chapter 15.148.190;
- R-1 zone – Chapter 15.148.110;
- C-2 and M-1 zones – Chapter 15.148.160;
- A, A-OS, and A-OS PUD zones – Chapter 15.148.120; and
- Railyards SPD – Chapter 15.148.193.

The City Code does not address signs that would be located in areas zoned TC (Transportation Corridor) since they would be under the jurisdiction of the California Department of Transportation.

Signs may be subject to approval of a zoning administrator’s special permit or permitted only with the prior approval of the planning and design commission.

Chapter 15.148.640 of the City Code prohibits animated and intensely light signs, specifically stating that “[n]o sign shall be permitted which is animated by means of flashing, scintillating, blinking or traveling lights or any other means not providing constant illumination. No sign shall be permitted which because of its intensity of light constitutes a nuisance or hazard to vehicular traffic, pedestrians or adjacent properties.”

Notwithstanding the prohibition on animated signs, digital billboards on City land are allowed subject to a City Council approval that is regulated specifically within Chapter 15.148.815 of the

City Code, which states that the City Council may approve a relocation agreement that authorizes relocation of an existing fixed billboard and the construction of a new digital billboard on City-owned property adjacent to a freeway, subject to the following additional provisions:

- a. The City-owned property is located in a commercial or industrial zone;
- b. All digital-display faces must be oriented primarily for viewing from the adjacent freeway;
- c. The maximum height of a digital billboard, measured from grade to the top of the digital-display face, is eighty-five (85) ft; and the overall maximum height, measured from grade to the top of the billboard structure, is ninety (90) ft.;
- d. A digital billboard may have either one or two display faces, and the maximum area of a display face is seven hundred (700) sf.;
- e. An existing off-site sign that is removed and relocated under a relocation agreement that authorizes the construction of a digital billboard may be either a legal conforming sign or a legal nonconforming sign;
- f. A digital billboard may display only a series of still images, each of which is displayed for at least eight seconds. The still images may not move or present the appearance of motion and may not use flashing, scintillating, blinking, or traveling lights or any other means not providing constant illumination. Transition or blank screen time between one still image and the next may not exceed one second; and
- g. The City must comply with CEQA before authorizing a digital billboard.

Land Use Evaluation

This section evaluates the Proposed Project for compatibility with existing and planned adjacent land uses and for consistency with adopted plans, policies, and zoning designations. Physical environmental impacts resulting from the Proposed Project are discussed in the applicable environmental resource sections in this EIR. This section differs from impact discussions in that only compatibility and consistency issues are discussed, as opposed to environmental impacts and mitigation measures. This discussion complies with section 15125(d) of the CEQA Guidelines, which requires EIRs to discuss inconsistencies with general plans and regional plans as part of the environmental setting.

Compatibility with Existing and Planned Adjacent Land Uses

ESC Site

The existing land uses adjacent to the project site consist primarily of office buildings and commercial/retail space including Macy's West, 630 K Street, the California Fruit Building, and the Traveler's Hotel Building. At the southeast corner of 6th and J Streets, the Ramona Hotel building currently houses the Church of Scientology. A commercial hotel, the Holiday Inn, is located across 4th Street to the west, and two single room occupancy residential buildings, the Hotel Marshall and Jade Apartments, are located on 7th Street to the east of the project site. Two

residential apartment buildings (Ping Yuen and the Wong Center) are located across J Street north of the project site and there are approved residential buildings planned for construction south of the project site at 301 Capitol Mall (The Towers) and 601 Capitol Mall (Aura).

The ESC would replace one existing developed urban use for another. The addition of mixed-use buildings ranging from mid-rise up to approximately 30 stories (350 feet in height) along J Street would intensify but not materially change the pattern of land uses on the project site or in the surrounding area. Furthermore, it is not anticipated that operation of the Proposed Project would generate excessive noise, light, dust, odors, or hazardous emissions that could be considered incompatible with existing or planned adjacent land uses (see Sections 4.1 Aesthetics, Light and Glare; 4.2 Air Quality; and 4.8 Noise for project impacts related to these topic areas).

The retail and commercial components of the Proposed Project would be the similar to those currently occurring on the project site, so the Proposed Project would not introduce a new type of sensitive use to the area. The construction and operation of the proposed ESC would introduce a major new public gathering place and event facility into a part of Sacramento where such uses have not previously occurred. The uses within the Downtown Plaza property would be more intensive, but not materially different than the uses that occur in and around the Sacramento Convention Center complex located about six blocks west at K and 13th Streets. In that location a major event facility coexists positively with nearby office, hotel, retail and restaurant uses. While there are not examples in Sacramento of housing mixed with such hotel, commercial, event, and office uses, other cities in the California contain such examples, such as in the South of Market area of San Francisco (around AT&T Park) and the Gaslamp Quarter of downtown San Diego (around Petco Park).

The two bus stops that would be temporarily and/or permanently displaced would be replaced at locations within one block that, in terms of adjacent land uses, would be similar in character to the existing locations. Therefore, it is not anticipated that any land use incompatibility with existing and planned adjacent land uses would occur.

Offsite Digital Billboard Sites

Each of the proposed digital billboard sites is located along a freeway within the City limits. The discussion, analysis, and conclusions regarding the project's compatibility with existing and planned land uses, including discussion of location, size, height, and lighting, are based on compliance with the various conditions stated in the City Code, mitigation measures identified in this environmental document, and the provisions of federal and state law. Enforcement of these provisions is assigned to various entities, and in many cases compliance efforts would be undertaken, if at all, following receipt of complaints. Significant effects could occur if the proposed offsite digital billboards, if approved, installed and operated, would not comply with restrictions regarding location, size, height, intensity of light or other restrictions. Compliance with applicable regulations would ensure that effects would be less than significant. Therefore, it is not anticipated that any land use incompatibility with existing and planned adjacent land uses would occur.

