



Report to
PLANNING AND DESIGN COMMISSION
PRESERVATION COMMISSION
City of Sacramento

915 I Street, Sacramento, CA 95814-2671
www.CityofSacramento.org

STAFF REPORT
June 30, 2016

To: Members of the Planning and Design Commission and Preservation Commission

Review and Comment Report on the Sacramento Railyards (P15-040)

Location/Council District: Generally east of Sacramento River, south of City Water Treatment Plant and North B Street, west of 12th Street, north and west of the Alkali Flat neighborhood, north of H Street between 5th and 7th, and northwest of 5th and I Street.

APNs: 002-0010-023-0000, 002-0010-027-0000, 002-0010-028-0000, 002-0010-044-0000,
002-0010-049-0000, 002-0010-052-0000, 002-0010-054-0000, 002-0010-056-0000,
002-0010-058-0000, 002-0010-061-0000, 002-0010-062-0000, 002-0010-063-0000

Council District 3

Recommendation: Staff recommends the Planning & Design Commission and the Preservation Commission provide review and comment on the Sacramento Railyards Project including: the Railyards Specific Plan; Railyards Design Guidelines; the Railyards Special Planning District; 2035 General Plan Land Use; Rezones; Central Shops District; Water Tower; the Kaiser Medical Center; Tentative Map; Proposed Parks and Open Space; Bicycle Circulation Plan; Storm Water Outfall; and a Major League Soccer Stadium.

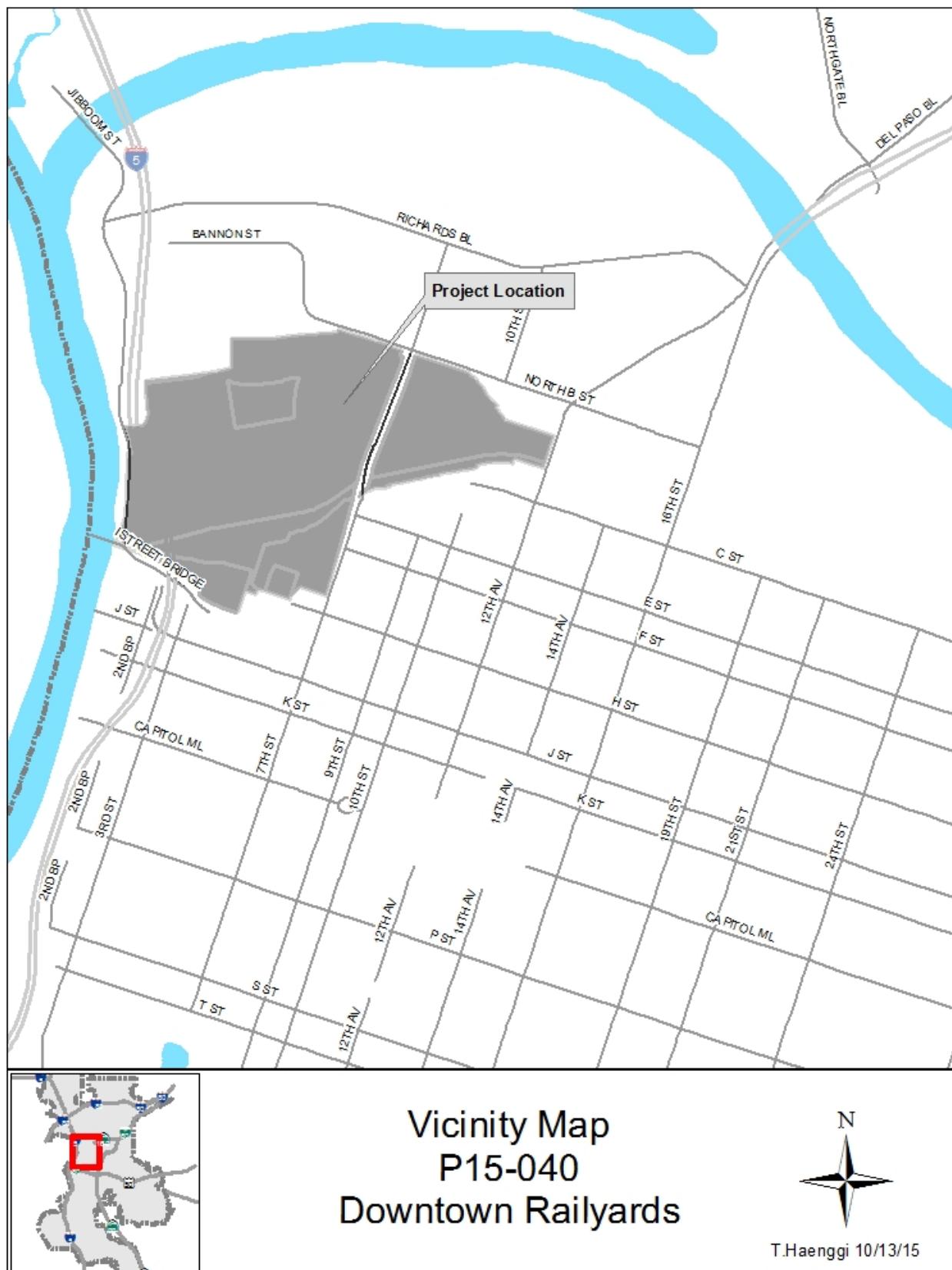
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Applicant: Jay Heckenlively, Downtown Railyard Ventures, LLC
3140 Peacekeeper Way, McClellan, CA 95652

Owners: Downtown Railyards Ventures, LLC
3140 Peacekeeper Way, McClellan, CA 95652
(LLC Members: Larry D. Kelley, Denton Kelley, Jay Heckenlively, Frank Myers, and Alan Hersh)

City of Sacramento, 915 I Street, Sacramento, CA 95814
State of California, 455 Golden Gate Ave. #8, San Francisco, CA 94102
Sacramento Municipal Utility District (SMUD) P.O. Box 15830,
Sacramento, 95852

Figure 1: Vicinity Map

Summary

Staff has been presenting various features of the Sacramento Railyards to the Planning & Design Commission and the Preservation Commission since the fall of 2015. Staff is convening a joint commission meeting to provide an overview of the progress made on the project, revisit topics discussed at prior commission meetings, and introduce new components of the project, primarily the proposed Tentative Map, Kaiser Permanente Medical Center, and Major League Soccer Stadium.

Documents related to the Sacramento Railyards proposal and discussed in this report can be found at this website:

<https://www.cityofsacramento.org/Community-Development/Planning/Major%20Projects/Railyards-Project/Sacramento-Railyards>

Commission Review and Comment Hearings

- October 22, 2015: The Planning and Design Commission provided review and comment on the overall project.
- November 18, 2015: The Preservation Commission provided review and comment on proposed modifications to the Central Shops Historic District Boundaries.
- March 24, 2016: The Planning and Design Commission took action to initiate the process for adoption and amendments to the Railyards Special Planning District and the Railyards Specific Plan. The Commission also provided review and comment on the proposed General Plan amendments, rezones, and anticipated changes to the Special Planning District.
- May 12, 2016: The Planning and Design Commission provided review and comment on the proposed Special Planning District, Specific Plan, and Design Guidelines.
- May 18, 2016: The Preservation Commission provided review and comment on the proposed Special Planning District, Specific Plan and Design Guidelines as they relate to historic resources.

Project Overview

The Railyards property is located just north of Downtown and south of the River District. Once serving as the western terminus of the 1860s Transcontinental Railroad, today the Railyards continue to house a major transportation hub. In 2007 a tentative map, design guidelines, specific plan and a special planning district were approved by City Council. In June of 2015, an application to revise these documents was submitted to the City for consideration.

2007 Sacramento Railyards Plan. The original Sacramento Railyards project (P05-097) was approved by the City Council on December 11, 2007. The project involved the development of a maximum of 12,100 dwelling units, 1.4 million square feet of retail, 1,100 hotel rooms, 2.4 million square feet of office, 485,390 square feet of historic/cultural space, and 491,000 square feet of mixed use. A subdivision modification for minor changes was approved by the Planning and Design Commission in 2012 (P10-040). The changes included revising sections of 5th Street and 7th Streets to show two-way traffic; changing the alignment of 5th and 6th Streets; revising the tentative map to reflect the realignment and to accommodate a parking garage.

Current Proposal. In June of 2015, an application was submitted for the Railyards, including a request to modify the land use plan to allow for two new opportunities - a soccer stadium (Major League Soccer) and a major medical facility (Kaiser Permanente). As currently proposed, the project is proposing the following:

- 6,000-10,000 dwelling units
- 3,271,297 - 4,371,297 square feet of non-residential uses
- 771,405 square feet of flexible mixed use
- 1,228,000 square feet of medical campus
- 1,100 hotel rooms (keys)
- 485,390 square feet of historic and cultural uses
- 33 acres of open space.
- A soccer stadium with 19,621 seats, and potential to expand to approximately 25,000 seats.

Railyards Special Planning District, Specific Plan, and Design Guidelines

A summary of the Special Planning District and drafts of the Railyards Specific Plan and Design Guidelines were presented to the Planning and Design Commission and the Preservation Commission for review and comment in May 2016. Subsequently, the draft documents were further revised to reflect the feedback received from the commissions. The recent changes are summarized below:

Special Planning District

- Within the Central Business District zone, a height limit of 205 feet was added to Parcel 40 and a height limit of 40 feet was added to Parcel 18.
- The parking requirements were deleted in the Hospital zone. The parking requirements will be consistent with the citywide code which requires a minimum of 1 parking space per patient bed for a hospital. For office, the citywide requirement is between the range of 1 parking space per 2,000 square feet and 4 parking spaces per 1,000 square feet. (The General Plan designation for the H zone also has been modified to remain as Urban Center High and will not be changed to Central Business District. Therefore the site will be in the Urban Parking District and not the Central Business Parking District.)

Attachment 3 provides a summary table of the proposed Special Planning District with edits made since the May commission meetings.

Specific Plan

- Chapter 3 Revised Table 3-2 to identify assumed development square footage of retail and office uses.
- Chapter 5 Open Space has been updated to reflect the latest discussions with the Department of Parks & Recreation and will likely undergo further revisions as those discussions progress.
- Chapter 7 Utilities and Public Services updated Figures 7-2 Sanitary Sewer and 7-3 Storm Drainage.

- Chapter 9 Hazards clarified that completeness of the Central Shops & South Plume shallow soil remediation is pending review by DTSC, identifies required remedial stages for the Manufactured Gas Plant and identifies that property owners provide written confirmation from DTSC that proposed uses are consistent with the Land Use Covenant.

Attachment 4 provides a red-line version of edits made to the Specific Plan since the May commission meetings.

Design Guidelines

There have been no changes made to the Design Guidelines since the commission meetings in May. However there were specific questions from the Planning and Design Commission and the Preservation Commission that may result in changes in the final document. A list of potential changes follows:

- Further definition of the permeable block, i.e. alleys and lanes and their ability to create viable retail spaces interior of the block face, pedestrian connections and vehicle access to structured parking.
- Revisions also may include establishing the expectation of the connection and considering characteristics of meandering/nonaligned vs. direct/straight alignment alleys and lanes.
- Build-to line definition refinement needed to define the difference in commercial and retail.
- Based on the allowance of a variable streetwall height in different parts of the plan area, the rational for the various street heights and controlling heights where it may change at a street intersection
- Language to be added to prohibit bracing that cross windows anywhere in the Railyards.
- The signage chapter in the Design Guidelines will address “landmark” signage for historic structures.
- The language in the design guidelines may be modified to prohibit “large-scale signs with dynamic illumination” anywhere in the transition zone (Page 6-10, Guideline 2).
- The text in the Design Guidelines description of the Railyards Districts (Page 4-4) “should” to be changed to “shall”.
- New language relative to the water tower in its current location to protect the view shed to the water tower.

Historic Resources

Per the Planning and Development Code, Preservation Site Plan & Design Review (SPDR) is required for proposed development located within the Central Shops Historic District and/or involves any landmark parcel in the Railyards, such as is proposed for the Water Tower. This review includes thresholds and levels of review that are used for all City-designated historic districts and landmark parcels. The Preservation Development Project Site Plan & Design Review requirements and procedures are

provided throughout various sections of Title 17, the Planning & Development Code of the City Code, particularly in sections 17.100 (authority and scope); 17.108 (historic preservation definitions); 17.604 (historic preservation); and 17.800 (administrative matters, including SPDR procedures).

The Planning and Development Code delineates the type of work and various levels of review/decisions required for development, including the following:

- Work that does not require Site Plan and Design Review;
- Work that requires staff level review and decisions (allows for a request for reconsideration by the Preservation Director);
- Work that requires Preservation Director Hearing (decisions may be appealed to the Preservation Commission); and,
- Work that requires Preservation Commission Hearing (decisions may be appealed to City Council.)

Central Shops Historic District

The Railyards proposal includes the following:

- Modifying the boundaries of the Central Shops Historic District;
- Keeping the Water Tower in its original/current location instead of moving it into the historic district and nominating it as a landmark;
- Revising the Central Shops Historic District to remove the water tower as a contributing resource; and

Transition Zone

The only changes to the transition zone that are being proposed are as follows:

- The Urban Design Manager will replace the Planning Manager as the reviewing authority; and
- The boundaries of the Transition Zone will change due to the revised tentative map and modifications to the historic district boundaries.

Water Tower

- The Preservation Director will review and make a recommendation to the Urban Design Manager for the building facades on Lot 4d which front the Water Tower on Lot 4e.

