

# CHAPTER 3

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## Land Use, Population and Housing

### 3.1 Introduction

This chapter of the SEIR provides an overview of the land use and planning issues that may arise in connection with planning, construction, and operation of the proposed Railyards Specific Plan Update (RSPU). 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 an EIR shall discuss “any inconsistencies between the Proposed Project and applicable general plans and regional plans.” Potential inconsistencies between the proposed projects and the Sacramento 2035 General Plan, the Central City Community Plan (CCCP), and the City’s Planning and Development Code (PDC) are discussed in this chapter. Notwithstanding the conclusions reflected in this document, the final determination of project consistency with the City’s 2035 General Plan, including the CCCP, 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.

The City does not consider inconsistency with plan policies or codes to necessarily be indicative of significant environmental impacts. To the extent that significant environmental impacts would occur as a result of policy inconsistencies, they are disclosed in the environmental impact sections of Chapter 4 of this SEIR. Thus, 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 (e.g., residences, parks). 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 RSPU’s development assumptions and analyzes projected population and housing growth in relation to city projections.

Because the 2007 RSP EIR analyzed environmental impacts related to land use (see 2007 RSP EIR, section 6.7), this chapter discusses the analysis and conclusions of the 2007 RSP EIR and incorporates those findings into the land use evaluation in this chapter. The 2007 RSP EIR also included a consistency analysis, and those determinations are discussed in this SEIR. Adverse physical effects on the environment that could result from implementation of the proposed project, including the changes to land use addressed in this chapter, are evaluated and disclosed in the appropriate technical sections of this SEIR.

## **3.2 Land Use**

The evaluation included in this section was developed based on project-specific features and data provided in the City of Sacramento 2035 General Plan, City of Sacramento 2035 General Plan Master Environmental Impact Report, SACOG's Preferred Blueprint Scenario and Metropolitan Transportation Plan/Sustainable Communities Strategy, and the 2007 Railyards Specific Plan EIR.

### ***Notice of Preparation Comments***

A Notice of Preparation (NOP) for preparation of this Draft Subsequent Environmental Impact Report (SEIR) was circulated for public review beginning on June 26, 2015. During the public comment period, three letters were received which commented on land use issues related to the RSPU. The comments addressed the following issues:

- Accounting for planned development in the City of West Sacramento for cumulative impact analysis.
- Concern that a medical and sports complex is incongruent with the approved RSP.
- Concern regarding loss of proposed housing and the need for neighborhood-serving retail.

### ***Issues Addressed in the 2007 RSP EIR***

The 2007 RSP EIR evaluated the compatibility of the RSP with existing and planned land uses adjacent to the SPA, whether the RSP would physically divide an established community, and whether the RSP would result in land use conflicts due to placement of incompatible land uses. Impact 6.7-1 of the 2007 RSP EIR evaluated whether the proposed RSP would physically divide an established community. The 2007 RSP EIR noted that the proposed RSP would provide new connections between existing neighborhoods and would therefore have no impact related to division of an established community.<sup>1</sup> Like the 2007 RSP, the proposed RSPU would include new connections between existing neighborhoods and would not be expected to physically divide an existing community. The conclusion of the 2007 RSP EIR would remain unchanged with the proposed RSPU.

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<sup>1</sup> City of Sacramento. 2007. *Railyards Specific Plan Draft Environmental Impact Report*. SCH No. 2006032058. P. 6.7-4.

Impact 6.7-2 of the 2007 RSP EIR evaluated whether the 2007 RSP would result in short-term or long-term land use conflicts due to incompatible uses. During periods of construction, sensitive receptors in and around the plan area could experience short-term, temporary impacts from noise, dust, and construction traffic. As was the case in the 2007 RSP EIR, construction impacts related to these areas are analyzed within their respective analysis sections of this SEIR. The analysis in the 2007 RSP EIR acknowledged that long-term incompatibilities could occur, but that the uses proposed by the RSP were generally compatible with the existing urban setting and would result in a less-than-significant impact. Additionally, the impact analysis stated that building design for future development within the plan area would be subject to project-specific analysis, which would, in turn, determine if specific development would result in land use incompatibilities. While not in the form of an impact discussion including a significance conclusion, consistent with the City's current approach and structure of EIRs, the issue of land use conflicts and incompatible uses is discussed below in Section 3.2.3 below.

### 3.2.1 Environmental Setting

The land use setting was described on pages 6.7-1 through 6.7-3 of the 2007 RSP Draft EIR. The environmental setting is largely the same with some localized changes since certification of the 2007 RSP EIR and the following discussion updates the 2007 RSP EIR setting.

The project site is located in Sacramento, California, approximately 80 miles east of San Francisco and 85 miles west of Lake Tahoe. Sacramento is a major transportation hub, the point of intersection of transportation routes that connect Sacramento to the San Francisco Bay area to the west, the Sierra Nevada mountain range and Nevada to the east, Los Angeles to the south, and Oregon and the Pacific Northwest 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; and U.S. Highway 50 which provides an east-west connection between Sacramento and South Lake Tahoe. The Union Pacific Railroad (UPRR) also transects Sacramento. Daily Amtrak service is provided from the Sacramento Valley Station (SVS) at the southern end of the project site, and links Sacramento to the Bay Area, the Central Valley south to Bakersfield, Amtrak regional bus connections throughout northern California, and points east.

The Railyards Specific Plan Area (RSP Area) is located within the City of Sacramento's Central City community, between the downtown Central Business District (CBD) and the River District, near the confluence of the American and Sacramento rivers. The approximately 244-acre RSP Area<sup>2</sup> is immediately north of the CBD; north and west of the Alkali Flat neighborhood; north and northeast of Old Sacramento; east of the Sacramento River and I-5; south of the Sacramento

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<sup>2</sup> The boundaries of the RSP Area are identical to the boundaries of the Railyards Specific Plan adopted in 2007.

River Water Treatment Plant (SRWTP), Water Street, North B Street and its adjacent commercial and industrial uses.

The RSP Area is located in the CCCP area and Downtown area of the City of Sacramento. The CCCP includes the area bounded by the American River on the north, Broadway on the south, the Sacramento River on the west, and Alhambra Boulevard on the east. I-5 runs north-south through the RSP Area, near the western edge of the of the RSP Area near the Sacramento River. As it crosses the RSP Area, I-5 is elevated above the existing UPRR line and vacant lands of the RSP Area. The RSP Area is comprised of 9 Assessor's Parcel Numbers, including 002-0010-023, -044, -049, -052, -054, -056, -060, -062, and -063.

### ***Railyards Specific Plan Area***

The project site is currently designated Urban Center High, Urban Neighborhood High, Parks and Recreation, and Public/Quasi-Public on the adopted Land Use and Urban Form Diagram included as part of the City of Sacramento 2035 General Plan.<sup>3</sup> The project site is within a Center that is “expected to develop for commercial and employment uses (without housing) and/or mixed-use projects that integrate housing with retail, office, community facilities and other uses.”<sup>4</sup>

The PDC includes the Sacramento Railyards Special Planning District (SPD) that encompasses the entire RSP Area; the Railyards SPD is defined in chapter 17.440 of the PDC. The Railyards SPD includes the following zones: Office/Residential Mixed Use (ORMU), Residential/Commercial Mixed Use (RCMU), Residential Mixed Use (RMU), Transportation Corridor (TC), and Heavy Industrial (M-2). The chapter 17.440.040 (5B) states that “The Sacramento railyards specific plan envisions a dynamic, 24 hour mixed-use urban environment that provides a full range of complimentary uses in each land use designation. To realize this goal, the RCMU-SPD, ORMU-SPD, RMU-SPD, TC-SPD, and M-2-SPD zones are intended to allow for any type of urban function.”

As part of the 2007 RSP, the project site includes a Sports and Entertainment Facility Overlay located on approximately four blocks east and west of 7<sup>th</sup> Street, between Railyards Boulevard and the railroad tracks. In the 2007 RSP, the overlay straddled both the West End District and the East End District. Under the proposed RSPU, the overlay would be eliminated but a sports and entertainment stadium is identified on land proposed to be designated C-3, entirely within the East End District. The proposed stadium use would be on a block bound by Railyards Boulevard to the north, the railroad tracks to the south, 8<sup>th</sup> Street to the west, and 10<sup>th</sup> Street to the east.

At the time of the 2007 RSP EIR, the buildings in the Central Shops District were primarily empty, with the exception of the Erecting Shop and the Boiler Shop, which are leased by the California State Railroad Museum (CSRM). The CSRM continues to use the two buildings for

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<sup>3</sup> City of Sacramento. 2014. Sacramento 2035 General Plan Land Use and Urban Form Diagram. June 26, 2014.

<sup>4</sup> City of Sacramento. 2015. *Sacramento 2035 General Plan*. P. 2-12. March 3, 2015.

repairs and maintenance of trains. Since certification of the 2007 RSP EIR, the RSP Area has been subject to extensive environmental remediation. Soil remediation of the RSP Area is anticipated to be largely complete by the end of 2016, with groundwater remediation processes continuing on into the future.

In the Depot District, the SVS is located at 4<sup>th</sup> and I streets and provides stops for Sacramento Regional Transit light rail and Amtrak passenger rail and buses. Acquired by the City of Sacramento in 2006, the SVS is currently undergoing renovations as part of the Sacramento Intermodal Transportation Facility (SITF) project. The goal of the SITF is to provide user-friendly connections between all modes of transportation – train, light rail, bus, bicycle, pedestrian, taxi and automobile with future planning for California High Speed train into the RSP Area.<sup>5</sup> Phase 1 of the renovation included track relocation and construction of new passenger platforms was completed in late 2013. Phase 2 renovations are currently underway, including restoration and rehabilitation of the historic depot building.

At the time of the 2007 RSP EIR, the RSP Area included UPRR tracks, generally following the southern boundary of the RSP Area, that were used for freight and passenger trains. Since that time, the tracks have been relocated north of their original alignment as part of Phase 1 of the SITF project and as envisioned in the 2007 RSP EIR.<sup>6</sup>

Since the certification of the 2007 RSP EIR, new roadways have been constructed within the RSP Area. In the western side of the RSP Area, Railyards Boulevard has been constructed from just east of I-5 to its intersection with 7<sup>th</sup> Street. In the southern portion of the Depot District, 5<sup>th</sup> Street and 6<sup>th</sup> Street have been constructed north of their former terminus at H Street, crossing newly constructed bridges over the UPRR tracks, and now terminating at the newly-constructed Railyards Boulevard in the West End District.

### ***KP Medical Center***

The proposed KP Medical Center is planned on a site located in the northwest corner of the RSP Area, east of Bercut Drive, west of the planned extension of 5<sup>th</sup> Street, and south of the SRWTP. Railyards Boulevard borders the KP Medical Center site on the south. The KP Medical Center site was previously remediated and is now a vacant lot with some clean fill remaining on the property. The fill is planned to be removed and used to form the final configuration of Vista Park, north of the KP Medical Center site.

<sup>5</sup> City of Sacramento. 2015. Sacramento Valley Station – Background Information. Available: <http://sacramentovalleystation.com/background-information/>. Accessed on November 24, 2015.

<sup>6</sup> City of Sacramento. 2007. *Railyards Specific Plan Draft Environmental Impact Report*. SCH No. 2006032058. Figure 3-11, p. 3-41.

### ***MLS Stadium***

The proposed MLS Stadium site is located east of 7th Street in the eastern half of the RSP Area. The site is mostly vacant with some piles of soil, construction materials and debris stored in the area. This debris will be removed in early 2016 as part of the remediation of the RSP Area.

### ***Stormwater Outfall***

The proposed Stormwater Outfall site is located west of Jibboom Street directly adjacent to the Sacramento River. A paved bicycle and pedestrian path separates Jibboom Street from the Outfall site. The Outfall site is a steep bank sloping down to the water and includes some trees and minimal groundcover on its face. The Outfall structure would be connected via underground pipes to a wet well and pump station located under the elevated structure of I-5, south of Railyards Boulevard.

### ***Surrounding Land Uses***

#### **The River District**

The River District lies directly north adjacent to the project site. At the time of the 2007 RSP EIR, this area was known as the Richards Boulevard Area, which at the time was subject to the Richards Boulevard Area Plan (RBAP). The River District Specific Plan and EIR were approved in February 2011, and superseded the prior RBAP.

The River District consists of approximately 748 acres of mostly developed land, including a mix of residential, industrial, retail/wholesale, and office uses. A number of community and social service facilities are located in the River District, including Loaves and Fishes, the Salvation Army, Union Gospel Mission, and Volunteers of America Bannon Street Shelter.

The SRWTP is located directly adjacent to the northern border of the project site. This facility includes numerous buildings and open ponds for water treatment. Some of the buildings within this site are historic structures and are discussed in greater detail in Section 4.4, “Cultural Resources,” of this SEIR.

The North B Street corridor between Bannon Street and North 16<sup>th</sup> Street is characterized by primarily industrial uses. Two single-family residences are located at the western end of North B Street (near the intersection of Bannon, Water, and North B streets), and are zoned as RMU-SPD. Parcels adjacent to these two residences include a corporation yard and vacant parcels.

The Volunteers of America Residential Family Shelter is located on Bannon Street just north of North B Street. This shelter provides temporary housing for families with children and teenagers. The facility also provides support services including transportation to and from school, permanent

housing referrals, and educational and job-search information.<sup>7</sup> As viewed from Bannon Street, the site includes one main building and a private playground area. The site is zoned R-3A-SPD for multi-family residential use.

Located just north of the Volunteers of America shelter is the Union Gospel Mission. The Mission provides meals and clothing for the homeless. The Mission site includes temporary housing and an in-house drug and alcohol rehabilitation program.<sup>8</sup> As viewed from Bannon Street, the site includes multiple buildings within the Mission property. The parcel is zoned R-3A-SPD for multi-family residential use.

The Sims Metal Management metals and electronics scrap yard and recycling facility borders the project site and sits between the project site and North B Street starting west of North 10<sup>th</sup> Street. The Sims Metal facility extends east to North 12<sup>th</sup> Street.

In July 2007, the City of Sacramento certified the Final EIR for the Township 9 project. The Township 9 site is located in the River District, north of Richards Boulevard and south of the American River.<sup>9</sup> The Township 9 project will construct between 2,350 and 2,981 dwelling units, 146,194 square-feet (sf) of neighborhood-serving commercials, and up to 839,628 sf of office use (only if the number of dwelling units is at the low end of the estimate).<sup>10</sup> The project will also include approximately 27 acres of urban parks and plazas, parkways, and natural open space along the American River.<sup>11</sup> At the time of the 2007 RSP EIR, the Township 9 project site included buildings used for cold storage, concrete storage and delivery, a livestock feed supplier, hay-bail compression and delivery, and a warehouse.<sup>12</sup> Since that time, the on-site buildings have been demolished and construction has begun on the Township 9 development. The Township 9 Green Line light rail station was completed and opened for service in mid-2012. The 180-unit Cannery Place Apartments project was completed in late 2014.

### **Alkali Flat**

The Alkali Flat residential neighborhood is south and east of the project site, generally north of F Street and east of 7<sup>th</sup> Street. Alkali Flat is also an adopted historic district, characterized by its late 19<sup>th</sup>/early 20<sup>th</sup> century Victorian homes. The portion of the Alkali Flat neighborhood adjacent to the project site includes vacant lots, office buildings, and Victorian residences (some of which have been divided into apartments). Additional multi-family apartment buildings are in the area

<sup>7</sup> Housing.com. 2016. Volunteers of America Residential Family Shelter. Available: <http://www.shelterpress.com/homeless-shelters/families/volunteers-america-residential-family-center.html>. Accessed January 20, 2016.

<sup>8</sup> Union Gospel Mission. 2015. Union Gospel Mission History. Available: <http://www.ugmsac.com/#!/about-ugm/csb0>. Accessed on December 15, 2015.

<sup>9</sup> City of Sacramento. 2007. *Township 9 (PO6-047) Draft Environmental Impact Report*. SCH No. 2006072077. P. 2-1.

<sup>10</sup> City of Sacramento. 2007. *Township 9 (PO6-047) Draft Environmental Impact Report*. SCH No. 2006072077. Pp. 2-6 through 2-11.

<sup>11</sup> City of Sacramento. 2007. *Township 9 (PO6-047) Draft Environmental Impact Report*. SCH No. 2006072077. P. 2-11.

<sup>12</sup> City of Sacramento. 2007. *Township 9 (PO6-047) Draft Environmental Impact Report*. SCH No. 2006072077. P. 4-1.

southeast of the project site. Industrial uses are south of the eastern edge of the project site, primarily north of D Street and east of 7<sup>th</sup> Street.

Since certification of the 2007 RSP EIR, the Crystal Creamery located at 10<sup>th</sup> and D streets has been closed and demolished. In 2014, the City approved The Creamery Development Project that will construct 117 single-family, three-story detached homes. Construction began on the development in 2015. As of December 2015, three model homes have been constructed.

### **Mansion Flats**

Mansion Flats is a mostly residential neighborhood located east of the Alkali Flat neighborhood. Mansion Flats is bound by 12<sup>th</sup> Street on the west, 16<sup>th</sup> Street on the east, the UPRR tracks on the north, and I Street on the south. This area is characterized by late 19<sup>th</sup>/early 20<sup>th</sup> century Victorian home, some of which have been converted for commercial or office use. Some industrial uses are in this area, mainly along the northern edge adjacent to the railroad tracks. The southern edge of Mansion Flats becomes increasingly commercial, with small businesses and eating and drinking establishments. In addition, several cultural facilities are located in Mansion Flats, including the Wells Fargo Music Circus theater and the historic Governor's Mansion.

### **Central Business District**

The CBD borders the project site to the south and consists primarily of office and commercial uses with some residential units. The CBD includes many government buildings, including the Robert T. Matsui United States Courthouse located at I Street and 5<sup>th</sup> Street, the Gordon D. Schaber Sacramento County Courthouse at H Street and 9<sup>th</sup> Street, and Sacramento City Hall located on I street between 9<sup>th</sup> and 10<sup>th</sup> streets. The CBD is also home to the Sacramento Entertainment and Sports Complex (ESC), which includes the Golden 1 Center currently under construction along the north side of L Street between 5<sup>th</sup> and 7<sup>th</sup> streets. The approved entitlement for the ESC also includes approval for a total development of 350,000 sf of retail/commercial, 475,000 sf of office, 250 hotel rooms, and 550 residential units.<sup>13</sup> Part of that approval includes the Downtown Commons mixed-use tower, a 16-story building which will include a 250-room hotel, 69 condominium units, and 428,000 sf of office and retail space

### **Chinatown Mall**

Located between I and J streets and 3<sup>rd</sup> and 5<sup>th</sup> streets, the Chinatown Mall area was largely populated with Chinese immigrants during the Gold Rush.<sup>14</sup> The area includes the Confucius Church of Sacramento temple, office buildings, residential buildings (including the 187-unit Wong Center senior residential facility and the 82-unit Ping Yuen Apartments), association halls, and a Chinese language school.