I-5 at Water Tank

The I-5 at Water Tank site is adjacent to the I-5 southbound lanes, near its intersection with Freeport Boulevard. The site is adjacent to an iconic City water tank (emblazoned with “Welcome to Sacramento” on its southeast face), as well as a single family residence at the eastern end of El Morro Court. There are several other homes on El Morro Court from which an elevated billboard would be visible. The proposed digital billboard would be within the chain link fence, would face north and south, would be approximately 936 square feet in size and approximately 45 feet in height.

It is possible that the billboard would be visible from backyards of homes located on the south side of El Morro Court, from the front yards of homes located on the north side of El Morro Court, and from the backyards of homes located on the east side of El Rito Way between El Morro Court and Los Rancho Way. From these homes, depending on the precise location and height of the sign, the size and shape of the billboard may be seen. The billboard faces are comprised of a series of light emitting diodes (LEDs). An LED is at full brightness when viewed straight on — or from dead center. The level of brightness is cut in half by moving the viewing position to a 35° angle from dead center, and at a sufficient angle the LED lights are not visible. The height and angle of the billboard would be designed to be seen from straight on by drivers in cars on the elevated I-5. The height, alone, would ensure that no residents on ground level in backyards or in homes would see the signs from straight on. Depending on the orientation angle of the billboard faces, the visibility of the LED lights would be materially reduced or eliminated. As is discussed in Chapter 4.1, Aesthetics, Light and Glare, the intent of Mitigation Measure 4.1-1(a) would be to ensure that the light from the billboard at this location would be sufficiently reduced to avoid disturbance of activities in homes and yards of nearby residences. Nevertheless, depending on the final placement and design of the digital billboard at this location, it is possible that Mitigation Measure 4.1-1(a) may not be able to fully screen the billboard face from nearby homes. Thus, a digital billboard at this site could be considered incompatible with adjacent residential uses.

There are no other uses in the vicinity of this site with which an off-site digital billboard would be incompatible.

US 50 at Pioneer Reservoir

The nearby land uses at the Pioneer Reservoir site include the elevated section of US-50/Pioneer Bridge, the covered Pioneer Reservoir structure, a rail line, and the Sacramento River. As is described in the Project Description, the billboard at this site would be elevated to a height 45 feet above the road bed of westbound US-50. Other than the billboard structure, the billboard face would not be materially visible from the ground level at this site due to the oblique angles. The addition of the billboard post in this location would not be incompatible with any adjacent or nearby land uses.

Business 80 at Sutter’s Landing Regional Park

The Business 80 at Sutter’s Landing Regional Park site is located within the former City landfill site adjacent to Business 80. The proposed digital billboard site is surrounded by Sutter’s Landing Regional Park on the west, north and east. A future digital billboard would not be incompatible with uses on these sides. The property south of this site, across Business 80, is currently being

studied for residential development as part of the McKinley Village proposal. Although no project has yet been approved, it is possible that, if approved, the digital billboard at this location would be visible from one or more residences. However, because the billboard would be oriented to provide a single face visible to drivers on eastbound Business 80, views from the residences in the proposed McKinley Village project, if it were approved and developed, would likely be oblique and the visibility of the light and animation would be materially diminished. In addition, there are three static billboards that are currently on the north side of Business 80, so the addition of an additional billboard would not be incompatible with future planned residential uses.

Business 80 at Del Paso Regional Park/Haggin Oaks

The Business 80 at Del Paso Regional Park/Haggin Oaks site is immediately south of the golf course, in the approximately 15-foot-wide area between the Haggin Oaks Trail and the Business 80 right-of-way. The proposed digital billboard site is surrounded by the Haggin Oaks Trail to the west and east, the Alister MacKenzie Golf Course to the north, and Business 80 to the south. Across Business 80 are various commercial and industrial uses. While the billboard would be visible from various angles to golfers playing holes 3, 4, 8 and 9 of the Alister MacKenzie Golf Course, there would be no aspects of the project that would be incompatible with the adjacent recreational uses.

Business 80 at Sutter's Landing Regional Park/American River

The Business 80 at Sutter's Landing Regional Park/American River site is located near the intersection of Business 80 and the American River. The proposed American River site is located immediately southwest of an existing levee and the American River Parkway, and east of the Union Pacific Railroad tracks. The proposed American River site is surrounded by Sutter's Landing Regional Park to the north and west. The City of Sacramento's 2003 Sutter's Landing Park Master Plan identifies this area of the park as a future natural area, including such active and passive recreational features as disc golf, hiking trails, historical/natural interpretive signage, mountain biking, and viewing/overlook areas.⁴ The only currently funded improvement planned for this part of the park involves the planting of trees as mitigation for tree removal at other locations; this project was initiated in late November 2013.⁵ The City has identified a range of unfunded projects for the Park, including a possible City gateway/park sign for the triangle area in which the digital billboard site would be located.⁶

The proposed digital billboard at this site would not be the type of use that was envisioned in the Sutter's Landing Park Master Plan. Nevertheless, there are a number of static billboards in or adjacent to the Park. Further, the location identified for a digital billboard at this site would be immediately adjacent to the Business 80 freeway, with its associated noise and light. In the context of the existing overall environment, the addition of the proposed digital billboard would

⁴ City of Sacramento Department of Parks and Recreation, 2003. *Overall Master Plan for Sutter's Landing Park*. September 2003.

⁵ City of Sacramento Department of Parks and Recreation, 2013a. *Existing & Funded Improvements, Sutter's Landing Park*. June 2013.