Kaiser Permanente Medical Center

The Railyards project includes the construction of an approximately 1.3 million square foot medical center campus located on the western end of the project site. The site will include the following:

- an approximately 658,000 sq. ft. hospital or similar facility (with 24/7 use);
- approximately 510,000 sq. ft. of medical, support office, and clinic buildings;
- an approximately 60,000 sq. ft. Central Utility Plant (CUP);
- surface and structured parking providing approximately;
- green spaces; and
- a helistop.

Development standards for the Kaiser site are addressed in the Railyards Development Code, and more specifically in the Special Planning District. Kaiser will submit an application for Site Plan and Design Review at a future date and will not be part of the Railyards project. The Railyards entitlements, however, will include a conditional use permit for a helistop.

Kaiser Permanente's proposed Railyards KP Medical Center project includes a helistop to provide non-emergency patient transport. Kaiser's is proposing the helistop be located in one of two potential locations: (1) at ground-level west of the hospital building and south of South Park Street; or (2) on top of the hospital roof. If on ground level, the helistop would be connected with pathways to the emergency entrance to the hospital, consist of paved asphalt, and would be fenced for safety purposes.

The 150-foot by 150-foot helistop would provide the ability for rapid transport of patients to and from the proposed KP Medical Center. The proposed KP Medical Center would not be a Level 1 Trauma Center. Rather, use of the helistop would be for non-emergency transfer of patients who, for medical reasons, are most appropriately moved to or from the proposed KP Medical Center to another acute care facility through the air rather than via traditional vehicular ambulances. This can typically reduce the amount of time in transport which can be advantageous for certain patients.

It is anticipated that the helistop would operate relatively infrequently (one to three times per week). As planned, the vast majority of helistop operations would take place during the day because the helistop would not be used for emergency transport. Although not prohibited, nighttime operations would be a small fraction of the annual helistop operations.

Major League Soccer Stadium

The proposed MLS stadium would be located on an approximately 13-acre parcel near the eastern end of the Specific Plan project site, north of Railyards Blvd, between 8th and 10th Streets, and south of the former railroad berm that forms the northern boundary of the project site.

The stadium would be constructed initially with capacity for 19,621 attendees and the capacity to accommodate concerts with attendance up to 21,500. The stadium could be expandable to a maximum of 25,000 attendees over time. The seating bowl of the stadium would include general seating, standing room decks, and premium seating including suites. The seating areas would be accessed via a concourse area that would surround the seating bowl. The stadium would also include the following features:

- Clubs for supporters;
- A kitchen for food preparation;
- Home and visiting team locker rooms;
- Media facilities, including press rooms, radio and television booths;
- Security facilities, including a security command center;
- First aid room;
- Stadium operations offices;
- Stadium maintenance and storage areas;

- Loading docks and other support areas;
- Ticketing areas; and
- Concession and small retail stores.

Tentative Map

The applicant is proposing to subdivide approximately 197.7 acres into 120 lots. The tentative map includes street sections.

Public/Neighborhood Outreach and Comments: Staff routed the proposal and sent notices of the Joint Commission Meeting to various neighborhood groups and associations, including the Alkali and Mansion Flat Neighborhood Association, Dreher Tract Neighborhood Association, River District, Preservation Sacramento, Downtown Sacramento Partnership, Midtown Business Association, China Mall Committee, Old Sacramento Business Association, Sacramento Housing Alliance, Walk Sacramento, and Sacramento Area Bicycle Advocates. The applicant is conducting an extensive outreach effort, which will continue throughout the entitlement process.

Environmental Considerations: Review of the project without formal action is not subject to review under the California Environmental Quality Act (CEQA). The City Council certified an environmental impact report (EIR) as part of its approval of the Railyards Specific Plan in 2007. Amendments to the Railyards Specific Plan Amendment, Design Guidelines, and Special Planning District, and the Kaiser Permanente, and MLS stadium project proposals for development will be evaluated in a Subsequent Environmental Impact Report (SEIR) that includes a complete project description, identification of potential significant effects, mitigation requirements, and an evaluation of alternatives. The draft SEIR has been circulated for a public review period that ends July 27, 2016. Certification of the SEIR is required before approval of any project component.

Respectfully submitted by:


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Reviewed by:


EVAN COMPTON
Senior Planner

Reviewed by:


ROBERTA DEERING
Preservation Director

Recommendation Approved:


RICHARD RICH
Railyards Project Manager


BRUCE MONIGHAN
Urban Design Manager

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Attachment 1

**List of Documents
Provided on City's Railyards Project Web Page**

<https://www.cityofsacramento.org/Community-Development/Planning/Major%20Projects/Railyards-Project/Sacramento-Railyards>

Proposed Documents

- List of Potential Entitlements
- Land Use Plan
- Proposed Zoning
- Proposed General Plan Land Use Designation Map
- Specific Plan
- Special Planning District Summary
- Design Guidelines
- Major League Soccer Stadium Proposal
- Tentative Map
- Street Cross Sections #1
- Street Cross Section #2
- Bicycle Network
- Height Map
- District Map

Documents from the 2007 Sacramento Railyards

- Specific Plan
- Special Planning District (Revised in October 2013)
- Design Guidelines

Draft Subsequent Environmental Impact Report

- Notice of Availability
- Draft Subsequent Environmental Impact Report (DSEIR)
- DSEIR Appendices

Major League Soccer StadiumSite, Roof, and Landscaping Plans

- Stadium Site Plan – Roof Level with Planting
- Stadium Site Plan – Roof level
- Stadium Site Plan – Concourse Level
- Landscape Plan – Tree & Low Planting
- Stadium Site Plan – Event Level
- Hardscape Plan
- Secured Perimeter Plan
- Site Plan with Street Section
- Street Sections Reference
- Stadium Entry Plan – Event Level

- Stadium Entry Plan – Concourse Level
- Canopy Roof Plan
- West Building Section

Elevations, Materials and Sections

- Exterior Schematic Design
- General Concourse Area
- Supporter Concourse Area
- Roof Schematic Design
- Sections
- Landscape Lighting Concept Package
- Specialty Lighting Concept Package

Attachment 2

Upcoming Railyards Commission Hearing Dates & Content (2016)

August 11 – Planning & Design Commission - Review and Comment

- Bicycle Plan
- Mixed Income Housing Ordinance
- Major League Soccer Site Plan & Design Review
- Kaiser Permanente Helistop CUP

August 17 – Preservation Commission - Recommendations to Council

- Historic District Amendments
- Water Tower Nomination

September 8 – Planning & Design Commission - Review and Comment

- Tentative Map Site Plan & Design Review
- Parks & Open Space
- Stormwater Outfall Site Plan & Design Review

October 20 – Planning & Design Commission - Recommendations to Council

- Environmental Impact Report
- General Plan Amendment
- Rezone
- Special Planning District
- Specific Plan
- Design Guidelines
- Bikeway Masterplan
- Mixed Income Housing Ordinance
- MLS Site Plan & Design Review
- MLS Conditional Use Permit
- MSL Construction & Operational Noise Variances
- Tentative Map Site Plan & Design Review
- Parks & Open Space
- Kaiser Helistop Conditional Use Permit
- Railyards Stormwater Outfall Site Plan & Design Review
- Public Facilities Finance Plan
- Development Agreement

Railyards Special Planning District – Zone Comparisons

*Modifications made since the May 2016
Commission Meetings are shown in track changes*

The following is a summary of how the zones in the Railyards Special Planning District differ than what is applied citywide in those zones.

High-Rise Residential (R-5) Zone in the Railyards

Uses prohibited in Railyards project area but allowed in R-5 zone outside of the project area:

- Cemetery
- Check-cashing center
- Correctional facility
- Golf course; driving range
- Mobilehome park
- Mortuary; crematory
-

• Development Standards	Railyards SPD	Citywide
Minimum Density	61 du/na	Not Applicable
Maximum Density	450 du/na	175 du/na
Maximum FAR for Non-Residential Uses	Ground floor only	Limited to 25% of gross floor area or 6,400 square feet of building, whichever is greater.
Maximum Street Wall Height	65 feet, except as provided below:	Not Applicable
Parcels fronting Railyards Blvd. west of 7th Street.	85 feet	Not Applicable
Minimum Setbacks	No minimum setback	3 feet for single unit or duplex dwellings 5 feet for multi-unit dwellings
Maximum Setback for Residential Uses	10 feet	25 feet
Maximum Setback for non-residential Uses	0 feet	25 feet
Minimum % of Street Wall Frontage (Build-To Line)*	75% of Building Frontage	Not Applicable
Lot Size	No lot size, width or depth requirement	Minimum lot size of 3,200 square feet

* Public open space which is part of or adjacent to the building frontage is not calculated in the minimum build-to line percentage.

Transportation Corridor (TC) and Heavy Industrial (M-2) zones.

The Transportation Corridor (TC) and Heavy Industrial (M-2) zones within the Railyard project area do not differ from the citywide zones.

Limited Commercial (C-1) Zone in the Railyards

The only site that has the C-1 zone is on Vista Park to provide for commercial services that serve park visitors.

- Limits non-residential uses to a floor area ratio of 1.0.
- Limits maximum height to 35 feet.

Uses prohibited in Railyards project area, but allowed in C-1 zone outside of the Railyards project area:

- Bed and breakfast inn
- Cemetery
- Check-cashing center
- Correctional facility
- Dormitory
- Drive-in theater
- Laundromat, self-service
- Mobilehome park
- Office
- Superstore

General Commercial (C-2) Zone in the Railyards

Uses prohibited in Railyards project area, but are allowed in the C-2 zone outside of the Railyards project area:

- Auto—service, repair
- Drive-in theater
- Drive-through restaurant
- Equipment rental, sales yard
- Gas station
- Mini storage
- Mobilehome – sales, storage
- Towing service; vehicle storage yard
- Wholesale store and distributor

Development Standards	Railyards SPD	Citywide
Maximum Density	60 du/na	Determined by General Plan as “Not Applicable” for Employment Center Low Rise land use designation
Maximum Height	120 feet	65 feet
Maximum Street Wall Height	65 feet	Not applicable

Central Business District (C-3) Zone in the Railyards

Uses prohibited in Railyards project area, but allowed in the C-3 Zone outside of the Railyards project areas:

- Auto – service, repair
- Check-cashing center
- Correctional facility
- Gas Station

Development Standards	Railyards SPD	Citywide
Maximum Height	Unrestricted except as shown on the height map and as shown below:	No maximum height limits.
<u>Depot District – Parcel 40</u>	<u>205 feet</u>	<u>Not Applicable</u>
Depot District – Parcel 46	85 feet	Not Applicable
Central Shops Transition Zone Area – Parcel 9a	100 feet	Not Applicable
Central Shops Transition Zone Area – Parcel 9b	85 feet	Not Applicable
<u>Central Shops Transition Zone Area – Parcel 18</u>	<u>40 feet</u>	<u>Not Applicable</u>
Central Shops Historic District	24 feet	Not Applicable
West End District, parcels 15a, 15b, 15c and 15d	85 feet	Not Applicable
East End District – South side of Railyards Blvd. to east of 7th Street	120 feet	Not Applicable
Riverfront District	450 feet, with stepdown towards river	Not Applicable
Maximum Street Wall Height	65 feet, except as provided below:	Not Applicable
Parcels fronting Railyards Blvd. west of 7th Street.	85 feet	Not Applicable
Maximum % of Street Wall Frontage (Build-to Line)*	100 %	Not Applicable
Minimum % of Street Wall Frontage (Build-To Line)*		Not Applicable
Depot District	75%	Not Applicable
West End	75%	Not Applicable
East End	75%	Not Applicable
Minimum Set Back	0 except as noted below	No min. front-yard setback.
Central Shops Historic District – Parcel 9b	Separated by no less than 30 feet from any historic structure located on Parcel 26	Not Applicable
River District	80 feet from property line adjacent to the waterfront	Not Applicable

* Public open space which is part of or adjacent to the building frontage is not calculated in the minimum build-to line percentage.

Hospital (H) Zone in the Railyards

Uses permitted in the Hospital (H) Zone by right in the Railyards project area, but requires a conditional use permit in the "H" Zone outside of the Railyards project area.

- Major Medical Facility with the following limitations (Phase 1, Lots 2a, 2b, 2c, and 2d):

Improvements (subject to Site Plan and Design Review)

- Structures
 - Hospital of 658,000 square feet (420 beds)
 - Medical office building(s) of 210,000 square feet
 - Central utilities building of 60,000 square feet
- Parking
 - Structured parking of 1,500 vehicle parking spaces
 - Surface parking with 200 surface parking spaces for easy emergency room access, disabled persons and pregnant women

Operations

- No fully enclosed perimeter fence locked allowed during business hours except for the central utilities building
- Signage with a 24-hour emergency number and contact information
- Provide and operate a surveillance system
- Onsite security during business hours.
- Reasonably control the conduct of patients and other invitees at such facilities
- Operating with a patient discharge plan
- Nonresidential care facility
 - Signage with a 24-hour emergency number and contact information
 - Operate a surveillance system
- Produce stand
- Outdoor market
- Athletic club; fitness studio
- Commercial service
- Restaurant
- Retail store not exceeding 6,400 square feet
- Residential care facility located on parcels that front 5th Street
 - Signage with a 24-hour emergency number and contact information
 - Operate a surveillance system

Uses permitted in the Hospital (H) Zone with a conditional use permit:

- Major medical facility (Phase 2, Lots 2e, 2f, and 2g) in excess of permitted improvements listed above
- Hotel; motel
- Dwelling, multi-unit
- School, vocational
- Retail store exceeding 6,400 square feet
- Residential care facilities on parcels that do not front 5th Street
- Helistop

Development Standards	Railyards SPD	Citywide
Maximum Density	450 du/na	Not Applicable
Maximum Height	No limit.	45-120 feet, higher with CUP
Maximum Street Wall Height		Not Applicable
Lot 2a, Lot 2b (fronting Bercut Street) and 2c	125 feet	Not Applicable
Lot 2b (fronting Railyards Blvd.), 2d, 2e (fronting Railyards Blvd.) and 2g	85 feet	Not Applicable
Lots 2b, 2e (fronting South Park Street) and 2f	65 feet	Not Applicable
Maximum % of Street Wall Frontage (Build-To Line)	100 %	Not Applicable
Parking	<ul style="list-style-type: none"> • 3 spaces per bed for initial construction • 1 space for future bed (in shell space) • 3.5 spaces per 1,000 square feet of medical office 	<ul style="list-style-type: none"> • 1 space per patient bed • Minimum 1 space per 2,000 square feet; Maximum 4 spaces per 1,000 square feet for medical office.