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<sup>13</sup> City of Sacramento. December 2013. *Sacramento Entertainment and Sports Center & Related Development Draft Environmental Impact Report*. SCH No. 2013042031. P. 2-38.

<sup>14</sup> Yee Fow. 2016. Sacramento's Chinatown Mall. Available: [www.yeefow.com/index.html](http://www.yeefow.com/index.html). Accessed January 21, 2015.

### **Old Sacramento**

Old Sacramento is an eight-block, 28-acre State Historic Park and National Historic Landmark District located adjacent to the southwest corner of the RSP Area. Uses within Old Sacramento are primarily visitor-serving commercial uses, but also including offices, residences, parking, and cultural/museum uses. The CSRM is located at the northern end of Old Sacramento and adjacent to the existing rail lines that enter the RSP Area from the west.

### **West Sacramento**

The City of West Sacramento is located across the Sacramento River from the project site. Uses in West Sacramento across the river from the project site include paved and unpaved trails along the river with residential development to the west. The area across the river from the RSP Area is known as the Washington Specific Plan area, 194-acres that extends from A Street south to West Capitol Avenue. Uses within the Washington Specific Plan area include residential, industrial, commercial, and public uses. While some new development has occurred within this area since adoption of the Washington Specific Plan in 1996, including the notable Ziggurat building and CalSTRS Headquarters high-rise, there is a substantial amount of development capacity within the Washington Specific Plan area. At buildout, the Washington Specific Plan area is planned to accommodate approximately 2,100 residential units, 250,000 sf of retail space, 2.6 million sf of office space, and over 400 hotel rooms.<sup>15</sup>

The Bridge District (Triangle) Specific Plan (BDSP) is located within West Sacramento, south of the Washington Specific Plan area. Originally adopted in 1993, the BDSP was amended in 2009 to provide a framework for land development that would be responsive to market conditions. The BDSP area includes the Raley Field baseball stadium and the Ironworks and Park Moderns residential developments. While some building has occurred within the BDSP area, there is still a substantial amount of undeveloped land within the BDSP area. Ultimate development capacity of the BDSP includes approximately 4,000 residential units, five million sf of commercial space and 500,000 sf of retail space.<sup>16</sup>

### ***Cumulative Land Use Setting***

Under cumulative conditions, projects discussed above as currently under construction would be built-out according to approved plans. Projects that would be completed under cumulative conditions include The Creamery at Alkali Flat project, the Golden 1 Center and associated development in Downtown Commons, and Township 9.

In November 2015, the Sacramento Municipal Utility District (SMUD) released the final initial study/mitigated negative declaration (IS/MND) for the proposed Station A Substation Rebuild and Relocation Project. This project would involve the installation of new electrical equipment,

<sup>15</sup> City of West Sacramento, 1996. Washington Specific Plan, Table 1, May 15, 1996.

<sup>16</sup> City of West Sacramento, 2009. Bridge District Specific Plan, Volume 1, Vision, Plan and Procedures, Table 1, page 44. November 18, 2009.

relocation of existing underground transmission and distribution lines, and decommissioning of portions of the equipment located at the existing substation. The site is located at 6<sup>th</sup> and H streets and is within the RSP Area (Block 52b). Work for this project would likely begin in May 2017 and be completed in December 2018.<sup>17</sup> Final removal of old equipment would occur sometime around 2025 and would take approximately two months.<sup>18</sup>

Sacramento Housing and Redevelopment Agency (SHRA) has received grants to aid in the transformation of the 218-unit Dos Rios public housing project. The proposed Twin Rivers Neighborhood Transformation Plan (NTP) is located within the River District and is bordered by Richards Boulevard to the north, Dos Rios Street to the west, and North 12<sup>th</sup> Street to the southeast. The proposed NTP envisions a 486-unit mixed-income, mixed-use community that will result in vastly improved living conditions for current residents.<sup>19</sup> The 486 rental units will offer a diverse range of housing types to be constructed both on- and off-site, with public housing, affordable, and market-rate units being indistinguishable from one another.<sup>20</sup> As of December 2015, this project is still in the planning stages and is currently undergoing environmental review pursuant to CEQA and NEPA.

In 2011, the Judicial Council of California certified the EIR (SCH No. 2011012045) prepared for a proposed new criminal courthouse. While the EIR examined two potential sites, the Judicial Council ultimately chose Lot 41 within the RSP Area as the preferred site.<sup>21</sup> The site is the city block bound by 5<sup>th</sup> Street, 6<sup>th</sup> Street, G Street, and H Street. The new courthouse will provide 44 courtrooms within 405,000 sf, and will be up to 16 stories tall. Architectural designs and preliminary plans are being developed, with completion anticipated for mid-2019, depending on construction funding.<sup>22</sup>

The City of Sacramento is currently processing an application for development of the Vanir Tower project at 601 J Street. The project would construct an approximately 377-foot tall (26 stories) commercial office building with ground floor commercial space for restaurants and a bank.

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<sup>17</sup> Sacramento Municipal Utility District. 2015. *Sacramento Municipal Utility District Station A Substation Rebuild and Relocation Project, Initial Study and Mitigated Negative Declaration*. SCH No. 2015102008. P. 24. October 2015.

<sup>18</sup> Sacramento Municipal Utility District. 2015. *Sacramento Municipal Utility District Station A Substation Rebuild and Relocation Project, Initial Study and Mitigated Negative Declaration*. SCH No. 2015102008. P. 24. October 2015.

<sup>19</sup> Sacramento Housing and Redevelopment Agency. 2014. *River District – Railyards Choice Neighborhoods Transformation Plan*. P. 1-5. January 2014.

<sup>20</sup> Sacramento Housing and Redevelopment Agency. 2014. *River District – Railyards Choice Neighborhoods Transformation Plan*. P. 1-5. January 2014.

<sup>21</sup> Judicial Council of California. 2011. News Release: Sacramento Railyards Preferred Site for New Criminal Courthouse. April 12, 2011.

<sup>22</sup> Judicial Council of California. 2016. Sacramento County, New Sacramento Criminal Courthouse, Overview. Available <http://www.courts.ca.gov/facilities-sacramento.htm#tab3703>. Accessed January 26, 2016.

Located at the corner of J Street and 4<sup>th</sup> Street, the California Fruit Building is a 10-story structure that was the tallest building in Sacramento when it was completed over a century ago. The building has been undergoing renovation since 2014.

Another historic building proposed for renovation is the Travelers Hotel building on the southwest corner of J Street and 5<sup>th</sup> Street. The building was finished in 1914 and is being renovated for retail, office, and restaurant uses.

The landmark Marshall Hotel at the northwestern corner of L Street and 7<sup>th</sup> Street is the site of an approved project to construct a Hyatt Place hotel. The site is directly adjacent to the Golden 1 Center currently under construction.

Another major development that would be constructed under cumulative conditions is the Sacramento Commons project within the CBD. Sacramento Commons encompasses 10.13 acres on portions of a four block area from 5<sup>th</sup> Street to 7<sup>th</sup> Street and N Street to P Street. The site is currently developed with 409 residential rental units and neighborhood-serving retail. The proposed Sacramento Commons project would construct between 1,171 and 1,267 new dwelling units, additional neighborhood-serving commercial area, and possibly a 300-room hotel.<sup>23</sup> Construction was assumed to last up to six years and could start in 2016.<sup>24</sup> The Sacramento City Council approved the project in July 2015.

As part of the California High Speed Train (HST) project, the California High Speed Rail Authority anticipates a northern terminus station to be constructed in downtown Sacramento, though the exact location of any station(s) have not yet been determined. One potential station location is within the RSP Area as part of the intermodal station that currently serves Amtrak and Sacramento Regional Transit light rail.<sup>25</sup>

## 3.2.2 Regulatory Setting

### 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.

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<sup>23</sup> City of Sacramento. 2015. *Sacramento Commons Draft Environmental Impact Report*. SCH No. 2014042032. Pp. ES-1 – ES-2.

<sup>24</sup> City of Sacramento. 2015. *Sacramento Commons Draft Environmental Impact Report*. SCH No. 2014042032. P. 4.2-16.

<sup>25</sup> California High Speed Rail Authority. 2011. California High-Speed Rail Authority Releases New Business Plan Addressing Phase 1 Construction and Initial Operation of High-Speed Trains — and Plans for Phase 2 Begin to Take Shape. Available: [http://hsr.ca.gov/Programs/Statewide\\_Rail\\_Modernization/Project\\_Sections/merced\\_sacramento.html](http://hsr.ca.gov/Programs/Statewide_Rail_Modernization/Project_Sections/merced_sacramento.html).

## State

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

## Local

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

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.

Based on the principles of the Blueprint, SACOG's 2016 Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS) is a plan for improving regional transportation. The 2016 MTP/SCS pro-actively links land use, air quality, and transportation needs. Goals include shortening commute times, reducing traffic congestion, lessening dependence on automobiles, improving air quality, reducing greenhouse gas emissions, reducing distances traveled between jobs and housing, and providing for housing choices more aligned with the changing demographic. While the MTP/SCS is not a land use plan, it does include assumptions for land use and development trends. The RSP Area is designated as a Center and Corridor Community as shown in the MTP/SCS.<sup>26</sup> Land uses in Center and Corridor Communities are typically higher density and more mixed than surrounding land uses. They typically have more compact development patterns, a greater mix of uses, and a wider variety of transportation infrastructure compared to the communities surrounding them.

### ***City of Sacramento 2035 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

<sup>26</sup> Sacramento Area Council of Governments. February 18, 2016. *2016 Metropolitan Transportation Plan/Sustainable Communities Strategy*. Figure 3.2.

decision-making. The general plan has been referred to as 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.

At the time of the 2007 RSP EIR, the applicable Sacramento General Plan had been most recently updated in 1994.<sup>27</sup> Since that time, Sacramento’s General Plan has been updated twice (2009 and 2015). The Sacramento 2030 General Plan was adopted March 3, 2009. The current version, the Sacramento 2035 General Plan, was adopted on March 3, 2015.

The 2035 General Plan, like its predecessors, is a long-term policy guide for the physical, economic, and environmental growth within the City. The 2035 General Plan’s goals, policies, and implementation programs define a roadmap to achieving Sacramento’s vision to be the most livable city in America. Many of the goals and policies contained within the 2035 General Plan are substantially similar to those in the prior versions. Underlying the vision and connecting it to the roadmap are six themes that thread throughout the General Plan:

- Making Great Places,
- Growing Smarter,
- Maintaining a Vibrant Economy,
- Creating a Healthy City,
- Living Lightly-Reducing Our “Carbon Footprint,” and
- Developing a Sustainable Future.

In implementing these themes, the 2035 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.

### **Existing General Plan Land Use Designations**

Currently, the RSP Area is designated Urban Center High, Urban Neighborhood High, Parks and Recreation, and Public/Quasi-Public by the City of Sacramento 2035 General Plan.<sup>28</sup> The project site is within a Center that is “expected to develop for commercial and employment uses (without

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<sup>27</sup> City of Sacramento. 2007. *Railyards Specific Plan Draft Environmental Impact Report*. SCH No. 2006032058. P. 4-9.

<sup>28</sup> City of Sacramento, 2014. *Sacramento 2035 General Plan Land Use and Urban Form Diagram*. June 26, 2014

housing) and/or mixed-use projects that integrate housing with retail, office, community facilities and other uses.”<sup>29</sup>

The Urban Center High designation provides for uses similar to downtown, including employment-intensive uses, high-density housing, and a wide variety of retail uses. Building heights may vary from two to twenty-four stories, with characteristics similar to those in the CBD. Development standards within Urban Center High are as follows:

- Minimum Density: 24.0 Units/Net Acre
- Maximum Density: 250.0 Units/Net Acre
- Minimum FAR: 0.50 FAR
- Maximum FAR: 8.00 FAR
- Development Standards Note: Residential development that is part of a mixed-use building shall comply with the allowed floor area ratio (FAR) range and is not subject to the allowed density range.

The Urban Neighborhood High Density provides for single-use urban multifamily housing and predominantly residential urban mixed-use development in areas served by major transportation routes and facilities and shopping areas. Development standards within Urban Neighborhood High Density are as follows:

- Minimum Density: 61.0 Units/Net Acre
- Maximum Density: 250.0 Units/Net Acre
- Minimum FAR: 2.0 FAR
- Maximum FAR: 8.0 FAR

The Parks and Recreation designation includes greenways, large developed parks, and other areas used primarily for recreation. Typically, these areas are characterized by a high degree of open area and few structures.

The Public/Quasi-Public designation allows for governmental services, educational, cultural, and recreational facilities. Many of the Public/Quasi-Public uses are also allowed and located in other land uses and urban form designations.

### **Proposed General Plan Land Use Designations**

Under the proposed RSPU, the RSP Area would consist of the following land use designations: Central Business District, Urban Center High, Employment Center Low Rise, Public/Quasi-Public, and Parks and Recreation (see Figure 2-5 Proposed General Plan Land Use Designations).

<sup>29</sup> City of Sacramento. 2015, March 3. *Sacramento 2035 General Plan*. P. 2-12.

The Central Business District designation is Sacramento's most intense, and provides for mixed-use high rise development and single-use and mixed-use development within easy access to transit, including office, retail, services, multifamily residential, compatible public quasi-public and special uses, and public gathering places and plazas. Development standards within Central Business District designation are as follows:

- Minimum Density: 61.0 Units/Net Acre
- Maximum Density: 450.0 Units/Net Acre
- Minimum FAR: 3.0 FAR
- Maximum FAR: 15.00 FAR

The Employment Center Low Rise designation provides for employment generating uses that generally do not produce loud noise or noxious odors, such as office flex-space, retail and service uses, and the like. Development within Employment Center Low Rise is expected to achieve a minimum FAR 0.15 and a maximum FAR of 1.0.

The relevant goals and policies from the 2035 General Plan applicable to the proposed projects are discussed in **Table 3-1**, below.

### ***Central City Community Plan***

The 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 was first adopted by the City in May 1980, but was updated as part of the 2035 General Plan. The CCCP land use designation for the RSP Area is primarily CBD with some areas designated as Urban Neighborhood High and Parks.<sup>30</sup> Because the CCCP is part of the City's 2035 General Plan, CCCP policies applicable to the proposed project are discussed in Table 3-1.

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<sup>30</sup> City of Sacramento. 2015. *Central City Community Plan*. Figure CC-2, P. 3-CC-7.

**TABLE 3-1.  
RAILYARDS SPECIFIC PLAN UPDATE  
CITY OF SACRAMENTO 2035 GENERAL PLAN—RELEVANT GOALS AND POLICIES**

Applicable 2035 General Plan Goal/Policy	Discussion
<b>Land Use and Urban Design</b>	
<b>Goal LU 1.1 Growth and Change.</b> 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.	
<ul style="list-style-type: none"> <li><b>LU 1.1.4 Leading Infill Growth.</b> The City shall facilitate infill development through active leadership and the strategic provision of infrastructure and services and supporting land uses. <i>(MPSP)</i></li> </ul>	The proposed RSPU would alter the RSP adopted in 2007 by reducing the maximum number of new dwelling units and increasing the amount of office and retail space. The project site's location close to downtown and Sacramento's major transit hub would place new residents close to necessary services, and provide additional services and amenities for off-site residents near the project site. The proposed RSPU is consistent with infill growth by providing new residents, employment opportunities, and services in an area substantially surrounded by urban development.
<ul style="list-style-type: none"> <li><b>LU 1.1.12 Expanded Industrial and Heavy Commercial.</b> The City may allow existing industrial and heavy commercial uses in areas designated as Centers or Corridors to continue or expand operations, provided that such uses operate compatibly with existing and future new residential, and commercial development in the area. <i>(RDR)</i></li> </ul>	The proposed RSPU would alter the approved 2007 RSP by replacing the 2007 land use designations with those included in the City's Planning and Development Code (PDC). The changes proposed by the RSPU would designate a large amount of the project site as Central Business District (C-3). Under the C-3 designation, a wide range of uses would be permitted by right or conditionally, including hotels, non-profit organizations, schools, manufacturing and servicing facilities, amusement centers, gas stations, medical facilities, high-voltage transmission facilities, and wells. Because of this wide range of permitted uses under the proposed RSPU, the proposed RSPU would be consistent with this policy.
<b>Goal LU 2.1 City of Neighborhoods.</b> Maintain a city of diverse, distinct, and well-structured neighborhoods that meet the community's needs for complete, sustainable, and high-quality living environments, from the historic downtown core to well-integrated new growth areas.	
<ul style="list-style-type: none"> <li><b>LU 2.1.1 Neighborhoods as a Basic Unit.</b> Recognizing that Sacramento's neighborhoods are the basic living environments that make-up the city's urban fabric, the City shall strive through its planning and urban design to preserve and enhance their distinctiveness, identity, and livability from the downtown core to well integrated new growth areas. <i>(RDR/MPSP)</i></li> </ul>	The proposed RSPU would alter the approved 2007 RSP by reducing the number of new dwelling units and increasing the amount of office and retail space. These changes would support the distinctiveness, identity, and livability of existing and new neighborhoods by providing a varied mix of residential and non-residential uses around the existing rail station and historic shops.
<ul style="list-style-type: none"> <li><b>LU 2.1.2 Protect Established Neighborhoods.</b> The City shall preserve, protect, and enhance established neighborhoods by providing sensitive transitions between these neighborhoods and adjoining areas, and by requiring new development, both private and public, to respect and respond to those existing physical characteristics buildings, streetscapes, open spaces, and urban form that contribute to the overall character and livability of the neighborhood. <i>(RDR)</i></li> </ul>	The proposed RSPU would alter the approved 2007 RSP by reducing the number of new dwelling units and increasing the amount of office and retail space. Adjacent and nearby residential neighborhoods include Alkali Flat, Mansion Flats, Chinatown Mall, Dos Rios Triangle, and Downtown. Development within the RSP Area would be compatible with adjacent neighborhoods through scaling and massing techniques.
<ul style="list-style-type: none"> <li><b>LU 2.1.3 Complete and Well-Structured Neighborhoods.</b> The City shall promote the design of complete and well-structured neighborhoods whose physical layout and land use mix promote walking to services, biking, and transit use; foster community pride; enhance neighborhood identity; ensure public safety; are family-friendly and address the needs of all ages and abilities. <i>(RDR)</i></li> </ul>	While the proposed RSPU would provide for a lower maximum number of new dwelling units than the approved 2007 RSP, development within the RSP Area would provide a variety of housing and employment opportunities, as well as shopping, recreation, entertainment, and other services.