⁶ City of Sacramento Department of Parks and Recreation, 2013b. *Proposed Unfunded Projects, Sutter's Landing Park*. June 2013.

not represent a substantial change from the existing conditions. In the context of future plans for the project site to be part of a natural area, a proposed digital billboard would not be incompatible with planned active recreational uses, such as mountain biking or disc golf. However, the proposed digital billboard at this location may be considered to be inconsistent or incompatible with future planned use of the project site as a natural area, including passive recreational uses such as hiking on trails with interpretive signage or day or night use of viewing platforms or overlooks.

In addition, in March 2012, the City Council approved the 28th Street Landfill Tree Mitigation Committee Report to City Council.⁷ The Report outlined a plan to mitigate for the loss of habitat values due to tree removal from a detention basin in Sutter's Landing Regional Park that had previously occurred. In part, the mitigation project called for restoration of the "City's portion of the Triangle area by planting and seeding native trees, native shrubs and other native plants (vines, forbs, and grasses), following removal of the existing non-native plants and preparation of the site."⁸ Implementation of the mitigation project was initiated in November 2013. Construction and operation of a digital billboard at this location could potentially temporarily disrupt portions of the mitigation project due to construction activities and would result in a loss of a small amount of land that would otherwise have been restored (see Impact 4.3-5), and could be considered incompatible with the natural habitat and mitigation uses of the this site. See also the discussion, below, of consistency with the American River Parkway Plan.

I-80 at Roseville Road

The I-80 at Roseville Road site is located at the intersection of I-80 westbound and Roseville Road. The proposed Roseville Road digital billboard site is fully developed and lies within a larger parcel occupied by the United States Air Force, North Highlands Air National Guard Station. The proposed Roseville Road digital billboard site is completely paved. An existing metal building used by the Air National Guard covers a portion of the site. Immediately south of the site, I-80 is elevated above the site approximately 25-30 feet. The Air National Guard Station is to the northeast of the proposed digital billboard site. There are no adjacent or nearby land uses that would be incompatible with the proposed digital billboard at this location.

SR 99 at Calvine Road

The SR 99 at Calvine Road site is located in the southeastern corner of a parcel adjacent to the SR 99 southbound onramp from eastbound Calvine Road, bound by West Stockton Boulevard to the south and a truck driveway providing access to an existing Foods Co. retail store. The parcel is fenced and is primarily used as a stormwater detention basin. An overhead power line crosses the proposed digital billboard site, approximately 15 feet west of the chain link fence separating the parcel from the SR 99 right-of-way. The power line is approximately 18-20 feet high. The proposed Calvine Road digital billboard site is surrounded by the detention basin and elevated

⁷ City of Sacramento Department of Parks and Recreation, 2012. *28th Street Landfill Tree Removal Mitigation Committee, Report to the Sacramento City Council*. March 13, 2012. The report was approved by the City Council through Resolution #2012-061 on March 13, 2012.

⁸ *Ibid.*, page 24.

Calvine Road to the north, SR 99 to the east, commercial and multi-family residential uses to the south, and the detention basin and commercial uses to the west.

There are no uses on the project site that would be incompatible with the presence of a digital billboard. The proposed billboard may be visible from the multi-family residential units that area about 400-feet south of the site on W. Stockton Blvd. However, these residences are located in an area that is surrounded by intense commercial, institutional, and industrial uses. The addition of a digital billboard in this location would not materially change the character of the vicinity and would not adversely affect the existing and future planned uses in the area.

I-5 at Bayou Road

The I-5 at Bayou Road site is located in North Natomas, within the right-of-way of Bayou Road near the I-5 southbound to SR 99 northbound ramp. The proposed digital billboard site is a landscaped roadside, covered with bark and has ornamental trees spaced 30 feet apart. The proposed Bayou Road digital billboard site is adjacent to I-5 to the north, Bayou Road and the I-5 transition to SR 99 to the east, the North Natomas Self Storage facility, open space, and residential uses to the south, and open space and agricultural land to the west.

The closest residences are located approximately 400 feet south of the digital billboard site. The site would be largely screened from these residences by the North Natomas Self Storage facility, and would only be obliquely visible out windows of the northwest-most residences on Gresham Lane. In light of the angle required for the billboard to be visible to drivers on southbound I-5, it is highly unlikely that any material visibility of the billboard face would be possible from these residences. The other uses surrounding this site would be not incompatible with the construction and operation of a digital billboard.

I-5 at San Juan Road

The I-5 at San Juan Road site is located in North Natomas, at the northwest corner of the intersection of I-5 and San Juan Road. The site is between the I-5 right-of-way and a parcel planned for commercial uses. The site is surrounded by open space and I-5 to the north, I-5 to the east, and open space and residential uses across San Juan Road to the south and west.

It is possible that the billboard would be visible from homes located on the south side of San Juan Road, from the front yards of homes located on the north side and east end of Almonetti Avenue. From these homes, depending on the precise location and height of the sign, the size and shape of the billboard may be seen. As noted previously, the billboard faces are comprised of a series of LEDs, which are at full brightness when viewed straight on. The level of brightness is cut in half by moving the viewing position to a 35° angle from dead center, and at a sufficient angle the LED lights are not visible. The height and angle of the billboard would be designed to be seen from straight on by drivers in cars on the elevated I-5. Given that I-5 is elevated by approximately 15 feet at this location, the height, alone, would ensure that no residents on ground level in homes, on walkways or sidewalks would see the signs from straight on. Depending on the orientation angle of the billboard faces, the visibility of the LED lights would be materially reduced or eliminated for ground-level observers, but it is possible that individuals in front yards or looking out first or

second floor windows at units closest to the billboard could have an angle that would allow visibility of the billboard faces. As is discussed in Chapter 4.1, Aesthetics, Light and Glare, the intent of Mitigation Measure 4.1-2(h) would be to ensure that the light from the billboard at this location would be sufficiently reduced to avoid disturbance of activities in homes and yards of nearby residences. Nevertheless, depending on the final placement and design of the digital billboard at this location, it is possible that Mitigation Measure 4.1-1(a) may not be able to fully screen the billboard face from nearby homes. Thus, a digital billboard at this site could be considered incompatible with adjacent residential uses.