Attachment 4: Draft Specific Plan
Modifications Made Since May Commission Meetings

SACRAMENTO RAILYARDS SPECIFIC PLAN



INTRODUCTION

1

Redevelopment of the Railyards area, a 244-acre site in downtown Sacramento, offers a unique opportunity to reinforce and implement the City of Sacramento's (City) 2035 General Plan vision to be "the most livable city in America." The Railyards area has the potential to expand the role of the Central City as Sacramento's regional destination for employment-center; commerce; government; sports and entertainment; housing; and education; culture; and tourism; and to create a transit-oriented mixed-use district as an integral extension of the Central Business District and as a key regional destination. The General Plan emphasizes the following six themes, which create the basic framework for updating the Railyards Specific Plan to match the City's current goals and policies:

- ◆ Making great places;
- ◆ Growing smarter;
- ◆ Maintaining a vibrant economy;
- ◆ Creating a healthy city;
- ◆ Living lightly-reducing our "carbon footprint"; and
- ◆ Developing a sustainable future.

By focusing on regional employment opportunities, cultural destinations, and high-quality residential neighborhoods, the Railyards Specific Plan advances the policies of the General Plan, which calls for improved

land use efficiency and reduced GHG emissions through a healthy jobs-housing balance; multi-modal connectivity; urban centers with jobs, housing, shopping, services, and transit; and advanced green building practices. This Sacramento Railyards Specific Plan supersedes the existing Railyards Specific Plan, last updated in 2007. The project site has the same Plan Area, with slight adjustments to the boundaries of the 2007 Plan.

The Railyards Specific Plan is the overarching policy document that guides development within the Railyards Plan Area, but it works together with three other documents that provide specific guidance on matters relating to urban design, development regulations, and permitting: the Railyards Design Guidelines, the Railyards Special Planning District Ordinance (SPD), and the Central Shops Historic District Ordinance. The Railyards Design Guidelines document, which provides design guidance in written and graphic form for private and public projects undertaken in the Railyards, aims to promote the improved aesthetic and functional quality of the Railyards community.

The purpose of the SPD is to implement the planning principles, goals, and policies of the Specific Plan by establishing necessary procedures and standards through zoning. The Historic District Ordinance will identify contributing resources and character-defining features and utilize development standards, pursuant to Chapter 17.604 (Historic

Preservation) of the Sacramento Planned
Development Code. In the interest of making

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these documents as concise as possible, there is very little overlap among them. As such, parties who are interested in developing properties within the Railyards Plan Area must consult each of these four documents prior to construction.

The Railyards Specific Plan defines clear parameters for the future development of the Railyards area. Implementation of this Plan will create a unique mixed-use development consisting of regional destinations, commercial uses, office development, hotels, sports, entertainment and retail uses, with high-density residential neighborhoods that provide opportunities to live and work in the Central City and are supported by urban parks and plazas.

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

A. Plan Area

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

1. Regional Location

As shown in Figure 1-1, the City is located in the north-central part of California, approximately equidistant from the coastline and the Nevada state line. In addition to being the state capital, it is also the largest city in Sacramento County as well as the county seat. The city covers approximately 100 square miles and, as of 2015, is home to over 480,000 people.¹

¹ DOF. E-1 Cities, Counties, and the State Population Estimates with Annual Percent Change—January 1, 2014 and 2015



Figure 1-1. Regional Location

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2. Plan Area

The 244-acre Plan Area is located immediately north of the Central Business District, east of the Sacramento River, south of North B Street and west of the federal courthouse and the Alkali Flat neighborhood. Figure 1-2 shows the various neighborhood districts surrounding the Plan Area. Figure 1-3 shows the Plan Area and the distribution of ownership on the Railyards site. The site sits between the confluence of the Sacramento and American Rivers, where the initial settlement

of the City of Sacramento was founded in 1849 along the banks of the Sacramento River. The Railyards is in close proximity to Old Sacramento, Downtown, Chinatown, the federal courthouse and local government offices, the Richards Boulevard industrial district, and the historic Alkali Flat neighborhood. A key element of this Plan is to knit the surrounding areas to the new districts and neighborhoods in the Railyards and allow for the downtown circulation grid to extend northward connecting to Richards Boulevard and the River District.

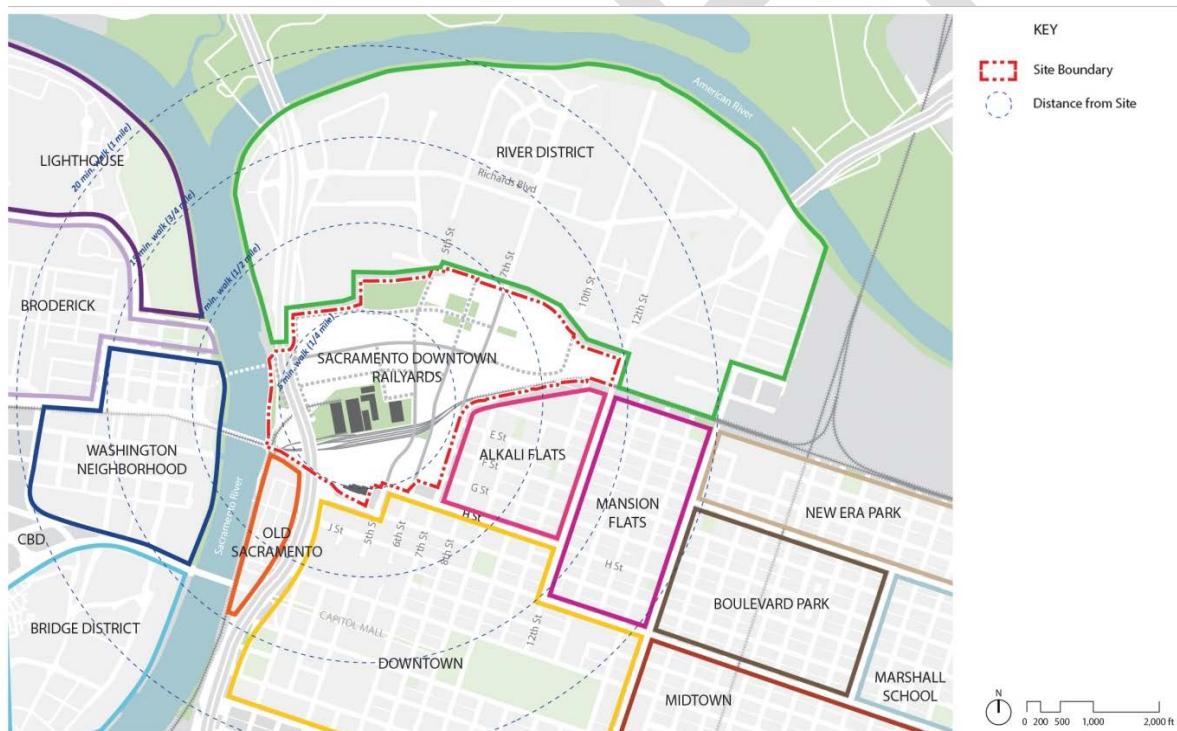


Figure 1-2. City of Sacramento Neighborhood Districts Map

Source: AECOM



Figure I-3. Plan Area and Ownership

B. Planning Process

Previous studies for the Railyards Area and its immediate surroundings include the Sacramento Central City Community Plan, which was adopted on May 15, 1980 and last updated March 2015; the [Railyards Specific Plan, Central City Urban Design Guidelines, adopted in 2009](#); the Facility Element of the Railyards Specific Plan and the Richards Boulevard Area Plan, which were adopted by the City Council on December 13, 1994; the [River District Specific Plan, adopted in February 2011 and superseding the Richards Boulevard Area Plan](#); and the Railyards Special Planning District provisions in the Zoning Code, adopted in [1999, 1999 and last updated in 2013](#). A much more extensive public process was conducted since the completion of the 1999 Specific Plan, which

led to the revised Specific Plan, Design Guidelines, SPD, and Central Shops Historic District documents, adopted in 2007.

1. Community Outreach and Land Use Plan Evolution

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

participants expressed a desire for a walkable and bikable community with close access to transit.

During the course of the next three years, several other community outreach efforts were made to further guide the development of the Railyards. A community workshop was held by the City and the then developer in May of 2006 to get additional feedback. Participants expressed interest in providing pedestrian and street connectivity; providing community facilities, such as schools, day-care facilities, better recreational spaces, and a mix of housing types and affordability; preserving the Central Shops; sustainability; establishing destination places, such as museums and a performing arts theater; celebrating railroad and cultural history; and ensuring high quality design. These community outreach efforts resulted in significant refinements to the plan from 2002 to 2007. The community's desirable attributes are still retained as part of the 2016 updates made to the 2007 Plan.

2. Specific Plan Objectives

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

- ◆ Integrate the Railyards area into the fabric of the existing Central City, subject to the physical constraints created by the operating rail and transportation lines and topography. The Railyards has historically been isolated from the City.

Now the opportunity exists to increase the integration of the area from all points, not just downtown, into a more seamless patch of the City fabric.

- ◆ Create a dynamic 24-hour mixed-use, urban environment that provides a range of complementary uses, including cultural, office, hospitality, sports and entertainment, retail, health care, educational, and open space; and a mixture of housing products, including affordable housing.
- ◆ Connect the Railyards with Sacramento's downtown office, retail, tourism, residential, and government centers, as well as Old Sacramento, the River District area, and the adjacent Alkali Flat neighborhood, using pedestrian and bicycle connections, roadways, and public transportation routes.
- ◆ Connect the Railyards to the Sacramento River waterfront, and allow for hotel, public open space, residential waterfront and recreational uses, consistent with the vision of the 2003 Riverfront Master Plan that will result in a vibrant waterfront, valuable to the region and the City.
- ◆ Transform the Railyards from an underutilized and environmentally contaminated industrial site into a transit-oriented, attractive, and nationally renowned mixed-use urban environment.
- ◆ Capitalize on the historic Central Shops buildings as a heritage tourism draw and as inspiration for a mix of uses that will help to create a culturally-vibrant, urban community.
- ◆ Create a development that is a regional draw for the City of Sacramento due to its geographic location downtown near the

Sacramento River waterfront and its unique mix of transportation, residential, health care campus, cultural, office, hospitality, sports and entertainment, retail, and open space uses and historic sites.

- ◆ Provide a mixture of uses that complement and support the City's planned Sacramento Intermodal Transit Facility (SITF), connecting the Central City to the region, the state, and beyond.
- ◆ Create a sustainable community that utilizes green building technology, water conservation measures, and renewable energy sources.

C. Specific Plan Components

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

1. Required Contents

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

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

2. Consistency with the General Plan

The policies and objectives of the Plan are consistent with the broad goals of the City of Sacramento 2035 General Plan. In general, the policies of the General Plan call for high-density, mixed-use development on the Railyards site. The Railyards is envisioned as an extension of the Central City, with a high intensity of both employment- and housing-related uses and a strong transit orientation. The following General Plan goals and policies related to land use and urban design are supported by this Specific Plan.

Land Use and Urban Design Element

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.

Supporting Policy:

LU 1.1.1: Regional Leadership

GOAL LU 1.2: Sustainable Sacramento Strategy. Support statewide and regional efforts to reduce greenhouse gas emissions, fund transportation improvements, and meet housing needs.

GOAL LU 2.1: City of Neighborhoods.

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.

Supporting Policy:

LU 2.1.3: Complete and Well-Structured Neighborhoods

GOAL LU 2.2: City of Rivers. Preserve and enhance Sacramento's riverfronts as signature features and destinations within the city and maximize riverfront access from adjoining neighborhoods to facilitate public enjoyment of this unique open space resource.

Supporting Policies:

LU 2.2.1: World-Class Rivers.

LU 2.2.3: Improving River Development and Access.

GOAL LU 2.3: City of Trees and Open Spaces. Maintain multi-functional "green infrastructure" consisting of natural areas, open space, urban forest, and parkland, which serves as a defining physical feature of Sacramento, provides visitors and residents with access to open space and recreation, and is designed for environmental sustainability.

Supporting Policy:

LU 2.3.1: Open Space System

GOAL LU 2.4: City of Distinctive and Memorable Places. Promote community design that produces a distinctive, high-quality built environment whose forms and character reflect Sacramento's unique historic, environmental, and architectural context, and create memorable places that enrich community life.