**TABLE 3-1.  
RAILYARDS SPECIFIC PLAN UPDATE  
CITY OF SACRAMENTO 2035 GENERAL PLAN—RELEVANT GOALS AND POLICIES**

Applicable 2035 General Plan Goal/Policy	Discussion
<ul style="list-style-type: none"> <li> <b>LU 2.1.4 General Plan Density Regulations for Mixed-Density Development Projects.</b> Where a developer proposes a multi-parcel development project with more than one residential density or FAR, the City shall, at the discretion of the Community Development Director, apply the applicable density or FAR range of the General Plan Land Use Designation to the net developable area of the entire project site rather than individual parcels within the site. Some parcels may be zoned for densities/intensities that exceed the maximum allowed density/intensity of the project site's Land Use Designation, provided that the net density of the project as a whole is within the allowed range. <i>(RDR)</i> </li> </ul>	<p>Under the proposed RSPU, maximum density and FAR would be consistent with the minimums and maximums established in the General Plan. Part of the intent behind the RSPU is to allow for increased flexibility for uses and densities within the RSP Area, and to move away from proscribed uses within the RSP Area.</p>
<ul style="list-style-type: none"> <li> <b>LU 2.1.6 Neighborhood Centers.</b> The City shall promote the development of strategically located (e.g., accessible to surrounding neighborhoods) mixed-use neighborhood centers that accommodate local-serving commercial, employment, and entertainment uses; provide diverse housing opportunities; are within walking distance of surrounding residents; and are efficiently served by transit. <i>(RDR)</i> </li> </ul>	<p>Under the proposed RSPU, development within the RSP Area would include a variety of mixed use designations. Within the RSPU, there would be a medical center, a sports stadium, residential dwelling units, and a variety of office and commercial uses. This mix of uses would serve local residents, as well as provide services, recreation, and entertainment venues for the region.</p>
<ul style="list-style-type: none"> <li> <b>LU 2.1.8 Neighborhood Enhancements.</b> The City shall promote infill development, reuse, rehabilitation, and reuse efforts that contribute positively (e.g., architectural design) to existing neighborhoods and surrounding areas. <i>(RDR)</i> </li> </ul>	<p>Like the approved 2007 RSP, the proposed RSPU would develop a mix of residential and non-residential uses on a large infill site adjacent to Sacramento's downtown core. The RSPU would retain the historic shops buildings on the site, and would allow development of mixed uses within the RSP Area. Changes from the approved 2007 RSP that are included in the proposed RSPU include the KP Medical Center and the MLS Stadium. These proposed changes would enhance existing neighborhoods by bringing new services, employment, and housing opportunities to the existing area.</p>
<p><b>Goal LU 2.3 City of Trees and Open Spaces.</b> Maintain multi-functional "green infrastructure" consisting of natural areas, open space, urban forest, and parkland, which serves as a defining physical feature of Sacramento, provide visitors and residents with access to open space and recreation, and is designed for environmental sustainability.</p>	
<ul style="list-style-type: none"> <li> <b>LU 2.3.1 Open Space System.</b> The City shall strive to create a comprehensive and integrated system of parks, open space, and urban forests that frames and complements the city's urbanized areas. <i>(MPSP)</i> </li> </ul>	<p>While the proposed RSPU would contain slightly less open space/park land compared to the approved 2007 RSP, it would include an approximately 10-acre Vista Park along the RSP Area's northern boundary and west of 5<sup>th</sup> Street. Additionally, there would be open space in areas between the KP Medical Center and MLS Stadium, as well as surrounding the historic Central Shops buildings.</p>

**TABLE 3-1.  
RAILYARDS SPECIFIC PLAN UPDATE  
CITY OF SACRAMENTO 2035 GENERAL PLAN—RELEVANT GOALS AND POLICIES**

Applicable 2035 General Plan Goal/Policy	Discussion
<ul style="list-style-type: none"> <li>• <b>LU 2.3.2 Adjacent Development.</b> The City shall require that development adjacent to parks and open spaces complements and benefits from this proximity by:               <ul style="list-style-type: none"> <li>○ Preserving physical and visual access</li> <li>○ Requiring development to front, rather than back, onto these areas</li> <li>○ Using single-loaded streets along the edge to define and accommodate public access</li> <li>○ Providing pedestrian and multi-use trails</li> <li>○ Augmenting nonaccessible habitat areas with adjoining functional parkland</li> <li>○ Extending streets perpendicular to parks and open space and not closing off visual and/or physical access with development</li> <li>○ Addressing the operations, maintenance, and public safety needs of the Local Maintaining Agencies (LMA). (<i>RDR</i>)</li> </ul> </li> </ul>	<p>The proposed RSPU would dedicate parks in the northwest corner of the site (Vista Park), along South Park Street east of 5<sup>th</sup> Street (Neighborhood Parks), and near the Sacramento River west of I-5, and would create open space areas within the Central Shops Historic District. Private open space easements would be granted for a greenway through the KP Medical Center site, from the terminus of Bercut Street westward to the existing bike trail along the Sacramento River, and along 7<sup>th</sup> Street south of Railyards Blvd.</p> <p>Access to the parks, open space areas, and easements would be maintained through direct pedestrian and/or vehicular connections from within the RSP Area. The RSPU Design Guidelines would guide development heights, setbacks, and landscaping for areas that front parks and open space areas to ensure visual connectivity and compatibility with surrounding uses.</p> <p>Please also see section 4.11, Public Services, for a further evaluation of parks and recreation facilities.</p>
<p><b>Goal LU 2.4 City of Distinctive and Memorable Places.</b> 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>	
<ul style="list-style-type: none"> <li>• <b>LU 2.4.1 Unique Sense of Place.</b> 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>)</li> </ul>	<p>The proposed RSPU would modify the approved 2007 RSP by reducing the maximum number of dwelling units and increasing the amount of commercial, office, and retail development. Development within the plan area would include a variety of mixed uses, as well as an approximately 10 acre park and additional parks and open space throughout the RSP Area.</p>
<ul style="list-style-type: none"> <li>• <b>LU 2.4.4 Iconic Buildings.</b> 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>)</li> </ul>	<p>The RSP Area contains the historic shops buildings, which provide a distinct feature to the RSP Area. Development of these buildings under the proposed RSPU would be substantially similar to that included in the approved 2007 RSP.</p>
<ul style="list-style-type: none"> <li>• <b>LU 2.4.5 Distinctive Urban Skyline.</b> 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>)</li> </ul>	<p>The proposed RSPU would develop structures designed to be compatible with the Center and Urban designations, and to complement the existing downtown core and surrounding areas.</p>
<p><b>Goal LU 2.5 City Connected and Accessible.</b> Promote the development of an urban pattern of well-connected, integrated, and accessible neighborhoods, corridors, and centers.</p>	
<ul style="list-style-type: none"> <li>• <b>LU 2.5.1 Connected Neighborhoods, Corridors, and Centers.</b> The City shall require that new development, both infill and greenfield, maximizes connections and minimizes barriers between neighborhoods, corridors, and centers within the city. (<i>RDR</i>)</li> </ul>	<p>The proposed RSPU, like the approved 2007 RSP, would help connect existing neighborhoods together by developing an infill site that would provide a transition between the downtown core to the south and the less-dense and more commercial areas north of the RSP Area.</p>

**TABLE 3-1.  
RAILYARDS SPECIFIC PLAN UPDATE  
CITY OF SACRAMENTO 2035 GENERAL PLAN—RELEVANT GOALS AND POLICIES**

Applicable 2035 General Plan Goal/Policy	Discussion
<ul style="list-style-type: none"> <li><b>LU 2.5.2 Overcoming Barriers to Accessibility.</b> The City shall strive to remove and minimize the effect of natural and manmade barriers to accessibility between and within existing neighborhoods, corridors, and centers. <i>(MPSP/RDR)</i></li> </ul>	<p>The existing RSP Area site is largely undeveloped. Under the proposed RSPU, additional roadway connections would be made through the RSP Area. By providing additional connections between areas currently separated by the undeveloped portions of the plan site, the proposed RSPU would remove existing barriers to accessibility and promote movement across the area.</p>
<p><b>Goal LU 2.6 City Sustained and Renewed.</b> Promote sustainable development and land use practices in both new development, reuse, and reinvestment 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>	
<ul style="list-style-type: none"> <li><b>LU 2.6.1 Sustainable Development Patterns.</b> 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></li> </ul>	<p>The proposed RSPU would alter the approved 2007 RSP by reducing the maximum number of residential units while increasing the area available for commercial, retail, and office development. Also, the proposed RSPU would include the KP Medical Center and MLS Stadium, which would offer additional services, entertainment, and employment opportunities in close proximity to existing transit amenities.</p>
<ul style="list-style-type: none"> <li><b>LU 2.6.2 Transit-Oriented Development.</b> The City shall actively support and facilitate mixed-use retail, employment, and residential development around existing and future transit stations. <i>(RDR)</i></li> </ul>	<p>Since approval of the 2007 RSP, the railroad tracks within the RSP Area have been realigned, the railroad station has been renovated, and a light rail station has been constructed. Development under the RSPU would allow for a mix of residential, commercial, office, retail, health care, and entertainment amenities in close proximity to existing transit stations.</p>
<ul style="list-style-type: none"> <li><b>LU 2.6.6 Efficiency Through Density.</b> The City shall support an overall increase in average residential densities throughout the city consistent with the adopted General Plan Land Use &amp; Urban Form Diagram, as new housing types shift from lower-density, large lot developments to higher-density, small lot and multifamily developments as a means to increase energy efficiency, conserve water, and reduce waste. <i>(RDR)</i></li> </ul>	<p>The proposed RSPU includes replacing the current zoning designations with special planning district zoning based on existing zones that are included in the City's PDC. The land uses that would be permitted under the RSPU would include a mix of high-density housing mixed with commercial, office, retail, health care, and entertainment uses.</p>
<p><b>Goal LU 2.7 City Form and Structure.</b> Require excellence in the design of the city's form and structure through development standards and clear design direction.</p>	
<ul style="list-style-type: none"> <li><b>LU 2.7.3 Transitions in Scale.</b> The City shall require that the scale and massing of new development in higher-density centers and corridors provide appropriate transitions in building height and bulk that are sensitive to the physical and visual character of adjoining neighborhoods that have lower development intensities and building heights. <i>(RDR)</i></li> </ul>	<p>Under the proposed RSPU, lots closer to the downtown core would allow high densities than those near the outer edges of the RSP Area. As such, buildings on edges away from the downtown core would be shorter, and closer in scale to provide a transition from the taller structures closer to the downtown core to the adjacent existing uses.</p>
<ul style="list-style-type: none"> <li><b>LU 2.7.4 Public Safety and Community Design.</b> 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 <i>(RDR)</i></li> </ul>	<p>The design guidelines included with the proposed RSPU include guidance for placement of structures, massing, orientation, and other elements that would help create the sense of community within the RSP Area.</p>

**TABLE 3-1.  
RAILYARDS SPECIFIC PLAN UPDATE  
CITY OF SACRAMENTO 2035 GENERAL PLAN—RELEVANT GOALS AND POLICIES**

Applicable 2035 General Plan Goal/Policy	Discussion
<ul style="list-style-type: none"> <li>• <b>LU 2.7.5 Development along Freeways.</b> The City shall promote high-quality development character of buildings along freeway corridors and protect the public from the adverse effects of vehicle-generated air emissions, noise, and vibration, using such techniques as:               <ul style="list-style-type: none"> <li>○ Requiring extensive landscaping and trees along the freeway fronting elevation</li> <li>○ Establish a consistent building line, articulating and modulating building elevations and heights to create visual interest</li> <li>○ Include design elements that reduce noise and provide for proper filtering, ventilation, and exhaust of vehicle air emissions. (<i>RDR/MPSP</i>)</li> </ul> </li> </ul>	<p>The proposed RSPU includes Design Guidelines that provide guidance for development within each of the land uses along the I-5 corridor. Elements included in the specific plan document include guidance regarding site planning, building orientation and spacing, and circulation.</p>
<ul style="list-style-type: none"> <li>• <b>LU 2.7.6 Walkable Blocks.</b> The City shall require new development and reuse and reinvestment projects to create walkable, pedestrian-scaled blocks, publicly accessible mid-block and alley pedestrian routes where appropriate, and sidewalks appropriately scaled for the anticipated pedestrian use. (<i>RDR</i>)</li> </ul>	<p>The proposed RSPU includes Design Guidelines that would provide direction for site planning, circulation, and building character. Additionally, the revised specific plan document includes guidance for pedestrian amenities and circulation.</p>
<p><b>Goal LU 4.1 Neighborhoods.</b> Promote the development and preservation of neighborhoods that provide a variety of housing types, densities, and designs and a mix of uses and services that address the diverse needs of Sacramento residents of all ages, socio-economic groups, and abilities.</p>	
<ul style="list-style-type: none"> <li>• <b>LU 4.1.1 Mixed-Use Neighborhoods.</b> The City shall require neighborhood design that incorporates a compatible and complementary mix of residential and nonresidential (e.g., retail, parks, and schools) uses that address the basic daily needs of residents and employees. (<i>RDR</i>)</li> </ul>	<p>Under the proposed RSPU, there would likely be fewer residential dwelling units and a larger amount of non-residential development than anticipated under the approved 2007 RSP. The proposed RSPU includes a mix of land uses that would allow for flexibility when developing the RSP Area. The mix of land uses that would be permitted would include residential, commercial, retail, office, recreation, and entertainment uses.</p>
<ul style="list-style-type: none"> <li>• <b>LU 4.1.2 Neighborhood Amenities.</b> The City shall encourage appropriately scaled community-supportive facilities and services within all neighborhoods to enhance neighborhood identity and provide convenient access within walking and biking distance of city residents. (<i>RDR/MPSP</i>)</li> </ul>	<p>Under the proposed RSPU, land uses would allow a mix of development that could include office, commercial, retail, service, health care, recreation, and entertainment amenities in close proximity to existing and future residential units.</p>
<ul style="list-style-type: none"> <li>• <b>LU 4.1.3 Walkable Neighborhoods.</b> The City shall require the design and development of neighborhoods that are pedestrian friendly and include features such as short blocks, broad and well-appointed sidewalks (e.g., lighting, landscaping, adequate width), tree-shaded streets, buildings that define and are oriented to adjacent streets and public spaces, limited driveway curb cuts, paseos and pedestrian lanes, alleys, traffic-calming features, convenient pedestrian street crossings, and access to transit. (<i>RDR/MPSP</i>)</li> </ul>	<p>As part of the proposed RSPU, the specific plan document includes a goal (Goal C-3) and associated policies that would create a walkable street system.</p>
<ul style="list-style-type: none"> <li>• <b>LU 4.1.4 Traditional Grid.</b> The City shall require all new neighborhoods to be designed with traditional grid block sizes. (<i>RDR</i>)</li> </ul>	<p>As part of the proposed RSPU, the specific plan document includes a goal (C-2) and associated policies designed to extend the downtown grid to the RSP Area.</p>

**TABLE 3-1.  
RAILYARDS SPECIFIC PLAN UPDATE  
CITY OF SACRAMENTO 2035 GENERAL PLAN—RELEVANT GOALS AND POLICIES**

Applicable 2035 General Plan Goal/Policy	Discussion
<ul style="list-style-type: none"> <li> <b>LU 4.1.5 Alley Access.</b> The City shall encourage the use of well-designed and safe alleys to access individual parcels in neighborhoods in order to reduce the number of curb cuts, driveways, garage doors, and associated pedestrian/automobile conflicts along street frontages. <i>(RDR)</i> </li> </ul>	<p>As part of the proposed RSPU, the specific plan document includes guidance for circulation within the RSP Area. The specific plan states that several minor streets will stretch between the major roadways, providing greater internal connectivity within the site. They will also make some parcels more accessible, allowing for more service and parking entrances and fewer curb cuts on the major pedestrian-oriented streets. Additionally, the Design Guidelines for residential structures include guidance that parking access is preferably from alleys, but side-streets are also acceptable.</p>
<ul style="list-style-type: none"> <li> <b>LU 4.1.6 Connecting Key Destinations.</b> The City shall promote better connections by all travel modes between residential neighborhoods and key commercial, cultural, recreational, and other community-supportive destinations for all travel modes. <i>(RDR/MPSP)</i> </li> </ul>	<p>The proposed RSPU includes Design Guidelines and a specific plan document that will guide development within the RSP Area. The key principles that form the basis of the goals and policies of the specific plan include providing a wide mix of uses, providing for transit connections, creating walkable areas, and extending existing bike pathways.</p>
<ul style="list-style-type: none"> <li> <b>LU 4.1.7 Neighborhood Transitions.</b> The City shall provide for appropriate transitions between different land use and urban form designations along the alignment of alleys or rear lot lines and along street centerlines, in order to maintain consistent scale, form, and character on both sides of public streetscapes. <i>(RDR)</i> </li> </ul>	<p>As part of the Design Guidelines included in the proposed RSPU, massing and building configuration issues are discussed along with the principle that the public space of the street shall be defined on both sides by buildings forming a street-wall of a consistent height and defined articulation.</p>
<ul style="list-style-type: none"> <li> <b>LU 4.1.8 Connections to Open Space.</b> The City shall ensure that new and existing neighborhoods contain a diverse mix of parks and open spaces that are connected by trails, bikeways, and other open space networks and are within easy walking distance of residents. <i>(RDR/MPSP)</i> </li> </ul>	<p>Like the 2007 RSP, the proposed RSPU would include parks and open space that would connect with existing open spaces areas adjacent to the project site.</p>
<ul style="list-style-type: none"> <li> <b>LU 4.1.10 Family-Friendly Neighborhoods.</b> The City shall promote the development of family-friendly neighborhoods throughout the city that provide housing that accommodates families of all sizes and provides safe and convenient access to schools, parks, and other family-oriented amenities and services. <i>(RDR/MPSP)</i> </li> </ul>	<p>The proposed RSPU includes flexibility to develop a mix of uses, including residential, commercial, office, health care, and retail. Many of the non-residential uses are anticipated to include local-serving commercial amenities. Additionally, development under the RSPU would include parks and open space. Overall, the RSPU would include a mix of residential uses and amenities for those residential uses, making the RSPU a family-friendly area.</p>
<p><b>Goal LU 4.4 Urban Neighborhoods.</b> 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>	
<ul style="list-style-type: none"> <li> <b>LU 4.4.1 Well-Defined Street Fronts.</b> 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. <i>(RDR)</i> </li> </ul>	<p>The proposed development within the RSP Area would be subject to the proposed RSPU and Design Guidelines which provide guidance for building placement and design as well as streetscapes.</p>
<ul style="list-style-type: none"> <li> <b>LU 4.4.2 Building Orientation.</b> In buildings with nonresidential uses at street level, 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. <i>(RDR)</i> </li> </ul>	<p>The proposed RSPU and Design Guidelines documents include policies requiring buildings with non-residential uses on the ground floor to include pedestrian-oriented articulation.</p>
<ul style="list-style-type: none"> <li> <b>LU 4.4.3 Building Design.</b> 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. <i>(RDR)</i> </li> </ul>	<p>The Design Guidelines included in the proposed RSPU include guidance for building placement, design, orientation, and other elements that would ensure that buildings developed within the RSP Area would be of the size, scale, and design envisioned for the RSP Area.</p>