The vacant parcel immediately to the west of this site is designated Employment Center Mid Rise in the 2030 General Plan, and will be developed with commercial uses in the future. These uses would not be incompatible with the construction and operation of a digital billboard.

I-5 at Sacramento Railyards

The I-5 at Sacramento Railyards site is located in the downtown Sacramento Railyards adjacent to the I Street onramp to northbound I-5. The site is designated as Public/Quasi-Public and zoned as TC Transportation Corridor. The site is currently used for transportation purposes, serving as parking for the adjacent Sacramento Valley Station, and it is anticipated that in the future an intermodal transportation facility will be constructed to replace and expand the uses that are currently on site. Approximately 400 feet southeast of the site, across I and 3rd Streets, is a Vagabond Inn motel with rooms that have visibility to the project site. At this site, the digital billboard would be elevated to provide direct straight-on views from drivers on northbound I-5, and thus any views from the ground level would be oblique, resulting in limited visibility of the LED sign. There are no adjacent or nearby land uses that would be incompatible with the construction and operation of a digital billboard at this site.

Consistency with Adopted Plans, Policies, and Zoning

An inconsistency is identified if the Proposed Project conflicts with the specific policies of the City's General Plan, CCCP, or Planning and Development Code. Regional plans addressing specific environmental issues, such as the Sacramento Area Regional Ozone Attainment Plan, are addressed in the applicable technical sections of this EIR. This chapter differs from the technical sections in Chapter 4, in that only issues of consistency of the Proposed Project with City land use policies are addressed, as opposed to environmental impacts and mitigation measures. The analysis below complies with section 15125(d) of the CEQA Guidelines, which requires EIRs to discuss inconsistencies with general plans and regional plans as part of the environmental setting. Ultimately, it is within the authority of the City Council to interpret City policies and to determine if the project is consistent or inconsistent with adopted plans and policies. Any inconsistencies with plans or policies adopted for the purpose of mitigating an environmental effect will be further discussed in appropriate sections of the EIR.

ESC Site

Sacramento Area Council of Governments Blueprint

The Proposed Project generally complies with the Blueprint's seven principles by developing a site that has previously been developed (infill); developing a site that is within downtown Sacramento (a major employment area); encouraging a range of transit opportunities due to the project's location near downtown Sacramento and proximity to recreational and commercial uses; including high-density residential units; providing a mix of land uses, including residential, retail/commercial, hotel, and office uses; and developing an attractive project with quality design, as specified in the proposed PUD Guidelines.

Sacramento 2030 General Plan

The ESC project site is designated as Central Business District (CBD) in the City's 2030 General Plan. The CBD is Sacramento's most intensely developed area. The CBD allows for a mixture of retail, office, residential, governmental, entertainment and visitor-serving uses. The Proposed Project includes a mixture of retail/commercial, office, hotel, residential, and entertainment uses consistent with the land uses identified for the CBD. The Proposed Project would not change the land use designation of the project site and would not require any General Plan Amendments in order to be approved by the City.

The 2030 General Plan includes specific goals and policies designed to support a balanced system of retail/commercial, office, residential, and entertainment uses throughout the City. As demonstrated in Table 3-1 above, the Proposed Project would be considered consistent with the goals and policies contained in the City's 2030 General Plan.

Central City Community Plan

The primary goal of the CCCP is to continue the revitalization of the Central City. The CCCP also sets forth policies to provide for organized development of the Central City whereby the many interrelated land use components of the area support and reinforce each other and the vitality of the community. The Proposed Project would result in the construction of a mixed use development in downtown Sacramento that would include an entertainment and sports center, high-density residential units, hotel, retail, and office uses. The project site is adjacent to three Regional Transit light rail lines and bus stops serving several transit providers and includes significant off-street parking. Additionally, the project would enhance the unique visual features of the entrance to the Central City through distinctive architecture, signage, and lighting, and by adding to downtown's skyline. As demonstrated in Table 3-1 above, the Proposed Project would meet many of the policies set forth in the CCCP, therefore, it would be considered consistent with the intent of the CCCP.

City of Sacramento Planning and Development Code

As described above, the Proposed Project is located in the Central Business District zone (C-3). Office, hotel, retail, multi-family residential, and entertainment uses are permitted in the C-3 district. The C-3 is intended for the most intense retail, commercial, and office uses in the City. Goals for the CBD zone include accelerating economic growth and revitalization and enhancing the character

of Sacramento's downtown. The Proposed Project would replace the under-performing and under-utilized Downtown Plaza property with a mixed use development that would include an entertainment and sports center, high-density residential units, hotel, retail, and office uses thereby improving the physical and social conditions, urban aesthetics, and safety of the project site and the CBD. The Proposed Project would be consistent with the City's Planning and Development Code.

The Capitol View Protection Requirements contained in the Sacramento City Planning and Development Code (Section 17.216.860) includes height restrictions on the blocks surrounding the State Capitol building. However, the height restrictions along L Street extend no further west than the block east of 7th Street; there are no height restrictions on the project site. The lack of height limitations in areas of the CBD not immediately adjacent to the State Capitol reflects a City policy to encourage high-density, high-rise buildings in the CBD, and to create a prominent skyline of taller buildings in downtown Sacramento.