Supporting Policies:

LU 2.4.1: Unique Sense of Place

LU 2.4.2: Responsiveness to Context

LU 2.4.3: Enhanced City Gateways

LU 2.4.4: Iconic Buildings

GOAL LU 2.5: City Connected and Accessible. Promote the development of an urban pattern of well-connected, integrated, and accessible neighborhoods, corridors, and centers.

Supporting Policy:

LU 2.5.1: Connected Neighborhoods, Corridors, and Centers

GOAL LU 2.6: City Sustained and Renewed. 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.

Supporting Policies:

LU 2.6.1: Sustainable Development Patterns

LU 2.6.2: Transit-Oriented Development

GOAL LU 2.7: City Form and Structure.

Require excellence in the design of the city's form and structure through development standards and clear design direction.

Supporting Policies:

LU 2.7.2: Design Review

LU 2.7.3: Transitions in Scale

LU 2.7.5: Development along Freeways

LU 2.7.6: Walkable Blocks

LU 2.7.7: Buildings that Engage the Street

LU 2.7.8: Screening of Off-street Parking

GOAL LU 5.1: Centers. Promote the development throughout the city of distinct, well-designed mixed-use centers that are efficiently served by transit, provide higher-density, urban housing opportunities and serve as centers of civic, cultural, and economic life for Sacramento's neighborhoods and the region.

Supporting Policies:

LU 5.1.1: Diverse Centers

LU 5.1.2: Centers Served by Transit

LU 5.1.3: Cultural and Entertainment Centers

LU 5.1.4: Vertical and Horizontal Mixed-Use

GOAL LU 5.6: Central Business District.

Promote the Central Business District (CBD) as the regional center of the greater Sacramento area for living, commerce, culture, and government.

Supporting Policies:

LU 5.6.1: Downtown Center Development

LU 5.6.6: Central City Development Projects

GOAL LU 8.1: Public/Quasi-Public. 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.

Supporting Policy:

LU 8.1.1: Public Places

LU 8.1.13: Medical Centers

Mobility Element

GOAL M 2.1: Integrated Pedestrian System. Design, construct, and maintain a universally accessible, safe, convenient, integrated and well-connected pedestrian system that promotes walking.

Supporting Policies:

M 2.1.2: Sidewalk Design

M 2.1.3: Streetscape Design

M 2.1.4: Cohesive and Continuous Network

M 2.1.5: Housing and Destination Connections

GOAL M 4.2: Complete Streets. The City shall plan, design, operate and maintain all streets and roadways to accommodate and promote safe and convenient travel for all users – pedestrians, bicyclists, transit riders, and persons of all abilities, as well as freight and motor vehicle drivers.

Supporting Policy

M 4.2.2: Pedestrian and Bicycle-Friendly Streets

GOAL M 5.1: Integrated Bicycle System. Create and maintain a safe, comprehensive, and integrated bicycle system and set of support facilities throughout the city that encourage bicycling that is accessible to all. Provide bicycle facilities, programs and services and implement other transportation and land use policies as necessary to achieve the City's bicycle mode share goal as documented in the Bicycle Master Plan.

In addition to providing a plan that will further the preceding goals, policies, and actions, this Specific Plan is consistent with other provisions of the General Plan, including the Mobility Element regarding pedestrian and bicycle circulation and parking, as well as goals and policies in the General Plan's Housing Element, the Historic and Cultural Resources Element, Economic Development Element, Utilities Element, Education, Recreation, and Culture Element, Environmental Resources Element, Public Health and Safety Element, Open Space, and Environmental Constraints Element of the General Plan.

D. Plan Contents

The Specific Plan includes the following chapters:

- ◆ **Chapter One** is this introduction, which includes an overview of the Plan Area, a description of the process for development of the Specific Plan, its consistency with the General Plan, and the components of the Plan.
- ◆ **Chapter Two** provides an overview of the history of the site and its relationship to existing development in the City of Sacramento.
- ◆ **Chapter Three** provides an overview of the major concepts of the Specific Plan, including an overview of each of the neighborhoods and districts that will comprise the Railyards as it is redeveloped, and describes the new zoning designations for the Plan Area.
- ◆ **Chapter Four** contains a set of overriding principles for future development of the Plan Area, followed by the goals and policies that will guide that development.
- ◆ **Chapter Five** describes the proposed program of parks and open space that will be available to Railyards residents and the general public.
- ◆ **Chapter Six** contains a summary of the proposed circulation pattern, including specifications for designs of new major streets in the Plan Area; improvements to the existing Sacramento Valley Station, which serves Amtrak, Capitol Corridor, San Joaquin Corridor, light rail passengers, and pedestrian and bicycle improvements.

- ◆ **Chapter Seven** describes the proposed infrastructure and public services needed to serve development of the Plan Area.
- ◆ **Chapter Eight** describes the Railyards' historic and cultural resources and the designation of a historic district to preserve those resources.
- ◆ **Chapter Nine** contains an overview of the environmental remediation efforts, ~~completion, status of site readiness for planned redevelopment, and development processes~~approach to monitor and implement environmental remediation in accordance with state and local laws, ordinances, regulations, and standards.
- ◆ **Chapter Ten** contains specific implementation strategies.

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SETTING AND CONTEXT

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

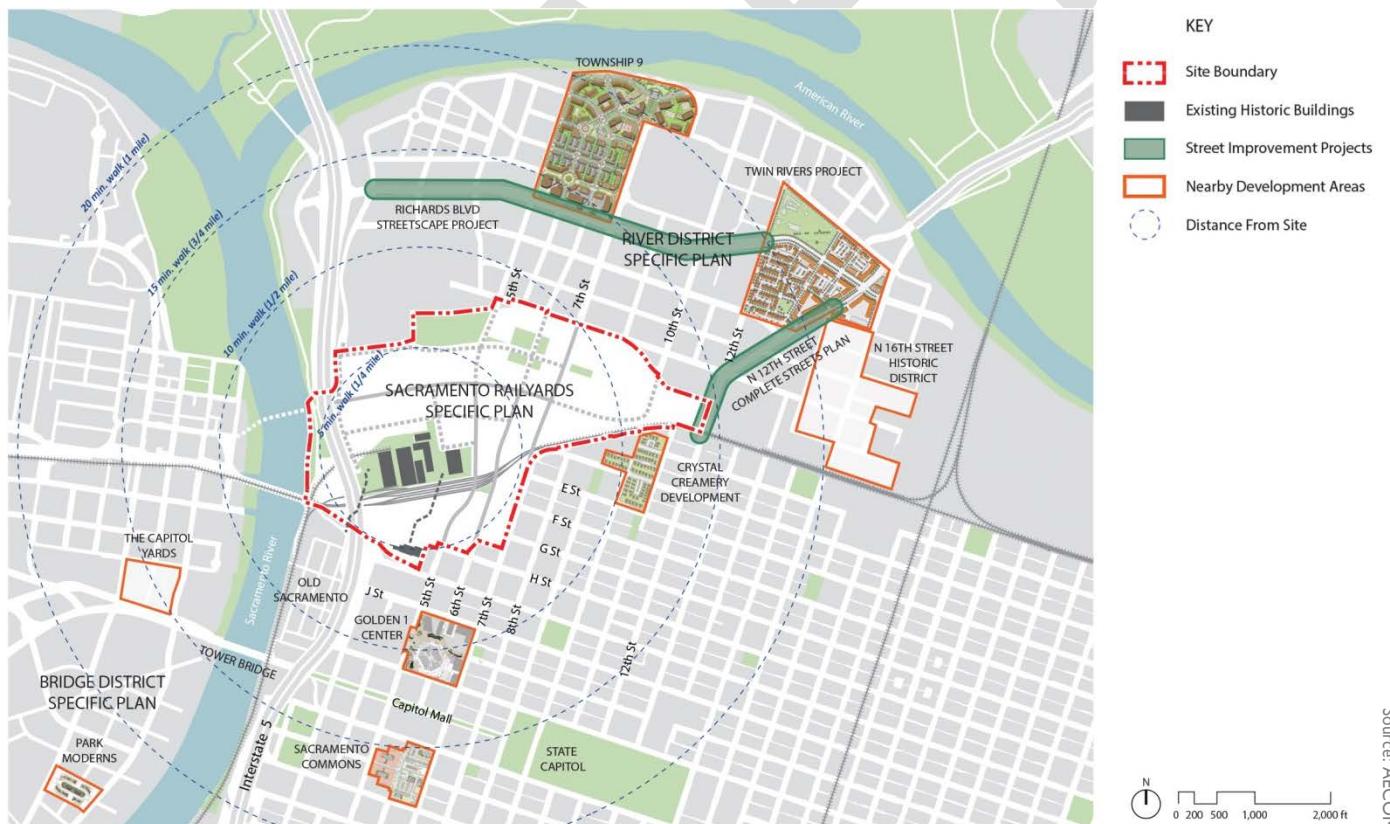


Figure 2-1. City Context – Project Vicinity within One Mile Radius

A. Prehistory and History

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

The history of the Railyards is inexorably tied to the history of Sacramento, the State of California, and the West. The discovery of gold at Sutter's Mill in the Sierra and the subsequent Gold Rush—together with the completion of the transcontinental railroad in the 1860s, with its western terminus in Sacramento—signaled the opening of the West. The railroad helped to establish California's key global position in agriculture and economic development, and its completion made Sacramento a major transfer point between rail and waterborne transportation. The "Railyards" area, which had been swampy and included a slough with rail tracks built on trestles, began to be filled, levees developed and the railroad shops built. The railroad became the principal conveyance for settlers moving to California and for the bountiful goods of the Central Valley to reach new markets throughout the world. The completion of the transcontinental railroad, constructed largely by Chinese immigrants, helped shape Sacramento's cultural identity. After completion of the project, a thriving Chinatown began to develop along I Street, between 2nd and 6th Streets, at what is now the southern edge of the Railyards plan area. As a result of mounting racism, the Chinese were forced out of this neighborhood in the early 1900s. In 1925-6, the "new" Southern Pacific Railroad Sacramento Depot and the adjacent REA Building were built just north of I Street in this area. At its peak in the 1920s and 1930s, the Railyards facility was the

region's major employer, with a pay-roll exceeding 3,000 people. Figure 2-2 depicts the historic and existing conditions of the Railyards facility.

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

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

SETTING AND CONTEXT

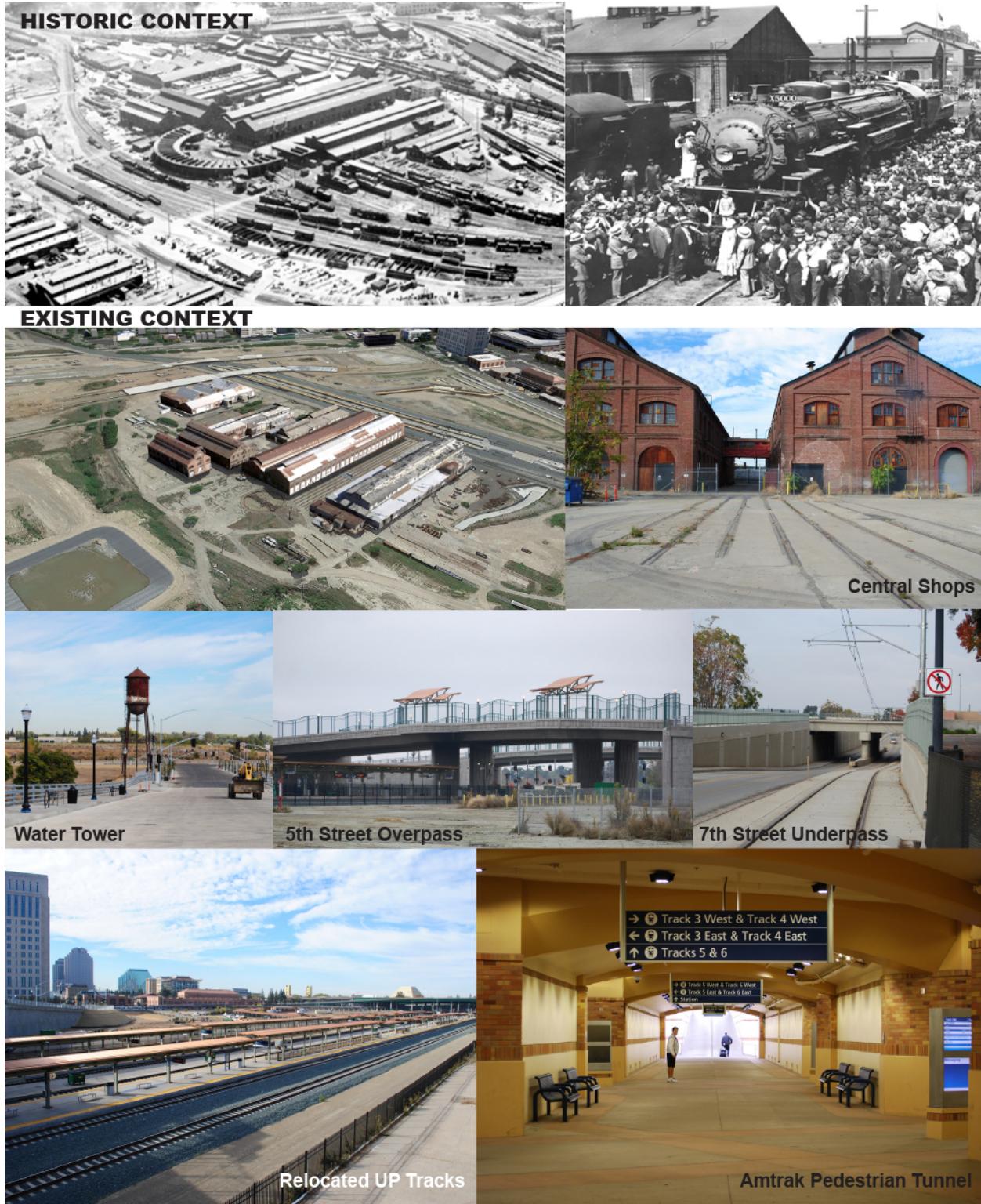


Figure 2-2. Railyards Plan Area – historic and existing context

B. Site Characteristics

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

Since the majority of the site has long been used for railroad and industrial uses, it is mostly devoid of vegetation with the exception of riparian vegetation along the Sacramento River.