**TABLE 3-1.  
RAILYARDS SPECIFIC PLAN UPDATE  
CITY OF SACRAMENTO 2035 GENERAL PLAN—RELEVANT GOALS AND POLICIES**

Applicable 2035 General Plan Goal/Policy	Discussion
<ul style="list-style-type: none"> <li>• <b>LU 4.4.4 Ample Public Realm.</b> 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. <i>(RDR)</i></li> </ul>	The Design Guidelines included in the proposed RSPU include requirements that the buildings and streets be pedestrian-friendly and provide public space. Additionally, the RSP Area includes pedestrian connections between existing and planned transit, retail, commercial, office, and entertainment amenities.
<ul style="list-style-type: none"> <li>• <b>LU 4.4.5 Parking and Service Access and Design.</b> 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></li> </ul>	The proposed RSPU includes guidance to limit curb cuts for driveways and encourage alley access.
<ul style="list-style-type: none"> <li>• <b>LU 4.4.6 Mix of Uses.</b> 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></li> </ul>	The proposed RSPU would allow for a wide range of uses, including buildings that could provide retail or commercial uses on the ground floor, with office or residential uses on upper floors.
<p><b>Goal LU 5.1 Centers.</b> 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>	
<ul style="list-style-type: none"> <li>• <b>LU 5.1.1 Diverse Centers.</b> 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></li> </ul>	The proposed RSPU would include transit amenities, a hospital and medical center, a historic district, a sports stadium, parks, and a mix of uses. The proposed land uses would allow for maximum flexibility to provide a mix of neighborhood-serving amenities along with regional destinations.
<ul style="list-style-type: none"> <li>• <b>LU 5.1.2 Centers Served by Transit.</b> 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></li> </ul>	The RSP Area includes the Sacramento Valley Station (SVS), which is a hub for Amtrak, Sacramento Regional Transit Light Rail, and local bus routes.
<ul style="list-style-type: none"> <li>• <b>LU 5.1.3 Cultural and Entertainment Centers.</b> 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></li> </ul>	The proposed RSPU would allow for maximum flexibility in siting cultural, educational, or entertainment uses in the city center. Additionally, the proposed RSPU would include the MLS Stadium.
<ul style="list-style-type: none"> <li>• <b>LU 5.1.4 Vertical and Horizontal Mixed-Use.</b> 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. <i>(RDR)</i></li> </ul>	The proposed RSPU would allow for vertical and horizontal mixed uses, and includes design guidelines related to ground-floor uses oriented for pedestrian access. The flexible zoning would allow for a mix of uses above ground-floor retail or commercial.
<ul style="list-style-type: none"> <li>• <b>LU 5.1.5 Vertical and Horizontal Mixed-Use.</b> The City shall discourage low-intensity and auto-oriented uses around transit stations. <i>(RDR)</i></li> </ul>	Under the proposed RSPU, fewer residential dwelling units and a greater area of non-residential development would occur compared to the approved 2007 RSP. However, the density of residential uses would range up to 450 units per acre. Given the site conditions and design guidelines, development under the proposed RSPU would not promote low-density residential or auto-oriented uses.

**TABLE 3-1.  
RAILYARDS SPECIFIC PLAN UPDATE  
CITY OF SACRAMENTO 2035 GENERAL PLAN—RELEVANT GOALS AND POLICIES**

Applicable 2035 General Plan Goal/Policy	Discussion
<p><b>Goal LU 5.5 Urban Centers.</b> 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>	
<ul style="list-style-type: none"> <li> <p><b>LU 5.5.1 Urban Centers.</b> The City shall promote the development of a series of urban centers, as designated in the Land Use &amp; Urban Form Diagram, that create significant opportunities for employment, housing, and commercial activity in areas outside of the Central Business District (CBD). <i>(RDR)</i></p> </li> </ul>	<p>Like the 2007 RSP, the proposed RSPU would provide a mix of uses including residential, commercial, retail, office, health care, entertainment, and parks and open space. The flexible zoning would allow for significant opportunities for employment, housing, shopping, entertainment, and recreation within the RSP Area.</p>
<p><b>Goal LU 5.6 Central Business District.</b> Promote the Central Business District (CBD) as the regional center of the greater Sacramento area for commerce, culture, and government.</p>	
<ul style="list-style-type: none"> <li> <p><b>LU 5.6.1 Downtown Center Development.</b> The City shall encourage development that expands the role of the CBD as the regional center for living, commerce, arts, culture, entertainment, and government. <i>(RDR)</i></p> </li> </ul>	<p>Under the proposed RSPU, there would likely be fewer residential dwelling units and a larger amount of non-residential development compared to the approved 2007 RSP. That said, there would still be between 6,000 and 10,000 residential units within the RSP Area. Additionally, flexible zoning would allow for a mix of commercial, retail, health care, entertainment, and recreational uses.</p>
<ul style="list-style-type: none"> <li> <p><b>LU 5.6.2 Family-Friendly Downtown.</b> 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. <i>(RDR)</i></p> </li> </ul>	<p>The design guidelines included as part of the proposed RSPU include requirements for pedestrian-friendly amenities, parks and open space, and a mix of uses, all of which would promote the family-friendly nature of the downtown area.</p>
<ul style="list-style-type: none"> <li> <p><b>LU 5.6.3 Mixed-Use Downtown Development.</b> The City shall support a mixed use, vibrant CBD by encouraging innovative mixed-use development resulting in development consistent with Sacramento’s commitment to environmental sustainability. <i>(RDR)</i></p> </li> </ul>	<p>Under the proposed RSPU, there would likely be fewer residential dwelling units and a larger amount of non-residential development compared to the approved 2007 RSP.</p>
<ul style="list-style-type: none"> <li> <p><b>LU 5.6.4 Building Height Transitions.</b> The City shall maintain height standards for the adjoining transitions areas around the CBD consistent with the General Plan vision for a higher-density Central City and sensitive transitions to surrounding neighborhoods. <i>(RDR)</i></p> </li> </ul>	<p>The design guidelines included with the proposed RSPU include height restrictions and requirements for transitioning to other uses away from the city center.</p>
<ul style="list-style-type: none"> <li> <p><b>LU 5.6.6 Central City Development Projects.</b> The City shall work with the Sacramento Housing and Redevelopment Agency (SHRA), the Capitol Area Development Authority (CADA), and private developers to ensure that development efforts in 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> </li> </ul>	<p>The land use plan of the proposed RSPU would provide connections to areas previously unconnected, including providing a direct link between the CBD and the River District.</p>
<p><b>Goal LU 8.1 Public/Quasi-Public.</b> Provide for governmental, utility, institutional, educational, cultural, religious, and social facilities and services that are located and designed to complement Sacramento’s neighborhoods, centers, and corridors and to minimize incompatibility with neighborhoods and other sensitive uses.</p>	

**TABLE 3-1.  
RAILYARDS SPECIFIC PLAN UPDATE  
CITY OF SACRAMENTO 2035 GENERAL PLAN—RELEVANT GOALS AND POLICIES**

Applicable 2035 General Plan Goal/Policy	Discussion
<ul style="list-style-type: none"> <li>• <b>LU 8.1.1 Public Places.</b> The City shall create vibrant public places in Sacramento's neighborhoods, centers, and corridors that serve as gathering places. <i>(MPSP/SO)</i></li> </ul>	Key gathering places within the RSP Area would include the Central Shops District and the MLS Stadium. Also, the proposed RSPU would include public open spaces, parks, and trails for public use.
<ul style="list-style-type: none"> <li>• <b>LU 8.1.2 Adequate Community Supporting Uses.</b> The City shall seek to ensure that all manner of public and private community-supportive facilities and services are located throughout the city to provide places that serve the varied needs of the community, provide for community meeting places, and provide community and neighborhood landmark buildings and places. <i>(MPSP/IGC/JP)</i></li> </ul>	While the proposed RSPU would include a major medical center and a sports and entertainment stadium, zoning would be flexible to allow for a wide variety of uses, including a mix of neighborhood-serving uses, as well as regional draws.
<ul style="list-style-type: none"> <li>• <b>LU 8.1.13 Medical Centers.</b> The City shall work with owner of existing and planned medical centers to develop master plans that advance the City's economic development objectives, maintain definable medical districts, provide for compatibility with surrounding areas, and achieve cohesive and integrated land uses. <i>(RDR/IGC/JP)</i></li> </ul>	Development of the KP Medical Center within the RSP Area would provide a regional hospital and medical center within the downtown area.
<b>Goal LU 8.2 Special Uses.</b> Provide for the development of Special Uses (e.g., assembly facilities, live-work studios, and care facilities) that are included within several Land Use and Urban Form Designations.	
<ul style="list-style-type: none"> <li>• <b>LU 8.2.1 Assembly Facilities and Event Centers.</b> The City shall encourage and support development throughout the city of assembly facilities for social, cultural, entertainment, sports, educational, and religious activities. <i>(RDR)</i></li> </ul>	In addition to the proposed MLS Stadium, the proposed RSPU would include flexible zoning designations that would allow for a variety of uses, including facilities for social, cultural, entertainment, sports, educational, and religious activities.
<ul style="list-style-type: none"> <li>• <b>LU 8.2.5 Expanded Emergency Care Facilities.</b> The City shall support the efforts of the health care sector to provide expanded emergency health services throughout Sacramento, especially north of the American River. <i>(RDR/JP)</i></li> </ul>	The proposed KP Medical Center within the RSP Area would provide emergency services in an area currently without a large-scale emergency hospital. By locating the KP Medical Center within the RSP Area, improved access to emergency medical care would be provided for areas north of the American River, including Natomas and North Sacramento.
<b>Goal LU 9.1 Open Space, Parks, and Recreation.</b> Protect open space for its recreational, agricultural, safety, and environmental value and provide adequate parks and open space areas throughout the city.	
<ul style="list-style-type: none"> <li>• <b>LU 9.1.1 Open Space Preservation.</b> The City shall place a high priority on acquiring and preserving open space lands for recreation, habitat protection and enhancement, flood hazard management, public safety, water and agricultural resources protection, and overall community benefit. <i>(RDR/MPSP)</i></li> </ul>	Like the 2007 RSP, the proposed RSPU would provide a link to existing trails and open space west of I-5 along the Sacramento River.
<ul style="list-style-type: none"> <li>• <b>LU 9.1.2 New Parks and Open Spaces.</b> The City shall ensure that sufficient parks, open space, water corridor parkways, and trails are planned throughout the city, to ensure adequate facilities are available to existing and future residents. <i>(RDR/MPSP)</i></li> </ul>	Like the 2007 RSP, the proposed RSPU would provide parks and open spaces, as well as trails and connections to existing trails.
<ul style="list-style-type: none"> <li>• <b>LU 9.1.3 Connected Open Space System.</b> The City shall ensure that new development does not create barriers to the connections among the various parts of the city's parks and open space systems. <i>(RDR)</i></li> </ul>	The land use plan included with the proposed RSPU would include parks and open spaces, along with connections to existing trails, parks, and open spaces.
<ul style="list-style-type: none"> <li>• <b>LU 9.1.4 Open Space Buffers.</b> The City shall use traditional, developed parks and employ innovative uses of open space to "soften" the edges between urban areas and the natural environment. <i>(RDR/MPSP)</i></li> </ul>	The Sacramento River is located along the western boundary of the RSP Area, Between developed areas and the Sacramento River, there is a network of parks and bike trails. The proposed RSPU would add additional connections to existing trails.

**TABLE 3-1.  
RAILYARDS SPECIFIC PLAN UPDATE  
CITY OF SACRAMENTO 2035 GENERAL PLAN—RELEVANT GOALS AND POLICIES**

Applicable 2035 General Plan Goal/Policy	Discussion
<b>Historic and Cultural Resources</b>	
<p><b>Goal HCR 2.1 Identification and Preservation of Historic and Cultural Resources.</b> Identify and preserve the city’s historic and cultural resources to enrich our sense of place and our understanding of the city’s prehistory and history.</p>	
<ul style="list-style-type: none"> <li><b>HCR 2.1.14 Adaptive Reuse.</b> The City shall encourage adaptive reuse of historic resources when the original use of the resource is no longer feasible. (RDR/SO)</li> </ul>	Under the proposed RSPU, the historic shops would be reused for commercial and other compatible uses.
<b>Economic Development</b>	
<p><b>Goal ED 3.1 Land, Sites, and Opportunity Areas.</b> Retain, attract, expand, and develop businesses by providing readily available and suitable sites with appropriate zoning and access.</p>	
<ul style="list-style-type: none"> <li><b>ED 3.1.10 Civic Amenities.</b> The City shall support and encourage the development of civic amenities, entertainment venues, and convention opportunities that increase visitation, spending, and tourism in Sacramento. (MPSP)</li> </ul>	The proposed projects include a hospital and medical center, a major sports stadium, and flexible zoning that would allow for a variety of uses. Additionally, reuse of the central shops would also promote and encourage visitors to the RSP Area and other locations in the City of Sacramento.
<b>Mobility</b>	
<p><b>Goal M 1.2 Multimodal System.</b> Increase multimodal accessibility (i.e., the ability to complete desired personal or economic transactions via a range of transportation modes and routes) throughout the city and region with an emphasis on walking, bicycling, and riding transit.</p>	
<ul style="list-style-type: none"> <li><b>M 1.2.4 Multimodal Access.</b> The City shall facilitate the provision of multimodal access to activity centers such as commercial centers and corridors, employment centers, transit stops/stations, airports, schools, parks, recreation areas, medical centers, and tourist attractions. (MPSP/SO)</li> </ul>	The proposed RSPU would include a major medical center/hospital and sports stadium in close proximity to a variety of transit options, including Amtrak, Sacramento Regional Transit light rail, and bus routes. The SVS and the future SITF would provide a regional intermodal transportation station within the Depot District of the RSP Area.
<p><b>Goal M 1.3 Barrier Removal.</b> Improve accessibility and system connectivity by removing physical and operational barriers to safe travel.</p>	
<ul style="list-style-type: none"> <li><b>M 1.3.1 Grid Network.</b> To promote efficient travel for all modes, the City shall require all new residential, commercial, or mixed-use development that proposes or is required to construct or extend streets to develop a transportation network that is well-connected, both internally and to off-site networks preferably with a grid or modified grid-form. (RDR)</li> </ul>	Similar to the 2007 RSP, the proposed RSPU would extend the downtown’s grid circulation system through the RSP Area. Railyards Boulevard provides an east-west connection through the site linking a future Sacramento River bridge on the west to North 12 <sup>th</sup> Street on the east. Additionally South Park Street and Camille Lane provide east-west connections within the RSP Area. 5 <sup>th</sup> Street, 6 <sup>th</sup> Street, and 7 <sup>th</sup> Street provide the major north-south connections through the RSP Area, with supporting connections within the RSP Area provided at Bercut Drive, 8 <sup>th</sup> Street, and 10 <sup>th</sup> Street. The circulation plan creates a grid pattern similar to the grid pattern that exists in downtown Sacramento to the south of the RSP Area.

**TABLE 3-1.  
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CITY OF SACRAMENTO 2035 GENERAL PLAN—RELEVANT GOALS AND POLICIES**

Applicable 2035 General Plan Goal/Policy	Discussion
Central City Community Plan Policies	
Land Use and Urban Design	
<ul style="list-style-type: none"> <li>• <b>CC.LU 1.2 Interrelated Land Uses.</b> 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></li> </ul>	The proposed RSPU would provide flexible zoning to allow a variety of uses, including residential, commercial, retail, office, health care, recreation, and entertainment.
<ul style="list-style-type: none"> <li>• <b>CC.LU 1.4 Office Development.</b> 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></li> </ul>	As discussed in Chapter 2, Project Description, the proposed RSPU would include approximately 3.8 million sf of office space, as well as an additional 510,000 square feet of medical office space.
<ul style="list-style-type: none"> <li>• <b>CC.LU 1.5 Central Business District.</b> The City shall improve the physical and social conditions, urban aesthetics, and general safety of the Central Business District. <i>(MPSP)</i></li> </ul>	Conditions within the CBD would benefit from development of the RSPU because there would be more pedestrian activity in the area, more residents, and more visitors.
Historic and Cultural Resources	
<ul style="list-style-type: none"> <li>• <b>CC.HCR 1.1 Preservation.</b> 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.</li> </ul>	Like the 2007 RSP, the proposed RSPU would preserve the historic shops buildings and allow for reuse that preserves their historical features and characteristics.
Housing	
<ul style="list-style-type: none"> <li>• <b>CC.H 1.1 Mixed-Use Buildings.</b> 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></li> </ul>	While the proposed RSPU would include a lower maximum number of dwelling units compared to the 2007 RSP, there would still be approximately 6,000-10,000 new residential units within the RSP Area. Additionally, flexible zoning would allow for development of a wide variety of mixed uses, including businesses and amenities designed to serve the neighborhood residents.
Mobility	
<ul style="list-style-type: none"> <li>• <b>CC.M 1.2 Adequate Parking.</b> The City shall provide adequate off street parking to meet the needs of shoppers, visitors, and residents. <i>(MPSP/SO)</i></li> </ul>	Parking to serve development within the RSP Area would be evaluated during the design review and development plan process for each development within the RSP Area. Parking for new development would be required to meet the requirements and standards set forth in the PDC and the proposed RSPU.
<ul style="list-style-type: none"> <li>• <b>CC.M 1.7 Increased Frequency for Transit.</b> 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. <i>(SO/IGC)</i></li> </ul>	By adding new residents to the RSP Area, the proposed RSPU would likely increase ridership for transit. Increased ridership, in turn, would likely increase the frequency and number of transit stops within the RSP Area.