Offsite Digital Billboards

Sacramento 2030 General Plan

Up to six offsite digital billboards are proposed at 10 potential sites throughout the City of Sacramento. The locations, land use designations, and zoning classifications of the 10 potential offsite digital billboard locations are described in Chapter 2, Project Description. The following General Plan policies relate to development issues associated with digital billboards:

Policies

- **LU 7.2.5 Industrial Development Design.** The City shall require that new and renovated industrial properties and structures incorporate high-quality design and maintenance including the following:
 - Extensive on-site landscaping and buffers
 - Visual screening of areas used for outdoor storage, processing, and other industrial operations
 - Consistent architectural treatment of all building elevations
 - Consistent and well-designed signage
 - Control of on-site lighting, noise, odors, vibrations, toxic materials, truck access, and other factors that may impact adjoining nonindustrial land uses
 - Employee amenities, such as outdoor seating for employees
- **LU 2.4.3 Enhanced City Gateways.** The City shall ensure that public improvements and private development work together to enhance the sense of entry at key gateways to the city.
- **LU 6.1.12 Visual and Physical Character.** The City shall promote development patterns and streetscape improvements that transform the visual and physical character of typical automobile-oriented corridors by:

- Enhancing the definition of the corridor by locating buildings at the back of the sidewalk, and establishing a consistent street wall
 - Introducing taller buildings that are in scale with the wide, multi-lane street corridors
 - Locating off-street parking behind or between buildings (rather than between building and street)
 - Reducing visual clutter by regulating the number, size and design quality of signs
 - Removing utility poles and under-grounding overhead wires
 - Adding street trees
- **LU 7.2.5 Industrial Development Design.** The City shall require that new and renovated industrial properties and structures incorporate high-quality design and maintenance including the following:
 - Extensive on-site landscaping and buffers
 - Visual screening of areas used for outdoor storage, processing, and other industrial operations
 - Consistent architectural treatment of all building elevations
 - Consistent and well-designed signage
 - Control of on-site lighting, noise, odors, vibrations, toxic materials, truck access, and other factors that may impact adjoining nonindustrial land uses
 - Employee amenities, such as outdoor seating for employees
 - **LU 8.1.11 Joint Development.** The City shall encourage public/private partnerships when developing surplus City properties to enhance the surrounding community and provide a source of revenue to fund improvements to city services or facilities.
 - **ED 4.1.3 Public/Private Partnerships.** The City shall support and encourage public/private partnerships and other efforts to implement the key development projects that meet the City's revitalization and redevelopment goals.

The analysis in this EIR, presented in Table 3-2, demonstrates that, with the conditions applicable under current law and the mitigation measures identified in this EIR, the construction and operation of up to six offsite digital billboards would not have a significant effect on the environment. Construction and operation of offsite digital billboards as proposed in the project would not result in inconsistencies or conflicts with the 2030 General Plan.

City of Sacramento Planning and Development Code and Sacramento City Code Title 15

As discussed above, the project would allow for the construction and operation of up to six offsite digital billboards on City-owned property within Sacramento. Zoning classifications for potential billboard sites include R-1 (Single-Family Residential), C-2 (General Commercial), HC (Highway Commercial), M-1 (Light Industrial), A (Agricultural), A-OS (Agriculture-Open

Space), A-OS PUD (Agriculture-Open Space Planned Unit Development), and TC (Transportation Corridor). All signs within the City are regulated under City Code Title 15, Building and Construction, Chapter 15.148 – Signs. The regulations detailed in Chapter 15.148 govern the number, size, type, location, subject matter and other provisions relating to signs within the various zones of the City. Regardless of which sites are chosen for future offsite billboard locations, each billboard would be required to comply with the regulations established by Chapter 15.148 of the City Code for the zone in which it is located. Billboards may be subject to approval of a zoning administrator’s special permit or permitted only with the prior approval of the Planning and Design Commission. Because all offsite digital billboards would be required to comply with City Code as well as the provisions of federal and state law related to location, size, height, and lighting, the offsite digital billboards portion of the Proposed Project would also be consistent with the requirements of the City’s Planning and Development Code and City Code Title 15.

American River Parkway Plan

The American River Parkway is an open space which extends approximately 29 miles from Folsom Dam at the northeast to the American River’s confluence with the Sacramento River at the southwest. The Business 80 at Sutter’s Landing Regional Park/American River offsite digital billboard site is located adjacent to, but outside of, the boundary of the American River Parkway.

The American River Parkway Plan is the policy document for the Parkway. The County of Sacramento adopts the Parkway Plan as an element of its General Plan. The City of Sacramento references the Parkway Plan in its General Plan.

The Parkway Plan addresses the entire length of the Parkway which includes areas in the unincorporated County, the City of Sacramento, the City of Rancho Cordova and the Lake Natoma portion of the Folsom Lake State Recreational Area. The Plan acts as an informational document and an invitation for citizen participation in the planning process. It also provides basic policy guidance for the future of the Parkway. The Parkway Plan focuses on policies related to activities within the Parkway itself, however specific direction is also provided in the policies to encourage a positive relationship with adjacent land uses while still protecting the Parkway from visual impacts outside of the Parkway.

The stated goals of the Parkway Plan are:

- To provide, protect and enhance for public use a continuous open space greenbelt along the American River extending from the Sacramento River to Folsom Dam.
- To provide appropriate access and facilities so that present and future generations can enjoy the amenities and resources of the Parkway which enhance the enjoyment of leisure activities.
- To preserve, protect, interpret and improve the natural, archaeological, historical and recreational resources of the Parkway, including an adequate flow of high quality water, anadromous and resident fishes, migratory and resident wildlife, and diverse natural vegetation.