A century of industrial activity within the Railyards site has resulted in extensive soil and groundwater contamination. Significant efforts have been undertaken over the past decades to document the nature and extent of contamination, and to remediate the contaminants to a level that will allow for redevelopment of the site for a variety of land uses, subject to certain development standards. In 2010, the Central Shops buildings (with the exception of the Boiler and Erecting Shops) were largely abated of lead, asbestos, and PCBs. Further discussion of the contaminants on the site and relevant

environmental regulations and remediation efforts is provided in Chapter 10.

SETTING AND CONTEXT

C. Rail Operations

The railroad maintenance and repair activities and other administrative operational functions of the Railyards were relocated in the early 1990s to Roseville, California.

Railroad tracks, which carry east-west freight and passenger trains, remain on-site.

The double-track main line was relocated in 2011-12 and enters the Railyards from the west on the lower deck of the I Street Bridge across the Sacramento River. The tracks cross the Railyards site near the southern edge of the Central Shops buildings. The tracks then proceed further eastward on a grade-separated alignment through the Central City, where they split at Elvas Avenue, east of downtown. From there, one leg continues north through Roseville to Truckee and points further east to Chicago, while the other leg proceeds southward to Stockton and the Central Valley.

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

Amtrak currently operates 38 passenger trains through the Sacramento station on weekdays and 30 trains on weekends, and holidays (including Capitol Corridor trains, California Zephyr trains, and Coast Starlight trains; as of March 2015). The San Joaquin route runs four trains between Sacramento and Bakersfield, and Amtrak is contracted to operate the Capitol Corridor between Auburn and San Jose via stops in Sacramento and Oakland. Amtrak also operates the California Zephyr, which runs between Oakland and Chicago via Sacramento, and the Coast Starlight, a route between Los Angeles and Seattle via Sacramento, with stops twice daily for each train.

D. Transportation Context

The Central City is the hub of the regional transportation system. It is framed by the Sacramento River to the west, the American River to the north and the Business 80 freeway on the south and east. The regional roadway network radiates outward from downtown Sacramento in six directions, providing access not only throughout Sacramento County, but also to Solano, Yolo, Sutter, El Dorado and Placer Counties. The regional freeway network is comprised of four major routes: Interstate 5, State Route 99, U.S. Highway 50, and Interstate 80, as well as Business Route 80, which interconnects these four freeways.

The light rail transit (LRT) system and its proposed extensions reinforce the primacy of the downtown within the Sacramento region. Currently, the LRT system extends from the northeast suburbs along the Watt/Interstate 80 line through the downtown to the eastern suburbs along the Folsom line, and to the

south along the Meadowview line with its newest extension south to Cosumnes River College. Portion of the first phase of the Downtown Natomas Airport (DNA) line also crosses downtown into the Railyards, along 7th Street, and then into the River District, providing a direct connection between the downtown and the Township 9 neighborhood in the River District. The next phase of this line will extend to Natomas across the American River before providing service to the Sacramento International Airport. The DNA line connects with the existing light rail system, which includes a light rail station at the Sacramento Valley Station and will connect with the proposed station north of the intersection at 7th Street and Railyards Boulevard. In addition to the commuter rail and light rail systems, the Railyards site is well served by local, regional and intercity bus including plans for a streetcar line connecting downtown Sacramento and West Sacramento, and future plans for California High Speed Rail, both of which propose a Sacramento Valley Station connection. Figure 2-3 shows planned transit infrastructure for the Railyards and its relationship to the existing transit network in the Central City.

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

SETTING AND CONTEXT



Figure 2-3. Relationship of Railyards to Area Transit

Source: AECOM

E. Central City Context

As shown in Figure 2-4, the Railyards area is strategically located along the edge of the Central Business District, which is the historic commercial and government center of the growing Sacramento region, as well as the location of the State Capitol. A number of factors have attracted commerce and workers from outside of the region to relocate to Sacramento. Sacramento's combination of metropolitan amenities, low seismic risk and housing opportunities make the area attractive, both to potential residents and businesses alike. Retirees migrating to the Sacramento area have also been an important factor in population growth. Increasingly, Sacramento has focused on developing a metropolitan future and planned development and amenities in the

Central City are expected to foster the city's evolution towards being one of the West Coast's major urban centers.

Currently, the 2,000-acre historic core of the Central City includes approximately 530 blocks of commercial and residential development, ranging from single-family homes to high-rise commercial projects with floor-area ratios (FARs) in excess of 10.0 and heights of more than 300 feet. Capitol Park surrounding the State Capitol building provides a 10-block open space area of 36 acres at the heart of the Central City. An additional 46.6 acres of neighborhood parks are distributed throughout the Central City and includes the 3-acre Cesar Chavez Plaza Park which hosts a variety of events such as the popular "Concerts in the Park" summer series and a farmers market. Figure 2-5 shows the Railyards site within the context of the Central City's existing parks and open space system.

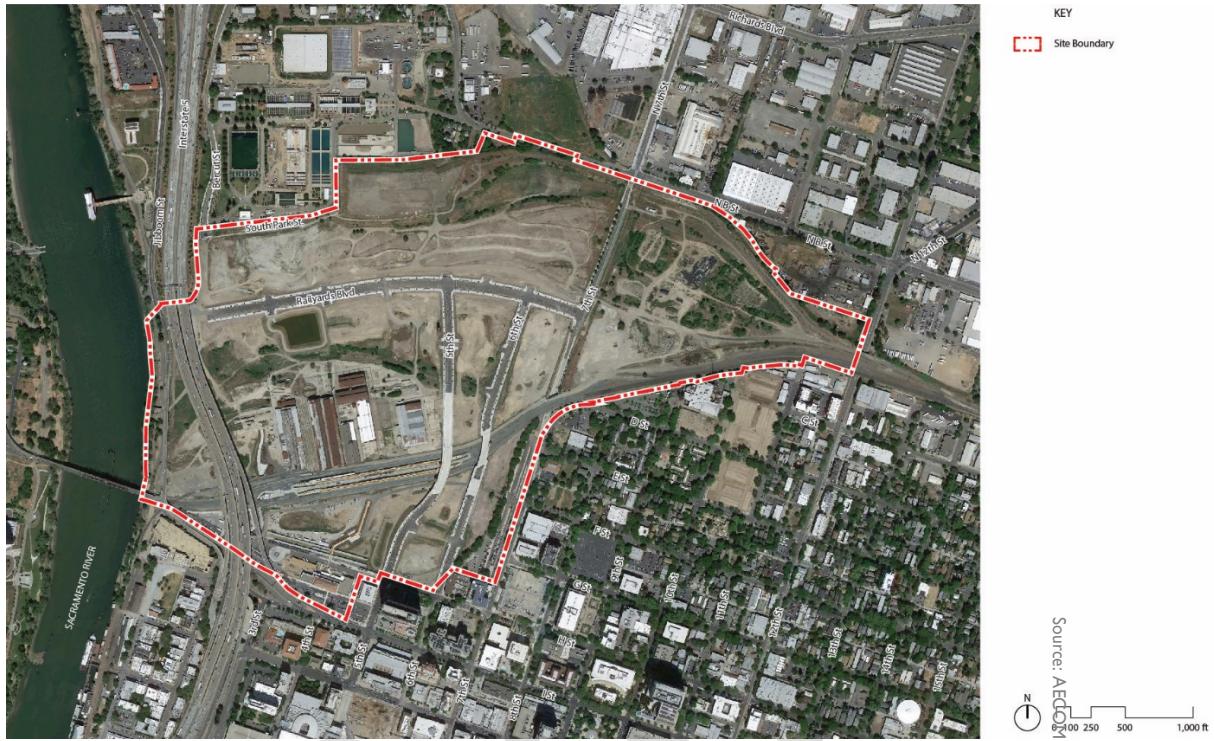


Figure 2-4. Site Location ((Source: Google Earth, 2015)

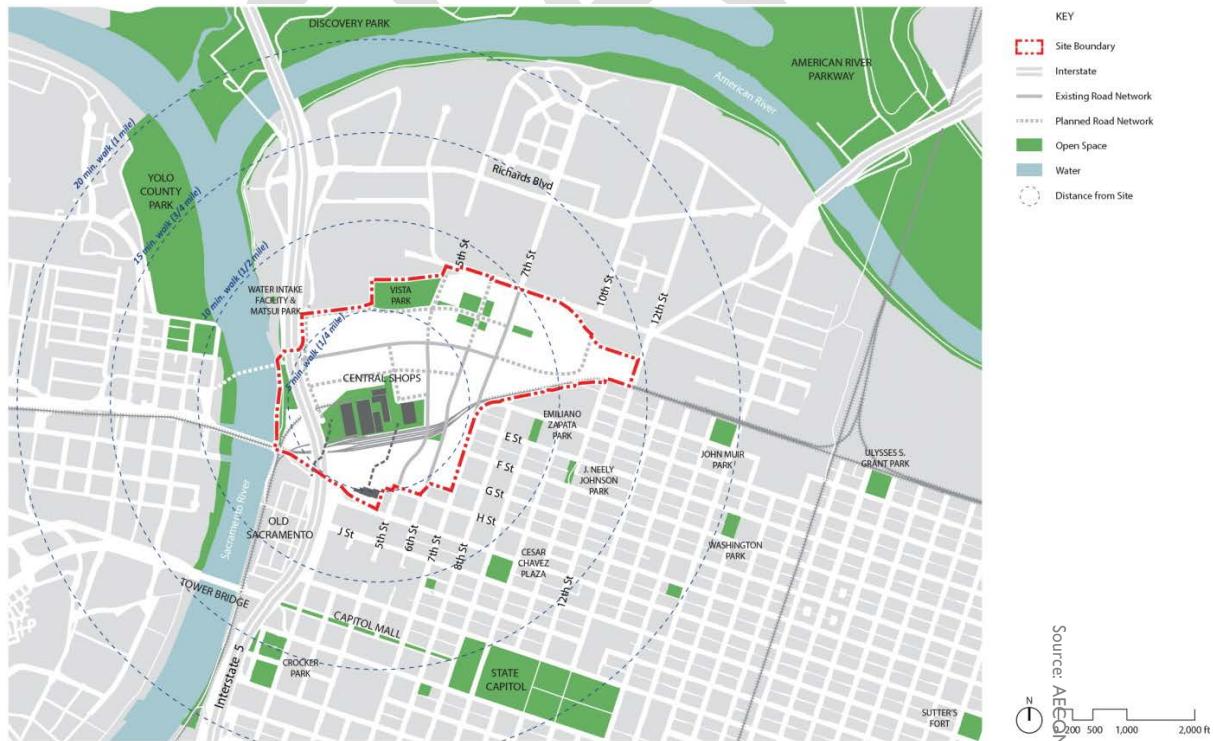


Figure 2-5. Relationship of Railyards to Area Parks

SETTING AND CONTEXT

Furthermore, the construction of Golden 1 Arena and Downtown Commons, approximately one-block south of the Railyards Plan Area, has brought more energy in terms of real estate value and cultural amenity in the vicinity.

1. Government Activity

Since 1853, when the City of Sacramento offered California free land for its State Capitol, State government has been a key downtown activity. Until the 1920s, most government functions took place within the historic Capitol building in Capitol Park. With increasing growth in the early 20th century, government operations expanded rapidly into adjacent office buildings surrounding the park, and a new State office district was later created immediately south of the Capitol. According to a State Facility Long-Range Planning Study (2015), the California Department of General Services controls 16 million square feet of state-owned and privately owned, but leased, general-purpose office space in the Sacramento region (Sacramento County and West Sacramento). This includes 34 state-owned office buildings totaling over 8 million net square feet.¹ In addition to State facilities, downtown Sacramento also accommodates federal, county, regional, and city governments/agencies. A federal courthouse is located immediately east of the Sacramento Valley Station, a federal office building and post office complex is located immediately east of the County Government Center on I Street,

and City Hall is located one additional block to the east across from Cesar Chavez Park.

The Plan Area will also accommodate a proposed Courthouse for the California Judicial Council on a site bounded by H Street on the south, 5th Street on the west, G Street on the north, and 6th Street on the east (also designated as Lot 41). The proposed courthouse is anticipated to be 16-stories, with 405,000 square feet of space that would provide 44 courtrooms in a centralized downtown location.

2. Office Uses

Downtown Sacramento includes over nineteen million square feet of commercial office space, almost half of which is high-quality corporate professional (Class A) space.² While the historic office core of the downtown was originally concentrated along J Street between 7th and 12th Streets, it has, over the past 30 years, spread out to include Capitol Mall and areas east of 12th Street along the J Street corridor. As a key land use policy, the City has actively encouraged increased commercial office density within close proximity to LRT stations outside the downtown core.