**TABLE 3-1.  
RAILYARDS SPECIFIC PLAN UPDATE  
CITY OF SACRAMENTO 2035 GENERAL PLAN—RELEVANT GOALS AND POLICIES**

Applicable 2035 General Plan Goal/Policy	Discussion
<b>Special Planning Districts</b>	
<ul style="list-style-type: none"> <li> <b>CC.SPD 1.1 Railyards.</b> The Sacramento Railyards Specific Plan proposes development of a transit-oriented mixed-use urban environment that would include between 10,000 and 12,100 dwelling units, 2.3 million sf of office, 1.3 million sf of retail, 1,100 hotel rooms, 491,000 sf of mixed-use flex space, 485,390 sf of historic/cultural uses, and 46 acres of open space on 244 acres bounded generally by the Sacramento River on the west, the City Water Treatment Plant and North B Street on the north, 12<sup>th</sup> Street on the east, and H Street between 5<sup>th</sup> and 7<sup>th</sup> streets. (<i>RDR</i>)                 </li> </ul>	<p>While the proposed RSPU would lower the maximum number of residential dwelling units and would provide for a larger amount of non-residential development compared to the approved 2007 RSP, the proposed RSPU would provide for a transit-oriented, mixed-use urban environment.</p>

### ***Planning and Development Code***

The City of Sacramento's PDC (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 PDC:

- 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.

### **Existing Zoning**

The project site is zoned Office/Residential Mixed Use (ORMU), Residential/Commercial Mixed Use (RCMU), Residential Mixed Use (RMU), Transportation Corridor (TC), and Heavy Industrial (M-2). These designations are based on the 2007 RSP.

The ORMU zone corresponds to the office/residential mixed use land use designation in the RSP. This zone allows for a broad range of office, residential, hotel, and supporting retail, with an emphasis on office and residential.

The RCMU zone corresponds to the residential/commercial mixed use designation in the RSP. This zone is designed to create an area that features a wide mixture of urban uses, with an emphasis on commercial uses with a residential component.

The RMU zone corresponds to the residential mixed-use designation in the RSP. This zone allows for a broad range of residential mixed uses, including high-density residential, neighborhood-serving retail uses, and restaurants, with an emphasis on residential.

The TC zone corresponds to the transportation use designation in the RSP. This zone is intended to regulate land uses around, within, above, and below public transportation corridors to ensure the development is consistent with the RSP. This zone allows for dense transit-oriented development, including retail, office, hotel, and residential uses.

The M-2 zone provides a place for manufacturing and other heavy industrial uses. Permitted uses within this zone include office, railroad right-of-way, equipment rentals and sales, hotel/motel, and restaurants.

### **Proposed Zoning**

The PDC also includes designations that are proposed for use in the RSPU. As proposed, the following zones would be applied to the RSP Area:

- H-SPD. The Hospital (H) zone provides primarily for medical-type uses, such as hospitals, major medical facilities and convalescent homes, and for group care facilities for physically- and mentally-challenged persons. Offices, laboratories, and pharmacies are also permitted;
- C1-SPD. The Limited Commercial zone (C-1) provides for certain offices, retail stores, and commercial service establishments that are compatible with residential developments. This zone is intended to be applied to small lots that are surrounded by a residential neighborhood;
- C-2-SPD. The General Commercial zone (C-2) provide for the sale of goods; the performance of services, including repair facilities; office uses; dwellings; small wholesale stores or distributors; and limited processing and packaging;
- C3-SPD. The Central Business District zone provides for the most intense residential, retail, commercial, and office developments in the City;
- R-5-SPD. The High Rise Residential zone (R-5) permits dwellings, institutions, and limited commercial goods and services serving the surrounding neighborhood;
- T-C-SPD. The Transportation Corridor zone (T-C) is intended to regulate land uses within, above, and below public agency transportation corridors to ensure that development is consistent with the general plan, and to provide uniform standards for the development of ground rights and air rights within the corridor; and
- M2-SPD. The Heavy Industrial zone (M-2) permits uses that involve the manufacture or treatment of goods.

As described in Chapter 2, Project Description, these zoning districts are established in the PDC, but are proposed to be modified to be specific to conditions in the RSP Area, and are identified with the SPD modifier.

### **3.2.3 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 SEIR. 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**

### ***Railyards Specific Plan Update***

As is described in Chapter 2, Project Description, the proposed RSPU would provide for development of the RSP Area with a mix of urban uses, including office, retail, mixed use, residential, hotel, museum and cultural, major medical facilities, a sports and entertainment stadium, public and other civic uses, and open space. The density and intensity of these uses would be comparable to those found in downtown Sacramento.

The RSP Area has long been isolated from downtown Sacramento by rail lines, embankments, and other features that were functional parts of the historic railroad activities that dominated the property for more than 130 years. In terms of compatibility, many of the edges and adjacent land uses around the RSP Area are not used for purposes that would be sensitive to changes, including the SRWTP, I-5, and the southern boundary west of 7<sup>th</sup> Street. The northern edge along the River District is largely an industrial edge with the exception of two homes located near the intersection of North B Street, Bannon Street, and Water Street.

The southern edge of the RSP Area is adjacent to the Alkali Flat neighborhood and the Sacramento Chinatown Mall.

For the most part, the uses that would be developed along and in proximity to the Alkali Flat neighborhood would be comparable to uses in the downtown, with a mix of high-density residential, office, and retail uses. There is nothing inherent in these uses that would be incompatible with the residential and business uses in Alkali Flat. As is described in Section 4.1, Aesthetics, Light and Glare, and in Section 4.7, Noise, activities at the proposed MLS Stadium have the potential to affect homes and businesses in the Alkali Flat, Mansion Flats, and River District neighborhoods. Stadium light impacts and associated mitigation measures are addressed in Section 4.1, and noise impacts and recommended mitigation measures associated with events at the proposed Stadium are addressed in Section 4.7. Experience at other urban sports venues suggests the proposed Stadium uses are not incompatible with residential or commercial uses. As an example, in San Francisco, urban residential, retail, and office uses thrive immediately across the street from AT&T Park, which has 81 regularly scheduled baseball games per year and attendance capacity of over 40,000. As such, AT&T Park is much more active than the 25,000-capacity and 37 events per year anticipated at the proposed MLS Stadium. Numerous other examples exist in cities around the country. Thus, despite the potential for significant impacts on adjacent uses, these types of uses have been shown to function well together in an urban setting and are not considered incompatible.

### **Railyards Specific Plan Update Land Use Variant**

Under the RSPU Land Use Variant, the KP Medical Center and MLS Stadium would not be constructed. Full details regarding the RSPU Land Use Variant and its development potential can be found in Chapter 2, Project Description.

The RSPU Land Use Variant would replace the KP Medical Center and MLS Stadium with additional residential, office, retail, and flexible mixed uses. The area designated for the KP Medical Center would likely be used for commercial and mixed use development, which would provide a transition from the existing SRWTP. The area designated for the MLS Stadium would also provide for additional commercial and mixed use development within the RSP Area.

Development under the RSPU Land Use Variant would closely resemble the development plan included in the 2007 RSP. Therefore, implementation of the RSPU Land Use Variant would not be expected to result in land use incompatibilities beyond those identified in the 2007 RSP EIR.

### ***KP Medical Center***

The existing land uses adjacent to the KP Medical Center site consist of public roadways and the SRWTP. The existing Bercut Drive would extend along the KP Medical Center site south to the intersection of Railyards Boulevard along the southern boundary of the KP Medical Center. A new road, South Park Street, would be constructed from Bercut Drive heading east to 5<sup>th</sup> Street, and would separate the KP Medical Center from the existing SRWTP to the north.

The KP Medical Center would be located on a now-vacant site that was historically used as part of an industrial railyard. The size and scale of the KP Medical Center, including the hospital building, office buildings, and parking garages, would be of an intermediate height between the taller buildings of the downtown Sacramento central business district, and lower building forms of the SRWTP and nearby structures in the River District. Planned uses on the blocks to the south of the KP Medical Center include a mix of office and retail on Blocks 6 and 7 between Bercut Drive and Stanford Street. On Block 4, between Stanford and 5<sup>th</sup> streets, it is anticipated that a mix of residential, office, and retail uses would be developed. West of 5<sup>th</sup> Street it is anticipated that residential uses would be built over ground-floor retail.

Activities in and around the KP Medical Center site would be comparable to the type of urban environment experienced around Sacramento's other urban medical centers, including the Sutter Sacramento Medical Center in Midtown, Mercy General Hospital in East Sacramento. UC Davis Medical Center which borders on the Elmhurst and Oak Park neighborhoods is a Level 1 Trauma Center, which creates a range of noise and activity issues that would not be experienced at the KP Medical Center. Potential air quality or noise impacts that could affect adjacent properties are evaluated in Section 4.2, Air Quality, and Section 4.10, Noise and Vibration, of this SEIR. The KP Medical Center would be bordered on the south and west by urban uses comparable to those in downtown Sacramento. On the north, the most proximate uses would be Vista Park and the SRWTP. It is not anticipated that type of activities that would go on at the KP Medical Center

would be incompatible with nearby residential, office, retail, open space, or other types of urban uses that could be developed in the RSP Area.

### ***MLS Stadium***

The MLS Stadium would be located in the eastern half of the RSP Area, east of 8<sup>th</sup> Street and north of Railyards Boulevard. Existing uses adjacent to the MLS Stadium site include existing roadways and an embankment along the RSP Area northern boundary. Adjacent to the MLS Stadium site north of the embankment is the Sims Metal Management scrap metal yard and recycling center. North of North B Street in the River District there are light industrial warehouses and other commercial businesses. South of the MLS Stadium site, across the future Railyards Boulevard and the UPRR tracks, is the Alkali Flat neighborhood. Most proximate uses include the KCRA studio building, the Creamery at Alkali Flat residential project currently under construction, and the Lofts at Globe Mills affordable housing development. Impacts on existing uses related to light from the proposed Stadium are addressed in section 4.1, Aesthetics, Light and Glare. Impacts related to air quality emissions are evaluated in section 4.2, Air Quality. Impacts related to noise are evaluated in section 4.10, Noise and Vibration. Impacts related to traffic and transportation are evaluated in section 4.12, Transportation.

As discussed above in the evaluation of the proposed RSPU, despite the potential for significant impacts on some adjacent uses to the south in Alkali Flat, there is no evidence that the proposed MLS Stadium and the uses in Alkali Flat and nearby neighborhoods cannot function well together as occurs in cities around California and the country. Thus, while some disturbance may occur on days and evenings when events take place, the proposed MLS Stadium and uses in the Alkali Flat and nearby neighborhoods are not incompatible.

Planned future uses adjacent to the MLS Stadium would include areas zoned for C-3-SPD and C-2-SPD uses. It is currently anticipated that the blocks surrounding the MLS Stadium on the south and east, zoned C-3-SPD would be developed with a mix of office, retail, and residential uses. The C-2-SPD zone would be east of the MLS Stadium on Block 51. It is currently anticipated that Block 51 would be dedicated to potential use for a police and/or fire station, as well as parking for the MLS Stadium.

Potential impacts to new residents within the RSP Area, such as those that could be located in the areas zoned C-3 and R-5, are discussed in the respective environmental topics of this SEIR. The location of the MLS Stadium within the RSP Area would allow for a wide variety of transit options for the public coming to the site for events. The flexible zoning around the MLS Stadium site would allow for a variety of commercial businesses that could enjoy a symbiotic relationship with the MLS Stadium and provide patrons with a variety of nearby amenities. Because future adjacent uses would be required to be in compliance with the specific plan, it is not anticipated that there would be any potential land use incompatibilities involving the MLS Stadium and existing or planned adjacent uses.

### ***Stormwater Outfall***

The proposed Stormwater Outfall would be located along the bank of the Sacramento River in close proximity to existing bike trails and public roadways, and would be connected to a subsurface wet well and pump station located under the elevated section of I-5. As discussed in Chapter 2, Project Description, the existing alignment of Jibboom Street would terminate just south of the intersection with Railyards Boulevard. The stormwater outfall facilities would not require the permanent closure, replacement, realignment, or other modifications to the existing bike trails. Once constructed, the operations of the proposed Stormwater Outfall would be innocuous and largely unnoticeable. As the area around the Stormwater Outfall is fully developed, there would not be any incompatibilities with future uses.

## **Consistency with Adopted Plans, Policies, and Zoning**

### ***Sacramento Area Council of Governments Blueprint and MTP/SCS***

#### **Railyards Specific Plan Update**

As described above, the goals 2016 MTP/SCS are to link land use and transportation facilities and programs in a way to provide long-term environmental and social benefits, including shortened commute times, reduced traffic congestion, less dependence on automobiles, improved air quality, reduced greenhouse gas emissions, reduced distances traveled between jobs and housing, and housing choices more aligned with the changing demographic of the Sacramento region. While not a land use plan, the success of the MTP/SCS is based certain assumptions about land use and development. SACOG staff has indicated that the 2016 MTP/SCS assumed that by 2036 there would be an additional 9,900 residential units and 6,500 jobs in the RSP Area.

As is described in Chapter 2, Project Description, the proposed RSPU would provide for the development of dense residential and non-residential uses at the center of the region, in a location proximate to a multitude of transportation options, including light rail, passenger heavy rail, and buses. The network of roads and trails that would be built pursuant to the RSPU would facilitate non-motorized transportation, including walking and biking. The residential densities ranging from 100 to 210 units per acre, along with dense employment generating uses, would provide the opportunity for internalization that is projected to reduce overall trip generation by about 32%. The development pursuant to the proposed RSPU would be consistent with the land use, density, and intensity of development anticipated in the Center and Corridor Community type under the 2016 MTP/SCS, and the land use designations in the proposed RSPU would accommodate the 2016 MTP/SCS assumptions for the RSP Area.

Although the MTP/SCS is a transportation plan, not a land use plan, and “consistency” of a land use project is determined by SACOG, based on the City’s review of the MTP/SCS it is clear that the proposed RSPU is consistent with and would promote the ability of SACOG and the region to achieve the goals established in the 2016 MTP/SCS.

### *Railyards Specific Plan Update Land Use Variant*

The RSPU Land Use Variant would not include the proposed KP Medical Center or MLS Stadium. Instead of these two large-scale developments, additional residential and non-residential uses would be developed. In essence, the RSPU Land Use Variant would develop the site in a manner similar to that envisioned in the 2007 RSP. Without the KP Medical Center or MLS Stadium, the RSPU Land Use Variant would still be consistent with the principles of the MTP/SCS as it would develop the land at a high density with a wide variety of mixed uses. Additionally, development of the RSPU Land Use Variant would place a large number of new residents, employment opportunities, and commercial amenities in close proximity to a variety of transit options and would facilitate the use of non-motorized forms of transport.

Although the MTP/SCS is a transportation plan, not a land use plan, and “consistency” of a land use project is not readily established, based on the City’s review of the MTP/SCS it is clear that the RSPU Land Use Variant would promote the goals of the MTP/SCS and would not frustrate the ability of SACOG and the region to achieve the goals established in the 2016 MTP/SCS.

### **KP Medical Center**

The RSP Area is designated as a Center and Corridor Community in the 2016 MTP/SCS. Center and Corridor Communities are characterized by more compact development, higher density, mixed uses, and access to transit. The proposed KP Medical Center would locate a large hospital and medical facility in a key part of downtown Sacramento that would be highly accessible due to the variety of transit amenities within and around the RSP Area. Furthermore, the KP Medical Center fits the Center and Corridor Communities profile, as it located in an area planned for a wide variety of mixed uses, including residential units.

The development of the proposed KP Medical Center would replace Kaiser’s existing Morse Avenue Sacramento Medical Center, approximately 6 miles to the northeast. By locating the its new medical center in the RSP Area, Kaiser’s enrollees throughout the central and northern portion of the Sacramento community would have additional transit and transportation options that would reduce trip generation and trip lengths.

The proposed KP Medical Center would further promote the goals of the 2016 MTP/SCS through a design and operation that implements Kaiser’s Green and Sustainability Initiatives and that is intended to achieve LEED Gold certification or equivalent, thereby reducing GHG emissions from the construction and operation of the facility.

As stated above for the proposed RSPU, although the MTP/SCS is a transportation plan, not a land use plan, and “consistency” of a land use project is not readily established, based on the City’s review of the MTP/SCS it is clear that the proposed KP Medical Center would promote the goals of the MTP/SCS and would not frustrate the ability of SACOG and the region to achieve the goals established in the 2016 MTP/SCS.

### **MLS Stadium**

The proposed siting of the MLS Stadium within the RSP Area is consistent with the Center and Corridor Community designation as it would provide a large-scale entertainment and sports venue within an area of planned mixed uses and plentiful transit connections. In addition, the proposed MLS Stadium would be connected to a dense pedestrian and bicycle network, and would provide bicycle valet service, that would facilitate walk and bike trips to and from events. Further, the proposed MLS Stadium does not involve the construction of permanent dedicated parking facilities, relying, rather, on shared parking that currently exists or will be developed for office and other non-residential uses in the Railyards, the River District, and/or downtown. Locating this large venue in a downtown location would help the region meet goals such as reducing vehicle miles traveled as the location would allow for a higher rate of transit use for patrons than comparable suburban locations.

The proposed MLS Stadium would further promote the goals of the 2016 MTP/SCS through a design that is intended to achieve LEED Gold certification or equivalent, thereby reducing GHG emissions from the construction and operation of the facility.

As stated above for the proposed RSPU, although the MTP/SCS is a transportation plan, not a land use plan, and “consistency” of a land use project is not readily established, based on the City’s review of the MTP/SCS it is clear that the proposed MLS Stadium would promote the goals of the MTP/SCS and would not frustrate the ability of SACOG and the region to achieve the goals established in the 2016 MTP/SCS.

### **Stormwater Outfall**

The proposed Stormwater Outfall would not be incompatible or inconsistent with, or otherwise frustrate achievement of the goals of the 2016 MTP/SCS because it would not involve any elements that would require any means of transportation.

## ***City of Sacramento 2035 General Plan***

### **Railyards Specific Plan Update**

The RSP Area is proposed to be designated Central Business District, Urban Center High, Employment Center Low Rise, Parks and Recreation, and Public/Quasi-Public under the City of Sacramento 2035 General Plan.<sup>31</sup> The RSP Area is within a Center that is “expected to develop for commercial and employment uses (without housing) and/or mixed-use projects that integrate housing with retail, office, community facilities and other uses.”<sup>32</sup> The Central Business District designation, that would cover a majority of the RSP Area, provides for uses similar to downtown, including employment-intensive uses, high-density housing, and a wide variety of retail uses. Building heights are unlimited, but are expected to exceed four stories, with characteristics similar to those in the CBD.

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<sup>31</sup> City of Sacramento. 2014, June 26. Sacramento 2035 General Plan Land Use and Urban Form Diagram. June 26, 2014.

<sup>32</sup> City of Sacramento. 2015, March 3. *Sacramento 2035 General Plan*. P. 2-12.

The proposed RSPU would provide for development consistent with the General Plan's identification of the RSP Area as a Center and the overall aspirations of the Central Business District and Urban Center High designations. In addition, as is described above in Table 3-1, the proposed RSPU would respond positively to a wide array of applicable goals and policies of the 2035 General Plan, without being substantially inconsistent with any other policies.