- To mitigate adverse effects of activities and facilities adjacent to the Parkway.
- To provide public safety and protection within and adjacent to the Parkway.

In addressing issues that involve the relationship of adjacent land uses to the Parkway, the Parkway Plan states that “[a]ccomplishing the goal of minimizing visual impacts upon the Parkway may be achieved through a variety of policy tools in local zoning ordinances, as discussed in policy 7.24, such as setbacks, stepping development away from the Parkway, limiting building scale, vegetative screening, use of appropriate colors and materials, and guidelines to discourage intrusive lighting and commercial advertising.” Nevertheless, the Parkway Plan recognizes that between the confluence of the American and Sacramento Rivers and Business 80, the Parkway is in proximity to highly urbanized areas near downtown Sacramento. The Parkway Plan expressly supports higher density urban uses in this reach of the Parkway, “provided that development immediately adjacent to the Parkway continues to respect the intent of the Parkway goals by minimizing visual impacts through context sensitive design and building structure.”⁹

There are several specific policies of the American River Parkway Plan that would be relevant to the potential construction and operation of a digital billboard at the Business 80 at Sutter’s Landing Regional Park/American River site, as noted below.

Goal 7.19 Jurisdictions shall use their authority to reduce, eliminate, and/or mitigate potential adverse impacts upon the Parkway caused by adjacent land uses and activities.

Policies

- **7.19.1** Structures shall be located so that neither they, nor activities associated with them, cause damage to Parkway plants or wildlife.
- **7.19.2** Structures shall be located so that neither they, nor activities associated with them, impede the recreational use of the Parkway and such structures shall be consistent with the goals and policies of this Plan.

While these policies reflect a general theme of the Parkway Plan to avoid visual intrusion of urban land uses into the Parkway, there is also a recognition, noted above, that in the portion of the Parkway in proximity to downtown Sacramento there will be visible urban uses. The Plan states that “[v]iews from the Parkway toward adjacent land uses in this area are expected to include some visible urban structures.” In recognizing this expectation, it further states that “Development immediately adjacent to the Parkway should, however, continue to respect the intent of Parkway goals by minimizing visual impacts through context sensitive design and building structure.”¹⁰ Please also see the discussion of Policy 7.24 of the Parkway Plan in section 4.1, Aesthetics, Light and Glare.

⁹ Sacramento County, 2008. *American River Parkway Plan 2008*. p. 112.

¹⁰ Sacramento County, 2008. *American River Parkway Plan 2008*. p. 113.

3.3 Population and Housing

3.3.1 Introduction

The purpose of this chapter is to identify, estimate, and evaluate population and housing changes that would be caused by development of the Proposed Project. This chapter also describes the existing population and housing levels in the City of Sacramento. Additionally, this chapter summarizes City plans and policies pertaining to housing and commercial/office uses, including affordable housing policies and policies related to the maintenance of a jobs/housing balance. Potential inconsistencies with adopted City plans or policies are identified.

No comments were received in response to the Notice of Preparation (NOP) relating to population or housing issues.

Sources used in the preparation of this section include:

- U.S. Census (2010), American Fact Finder;
- Sacramento Area Council of Governments (SACOG), Projections of Employment, Population, Households, and Household Income in the SACOG Region for 2000-2050;
- California Department of Finance (DOF), City/County/State Population and Housing Estimates; and
- The City of Sacramento 2030 General Plan and Master EIR.

The information contained in this chapter is used as a basis for analysis of project and cumulative impacts in the technical sections of this EIR. However, changes in population and housing, in and of themselves, are considered social and economic effects, not physical effects on the environment. CEQA provides that economic or social effects are not considered significant effects on the environment unless the social and/or economic effects are connected to physical environmental effects. A social or economic change related to a physical change may be considered in determining whether the physical change is significant (CEQA Guidelines section 15382). The direction for treatment of economic and social effects is stated in section 15131(a) of the CEQA Guidelines:

“Economic or social effects of a project shall not be treated as significant effects on the environment. An EIR may trace a chain of cause and effect from a proposed decision on a project through anticipated economic or social changes resulting from the project to physical changes caused in turn by the economic or social changes. The intermediate economic or social changes need not be analyzed in any detail greater than necessary to trace the chain of cause and effect. The focus of the analysis shall be on physical changes.”

3.3.2 Environmental Setting

Population and Housing Conditions

Regional Population

According to SACOG, the greater Sacramento area, including the counties of Sacramento, Placer, El Dorado, Yolo, Sutter, and Yuba, experienced high population growth between 1990 and 2000. The area had a regional population of approximately 1,603,863 in 1990; 1,936,006 in 2000; and 2,319,348 in 2010.¹¹ This is an increase of approximately 21 percent between 1990 and 2000; and 20 percent between 2000 and 2010, making it one of the fastest growing areas in the State. Although the rate of population growth has decreased somewhat since the economic downturn began in 2007, historic trends in population growth are expected to continue, with regional population projected to reach 3,232,589 by 2030 and 3,952,098 by 2050.¹²

City of Sacramento Population

The City of Sacramento's population was approximately 473,509 as of January 1, 2013.¹³ The City had a population of 466,488 in 2010, having grown by 10.2 percent between 1990 and 2000 and by 14.6 percent between 2000 and 2010. The population increased by approximately 97,123 residents, about 27 percent, over this 20-year period. Table 3-3 summarizes the population and housing information for the City of Sacramento.