3. Commercial and Retail Activities and Hotels

With the extensive suburban growth in the Sacramento region, downtown Sacramento has been forced to compete to be the core retail center for the region. Once a struggling retail mall, the majority of the Downtown Plaza site has been redeveloped for Golden 1 Center (“Arena”) and Downtown Commons, future home of the Sacramento Kings and 1.5 million

¹

<http://www.documents.dgs.ca.gov/dgs/pio/building/executivesummary.pdf>

² Costar.com, accessed July 10, 2015

square feet of retail, hotel, office, and residential space. To the west of the Arena are one remaining major retailer, Macy's, and a few smaller shops. To the east of the Arena, along J Street and the K Street Mall, there are additional street-oriented shops and restaurants and several mixed-use projects in development. The Arena and retail shops provide support to the surrounding office district. By adding more retail and increasing amenities, the Railyards will strengthen the existing retail offerings of downtown Sacramento.

Old Sacramento, just southwest of the Railyards site, along the Sacramento River, was redeveloped in the late 1960s and early 1970s as a specialty tourism and retail center, a portion of which is a State Historic Park. Although the area now known as "Old Sacramento" was originally the bustling core of the downtown, the construction of the Interstate 5 freeway isolated it from the Central Business District, and it became more of a destination-oriented visitor attraction. Today, the 27-acre area Old Sacramento district includes specialty shops and restaurants, several adaptive reuse rehabilitations to upper floors into housing units, as well as the State Historic Railroad Museum, Sacramento History Museum, and other smaller museums.

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

4. Residential

One of the unique attributes of downtown Sacramento is its attractive residential neighborhoods, which give character and livability to the Central City. The majority of these neighborhoods are populated with historic single-family homes and the neighborhoods are generally defined by neighborhood parks that are found throughout the Central City.

In 2002, the City adopted a comprehensive Infill Housing Strategy for the Central City that provides recommendations for zoning modifications and other actions related to the production of new housing. The Strategy contains infill objectives and challenges, and identifies possible strategies to encourage targeted infill development, especially on existing vacant or underutilized sites.

In June 2015, Mayor Kevin Johnson unveiled his plan to build 10,000 new housing units over the next ten years. As a part of the current downtown/midtown revitalization effort, the goal is to provide an opportunity for a variety of income-level households to live within the downtown grid.

Within the Central City, a growing number of projects have been constructed or entitled that, when completed, will add thousands of new housing units and residents to the Central City.

As this vision is realized, the Central City will become a more vibrant residential area, with successful and attractive high-density neighborhoods generating diversity and activity in the downtown Sacramento area. For further discussion of this subject, please refer to Section C in Chapter 3 of this Specific Plan.

SETTING AND CONTEXT

5. Medical Facilities

A major medical facility expansion is has been completed. The Midtown Sacramento Sutter Medical Center Campus expansion. The project included renovation to Sutter's existing six-story hospital and new construction of the eight-story Anderson Lucchetti Women's and Children's Center, the Sutter Foundation medical office building, and a parking structure.

Additionally, Kaiser Permanente also plans to turn the 195,000 square foot Sacramento Corporate Center in downtown into medical offices and an outpatient clinic. Sutter's Medical Center expansion and Kaiser's medical offices will provide families in downtown, midtown, and surrounding areas with access to a wealth of medical technology, providers and services.

6. Open Space and Trail Network

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

F. Planning Context

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

1. Local Planning Efforts

- ◆ **SACOG Blueprint.** This is a long-range regional planning effort being conducted by the Sacramento Area Council of Governments. The plan focuses on accommodating an increase of nearly 1 million residents in the Sacramento region by 2030. Strategies in the plan include adopting a smart growth approach to development, curbing urban sprawl, increasing the role of transit and generating reinvestment in central cities.
- ◆ **2035 General Plan Update.** The City of Sacramento recently completed its General Plan update to horizon year 2035 (adopted March, 2015). This planning effort focuses on accommodating 200,000 new residents and 140,000 new jobs in the City of Sacramento by 2035. The principles written into the General Plan call for Sacramento to become more livable. Goals of the General Plan Update include making downtown more vibrant,

expanding transportation choice, creating safer neighborhoods and achieving greater levels of sustainability.

- ◆ **River District Specific Plan.** Adopted in February 2011, this plan establishes planning and design standards for redevelopment of 773 acres of land north of downtown. Once an industrial warehousing and distribution area located at the confluence of the American and Sacramento Rivers, the River District Plan envisions a new vibrant, mixed-use community connected to neighboring communities and the downtown area by a network of local streets, light rail transit, and bicycle and pedestrian pathways.
- ◆ **Sustainability Master Plan.** This plan focuses on setting goals and objectives for achieving greater levels of sustainability in the City of Sacramento. The plan provides a policy framework to ensure that sustainability issues will be considered in the City's future policy decisions and development re-view. The plan also provides realistic targets for air quality, climate protection, material resources, public health, and habitat conservation, among others.
- ◆ **Pedestrian Master Plan.** This plan concentrates solely on making Sacramento a more walkable city. To achieve this goal, the plan provides strategies for improving the current pedestrian infrastructure and considers new criteria for reviewing the pedestrian connections provided by new development.
- ◆ **Sacramento River Master Plan.** Prepared in 2003, this plan was a joint effort by the City of Sacramento and the City of West

Sacramento. The plan focuses on connecting each City with its respective waterfront areas, as well as connecting the two cities to each other. The plan envisions the waterfront as an active space consisting of a combination of mixed-use development and public open space.

- ◆ **Sacramento Central City Urban Design Guidelines.** This recently completed planning effort [in 2009](#) provides a framework for the future physical development of the Central City. A physical plan for the Central City will be included in this document and accompanied by a set of guidelines that will help ensure that future development proposals and public improvements in the Central City are appropriate for the Central City.
- ◆ **Sacramento Planning and Development Code.** In April 2013, the City Council approved the City's new Planning and Development Code which took effect on September 30, 2013. The reorganized zoning code increases consistency in citywide site and design review, facilitates better development of small urban infill lots, and updates development standards to match urban and traditional development standards identified in the City's General Plan.

PROJECT CONCEPT AND LAND USES

3

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

A. *Railyards Area*

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

B. *District Concepts*

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

- ◆ **Depot District.** The connection point of the Railyards site to the Downtown and home of the new Sacramento Intermodal Transportation Facility (SITF) and its accompanying transit-supportive uses and adjacent mix of uses.
- ◆ **Central Shops District.** A mixture of shops, museums, music clubs, galleries, theaters, restaurants and a farmers' market within and surrounding the historic Central Shops buildings.
- ◆ **West End.** This district links the entire Railyards project to the Sacramento River with pedestrian-oriented streetscapes and a range of entertainment, cultural, medical campus, office, residential, and retail activities that add to the regional draw of the Railyards area.
- ◆ **East End.** This will be a new residential mixed use neighborhood that captures the spirit of the city's traditional open space-oriented neighborhoods with a linear urban park and an open-air sports stadium, seating up to 25,000, for soccer and other sports, entertainment, and civic events.
- ◆ **Riverfront District.** This area is the location where the Railyards site connects to the waterfront, with restaurants, a hotel, housing, parks and open space, all featuring spectacular views.



Figure 3-1. Districts Plan

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

1. Depot District

The Depot District encompasses the general area between the relocated railroad tracks and the Railyards project border with Old Sacramento and Downtown along F, G, H, and I Streets. It extends from the Sacramento River on the west to 12th Street on the east. This district includes the planned SITF and a mix of retail and office uses between 5th Street and 7th Street.

The City's planned SITF will be the centerpiece of the Depot District and will include the existing historic depot building. The historic Southern Pacific Railroad Sacramento Depot building will be preserved and designed as a focal point of the new Intermodal Facility. The newly renovated Depot building, now named the Sacramento Valley Station, and expanded terminal will provide the City with a single transfer point between regional passenger rail, light rail, and bus services. This location will provide a

crucial intermodal connection point to the rest of the City and region for Old Sacramento, Chinatown, Downtown, the Alkali Flat neighborhood, the Railyards , and the River District.

East of 5th Street the Depot District will include residential, office, and retail mixed-use developments. Uses at the street level, including the 5th and 6th Streets rise over the railroad tracks, will engage pedestrians and provide a sense of interest up the moderate slope and over the tracks. Upper floor uses will be accessible from the SITF.

Rising over the Union Pacific Railroad (UPRR) tracks, 5th and 6th Streets serve as the main vehicular, bicycle, and pedestrian links between the Depot District and Downtown and between the District and other planned Railyards districts. The recently completed realignment of the tracks is discussed in Chapter 6 and is shown in Figure 6-44. Much more than just connecting the Depot District to the north by bridging the approximately 200-foot-wide rail corridor, 5th and 6th Streets draw Downtown energy to the north and effectively remove the visual and physical barriers between Downtown Sacramento and its northern neighborhoods by integrating Railyards with Downtown Sacramento.

2. Central Shops District

The Central Shops District represents the historic core of the Railyards site. This District consists of the historic buildings and roundtable north of the Depot District, bound by the western most existing facility and the Riverfront District, and on the east and north by the West End District. This location within the Railyards site provides close connectivity to Old Sacramento, the Riverfront District, and

the proposed medical campus in the West End District.

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

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

Along with its focus on the preservation and celebration of the Central Shops, this District also plays a key role in the integration of the Central City via the Railyards and to both Old Sacramento and the Sacramento River. As a pedestrian center, the Central Shops District will provide pedestrian connectivity between the Railyards, Old Sacramento, and the Sacramento River through pedestrian paths traversing below the freeway overpass and pedestrian tunnels under the rail tracks.

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

3. West End

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

The eastern portion of the West End consists of 5th, 6th, and 7th Streets and associated office, residential, retail, and open space uses. 5th Street acts as the thread that stitches together the districts. To create a pedestrian-oriented experience, there will be a series of interconnected plazas. The plazas and sidewalks will be dotted with plants and artwork and will provide non-vehicular access between the Central Shops district to the south and Vista Park to the north, via 5th Street and Stanford Walk, an open space easement through the proposed medical campus.

5th and 6th Streets bring the urban fabric of the city into the West End by rising over the railroad tracks. The streets are to be lined with building frontages that occupy the majority of the street edge and provide an engaging presence at the street level.

The central portion of the West End is accessible by Railyards Boulevard and

Camille Lane. Railyards Boulevard runs east-west through West End, connecting the district with the East End and connecting out to North B Street. Camille Lane also cuts across the district, providing access to the length of the district and to other districts, from 6th Street to the Central Shops and on to the Riverfront District. A variety of pedestrian paths connect the Central Shops with Camille Lane and the West End District.

The central part of the West End is intended to provide employment/office areas of different scales, along with provisions for residential, retail, and hospitality venues that will add to the regional draw of the Railyards. It is integrated by a network of pedestrian paths, alleys and plazas, with restaurants, bars, and nightclubs opening onto Railyards Boulevard and Camille Lane. The northern edge of the district is anticipated to include the medical campus, with a hospital and associated medical office buildings, with access from Railyards Boulevard and South Park Street.

4. East End

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

This district is intended to establish an urban in-town neighborhood that carries the spirit of the City's traditional open-space anchored neighborhoods by extending the pedestrian-scaled Downtown grid. The district will substantially replicate the traditional street grid of Downtown. These dimensions provide an urban context with diverse housing frontages and pedestrian-scaled proportions. The westerly

portion of the East End will be a primarily residential neighborhood providing new housing opportunities in a unique neighborhood context. Parks located throughout the residential neighborhoods will provide an open space experience for residents. The primary activity node of the East End will be a MLS soccer stadium, located east of 7th Street.

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

A transit stop with bus and light rail services will be located in the vicinity of the intersection north of Railyards Boulevard and 7th Street, enabling residents in the neighborhood and visitors and patrons of the sports stadium to be within a five-minute walking radius of transit. This district will be a transit-oriented, walkable neighborhood, with corner shops and open spaces for all to enjoy.

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

5. Riverfront District

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

In order to help achieve the objectives of activating the Riverfront District, implementing the City's Riverfront Master Plan and connecting the Railyards area to the riverfront, the elevated portion of Jibboom Street is slated to be removed to allow for a better interface with the Sacramento River, although a portion may remain to serve as an elevated pedestrian viewing platform.

C. Housing Concept

The Specific Plan foresees the construction of approximately 6,000-10,000 new dwelling units of varying types within the Plan Area. A variety of housing types are envisioned, ranging from apartments and condominiums to loft-style and live/work units.

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

- ◆ The plethora of retail and commercial amenities that will be constructed within the diverse urban villages of the Railyards

area will offer residents numerous choices and conveniences within walking distance, including a diversity of restaurants, shopping, theater and entertainment and other civic amenities.

- ◆ The Railyards site offers easy access to Downtown employment opportunities and cultural events, as well as the key open space amenities of the Riverfront and Downtown's parks and civic open spaces.
- ◆ The location enjoys close proximity and easy access to regional transit and roads, including the new SITF and light rail stations.
- ◆ The site is located within two blocks of a National Historic Landmark, the Old Sacramento Historic District and State Historic Park. This area is a well-known and nationally-recognized visitor destination, which serves as an ongoing venue for events such as, the popular Gold Rush Days and Sacramento Jazz Jubilee.
- ◆ Golden 1 Center and Downtown Commons is a short walk from the Railyards.

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

- ◆ Potential residents who opt to seek attached housing, instead of a single-family detached unit will be selective in their search. The product

design must be well-suited to the Sacramento market.