#### *Railyards Specific Plan Update Land Use Variant*

Under the RSPU Land Use Variant, the RSP Area would be developed with a mix of uses similar to those described for the proposed RSPU. Such development would include a mix of residential, commercial, retail, office, and public uses, but would not include the KP Medical Center or the MLS Stadium that would be part of the proposed RSPU. Without the KP Medical Center or the MLS Stadium, the RSPU Land Use Variant would remain consistent with the 2035 General Plan as it would provide a high density mix of uses in close proximity to transit amenities in the downtown area.

#### **KP Medical Center**

The RSP Area, including the KP Medical Center site, is within a Center that is “expected to develop for commercial and employment uses (without housing) and/or mixed-use projects that integrate housing with retail, office, community facilities and other uses.” The proposed KP Medical Center is compatible with this designation as it provides employment and services to the Sacramento community, within and outside of the RSP Area. The 2035 General Plan includes specific goals and policies designed to support balanced growth throughout the City, and specifically includes policies that encourage the provision of health care facilities throughout the Sacramento community (policies LU 8.1.13 and LU 8.2.5).

Table 3-1 above identifies goals and policies applicable to the proposed RSPU, and includes a discussion of how the proposed RSPU, including the KP Medical Center, would be consistent with applicable policies, including LU 8.1.13 which encourages the City to work with owners of planned medical centers to advance the City's economic development objectives, maintain definable medical districts, provide for compatibility with surrounding areas, and achieve cohesive and integrated land uses. In addition, responding to policy LU 8.2.5, the proposed KP Medical Center would provide emergency services in an area currently without a large-scale emergency hospital. By locating the KP Medical Center within the RSP Area, improved access to emergency medical care would be provided for areas north of the American River, including Natomas and North Sacramento.

#### **MLS Stadium**

The RSP Area is within a Center identified as a future development of commercial, employment, and mixed uses. The placement of a major sports venue within this area of commercial and community amenities, future housing, and existing transit connections is compatible with the Center designation. Although the calculated FAR for the proposed MLS Stadium would be below the standards for the Central Business District land use designation, 2035 General Plan policy

LU 1.1.11 recognizes that facilities such as the proposed MLS Stadium, where a substantial part of the project involves outdoor activities and spaces, can remain consistent with the General Plan while having an FAR below the established minimum. The 2035 General Plan includes specific goals and policies designed to support balanced growth throughout the City, and specifically includes policies that encourage the provision of assembly facilities and event centers throughout the City to support the social, cultural, entertainment, sports, and other needs of the community (policy LU 8.2.1).

Table 3-1 above identifies goals and policies applicable to the proposed RSPU, and includes a discussion of how the proposed RSPU, including the MLS Stadium, would be consistent with applicable policies, including particularly LU 8.2.1 that directs the City to encourage and support the development of assembly facilities, including sports and entertainment venues. The development of the proposed MLS Stadium would be consistent with this policy.

### **Stormwater Outfall**

The stormwater outfall is required to meet the stormwater drainage needs of the RSP Area, and would not involve any land use changes or revisions as compared with the 2007 RSP.

## ***Central City Community Plan***

### **Railyards Specific Plan Update**

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 RSP Area is primarily CBD with some areas designated as Urban Neighborhood High and Parks.<sup>33</sup> As presented in Table 3-1, the CCCP includes applicable policies that encourage the development of a mix of interrelated uses, preservation of the Central City's historically and architecturally significant buildings and structures, the inclusion of housing in mixed use developments, and a balance of provision of parking and support for transit use throughout the Central City.

The proposed RSPU would provide flexible zoning to allow a variety of uses, including residential, commercial, retail, office, medical, recreation, and entertainment. By add new residents to the RSP Area, the proposed RSPU would likely increase ridership for transit. Increased ridership, in turn, would likely increase the frequency and number of transit stops within the RSP Area. Like the 2007 RSP, the proposed RSPU would preserve the historic shops buildings and allow for reuse that preserves their historical features and characteristics. Thus, the implementation of the proposed RSPU would be consistent with the goals and policies of the CCCP.

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<sup>33</sup> City of Sacramento. 2015. *Central City Community Plan*. Figure CC-2, P. 3-CC-7.

### *Railyards Specific Plan Update Land Use Variant*

Under the RSPU Land Use Variant, the RSP Area would be developed with a mix of uses similar to those identified in the approved 2007 RSP. Such development would include a mix of residential, commercial, retail, office, and public uses, but would not include the KP Medical Center or the MLS Stadium. Without the KP Medical Center or the MLS Stadium, the RSPU Land Use Variant would remain compatible with the CCCP as it would provide a mix of uses that would help revitalize the downtown area, promote transit use, and protect the historic structures in the RSP Area.

#### **KP Medical Center**

The primary goal of the CCCP is to revitalize the Central City. Siting of the KP Medical Center within the RSP Area would be part of an overall plan for developing a vibrant, mixed use community within the RSP Area. Table 3-1 above includes applicable policies from the CCCP, as well as discussions regarding the compatibility with each policy of the proposed RSPU, including the proposed KP Medical Center. Development of the KP Medical Center would be consistent with the CCCP, as it would contribute to a mix of uses that would help revitalize the downtown area, promote transit use, and protect the historic structures in the RSP Area.

#### **MLS Stadium**

The MLS Stadium is compatible with the CCCP as it would help meet the goal of revitalizing the downtown area. By having a major sports venue located within a mixed use area, the MLS Stadium would help provide customers for nearby businesses, provides employment opportunities, and provides an entertainment venue for residents. Table 3-1 above includes applicable policies from the CCCP, as well as discussions regarding the compatibility with each policy of the proposed RSPU, including the proposed MLS Stadium. Development of the proposed MLS Stadium would be consistent with the CCCP as it would contribute to a mix of uses that would help revitalize the downtown area, promote transit use, and protect the historic structures in the RSP Area.

#### **Stormwater Outfall**

The stormwater outfall is required to meet the stormwater drainage needs of the RSP Area, and would not involve any land use changes or revisions as compared with the 2007 RSP.

## **3.3 Population and Housing**

The evaluation included in this section was developed based on project-specific features and data provided by the United States Census Bureau's (U.S. Census) American Fact Finder, California Department of Finance (DOF) Population and Housing Estimates, SACOG's 2013-2021 Regional Housing Needs Assessment Plan,<sup>34</sup> City of Sacramento 2035 General Plan,<sup>35</sup> City of Sacramento

<sup>34</sup> Sacramento Area Council of Governments, 2012. Regional Housing Needs Plan 2013-2021. Adopted September 20, 2012.

<sup>35</sup> City of Sacramento, 2015. *City of Sacramento 2035 General Plan*. Adopted March 3, 2015.

2035 General Plan Master Environmental Impact Report,<sup>36</sup> and 2007 Railyards Specific Plan EIR.<sup>37</sup>

### **Notice of Preparation Comments**

An NOP for preparation of this Draft SEIR was circulated for public review beginning on June 26, 2015. During the public comment period, two letters were received which commented on employment and housing issues related to the RSPU. The comments addressed the following issues:

- Concern with insufficient employment generation within the RSPU.
- Concern with the reduction of housing units from the number of estimated housing units proposed in the 2007 RSP.

### **Issues Addressed in the 2007 RSP EIR**

The 2007 RSP EIR featured Population and Housing as a standalone chapter (Chapter 5.0), separated from Land Use. The chapter evaluated the population and housing changes that would be caused by development of the RSP. The chapter described the existing population and housing levels in the City of Sacramento, Sacramento County, and the Old Sacramento, Alkali Flat, and Richards Boulevard Area (since renamed and hereafter referred to as the River District) neighborhoods adjacent to the RSP Area. The chapter summarized 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.

The 2007 RSP EIR presented information demonstrating the general increase in population between 1980 and 2006, reporting a citywide population of 457,514,<sup>38</sup> with a population of the Central City area of 48,980 in 2006.<sup>39</sup> The 2007 RSP EIR reported that the City of Sacramento had a total of 182,045 housing units in 2005, of which 168,782 were occupied units and 13,263 were vacant.<sup>40</sup> Based on the number of occupied housing units, the employee per housing unit ratio was 1.3.<sup>41</sup> Another estimate by SACOG indicated an employee per housing unit ratio of

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<sup>36</sup> City of Sacramento, 2015. *City of Sacramento 2035 General Plan Master Environmental Impact Report*. Certified March 3, 2015.

<sup>37</sup> City of Sacramento, 2007. *Railyards Specific Plan Environmental Impact Report* (SCH No. 2006032058). Certified December 11, 2007.

<sup>38</sup> California Department of Finance, Demographic Research Unit, <http://www.dof.ca.gov>, accessed June 16, 2006. As cited in City of Sacramento. 2007. *Railyards Specific Plan Draft Environmental Impact Report*. SCH No. 2006032058. P. 5-2.

<sup>39</sup> Porras, Carlos, City of Sacramento Planning Department, personal communication, July 7, 2006. As cited in City of Sacramento. 2007. *Railyards Specific Plan Draft Environmental Impact Report*. SCH No. 2006032058. P. 5-2.

<sup>40</sup> U.S. Census, American FactFinder, Selected Housing Characteristics, <http://www.factfinder.census.gov>, accessed May 30, 2007. As cited in City of Sacramento. 2007. *Railyards Specific Plan Draft Environmental Impact Report*. SCH No. 2006032058. P. 5-3.

<sup>41</sup> An employee per unit ratio that exceeds 1.0 reflects the fact that there are more jobs than housing units within the City. An employee per unit ratio of 1.0 would mean that there is one job per housing unit.

1.78 in 2005.<sup>42</sup> Ratios exceeding 1.0 indicate that many jobs are filled by employees not residing within the City, who likely commute greater distances from their homes to their jobs.

### 3.3.1 Environmental Setting

The environmental setting for population was described on pages 5-2 through 5-3 of the 2007 RSP Draft EIR, while the housing and jobs/housing relationship settings were described on pages 5-3 through 5-4 and 5-4 through 5-5, respectively. The environmental setting has changed since certification of the 2007 RSP EIR, and the discussion below updates the 2007 RSP EIR setting.

## Population

### *Regional Population*

The counties that comprise the SACOG and the greater Sacramento region, El Dorado, Placer, Sacramento, Sutter, Yolo and Yuba counties, have experienced steady growth over the past 15 years (see **Table 3-2**). The regional population increased a total of 24 percent between 2000 and 2015, from approximately 1,936,006 in 2000,<sup>43</sup> to 2,236,491 in 2007,<sup>44</sup> to 2,404,700 in 2015.<sup>45</sup> SACOG predicts the regional population to increase to 2,472,567 by 2020 and 3,078,772 by 2036.<sup>46</sup> On page 5-2 of the 2007 RSP EIR, data was cited that projected regional population of 2,677,831 by 2020.<sup>47</sup> This overall reduction in projected population growth demonstrates less growth in the region than was projected nearly a decade ago.

### *City of Sacramento Population*

Between 2000 and 2015, the City of Sacramento experienced an 18 percent increase in population, a trend similar to the greater Sacramento region as a whole. According to the California Department of Finance, the City's population was 407,018 in 2000,<sup>48</sup> 452,711 in 2007,<sup>49</sup> and 480,105 in 2015.<sup>50</sup>

<sup>42</sup> Sacramento Area Council of Governments, SACOG Projections, City of Sacramento, 3/15/01, <http://www.sacog.org>, accessed May 30, 2007. As cited in City of Sacramento, 2007, Railyards Specific Plan Draft Environmental Impact Report. SCH No. 2006032058. P. 5-4.

<sup>43</sup> California Department of Finance, 2012. E-4 Population Estimates for Cities, Counties, and the State, 2001-2010, with 2000 & 2010 Census Counts. Revised November 9, 2012.

<sup>44</sup> California Department of Finance, 2012. E-4 Population Estimates for Cities, Counties, and the State, 2001-2010, with 2000 & 2010 Census Counts. Revised November 9, 2012.

<sup>45</sup> California Department of Finance, 2015. E-4 Population Estimates for Cities, Counties, and the State, 2011-2015, with 2010 Benchmark. Released May 1, 2015.

<sup>46</sup> Sacramento Area Council of Governments. 2015. Draft Metropolitan Transportation Plan/Sustainable Communities Strategy. Page 22, Table 3.1. Drafted August 27, 2015.

<sup>47</sup> Sacramento Area Council of Governments, Projection Data, 12-16-040, <http://www.sacog.org>, accessed June 16, 2006. As cited in City of Sacramento, 2007, Railyards Specific Plan Draft EIR, August 2007, p. 5-2.

<sup>48</sup> California Department of Finance, 2012. E-4 Population Estimates for Cities, Counties, and the State, 2001-2010, with 2000 & 2010 Census Counts. Revised November 9, 2012.

<sup>49</sup> California Department of Finance, 2012. E-4 Population Estimates for Cities, Counties, and the State, 2001-2010, with 2000 & 2010 Census Counts. Revised November 9, 2012.

**TABLE 3-2.  
POPULATION AND HOUSING TRENDS, 2000-2015**

	2000 <sup>1</sup>	2007 <sup>1</sup>	2015 <sup>2</sup>	Change 2000-2015	%Change 2000-2015
<b>Sacramento Region</b>					
Population	1,936,006	2,236,491	2,404,700	468,694	24.2
Housing Units	765,936 <sup>3</sup>	894,171 <sup>4</sup>	948,072	182,136	23.8
<b>City of Sacramento</b>					
Population	407,018	452,711	480,105	97,123	18.0
Housing Units	163,957	185,729 <sup>5</sup>	191,776	10,595	6.9

**SOURCES**

1. California Department of Finance. 2012. E-4 Population Estimates for Cities, Counties, and the State, 2001-2010, with 2000 & 2010 Census Counts. Revised November 9, 2012.
2. California Department of Finance. 2015. E-5 Population and Housing Estimates for Cities, Counties, and the State, January 1, 2011-2015, with 2010 Benchmark. Released May 1, 2015.
3. U.S. Census Bureau, American Fact Finder, Housing Units, 2000 Summary File, Accessed April 9, 2016.
4. U.S. Census Bureau, American Fact Finder, Housing Units, 2005-2007 American Community Survey 3-Year Estimates, Accessed April 9, 2016.
5. U.S. Census Bureau, American Fact Finder, Housing Units, 2005-2007 American Community Survey 3-Year Estimates, Accessed April 9, 2016.

The City's share of the total population in Sacramento County has decreased slightly since 2000, from 46.1 percent of the County<sup>51</sup> to 32.6 percent in 2015,<sup>52</sup> while the City's share of the state population has fluctuated slightly (1.2 percent in 2000 and 1.7 percent in 2015).

### ***Sacramento Population Characteristics***

The median age of Sacramento residents increased from 33 years in 2010<sup>53</sup> to 33.8 years in 2014.<sup>54</sup> The median age in Sacramento has remained younger than the statewide median age, which was 35.2 in 2010<sup>55</sup> and then rose to 35.6 in 2014.<sup>56</sup> The percentage of residents over the age of 18 increased from 75.1 percent (350,367 people) in 2010<sup>57</sup> to 75.8 percent (361,097

<sup>50</sup> California Department of Finance. 2015. E-4 Population Estimates for Cities, Counties, and the State, 2011-2015, with 2010 Benchmark. Released May 1, 2015.

<sup>51</sup> California Department of Finance. 2007. E-8 Historical Population and Housing Estimates for Cities, Counties and the State, 1990-2000. August 2007.

<sup>52</sup> California Department of Finance. 2015. E-4 Population Estimates for Cities, Counties, and the State, 2011-2015, with 2010 Benchmark. Released May 1, 2015.

<sup>53</sup> U.S. Census Bureau, 2010. Profile of General Population and Housing Characteristics: 2010 – 2010 Demographic Profile Data. Geography: Sacramento city, California.

<sup>54</sup> U.S. Census Bureau, 2014. ACS Demographic and Housing Estimates: 2010-2014 American Community Survey 5-Year Estimates, Sacramento city, California.

<sup>55</sup> U.S. Census Bureau, 2010. Profile of General Population and Housing Characteristics: 2010 – 2010 Demographic Profile Data. Geography: California.

<sup>56</sup> U.S. Census Bureau, 2014. ACS Demographic and Housing Estimates: 2010-2014 American Community Survey 5-Year Estimates, California.

<sup>57</sup> U.S. Census Bureau, 2010. Profile of General Population and Housing Characteristics: 2010 – 2010 Demographic Profile Data. Geography: Sacramento city, California.

people) in 2014.<sup>58</sup> The percentage of seniors (ages 65 and older) between 2010 and 2014 increased from 10.6 percent<sup>59</sup> to 11.4 percent.<sup>60</sup> The aging of the population is a trend that is reflected statewide as the senior population increased from 11.4 percent in 2010<sup>61</sup> to 12.1 percent in 2014.<sup>62</sup>

## Housing

### *Regional Housing Supply*

While the economic recession of 2008 caused a downturn in housing values and new home construction across the Sacramento region, in line with general statewide and national trends, the region has recently experienced a period of economic growth. However, housing values across the region are considerably lower than in the Bay Area. As such, Sacramento continues to remain a more affordable housing option for people working and commuting to other regions in northern California.

Approximately 24,706 housing units were added in the City of Sacramento between 1990<sup>63</sup> and 2010,<sup>64</sup> a 14.9 percent increase. From 2010 to 2015, housing stock in the city increased by 865 housing units, or merely 0.4 percent. The housing vacancy rate for Sacramento decreased from approximately 8.5 percent in 2010 to 8.3 percent in 2015.<sup>65</sup>

### *Jobs-Housing Relationship*

The jobs-housing relationship is used to describe the ratio of residences to jobs for a particular community or area. In areas with very low jobs-housing balance (i.e., few jobs for the number of households in the area), many workers need to commute out of their residence area to find work. In areas with very high jobs-housing balance (i.e., many jobs for the number of households in the area), jobs need to be filled by workers from outside the area. A jobs-housing balance of 1.0 reflects that there is one job available per household. All else being equal, areas with high or low

<sup>58</sup> U.S. Census Bureau, 2014. ACS Demographic and Housing Estimates: 2010-2014 American Community Survey 5-Year Estimates, Sacramento city, California.

<sup>59</sup> U.S. Census Bureau, 2010. Profile of General Population and Housing Characteristics: 2010 – 2010 Demographic Profile Data. Geography: Sacramento city, California.

<sup>60</sup> U.S. Census Bureau, 2014. ACS Demographic and Housing Estimates: 2010-2014 American Community Survey 5-Year Estimates, Sacramento city, California.

<sup>61</sup> U.S. Census Bureau, 2010. Profile of General Population and Housing Characteristics: 2010 – 2010 Demographic Profile Data. Geography: California.