**TABLE 3-3
SACRAMENTO POPULATION AND HOUSING TRENDS**

	1990	2000	2010	Change 1990-2000	% Change 1990-2000	Change 2000-2010	% Change 2000-2010
Population	369,365	407,018	466,488	37,653	10.2%	59,470	14.6%
Housing Units	153,362	163,957	190,911	10,595	6.9%	26,954	16.4%

SOURCE: Department of Finance, 2013. *California Department of Finance, Demographic Research Unit. Table E-1 Population Estimates for Cities, Counties, and the State - January 1, 2012 and 2013.* Undated.

Population Characteristics

The median age of Sacramento residents was 33 years in 2010; similar, but slightly younger than the median age for all California residents (35.2 years). Approximately 78 percent of all City residents (363,482 individuals) were over the age of 16 in 2010, about 11 percent were seniors, and 22 percent

¹¹ Sacramento Area Council of Governments, 2012. *California State Department of Finance Population and Housing Estimates 1990-2012.* June 8, 2012.

¹² Sacramento Area Council of Governments, 2005. *Projections of Employment, Population, Households, and Household Income in the SACOG Region for 2000-2050.* September 15, 2005. p. 2.

¹³ Department of Finance, 2013. *California Department of Finance, Demographic Research Unit. Table E-1 Population Estimates for Cities, Counties, and the State - January 1, 2012 and 2013.* Undated.

were under the age of 16. Statewide, in 2010, about 64 percent of residents were between the ages of 18 and 65, 11 percent were seniors, and 25 percent were under the age of 18 (U.S. Census, 2010).¹⁴

Housing

Approximately 37,549 housing units were added in Sacramento between 1990 and 2010, a 19.7 percent increase. Housing stock in the city increased by 10,595 housing units, or about 6.9 percent, between 1990 and 2000 and by 26,954 housing units, or about 16.4 percent, between 2000 and 2010. Overall, housing in Sacramento increased at a slightly slower rate than population between 1990 and 2010 – by about 24.5 percent, compared to a 27 percent increase in population. The housing vacancy rate for Sacramento in 2010 was approximately 8.5%.¹⁵

Prior to 2008 housing prices in Sacramento had seen dramatic increases. However, beginning in 2008, the market demand for housing declined sharply nationwide, and Sacramento was no exception. This trend appears to have taken a turn over the past year or so as housing prices have begun to increase again. However, compared to housing prices in the Bay Area, prices are still relatively low. This will continue to make Sacramento a more affordable option for people employed within a reasonable commuting distance.

Jobs-Housing Balance

The concept of jobs/housing balance refers to the relationship of residences to jobs in a given community or area. Assuming a reasonable match between the affordability of housing and the incomes of jobs in the local market, if the number and proximity of residences is proportionate to the number and proximity of jobs, the majority of employees would have the opportunity to work and reside in the same community. A well-balanced ratio of jobs and housing can contribute to reductions in the number of vehicle trips resulting from commuting due to employment opportunities in closer proximity to residential areas. Such a reduction in vehicle trips would necessarily result in lower levels of air pollutant emissions (including lower greenhouse gas emissions) and less congestion on area roadways and intersections. An important consideration in evaluating the jobs/housing balance is whether housing in the community is affordable to local employees. The availability of an adequate housing supply, presenting various price levels including those that are reasonably available to those holding jobs that are offered in the community, provides the potential to reduce the length of commutes between residences and work sites.

Sacramento's employment base in 2010 was approximately 296,398, with 190,911 total housing units.¹⁶ This translates into an employee per unit ratio of 1.55:1, which implies that employees are traveling from the surrounding region to fill jobs within the City. The extent to which this occurs depends on a variety of factors related not only to employment and housing in the city,

¹⁴ U.S. Census, 2010. *American Fact Finder. Profile of General Population and Housing Characteristics: 2010.* Summary File 1.

¹⁵ Ibid.

¹⁶ City of Sacramento, 2013. *City of Sacramento Economic Development Department Key Demographics.* <http://www.cityofsacramento.org/econdev/demographic-marketInformation/key-demographics.cfm>. Accessed September 11, 2013.

but economic factors affecting the city and region, including, importantly, the affordability of housing. People are often willing to commute longer distances from areas where their housing dollar goes further.

3.3.3 Regulatory Setting

State

California Housing Element Requirements

California law (Government Code Section 65580, et seq.) requires cities and counties to include as part of their General Plans a housing element to address housing conditions and needs in the community. Housing elements are prepared approximately every five years (eight following implementation of SB 375), following timetables set forth in the law. The housing element must identify and analyze existing and projected housing needs and “make adequate provision for the existing and projected needs of all economic segments of the community,” among other requirements.

Local

Sacramento Area Council of Governments (SACOG)

The Sacramento Area Council of Governments (SACOG) is the official regional planning agency of Sacramento County. SACOG is an association of local governments in the six-county Sacramento Region. Its members include the counties of El Dorado, Placer, Sacramento, Sutter, Yolo and Yuba as well as 22 incorporated cities within those counties. SACOG provides transportation planning and funding for the region, and serves as a forum for the study and resolution of regional issues. In addition to preparing the region's long-range transportation plan, SACOG approves the distribution of affordable housing in the region and assists in planning for transit, bicycle networks, clean air and airport land uses.

Sacramento 2030 General Plan

Housing Element

The Housing Element is part of the City's General Plan and sets forth the policies and programs to address the housing needs of all households in Sacramento. State law (Government Code Sections 65580-65589.8) requires that every city and county in California adopt a Housing Element, subject to State approval, as part of its General Plan. The City adopted the 2008-2013 Housing Element on November 18, 2008. A new Housing Element must be adopted by February 2014, therefore, the current Housing Element is currently undergoing an update.