- ◆ Based on the amount of new amenities that will be introduced into the area per development under this Specific Plan, there is the potential for many types of neighborhood-oriented urban residential development that do not presently exist in the Downtown.
- ◆ As in many areas, Sacramento residents are price-sensitive. Thus, attention must be paid to keep the entire product package, including homeowner association (HOA) dues and upgrades, within buyers' spending potential.

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

D. Land Use and Development Program

Development in the Railyards is further defined and guided by zoning regulations associated with seven zoning districts that implement the Railyards land use concepts. .. Development standards for each zoning district can be found in the Railyards Special Planning District Ordinance (SPD). Design guidelines further prescribe the desired character and form of development. These guidelines can be found in the Railyards Design Guidelines document.

1. Zoning Districts

As shown in Figure 3-2, the Specific Plan Area is comprised of seven zoning districts:

- ◆ High-Rise Residential (R-5)
- ◆ Limited Commercial (C-1)
- ◆ General Commercial Zone (C-2)
- ◆ Central Business District (C-3)
- ◆ Hospital (H)
- ◆ Transportation Corridor (TC)
- ◆ Heavy Industrial (M-2)

These zoning districts reflect the concepts for the distinct districts: the Central Shops, West End, East End, Depot, and Riverfront districts, shown in Figure 3-1.

General descriptions of the type and character of uses allowed in each of these zoning districts is summarized in Table 3-1. Refer to the Railyards SPD for prevailing details on permitted and conditionally permitted uses, development standards, and other requirements for each of the zoning districts.



ure 3-2. Zoning Districts Overlaid on Specific Plan Districts

Source: AECOM Fig

PROJECT CONCEPT AND LAND USES

Table 3-1 Zoning Districts Descriptions*

Use	Intent and Purpose	Allowed Use
High-rise Residential (R-5)	Permits dwellings, institutions, and limited commercial goods and services, serving the surrounding neighborhood.	<ul style="list-style-type: none"> • A mix of high density residential development types. • Neighborhood-serving office, commercial retail or service, and institutional uses, limited to the ground floor. • Parks and open space to serve neighborhood residential uses
Limited Commercial (C-1)	Allows small restaurant, retail, and commercial service establishments that are compatible with surrounding residential developments.	<ul style="list-style-type: none"> • Park and open space facilities for informal gathering and recreation and institutional, educational, and cultural uses (e.g., museum, cultural center, or library). • Small scale retail uses, such as vendor carts, community markets, and kiosks.
General Commercial (C-2)	Provides for the sale of goods; performances of services; office uses; dwellings; small wholesale stores or distributors; and limited processing and packaging.	<ul style="list-style-type: none"> • Retail, service, office, repair facilities, and small wholesale stores or distributors • Public services facilities, such as fire and police.
Central Business District (C-3)	<p>Within the Central Shops and West End Districts. Provide a wide range of residential and commercial uses, including retail, employment, major medical facility, entertainment, and other uses, to facilitate the development of a 24-hour district focused around the historic Central Shops and public open spaces, plazas, and pedestrian ways that help create a vibrant urban environment.</p> <p>Within the Depot District. Provide office, residential, hospitality, and supporting retail uses in portions of the Railyards area immediately adjacent to the Central Business District and that complement the proposed Sacramento Intermodal Transit Facility.</p>	<ul style="list-style-type: none"> • Mixed-use residential and commercial, retail, restaurants, and entertainment uses, including, but not limited to, theaters, health clubs, and night-clubs, together with office, hotel, and other uses. • Second floor mixed-use flex space is allowed on parcels shown in Figure 3-3 that could shift to employment-generating space, in addition to other uses. • Historic and Cultural uses. • Public facilities, such as educational uses, museums, theaters, and other similar public and private cultural and civic uses.
		<ul style="list-style-type: none"> • Office, residential, and commercial uses, such as hotels, supporting retail, and other uses. Emphasis is primarily office and secondarily residential. • Educational uses, museums, theaters, and other similar public uses.

Table 3-1 Zoning Districts Descriptions*

Use	Intent and Purpose	Allowed Use
Central Business District (C-3) (continued)	Within the East End and Riverfront Districts. Provide an urban residential neighborhood with accompanying neighborhood-serving retail and restaurant uses.	<ul style="list-style-type: none"> High density residential and commercial uses, such as neighborhood-serving retail, office, restaurants, cafes, hotels, and cultural and other uses. Incidental cultural, civic, and educational uses, such as museums, theater, outdoor or indoor sports stadiums, and other similar public uses.
Hospital (H)	The H zoning district	<ul style="list-style-type: none"> Major medical facility. Medical offices. Supporting medical campus uses, including laboratories, pharmacies, clinics, retail, service, and restaurant uses. Residential care facilities, non-residential care facilities, multi-unit dwellings, hotels
Transportation Corridor (TC)	The TC and M-2 zoning districts allows for transportation-related and transit-supportive uses associated with the Sacramento Intermodal Transit Facility (SITF), as well as other forms of dense urban development that are commonly found in central city settings.	<ul style="list-style-type: none"> Land uses that are supportive of the SITF facility operations and are intended to serve intercity passengers, including residential; commercial, such as retail, office, hotel; and other uses.
Heavy Industrial (M-2)		<ul style="list-style-type: none"> Other forms of dense development that will encourage transit ridership and are appropriate for a dense urban environment.

Notes:

* See the Railyards Special Planning District for prevailing Allowed Use and Development Standards for Zoning Districts.

PROJECT CONCEPT AND LAND USES

2. Development Program

Table 3-2 that follows summarizes the assumed amount of each type of development at project build out, within each zoning district, and for the Railyards overall, to plan for estimated carrying capacity related to infrastructure, traffic, and services and to address potential project-related impacts.

Actual development, including the distribution of uses, may vary from the assumptions in Table 3-2. Modifications to the mix and intensity of uses, consistent with the intent of this Specific Plan, may be permitted in the Plan Area but may trigger the need for additional environmental analysis if impacts are determined to be greater for certain aspects of the project than were evaluated in the Railyards Specific Plan Environmental Impact Report (EIR).

Table 3-2 Assumed Development for Plan Area Zoning Districts*

Zoning District	Residential <u>(DU Units)</u>	Non-Residential <u>Retail (SF)</u>	Office <u>(SF)</u>	Flexible Mixed-Use (SF)	Medical Campus (SF)	Hotel*** (Keys)	Historic and Cultural (SF)	Open Space <u>(OS) or Other Dedication (acres)</u>
C-1-SPD								9.28 <u>9.3 (OS)</u>
C-2-SPD								3.69 <u>(public) 0.5</u>
C-3-SPD	4,160-6,933	<u>3,162,768-4,262,768</u> <u>405,741</u>	<u>2,757,027-3,857,027</u>	771,405		0-1,100	485,390	<u>15.21 (OS) 16.5</u>
H-SPD					1,228,000		-	
R-5-SPD	1,840-3,067	<u>108,529</u>			-		-	<u>1.13 (OS) 3.7</u>
<u>open space-use</u>								5.65 (OS)
Total	6,000-10,00	<u>3,271,297-4,371,297</u> <u>405,741</u>	<u>2,757,027-3,857,027</u>	771,405	1,228,000	1,100	485,390	<u>32.72 (OS); 3.69 (other) 30</u>

* Table excludes the TC and M-2 designation, which will be separately planned by the City.

Key: DU = dwelling units; SF = square feet; OS = open space

PRINCIPLES, GOALS, AND POLICIES

4

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

A. Definitions

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

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



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

B. Principles

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

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

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

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

Sustainable development has been defined by the United Nation's (UN) Brundtland Commission as "Development that meets the needs of the present without compromising the ability of future generations to meet their own needs." The State of California established its own metrics for sustainability through the Strategic Growth Council (SGC Operating Guidelines, April 2014). The City of Sacramento General Plan embodies these principles.

This topic is becoming more and more prominent in development particularly as society has come to understand the links between sustainable development and reductions in greenhouse gasses and global warming. Interest in sustainable development has created a new benchmark for cities.

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

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

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

Historically, downtown Sacramento was the cultural, commercial and community hub for the region. From the Gold Rush to the development of the Transcontinental Railroad, Sacramento served as the heartbeat of the region. This vitality and sense of strength resulted in Sacramento being chosen as the capitol of California. With the growth of the surrounding region and the proliferation of suburban sprawl, the strength and vitality of downtown Sacramento waned.

However, downtown Sacramento is experiencing a resurgence since adoption of the 2007 Railyards Specific Plan, with new housing, the Golden 1 Arena and Downtown Commons, redevelopment of the 700 block of K Street, proposed new hotel and office development, large redevelopment projects such as Sacramento Commons, and new businesses start-ups and business moving back to the area.

The redevelopment of the Plan Area provides an opportunity for downtown Sacramento to re-establish itself as the cultural, commercial, and community heartbeat of the region by preserving currently underutilized historic structures, providing urban housing, commercial, and entertainment uses, and connecting and integrating downtown Sacramento with the Sacramento River, as well as the Richards area to the north. Additionally, the Railyards will make the downtown more competitive with retail and commercial centers in suburban locations.

3. Reinforce the Downtown as a Regional Transportation Hub

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

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

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

the Railyards area, providing comprehensive non-motorized access to the Riverfront, the Sacramento Valley Station, and open space amenities.



The historic Southern Pacific Rail Station in downtown Sacramento.

4. Reinforce the Downtown as a Major Employment Center

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



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

The Railyards Specific Plan will primarily adopt the City's C-3 (Central Business District) zone, which supports a mix of retail, entertainment, office, and civic uses, including larger floorplate low and mid-rise mixed use building prototypes that will include housing and retail, as well as office uses and high-density, high-rise office buildings similar to those currently situated in the downtown. These facilities will serve a full range of public and private sector users and, by so doing, increase the downtown's competitive position in the regional market.

The C-3 zone allows a wide range of land uses and has the highest FAR and residential densities in the Railyards. This area, adjoining the residential neighborhoods of the East End and

encompassing the retail, cultural, and entertainment uses of the Central Shops and West End will help to reinforce the Central City as the region's major employment center.

5. Reinforce the Downtown as a Place to Live

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

The Specific Plan responds to this principle by providing for the addition of approximately 6,000 to 10,000 new residential units integrated with a diverse range of uses and amenities. Mixed-use developments of medium to high-density housing, with retail and commercial uses at street level, will create a neighborhood feel in each of the districts. In addition, the housing program provides for a wide range of multi-family housing types and densities, creating an array of options for different population segments.



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

6. Complete the Central City's Circulation System

The Railyards site occupies an area equivalent to 60 downtown blocks with only one public street (7th Street) that extends north-south through the site to the River District. This has forced the circulation system of the Central City to work its way around the Plan Area, causing congestion points along major corridors leading into the downtown. For instance, 12th and 16th Streets, which pass through the Alkali Flat neighborhood, experience significant congestion because they are the only north-south arterials connecting the downtown and the [Richards Boulevard River District](#) area with North Sacramento. The opening up of the Railyards area offers a major opportunity to improve the distribution of traffic within the downtown.

To this end, the Specific Plan calls for the extension of key Central City streets through the Plan Area. North from the downtown, 5th, and 6th Streets will be extended to North B Street as major connectors between the Central City, the Railyards area, and providing access to Railyards Boulevard and Camille Lane that connects to the newly energized waterfront.



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

Railyards Boulevard will provide a major entry to the Railyards area from 10th and 12th Streets (via an improved North B Street), diverting traffic that currently flows through the Alkali Flat neighborhood. Railyards Boulevard will terminate just before the Sacramento River and connect to Interstate 5, northbound through Bercut Drive and southbound along Jibboom Street. This system of arterials will provide the basic framework for traffic movement within the Plan Area and serve to enhance overall distribution of traffic throughout the Central City.

7. Preserve the Historic and Cultural Resources of the Area

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

The Specific Plan responds to this planning principle by identifying two primary areas for preservation: the Depot portion of the SITF and the nineteenth century Central Shops immediately to the north. The historic Southern Pacific Railroad Sacramento Depot (now known as Sacramento Valley Station) building will be renovated and preserved to become a part of the SITF, providing an imposing civic “front” to the Railyards area and probably the most familiar and recognizable feature of the site. The Specific Plan calls for the Depot to be rehabilitated as a prominent central component of the Depot District. Development surrounding the Depot will be scaled to extend the Central City, and stepped back to respect the architectural integrity of the Depot building. The Depot building is a major civic gathering space for the Railyards area and the downtown. The preferred option for the Intermodal Transportation Facility plan includes two new plazas (one between the Depot and REA building and another behind the west wing of the Depot).



The existing Central Shops in the Railyards Plan Area.

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

8. Reconnect Downtown and the Central City with the Rivers

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

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



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

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

9. Create an Attractive and Distinctive Urban Place

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

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

The Specific Plan calls for the distinctive pattern of blocks and streets within the Central City to be extended into the Railyards and to connect the Railyards to the [Richards Boulevard River District](#) Area. Within this pattern, the Central Shops complex will provide a strong and meaningful focal point. In the spirit of downtown Sacramento, all streets within the Railyards planning area will be designed to be hospitable to pedestrians, with generous sidewalk widths, active ground floor



uses, articulated and transparent facades, quality building materials, street amenities and furnishings, and street trees that provide shade and greenery.