<sup>62</sup> U.S. Census Bureau, 2014. ACS Demographic and Housing Estimates: 2010-2014 American Community Survey 5-Year Estimates, California.

<sup>63</sup> California Department of Finance, 2007. E-8 Historical Population and Housing Estimates for Cities, Counties and the State, 1990-2000. August 2007.

<sup>64</sup> California Department of Finance, 2015. E-5 Population and Housing Estimates for Cities, Counties, and the State, 2011-2015 with 2010 Census Benchmark. May 2015.

<sup>65</sup> California Department of Finance, 2015. E-5 Population and Housing Estimates for Cities, Counties, and the State, 2011-2015 with 2010 Census Benchmark. May 2015.

jobs-housing balances are likely to generate longer commutes for workers. This is the most basic assumed relationship of the balance between jobs-housing balance and the need for travel.<sup>66</sup>

When assuming that the affordability of housing and the incomes of jobs in the local market are paired reasonably closely, if the quantity and proximity of housing units is proportionate to the quantity and proximity of jobs, the majority of employees would be able to work and reside in the same community. A more balanced relationship between jobs and housing can help reduce the amount of vehicle trips and overall vehicle miles traveled as a result of shorter commutes to employment within the same proximate residential areas. Such a reduction in vehicle trips and vehicle miles traveled would therefore have the potential to reduce levels of air pollutant emissions (including greenhouse gas emissions) and less vehicular congestion on area roadways and intersections. It is important that the determination of the jobs-housing relationship focuses on whether housing in the community is affordable to local employees. The availability of an adequate housing supply, presenting a range of price levels that include prices that are reasonably affordable for local employees, can potentially reduce the commute mileage between homes and work sites.

The SACOG MTP/SCS evaluated the change in jobs-housing balance between 2008 (a somewhat normal year in the regional economy) and that projected for 2036 (see **Table 3-3**). Within the SACOG region, there were 969,838 jobs and 819,277 households in 2008, resulting in a jobs-housing balance of 1.18. By 2036, the SACOG MTP/SCS projects there will be 1,327,279 jobs and 1,140,202 households resulting in a jobs-housing balance of 1.16.<sup>67</sup>

**TABLE 3-3.  
JOBS AND HOUSEHOLDS, 2008 AND 2036**

Geographic Area	"Base" Jobs <sup>1</sup>		Total Jobs		Households		Jobs-Housing Balance	
	2008	2036	2008	2036	2008	2036	2008	2036
SACOG Region	N/A	N/A	969,838	1,327,279	819,277	1,140,202	1.18	1.16
Sacramento County	N/A	N/A	626,155	831,171	511,402	699,811	1.22	1.19
Sacramento CBD/ Riverfront Employment Center	99,243	133,026	109,719	144,559	17,523	46,211	6.26	3.13
Railyards Specific Plan Area	N/A	N/A	0	6,500	0	9,900	0	0.66

NOTES:

1. "Base" jobs exclude retail and food service.  
N/A = not available

Sources: Sacramento Area Council of Governments. 2016. 2016 Metropolitan Transportation Plan/Sustainable Communities Strategy. Chapter 9, Economic Vitality. February 18, 2016.  
Lizon, Kacey, Planning Manager, Sacramento Area Council of Governments, personal communication, April 14, 2016.

<sup>66</sup> Sacramento Area Council of Governments. 2016. 2016 Metropolitan Transportation Plan/Sustainable Communities Strategy. Chapter 9, Economic Vitality. Page 220. February 18, 2016.

<sup>67</sup> Sacramento Area Council of Governments. 2016. 2016 Metropolitan Transportation Plan/Sustainable Communities Strategy. Chapter 9, Economic Vitality. Page 220. Table 9.5. February 18, 2016.

In 2008, Sacramento County had 626,155 jobs and 511,402 households, resulting in a jobs-housing balance of 1.22.<sup>68</sup> In 2036, the County is expected to have 831,171 jobs and 699,811 households, resulting in a jobs-housing balance of 1.19.<sup>69</sup>

Sacramento's employment base in 2015 was approximately 296,250, with 174,624 households.<sup>70</sup> This generates a jobs/housing balance of 1.70, demonstrating that employees commute from other neighboring communities in the region to work within the city.

At a more granular level, the MTP/SCS defined the Sacramento CBD/Riverfront as an Employment Center. Employment centers are those areas with concentrations of at least 10,000 "base" jobs (i.e., including manufacturing, office, medical, educational, and service employment, and excluding "residential-serving" sectors like retail and restaurant uses), at an average density of eight or more jobs per acre. Additionally, employment centers are those where 80 percent or more of the uses within the center are employment, not residential.

The 2016 MTP/SCS assumed 9,900 residential units and 6,500 jobs in the RSP Area by 2036. This would result in a jobs/housing balance of 0.66 for the RSP Area.<sup>71</sup>

### **Homelessness**

As described in the 2013-2021 Housing Element, the City maintains a commitment to combating homelessness throughout Sacramento through the provision of affordable housing and support services. To achieve these efforts, the City maintains a partnership with a variety of supporting organizations and agencies, such as the Sacramento County Department of Human Assistance (DHA), SHRA, Sacramento Steps Forward (SSF), and several local and resident-based groups. Based on a January 2015 count, SSF found a total of 2,659 homeless individuals living in Sacramento County, with 1,711 people living in transitional housing or shelters, and 948 living in unsheltered conditions.<sup>72</sup> Accordingly, the City's 2013-2021 Housing Element outlines policies aimed at addressing homelessness and collaborating with groups to better ensure improved housing conditions for the homeless population in Sacramento, namely with Policies H-3.1.1 (to provide extremely low-income housing), H-3.2.2 (to work with community-based non-profit organizations that develop affordable housing and provide supportive services for special needs populations), H-3.2.3 (to work with SSF to implement and update the Ten-Year Plan to End

<sup>68</sup> Sacramento Area Council of Governments. 2016. 2016 Metropolitan Transportation Plan/Sustainable Communities Strategy. Chapter 9, Economic Vitality. Page 220. Table 9.5. February 18, 2016.

<sup>69</sup> Sacramento Area Council of Governments. 2016. 2016 Metropolitan Transportation Plan/Sustainable Communities Strategy. Chapter 9, Economic Vitality. Page 220. Table 9.5. February 18, 2016.

<sup>70</sup> City of Sacramento. 2015. City of Sacramento, Economic Development Department: Key Demographics. Available: <http://www.cityofsacramento.org/Economic-Development/Why-Sacramento/Demographics-and-Market-Information/Key-Demographics>. Accessed April 7, 2016.

<sup>71</sup> Lizon, Kacey, Planning Manager, Sacramento Area Council of Governments, personal communication, April 14, 2016.

<sup>72</sup> Sacramento Steps Forward. 2015. 2015 Point-in-Time Homeless Count Report. December 17, 2013. Page 3, unlabeled table

Chronic Homelessness and the Continuum of Care to meet the needs of homeless families and individuals), H-3.2.5 (to continue to provide emergency shelters for the homeless population), H-3.2.9 (to prioritize special needs housing, particularly for chronically homeless individuals). The City's 2035 General Plan also identifies Policy PHS 5.1.4 to work with public and private social service agencies to locate support facilities for the homeless population.

Within the River District, there are a number of social services facilities that provide aid to the poor and the homeless. These services include emergency and transitional housing, medical services, counseling and mental health services, food distribution and meal service facilities. Some of those support services include the Union Gospel Mission at 400 Bannon Street, Loaves and Fishes at 1351 North C Street, Women's Empowerment at 1590 North A Street, Family Promise of Sacramento at 321 N 12<sup>th</sup> Street, Francis House Center at 1422 C Street, and Volunteers of America at 470 Bannon Street. Although the River District Specific Plan does not include policies that directly address homelessness, Goal LU4 requires social service providers to adopt and implement a "Good Neighbor" Policy when establishing a new use or modifying their current facility. Policy LU4a requires that Good Neighbor Policies address hours of operation, landscaping and architectural treatments, property maintenance, security, loitering, and communication with the surrounding property owners and businesses. The River District Specific Plan also includes policies that recognize the need for diversified housing opportunities, including affordable housing (Policies H2b and H2c).

While on a December 4, 2015 site visit, ESA staff observed a number of people who appeared to be sleeping and/or encamped within the RSP Area along the Sacramento River and along 7<sup>th</sup> Street, and several homeless people within the River District.

### 3.3.2 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.

##### ***Regional Housing Needs Assessment***

State law mandates that all cities and counties offer a portion of housing to accommodate the increasing needs of regional population growth. The statewide housing demand is determined by the California Department of Housing and Community Development, while local governments

and councils of governments decide and manage their specific regional and jurisdictional housing needs and develop a regional housing needs assessment (RHNA).

In the greater Sacramento region, including the City of Sacramento, SACOG has the responsibility of developing and approving an RHNA and a regional housing needs plan (RHNP) every eight years (Government Code, Section 65580 et seq.). This document has a central role of distributing the allocation of housing for every county and city in the six-county SACOG region. Housing needs are assessed for very low income, low income, moderate income, and above moderate households. The RHNP, adopted by SACOG on September 20, 2012, identifies a total of 24,101 housing units to be built in Sacramento over the period of January 1, 2013 to October 31, 2021, with a breakdown of 4,944 (20.5%) very low income units, 3,467 (14.4%) low income units, 4,482 (18.6%) moderate income units, and 11,208 (46.5%) above moderate units.<sup>73</sup>

## Local

### ***Sacramento Area Council of Governments***

As described above, SACOG is an association of local governments that covers six counties in the Greater Sacramento Region. In addition to preparing the long-range transportation plan for the region, SACOG approves the distribution of affordable housing in the region through its RHNP and assists in planning for transit, bicycle networks, clean air and airport land uses.<sup>74</sup>

### ***Sacramento 2035 General Plan***

#### **Housing Element**

The Housing Element is part of the City of Sacramento 2035 General Plan and provides the policies and programs to address the housing needs for all Sacramento households. 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 2013-2021 Housing Element on December 17, 2013.

The City's 2013-2021 Housing Element assumes that new growth would occur and accounts for an influx of new residents as a result of land use changes. The 2013-2021 Housing Element projects that the City needs to add approximately 24,101 housing units by 2021, consistent with the SACOG RHNP (of which 8,411 units are for low-income and very-low income households). In addition, the 2013-2021 Housing Element estimates that Sacramento would increase its population by 160,276 new residents by 2021, and its population to 640,381 people in 2035.<sup>75</sup> The 2013-2021 Housing Element also identifies the RSPU as potentially having 10,000 to 12,100 units (based on the 2007 RSP EIR projections). However, based on the infrastructure and phasing

<sup>73</sup> Sacramento Area Council of Governments. 2012. Regional Needs Housing Plan 2013-2021. Adopted September 20, 2012. Table 1, Page 4.

<sup>74</sup> Sacramento Area Council of Governments. 2015. About Us. SACOG website. Available: <http://www.sacog.org/about/>. Accessed December 16, 2015.

<sup>75</sup> City of Sacramento, 2013. City of Sacramento 2013-2021 Housing Element. Adopted December 17, 2013. p. H 3-3.

limitations described, only 1,774 dwelling units in the Downtown Railyards project are proposed to be built during this Housing Element period (2013-2021).<sup>76</sup> Thus, the changes proposed for the RSPU would not frustrate the City's ability to achieve the goals of the 2013-2021 Housing Element.

The Housing Element identifies the RSP Area as a planned and approved project. The Housing Element anticipates 490 low income units and 1,284 moderate-income units under California Department of Housing and Community Development (HCD) Round 1 and Round 2 Proposition 1C, Transit-Oriented Development (TOD), and Infill Infrastructure Grant (IIG) funding sources.<sup>77</sup> The Housing Element assumed infrastructure improvements and the initial phases of housing development would be constructed by 2021, based on information from developers as well as performance requirements associated with the Proposition 1C grants.<sup>78</sup>

The following goals and policies from the adopted 2013-2021 Housing Element relate to new development and are applicable to the proposed project:

**Goal H 1.2 Housing Diversity. Provide a variety of quality housing types to encourage neighborhood stability.**

Policies

H 1.2.1 **Variety of Housing.** The City shall encourage the development and revitalization of neighborhoods that include a variety of housing tenure, size and types, such as second units, carriage homes, lofts, live-work spaces, cottages, and manufactured/modular housing. (RDR)

**Goal H 1.3 Balanced Communities. Promote racial, economic, and demographic integration in new and existing neighborhoods.**

Policies

H 1.3.4 **A Range of Housing Opportunities.** The City shall encourage a range of housing opportunities for all segments of the community. (RDR)

H 1.3.5 **Housing Type Distribution.** The City shall promote an equitable distribution of housing types for all income groups throughout the city and promote mixed income neighborhoods rather than creating concentrations of below-market-rate housing in certain areas. (RDR)

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

Policies

H 2.2.1 **Quality Infill Development.** The City shall promote quality residential infill development by maintaining and implementing flexible development standards. (RDR)

H 2.2.2 **Financial Tools to Diversify Residential Infill Development.** To the extent resources are available, the City shall use financial tools to diversify market developments with affordable units, especially in infill areas. (FB)

<sup>76</sup> City of Sacramento, 2013. City of Sacramento 2013-2021 Housing Element. Adopted December 17, 2013. p.. H 5-6.

<sup>77</sup> City of Sacramento, 2013. City of Sacramento 2013-2021 Housing Element. Adopted December 17, 2013. p.. H 5-4 and H 5-5. Table H 5-2.

<sup>78</sup> City of Sacramento, 2013. City of Sacramento 2013-2021 Housing Element. Adopted December 17, 2013. p.. H 5-6.

- H 2.2.3 **Offsetting Development Costs for Affordable Housing.** The City shall defer fees to Certificate of Occupancy (COO) to help offset development costs for affordable housing and will offer other financial incentives including, but not limited to, water development fee waivers and sewer credits. (FB/SO)
- H 2.2.4 **Funding for Affordable Housing.** 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, while maintaining economic competitiveness in the region. (FB)
- H 2.2.5 **Review and Reduce Fees for Affordable Housing.** 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. (SO)
- H 2.2.6 **Update the Mixed Income Housing Ordinance.** The City shall revise its Mixed-Income Housing Ordinance to promote affordable housing citywide and to require developers to contribute towards production of housing affordable to lower- and moderate-income households. (RDR)

**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.**

Policies

- LU 1.1.2 **Building Intensity and Population Density.** The City shall regulate the levels of building intensity and population density according to the standards and land use designations set out in the General Plan and the Sacramento City Code. Within these designations, cumulative development shall not exceed 640,400 persons and 390,100 employees by 2035. (RDR/PSR)

**Goal LU 2.8 City Fair and Equitable. Ensure fair and equitable access for all citizens to employment, housing, education, recreation, transportation, retail, and public services, including participation in public planning for the future.**

Policies

- LU 2.8.6 **Jobs Housing Balance.** The City shall encourage a balance between job type, the workforce, and housing development to reduce the negative impacts of long commutes and provide a range of employment opportunities for all city residents. (RDR/MPSP)

The 2013-2021 Housing Element contains goals and policies designed to aid in the development, improvement, and maintenance of housing across the City of Sacramento. The City believes that diversifying the current housing stock and creating a range of alternative housing options as a major component in the establishment of strengthened neighborhoods. The City has identified several areas where rehabilitation can occur to promote sustainability in the existing housing stock. The proposed project would provide a diverse range of market-rate and affordable housing options in an area, the Railyards, where no housing currently exists. The proposed project would also offer a variety of housing types, of varying densities and tenures to cater to the diverse housing demands that the City contains, while fulfilling the demands to not exceed a population of 640,000 and employment base of 390,100 by 2035. Lastly, the proposed project would pay the City's Housing Trust Fund fees to assist with the development of affordable housing. As identified in the 2013-2021 Housing Element, these fees are based on affordable housing demand generated by new non-residential construction in the City.

The RSPU and RSPU Land Use Variant would be consistent with and do not propose to change the 2035 General Plan land use designations for the RSP Area. Therefore, the proposed population and housing unit projections expected for the project site are consistent with the assumptions found within the 2035 General Plan.

### ***Central City Community Plan***

The CCCP, first adopted in 1980, is an additional guiding document within the City of Sacramento 2035 General Plan that provides guidance for the Central City area. The following policy from the adopted CCCP relates to new development and is applicable to the RSPU:

#### Policies

- 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. (RDR/MSPS)

Consistent with the above housing policies found in the 2013-2021 Housing Element, the proposed project would provide a variety of mixed use buildings, containing a variety of densities and intensities, to promote several mixed use structures in the Central City area. While the proposed RSPU would include fewer dwelling units compared to the 2007 RSP, there would still be approximately 6,000-10,000 new residential units within the RSP Area. Additionally, flexible zoning would allow for development of a wide variety of mixed uses, including businesses and amenities designed to serve the neighborhood residents.

### ***Mixed Income Ordinance***

Chapter 17.712 and Section 17.808.260 were adopted on September 1, 2015 and added to the Sacramento City Code to establish additional requirements for the provision of affordable housing across Sacramento. In particular, Section 17.712.030 requires all owners of residential projects not exceeding 100 gross acres in size to pay a housing impact fee on all newly constructed market-rate housing units.

For projects exceeding 100 acres, owners are required to pay the same housing impact fee but also create a mixed income housing strategy demonstrating the ways in which the project would provide housing for a variety of incomes and family types consistent with the 2013-2021 Housing Element. The owner must obtain approval for their strategy from the City Council, and the Planning Director must also approve this strategy.

Section 17.808.260 provides a mixed income housing strategy for the City of Sacramento, and puts forward the means to enforce Chapter 17.712.

As part of compliance with the Mixed Income Housing Ordinance ~~is~~ described here, based on existing regulatory agreements in place, approximately 267 housing units in the RSP Area would be affordable units restricted as affordable for not less 30 years in accordance with the requirements imposed by acceptance of Proposition 1C funds.

### 3.3.3 Proposed Project Setting and Analysis

#### *Issues Addressed in the 2007 RSP EIR*

The Population and Housing section of the 2007 RSP EIR was a standalone chapter that reflected CEQA provisions that economic or social effects are not considered significant effects on the environment unless the social and/or economic effects are indirectly linked 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 Population and Housing chapter of the 2007 RSP EIR did not identify environmental impacts and mitigation measures.