The 2013-2021 Housing Element is expected to be adopted by the City Council in January 2014, with certification by the State expected in early 2014. The following goals and policies from the currently adopted Housing Element are applicable to the Proposed Project:

Goal H-2.2 Assist in creating housing to meet current and future needs.

Policies

- **H-2.2.1** The City shall promote quality residential infill development through the creation/adoption of flexible development standards and with funding resources.
- **H-2.2.2** The City shall use financial tools to diversify market developments with affordable units, especially in infill areas.
- **H-2.2.3** The City shall use fee waivers and reductions to help offset development costs for affordable housing including the use of water development fee waivers, sewer credits and other financial incentives.
- **H-2.2.4** The City shall adopt policies, programs and procedures to help meet its regional fair share allocation of housing for all income groups in the City.
- **H-2.2.5** The City shall pursue and maximize the use of all appropriate state, federal, local, and private funding for the development, preservation, and rehabilitation of housing affordable for extremely low-, very low-, low-, and moderate-income households.
- **H-2.2.6** To the extent feasible, the City shall continue to fund and administer the Affordable Housing Fee Reduction Program.
- **H-2.2.7** The City shall work with affordable housing developers as well as other agencies and districts to review and reduce applicable processing and development impact fees for very low- and low-income housing units.

The goals and policies included in the Housing Element seek to aid in the development, improvement, and maintenance of housing in the City of Sacramento. The City views housing policies as part of the City's overall mission to strengthen neighborhoods, improve livability and conditions for all residents, and maintain the economic well being of the City and all its residents. The Proposed Project includes new housing opportunities in downtown Sacramento that helps to achieve the goals and policies listed above.

3.3.4 Proposed Project Setting and Analysis

The Proposed Project would include demolition of 857,943 sf of retail/commercial and office space, and the subsequent construction of an approximately 779,000 sf, 17,500 seat entertainment and sports center (including practice facility and associated administrative office space) along with 1.5 million sf of retail/commercial, office, hotel, and residential space, along with below-and-above grade parking spaces and associated public and private open spaces.

ESC employment would include permanent employment associated with the operations of the ESC and the Sacramento Kings, as well as temporary employment to support events throughout the year. The ESC would include office space for the approximately 265 employees of the

Sacramento Kings, including 10-13 employees who are involved in the operations and maintenance of the ESC facility. Based on the average levels of occupancy in the buildings on the project site over the last decade, it is estimated that there have been an average of 1,340 retail/commercial and office employees at the project site (excluding the Macy's West building). Under future conditions it is expected that total employment on the site, excluding employment at the ESC, would rise to a total of 3,424 employees, an increase in employment at the project site of approximately 2,084 jobs. In addition, the Proposed Project would include construction of up to 250 hotel rooms that would employ approximately 250 people. The project also includes construction of up to 550 multi-family residential units that could house approximately 1,155 residents and employ approximately 10 staff.

Changes in Population and Housing

Downtown Project Site

On September 20, 2012, the SACOG Board unanimously approved the 2013-2021 Regional Housing Needs Plan (RHNP). The RHNP was prepared by SACOG in response to statutory requirements, policy direction from the State of California Department of Housing and Community Development (HCD), and mandated deadlines for delivery of housing need allocation numbers to local jurisdictions within the region. The most important component of the RHNP is that it distributes the allocation of housing units in each of four income categories to each city and county in the six county region, including the Tahoe Basin portions in El Dorado and Placer Counties. The region's total housing allocation is 104,970 units for the RHNP plan period that covers January 1, 2013 through October 31, 2021. The allocation is based on the SACOG region's projected housing needs over the planning period. SACOG projects that the regional population will increase by approximately 23 percent, from 2,769,200 to 3,413,136 persons, between 2020 and 2035 and that the number of housing units will also increase by approximately 23 percent, from 1,084,463 to 1,335,705 units, in the same time period.¹⁷

The City's 2030 General Plan assumed that new growth would occur and factored in the additional new residents based on the change in land use designations. The 2030 General Plan assumed the City would add approximately 97,000 new housing units and 197,000 new residents within the next 20 years. The General Plan's land use diagram was designed to accommodate the projected population growth.

Additionally, the 2030 General Plan includes a number of goals and policies designed to support infill development along with well-planned development that accommodates the growing needs of the City while also preserving the many unique aspects of Sacramento. Goal LU 1.1 of the 2030 General Plan encourages sustainable growth and change through orderly and well-planned development that provides for the needs of existing and future residents and businesses. Policies LU 1.1.2 and LU 1.1.3 ensure that the City regulates the levels of building intensity and population density according to the standards and land use designations set out in the General Plan and the

¹⁷ Sacramento Area Council of Governments, 2010. *Draft Regional Growth Projections for the Metropolitan Transportation Plan Update*. March 31, 2010.

City's Planning and Development Code. These policies require that cumulative development not exceed 650,000 persons and 474,000 employees by 2030, and require the City to review and adjust remaining capacities of the General Plan's land use, population, and employment every five years, subject to evaluation of their impacts. The MEIR concludes that buildout of the General Plan under the adopted Land Use and Urban Form Diagram would accommodate projected housing demand within the City. It should also be noted that development and population growth has slowed considerably since the economic downturn in 2008. Thus, it is unlikely that the growth projections contained in the MEIR will be realized within the 2030 planning horizon.

The Proposed Project would be consistent with and does not propose to change the 2030 General Plan land use designations for the project site. Therefore, the proposed number of housing units and population projections for this site are consistent with the assumptions of the 2030 General Plan. The project itself would not significantly induce population growth or result the loss of housing within the City.

Offsite Digital Billboards

Construction and operation of the six offsite digital billboards would not include housing, remove housing, or require the hiring of workers from outside the project area and would therefore not induce substantial population growth or result in a shortage of housing in the project area.

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