Rather, the 2007 RSP EIR presented analysis to explain the population, housing, and employment implications for the 2007 proposed project. Regarding population, the 2007 RSP EIR assumed a rate of 2.1 persons per unit for the range of 10,000 and 12,500 housing units, which generated projected totals of 21,000 and 26,252 residents. The 2007 RSP EIR used a rate of 2.1 instead of 2.57, which was the average household size in Sacramento at the time, because of the proximity to the Downtown Sacramento. Downtown Sacramento was seen as comprising more singles, childless couples, and empty nesters, and was therefore generally smaller than households in other areas of the City.<sup>79</sup>

Regarding the number of projected housing units, the 2007 RSP EIR stated that while the anticipated range of housing units varied between 10,000 and 12,500, the final number of units constructed was expected to be determined by market forces, and was expected to be partly dependent on the amount of office developed and whether a sports and entertainment facility would be built at the project site.<sup>80</sup> Similarly, the precise details involving the provision of affordable housing onsite was anticipated to be provided in preparation of an inclusionary housing plan that the City and the developers were to agree upon.

Regarding the projected jobs-housing relationship, the 2007 RSP EIR assumed rates of one employee per every 300 sf of commercial space and one employee per every 400 sf of retail space. Applying this rate to the total square footages of commercial and retail uses, along with 1,100 hotel employees (based on the assumption of one employee per hotel room), the range of employment was generated to be between 12,400 and 15,200 jobs. The jobs-housing relationship within the RSP Area was approximately between 0.9:1 and 1.41:1. The latter ratio used the smaller number of housing (10,000 units) and greater number of jobs (15,200) resulted in a ratio more similar to the City ratio as a whole, and it was determined that the scenario with greater housing (12,500)

<sup>79</sup> City of Sacramento. 2007. Railyards Specific Plan Draft Environmental Impact Report (SCH No. 2006032058). Certified December 11, 2007. p. 5-8.

<sup>80</sup> City of Sacramento. 2007. Railyards Specific Plan Draft Environmental Impact Report (SCH No. 2006032058). Certified December 11, 2007. p. 5-8.

and smaller number of jobs (12,400) would provide the most advantageous development for the City. **Table 3-4** provides the population and housing estimates for the 2007 RSP EIR.

**TABLE 3-4.  
2007 RSP EIR POPULATION AND HOUSING ESTIMATES**

	Minimum Housing Scenario	Maximum Housing Scenario
Residential Population	21,000	26,252
Housing Units	10,000	12,500
Employment	15,200	12,400
Jobs-Housing Relationship	1.52:1	0.99:1

SOURCE: City of Sacramento. 2007. Railyards Specific Plan Draft Environmental Report. August 2007. SCH Number 2006032058. Page 5-9, Table 5-1.

## Proposed Project Population and Housing

### *Railyards Specific Plan Update*

The proposed project would involve the construction of 6,000 to 10,000 medium- and high-density residential units, and would include affordable housing. To determine the estimated population of the proposed project, this analysis assumes an average household size of 2.1 persons, based on population factors found in the 2007 RSP EIR.<sup>81</sup> This factor of 2.1 persons per housing unit continues to be used in this SEIR due to the proximity of the RSP Area to Downtown Sacramento. Downtown Sacramento, and, more broadly, the area within the Central City, continues to develop with increased densities, and smaller households than in other areas of the city. Using this factor, the projected population for the proposed project would be between 12,600 and 21,000, a maximum decrease of up to 13,652 residents if 12,500 units were constructed under the 2007 RSP compared to the estimated population of the proposed RSPU if 6,000 units were constructed. As discussed earlier in this section, population increases and decreases are not, in and of themselves, considered physical environmental effects. Possible physical environmental effects occurring due to the population growth within the plan area are examined in the appropriate technical sections of this SEIR. **Table 3-5** provides the estimated population and housing data for the 2007 RSP and the 2016 RSPU.

### **Railyards Specific Plan Update Land Use Variant**

The RSPU Land Use Variant would involve the construction of 7,000 to 10,000 medium- and high-density residential units, an addition of 1,000 housing units from the minimum 6,000 units in the proposed RSPU. Using the same factor of 2.1 persons per housing unit, between 14,700 and 21,000 residents would be generated for the RSPU Land Use Variant, which is between 0 and 2,100 residents more than the proposed RSPU, and between 0 and 11,552 residents less than the 2007 RSP. The additional 1,000 units, with 250 units at the KP Medical Center site and 750 units at the MLS Stadium site, would result in an increase of up to 2,100 residents more than under the RSPU.

<sup>81</sup> City of Sacramento. 2007. Railyards Specific Plan: Draft Environmental Impact Report. August 2007. Appendix N, Urban Decay Study.

As discussed earlier in this section, population increases are not, in and of themselves, considered physical environmental effects. Potential physical environmental effects due to the population growth within the RSP Area are examined in the environmental resource sections of this SEIR.

**TABLE 3-5.  
2007 RSP AND PROPOSED 2016 RSPU POPULATION AND HOUSING ESTIMATES**

	<b>2007 RSP Minimum Housing Scenario (10,000 units)<sup>1</sup></b>	<b>2007 RSP Maximum Housing Scenario (12,500 units)<sup>1</sup></b>	<b>2016 RSPU (6,000 units)</b>	<b>2016 RSPU and Land Use Variant (10,000 units)</b>	<b>RSPU Change from 2007</b>	<b>2016 RSPU Land Use Variant (7,000 units)</b>	<b>2016 RSPU Land Use Variant (10,000 units)</b>	<b>Land Use Variant Change from 2007</b>
<b>Population</b>								
RSP Area	21,000	26,252	12,600	21,000	0 to -13,652	14,700	21,000	0 to -11,552
<b>Housing Units</b>								
RSP Area	10,000	12,500	6,000	10,000	0 to -6,500	7,000	10,000	0 to -5,500

SOURCE: 2007 Data: City of Sacramento. 2007. Railyards Specific Plan: Draft Environmental Impact Report. August 2007. ESA, 2016.

### ***KP Medical Center***

The KP Medical Center would not feature any housing units. Therefore, there would be no housing units or population generated within or by the KP Medical Center site.

### ***MLS Stadium***

The MLS Stadium would not feature any housing units. Therefore, there would be no housing units or population generated within the MLS Stadium site.

### ***Stormwater Outfall***

The Stormwater Outfall would not feature any housing units. Therefore, there would be no housing units or population generated within the Stormwater Outfall site.

## **Proposed Employment**

### ***Railyards Specific Plan Update***

The proposed projects would include the construction of the approximately 6,856,095 sf of non-residential employment-generating uses in the RSP Area, including:

- 2,757,027 to 3,857,027 sf of office uses;
- 514,270 sf of retail uses;
- 771,405 sf of flexible mixed use uses, of which 75 percent (578,554 sf) would be office and 25 percent (192,851 sf) would be retail;
- 510,000 sf of medical uses (only KP Medical Center);

- 718,003 sf of hospital facilities and beds (only KP Medical Center), including 60,000 sf for the Central Utility Plant;
- 162,525 sf of historic and cultural retail uses;
- 142,865 sf of historic and cultural, flexible mixed use uses, of which 75 percent (107,149 sf) would be office and 25 percent (35,716 sf) would be retail;
- 180,000 sf of historic and cultural museum uses; and
- 1,100 hotel rooms.

Based on the above uses envisioned for the proposed project, **Table 3-6** identifies the number of employees that would be generated by the proposed projects.

If the maximum anticipated 10,000 housing units are constructed in the RSP Area, there would be a reduction of 1.1 million sf of office space throughout the RSP Area. There would be no change in square footage for the KP Medical Center, MLS Stadium, retail, historic and cultural, or hotel uses.

Under the RSPU, employment at the project site would yield between 18,985 and 22,903 employees. All office and retail jobs are based on an employee ratio of one employee per 300 sf of office uses and one employee per 400 sf of retail uses.<sup>82</sup> Flexible Mixed Uses and Historic and Cultural Flexible Mixed Uses assume a composition of 75 percent office use and 25 percent retail use.<sup>83</sup> The Historic and Cultural Museum jobs at the Central Shops are based on an employee ratio of one employee per 1,500 sf.<sup>84-85</sup> Hotel jobs are determined using a rate of one employee per hotel room.<sup>86</sup> The KP Medical Center jobs assume one employment generation rate of one employee per 275 sf.<sup>87</sup> Lastly, the MLS Stadium employment is projected as a specific quantity, 30, based on information provided by the project proponent.<sup>88</sup> The total number of employees under the RSPU would be greater than that anticipated under the 2007 RSP by 3,785 to 10,503 employees.

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<sup>82</sup> Gard, John, Principal, Fehr and Peers. Email communication with Brian Boxer and Christina Erwin. December 17, 2015. 8:19 am.

<sup>83</sup> Heckenlively, Jay, Principal and General Counsel, Downtown Railyard Venture, LLC. Email communication with Brian Boxer. December 16, 2015. 4:40 pm.

<sup>84</sup> San Francisco Planning Department. 2000. Draft Environmental Impact Report: New DeYoung Museum. Publication date: July 22, 2000.

<sup>85</sup> City of Los Angeles. 2014. Draft Environmental Impact Report: Academy Museum of Motion Pictures Project. August 2014.

<sup>86</sup> City of Sacramento. 2014. Sacramento Entertainment and Sports Center & Related Development: Environmental Impact Report. Certified May 20, 2014. p. 3-44.

<sup>87</sup> Miller, Matt, Program Management Office Director, Kaiser Permanente National Facilities Services. Email communication with Brian Boxer. December 23, 2015. 5:06 pm.

<sup>88</sup> Wrigley, Ben, Chief Operating Officer, CSL International. Email communication with Brian Boxer. December 22, 2015. 12:12 pm.

**TABLE 3-6.  
2007 RSP AND 2016 RSPU EMPLOYMENT ESTIMATES**

Land Use	Employee Generation Rate per square feet <sup>1,2,3,4</sup>	2007 RSP (10,000 units)		2016 RSPU (6,000 units)		2016 RSPU (10,000 units)		Land Use Variant (7,000 units)		Land Use Variant (10,000 units)	
		Employees	Employees	Square Footage	Employees	Square Footage	Employees	Square Footage	Employees	Square Footage	Employees
Office	1/300			3,857,027	12,857	2,757,027	9,190	4,778,029	15,927	3,953,029	13,177
Flex Office	1/300			578,554	1,929	578,554	1,929	716,704	2,389	716,704	2,389
Historic and Cultural Flex Office	1/300			107,149	357	107,149	357	107,149	357	107,149	357
<b>Total Office</b>				<b>4,542,730</b>	<b>15,142</b>	<b>3,442,730</b>	<b>11,476</b>	<b>5,601,882</b>	<b>18,673</b>	<b>4,776,882</b>	<b>15,923</b>
Retail	1/400			514,270	1,286	514,270	1,143	637,070	1,416	637,070	1,416
Flex Retail	1/400			192,851	482	192,851	429	238,901	531	238,901	531
Historic and Cultural Retail	1/400			162,525	406	162,525	361	162,525	361	162,525	361
Historic and Cultural Flex Retail	1/400			35,716	89	35,716	79	35,716	79	35,716	79
<b>Total Retail</b>				<b>905,363</b>	<b>2,263</b>	<b>905,363</b>	<b>2,012</b>	<b>1,074,213</b>	<b>2,387</b>	<b>1,074,213</b>	<b>2,387</b>
Historic and Cultural Museum	1/1,500			180,000	120	180,000	120	180,000	120	180,000	120
Hotel Rooms	1			1,100	1,100	1,100	1,100	1,100	1,100	1,100	1,100
KP Medical Center	1/275			1,168,003	4,247	1,168,003	4,247	--	--	--	--
MLS Stadium				--	30	--	30	--	--	--	--
<b>TOTAL EMPLOYEES</b>		<b>15,200</b>	<b>12,400</b>		<b>22,903</b>		<b>18,985</b>		<b>22,280</b>		<b>19,530</b>
<b>Jobs-Housing Balance</b>		<b>1.52</b>	<b>0.99</b>		<b>3.82</b>		<b>1.90</b>		<b>3.18</b>		<b>1.95</b>

## NOTES:

- Flexible Mixed-Use and Flex Historic and Cultural land uses incorporate a ratio of 75 percent office uses and 25 percent retail uses, and are shown here as Flex Office and Flex Retail.
- Stormwater Outfall component of proposed project is not projected to generate employment, and is not shown here.
- KP Medical Center square footage does not include the 60,000 sf Central Utility Plant. Employees that would operate within those spaces are accounted for in the total square footage of the KP Medical Center site.
- Hospital employment generation estimates account for all employment throughout the week and across a 24-hour work period.
- MLS Stadium employment represents the permanent staff who would work full time at the MLS Stadium site, including maintenance, security, ticket sales, etc.

## SOURCES:

1. Office and Retail Rates: Gard, John, Principal, Fehr and Peers. Email communication with Brian Boxer and Christina Erwin. December 17, 2015. 8:19am.
2. Historic and Cultural Museum Rate: San Francisco Planning Department. 2000. Draft Environmental Impact Report: New DeYoung Museum. Publication date: July 22, 2000. City of Los Angeles. 2014. Draft Environmental Impact Report: Academy Museum of Motion Pictures Project. August 2014.
3. Hotel Room Rate: City of Sacramento. 2014. Sacramento Entertainment and Sports Center & Related Development: Environmental Impact Report. Certified May 20, 2014. P. 3-44.
4. Hospital Rate: Miller, Matt, Program Management Office Director, Kaiser Permanente National Facilities Services. Email communication with Brian Boxer. December 23, 2015. 5:06pm.
5. MLS Total Employment of 30: Wrigley, Ben, Chief Operating Officer, CSL International. Email communication with Brian Boxer. December 22, 2015. 12:12pm.

### **Railyards Specific Plan Update Land Use Variant**

Under the RSPU Land Use Variant scenario, the proposed projects would include the construction of the following non-residential, employment-generating uses in the RSP Area:

- 3,953,029 to 4,778,029 sf of office uses;
- 637,070 sf of retail uses;
- 955,605 sf of flexible mixed use uses, of which 75 percent (578,554 sf) would be office and 25 percent (192,851 sf) would be retail;
- 162,525 sf of historic and cultural retail uses;
- 142,865 sf of historic and cultural, flexible mixed use uses, of which 75 percent (107,149 sf) would be office and 25 percent (35,716 sf) would be retail;
- 180,000 sf of historic and cultural museum uses; and
- 1,100 hotel rooms

Based on the above land uses envisioned for the RSPU Land Use Variant, Table 3-6 gives employment generated.

Incorporating the same assumptions as in the proposed project scenario, employment at the project site under the RSPU Land Use Variant scenario would yield between 19,530 and 22,280 employees (see Table 3-6), a change of between 623 jobs fewer than to 545 jobs more than the proposed RSPU. This would represent an increase of 4,330 to 9,800 jobs more than the 2007 RSP.

### ***KP Medical Center***

While the KP Medical Center contains a variety of parcels and particular buildings, the projected employment for this project component – 4,247 jobs – has been estimated using a standard employment rate based on information from other recently constructed Kaiser Permanente medical centers in northern California. This estimate is conservative, including employees that work over the seven-day week and 24-hour schedule; at any given time, only a portion of this total number of employees would work at the site. The employment generation estimate does not separately calculate employment for the 60,000-sf Central Utility Plant because the staff that would be working in this space have already been accounted for in other areas of the site. These types of workers, such as operators, mechanics, inspectors, and others, would be performing duties in other areas of KP Medical Center in addition to their work at the Central Utility Plant.

### ***MLS Stadium***

The MLS Stadium is only projected to provide a total of 30 permanent staff onsite, including security, maintenance and grounds-keeping, and ticket sales, among other jobs.<sup>89</sup>

As described in Chapter 2, Project Description, the MLS Stadium would also need approximately 460-475 temporary employees for a typical soccer match, and would additionally require an assortment of different staff including ushers, food service employees, ticketing staff, security, janitorial staff, and other similar positions. For larger events, such as Tier I concerts, temporary event-related employment is estimated to be approximately 500. For medium-sized events, including MLS special games, Confederation of North, Central America and Caribbean Association Football (CONCACAF)/Cup matches, other soccer events or Tier II concerts, temporary event-related employment is estimated to range from approximately 400-450 jobs. For smaller community-scale events, approximately 100 jobs would be estimated as temporary event employment. Depending on the nature of the event, some temporary employees would work on days leading up to the event. Event-day employees would begin to arrive several hours before an event, and depending on their jobs, some employees would remain at the MLS Stadium for several hours or longer after events.

### ***Stormwater Outfall***

There would be no employment generated by the proposed Stormwater Outfall.

## **Proposed Project Affordable Housing Component**

As described above under Regulatory Setting, the City's mixed income ordinance is applicable to the RSPU. As part of compliance with the Mixed Income Housing Ordinance is described here, based on existing regulatory agreements in place, approximately 267 housing units in the RSP Area would be affordable units restricted as affordable for not less 30 years in accordance with the requirements imposed by acceptance of Proposition 1C funds.

## **Proposed Jobs-Housing Relationship**

Within the RSP Area, the proposed project would contain a mixture of residential, office, retail, hospital, and other commercial uses (such as the MLS Stadium), and the RSPU Land Use Variant would contain a similar composition apart from the medical center and MLS Stadium elements. Because of the mixed-use nature of the proposed RSPU and the RSPU Land Use Variant, the exact number of future residents, housing units, and employees that would result from implementation of the proposed project is not certain. As described above, the number of housing units could range between 6,000 and 10,000 housing units, in the case of the proposed project, to between 7,000 and 10,000 housing units, in the case of the RSPU Land Use Variant, or greater

<sup>89</sup> Wrigley, Ben, Chief Operating Officer, CSL International. Email communication with Brian Boxer. December 22, 2015. 12:12pm.

levels of housing in the event that the housing market drives higher densities or more projects that currently predicted. As seen in Table 3-6, the proposed project would generate between 18,985 jobs (if there are 10,000 housing units) and 22,903 jobs (if there are 6,000 housing units). The RSPU Land Use Variant would generate between 19,530 jobs (if there are 10,000 housing units) and 22,280 jobs (if there are 7,000 housing units).

Based on the housing unit and employment estimates shown in Table 3-6, the jobs-housing balance for the proposed RSPU at 6,000 units would be 3.82, and the jobs-housing balance for the RSPU at 10,000 units would be 1.90. The jobs-housing balance for the RSPU Land Use Variant would be 3.18 for the RSPU Land Use Variant at 7,000 units and the jobs-housing balance for the RSPU Land Use Variant would be 1.95 at 10,000 units. Both the proposed RSPU at 6,000 housing units and the RSPU Land Use Variant at 7,000 units demonstrate a more heavily skewed ratio toward employment than the 2007 RSP EIR's projected ratios of 1.52 (2007 minimum housing scenario) and 0.99 (2007 maximum housing scenario). The RSPU and the land use variant, if constructed with 10,000 housing units, would have a jobs-housing balance of 1.90 and 1.95, respectively, indicating there is more of a balance between living and employment opportunities.