Buildings within the Railyards area will be designed to extend and reinforce downtown Sacramento's fabric and skyline. Development heights will transition downward to the homes in Alkali Flat and the historic Central Shops. New buildings will be carefully designed to give spatial definition to major corridors through the area, such as Railyards Boulevard, and to frame key open space features like linear parks and the Central Shops District. Building types will reinforce the active, pedestrian quality of the area by including ground-level commercial mixed with residential uses along streets.



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

C. Goals and Policies

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

- ◆ 2035 General Plan
- ◆ City's adopted Vision & Guiding Principles & Smart Growth Principles
- ◆ Parking Master Plan
- ◆ Bicycle Master Plan
- ◆ Pedestrian Master Plan
- ◆ Pedestrian Friendly Street Standards
- ◆ Traffic Calming Guidelines
- ◆ Light Rail Transit Land Use Policies and Guidelines
- ◆ Sustainability Master Plan

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

1. Sustainability

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

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

- Policy S-1.1: Encourage high density development that uses land efficiently and supports the use of transit.
- Policy S-1.2: Promote urban infill in the Plan Area to ensure that land is used efficiently.
- Policy S-1.3: Provide sufficient parking for carpools and vanpools. These transportation strategies will help to reduce single-occupancy vehicle use.
- Policy S-1.4: Create centralized parking facilities to support a “park once” strategy so that visitors arriving to the area by car will park once and walk within the area.
- Policy S-1.5: Promote the installation of safe pedestrian and bicycle facilities to encourage walking and bicycling, thereby decreasing dependence on motorized vehicles.
- Policy S-1.6: Encourage site and building design that incorporates local-climate design responses that improves energy efficiency by incorporating natural cooling and passive solar heating systems. This may include extended eaves, window overhangs, awnings and tree placement for natural cooling, and building and window orientation to take advantage of passive solar heating.
- Policy S-1.7: Encourage the installation of green roofs to insulate buildings and reduce stormwater runoff.
- Policy S-1.8: Promote resource conservation through water conservation technologies such as the installation of water conserving appliances and low-flow fixtures.
- Policy S-1.9: Encourage green site design by utilizing native and/or drought tolerant trees and plants where possible, and designing climate-appropriate landscapes and gardens.
- Policy S-1.10: Encourage the installation of sprinkler systems for public and private green spaces that contain rain detection sensors to prevent unnecessary watering.
- Policy S-1.11: Encourage the installation of LID techniques, where appropriate, to prevent stormwater runoff and further pollution of Sacramento’s natural resources.
- Policy S-1.12: Provide permeable surfaces if possible to reduce stormwater runoff.
- Policy S-1.13: Encourage the use of green or sustainable building materials, including recycled content materials that are consistent with the underlying architectural style and character of the building.
- Policy S-1.14: Reduce stormwater runoff through the capture and re-use of rainwater.

- Policy S-1.15: Encourage the installation of “greywater” systems that reuse water consumed in buildings for watering lawns and other landscaping features on building sites.
- Policy S-1.16: Promote recycling and other strategies to reduce the generation of solid waste.
- Policy S-1.17: Encourage the reuse of existing buildings and land in the Plan Area to avoid unnecessary solid waste production and preserve the historic resources already present in the Plan Area.
- Policy S-1.18: Encourage building construction, both interior and exterior, that utilizes recycled materials and reuses existing components of site, where possible.
- Policy S-1.19: Promote the development of numerous public gathering places to encourage social interaction, public events and refuge areas for pedestrians.
- Policy S-1.20: Ensure that a rich urban tree canopy and significant vegetation are provided in the Plan Area to provide a well-shaded and comfortable microclimate and curb stormwater runoff.
- Policy S-1.21: Provide attractive and comfortable pedestrian spaces that incorporate shade trees for natural cooling and UV protection.
- Policy S-1.22: Promote the use of locally produced and manufactured items for use in the construction of buildings and ancillary public buildings in common open spaces.

2. Community Character

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

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

- Policy CC-1.1: Require a mixture of public-oriented, cultural, commercial, educational, entertainment, and recreational uses that contribute to the creation of a lively urban environment.
- Policy CC-1.2: Provide a land use framework that allows multiple developers to undertake individual projects and that builds diversity and interest in the urban environment.
- Policy CC-1.3: Require active and public-oriented ground level uses that contribute to the pedestrian environment
- Policy CC-1.4: Create a pattern of open spaces and pedestrian ways that creates strong linkages with surrounding areas, contributes to a distinct sense of place, and results in a rich sequence of spatial experiences.
- Policy CC-1.5: Create a high density, predominantly residential neighborhood with a strong mix of neighborhood amenities (e.g. local retail services), as planned in the East End District.

- Policy CC-1.6: Encourage a mixture of high density government and commercial office uses in close proximity to the existing Central Business District and the planned SITF.
- Policy CC-1.7: Encourage development of centralized parking facilities, to promote shared parking and to optimize the use and efficiency of parking facilities, which should be wrapped by other uses wherever feasible and otherwise screened from the view of pedestrians.
- Policy CC-1.8: Encourage structured parking in lieu of surface parking and service facilities that do not detract from the neighborhood character of the area.

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

- Policy CC-2.1: Ensure that the form and massing of buildings contribute to the creation of a cohesive urban fabric that:
- Extends the pattern of downtown Sacramento
 - Complements the historic Central Shops and Depot complex
 - Transitions in scale to the surrounding residential areas
- Policy CC-2.2: Ensure that the form, height, and treatment of buildings reinforce the prominence and role of the major urban spaces and streets.
- Policy CC-2.3: Ensure an appropriate scale transition to the Alkali Flat neighborhood.
- Policy CC-2.4: Ensure that any new buildings in the Central Shops district or extensions to existing buildings in the district respect the scale, design, and character of existing historic structures and features.
- Policy CC-2.5: Ensure an appropriate scale transition between the Central Shops and new districts adjacent to the Central Shops district.

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

- Policy CC-3.1: Encourage the development of projects that establish and enhance the individual identity of each district.
- Policy CC-3.2: Individual district identities should arise naturally from environmental conditions or built context and should not feel arbitrary.

3. Housing

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

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

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

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

Policy HO-2.1: Provide a housing unit mix based on the Railyards Inclusionary Housing Plan approved by the City.[✓]

Policy HO-2.2: Ensure compliance with Chapter 17.712 of the City Code (Mixed-Income Housing)[▲] with respect to any obligation to pay an affordable housing impact fee and the quality and diversity of any affordable housing units constructed.

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

Policy HO-3.1: Encourage the development of a range of housing sizes and configurations suitable for the elderly and persons with disabilities and integration of market-rate housing with affordable housing[✓][▲]

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

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

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

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

4. Open Space

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

Goal OS-1: Provide a system of parks, open, space[▲] and recreational facilities that serve the needs of future residents and employees of the Plan Area and that enhance the overall identity of the Central City and the Railyards.

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

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

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

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

- Policy OS-1.5: Encourage innovative use of non-traditional open space, such as, rooftops, green roofs, community gardens, and areas under freeways.
- Policy OS-1.6: Take advantage of remediated areas by reclaiming them for public open space.
- Policy OS-1.7: Ensure safety in public spaces through lighting, design for visibility, and other preventive measures.

5. Circulation

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

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

- Policy C-1.1: Establish a regional inter-modal facility at the SITF that is easily accessible by walking and bicycling and which brings together inter-city rail, commuter rail, light rail, and bus services in a manner that facilitates convenient transfers between various modes of transit.
- Policy C-1.2: Promote the acceleration of the extension of the light rail system from the downtown to the airport in a manner that maximizes service to existing and future uses.
- Policy C-1.3: Extend local bus service from the downtown into the Plan Area and locate intercity bus service at the SITF.
- Policy C-1.4: Provide safe and efficient rail facilities at the SITF to meet the operational needs of the freight and passenger rail service providers and accommodate current and projected ridership.

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

- Policy C-2.1: Extend 5th, 8th and 10th Streets into the [Richards Boulevard River District](#) area.
- Policy C-2.2: Extend F, G, and H Streets within the Plan Area to provide for localized traffic distribution.
- Policy C-2.3: Develop east-west roadway to connect 10th Street and 12th Street with Bercut Drive, via Railyards Boulevard.

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

- Policy C-3.1: Extend the walkable block pattern of the downtown into the Plan Area while transitioning and blending it with the arterial system set forth in the [Richards Boulevard River District](#) area.

- Policy C-3.2: Provide a network of attractive and clearly visible wayfinding features for pedestrians, bicyclists, and motorists across the Plan Area.
- Policy C-3.3: Create and maintain attractive, functional streetscapes that integrates vehicular traffic, pedestrian, bicycle, and on-street parking facilities and incorporates traffic calming features.
- Policy C-3.4: Enhance the non-vehicular environment by developing streets at a scale that are suitable and attractive for pedestrians and bicyclists.
- Policy C-3.5: Fully integrate the Central Shops district with the West End district and Vista Park, and 5th Street with the Sacramento riverfront by providing a robust network of varying scaled pedestrian pathways.

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

- Policy C-4.1: Provide bicycle connections to improve circulation.
- Policy C-4.2: Provide both on-street and off-street bikeways that provide connectivity within the development and connect to existing and planned bikeways in the Plan Area boundary.
- Policy C-4.3: Include secure bike parking and bicycle commuter facilities in all new non-residential developments and transit facilities.
- Policy C-4.4: Provide bicycle parking and electric vehicle charging stations in all residential projects.

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

- Policy C-5.1: Extend pedestrian connections from the downtown area into the Plan Area, as well as Old Sacramento, the Riverfront, and the [Richards Boulevard River District](#) area.
- Policy C-5.2: Enhance pedestrian pathways using landscaping, trees, and art in public places.
- Policy C-5.3: Provide safe pedestrian linkages to buildings and public spaces, such as schools, transit facilities, riverfront, parks, and plazas by minimizing parking and service access crossings of sidewalks.
- Policy C-5.4: Encourage landscape and building elements, such as enhanced paving materials, accent lighting, streetscape furniture, and generous sidewalk space that will contribute to pedestrian environments that are both physically attractive and safe.
- Policy C-5.5: In commercial and residential areas, develop pedestrian amenities that contribute to active and economically vibrant environments.
- Policy C-5.6: Establish and maintain attractive and functional sidewalks that maximize pedestrian access to all development projects and provide generous and pleasant walking environments that foster social interaction.

6. Utilities and Community Services

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

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

- Policy CS-1.1: Ensure a safe, reliable on-site water distribution system that meets the criteria of the City's design standards and meets the needs of the community under both normal and stressed conditions.
- Policy CS-1.2: Construct water distribution mains of adequate size in the form of a grid to meet varying rates of demand from different locations within the Plan Area.
- Policy CS-1.3: In accordance with City of Sacramento standards, require landscaping within the Plan Area to utilize drought resistant plantings and water conservative irrigation methods, such as timed drip irrigation.

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

- Policy CS-2.1: Ensure sanitary sewers meet the criteria of the City's design standards.
- Policy CS-2.2: Offset the increased sanitary sewer flows into the combined sewer system through on-site detention of storm water flows, and discharge of retained storm water to the Sacramento River.

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

- Policy CS-3.1: Provide for the separation of combined storm and sanitary sewer flows in the Plan Area.
- Policy CS-3.2: Design the storm drainage system to meet the design criteria of the City's Department of Utilities, Sacramento City design standards, and the terms of the City's NPDES permit.

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

- Policy CS-4.1: Implement strategies to promote additional energy conservation, beyond the level required under California Title 24 building standards, to the extent that such approaches are found to be feasible and cost effective.
- Policy CS-4.3: Encourage early consultation between project developers and the Sacramento Municipal Utilities District to determine the appropriate electrical and gas infrastructure to serve the Plan area, including appropriate energy conservation measures.

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

- Policy CS-5.1: Ensure that school facilities or in-lieu fees are provided at a level that accurately reflects actual student generation within the Plan Area.
- Policy CS-5.2: Recognize the need for alternative types of school facilities within the Plan Area and/or accommodate school demands off-site so that demand for school facilities is met, while building on the unique resources and mixed-use nature of the development.

Goal CS-6: Provide for solid waste and recycling disposal and collection systems to ensure safe, efficient, movement of waste from the Railyards to disposal sites.

- Policy CS-6.1: Design street and alley systems to minimize crossing of sidewalks by service and recovery vehicles for solid waste, recycling, grease and other waste streams.

7. Historic and Cultural Resources

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

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

- Policy HR-1.1: Allow a mixture of public-oriented, cultural, and commercial-recreational uses that reinforce the Central Shops District as a regional destination and that promote viable reuse of the historic district.
- Policy HR-1.2: Preserve historic resources within the Central Shops District.
- Policy HR-1.3: Ensure that rehabilitation of the historic Central Shops complex and features conform to standards for preservation of historic properties set forth in Section 17.604 and other related sections of Title 17 of the Sacramento Municipal Code.
- Policy HR-1.4: Preserve and rehabilitate the Southern Pacific Depot complex in a manner that will enhance its civic significance in the downtown and Railyards area and in conformance with the City of Sacramento's SITF site plan.

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

- Policy HR-2.1: Develop and implement an archaeological observation and evaluation plan to identify and recover archaeological resources, if any, within areas of the site during excavation, grading, and piling.
- Policy HR-2.2: Incorporate and interpret artifacts that highlight the site's prehistory, history, and especially the historic role and significance of the Railyards.

8. Hazardous Substances

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

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

Policy HAZ-1.1: Ensure that city land use approvals are compatible with DTSC approved land use covenants and that development-related excavation and dewatering are also carried out in a manner which meets DTSC requirements.

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

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

Policy HAZ-2.2: In the event that State cleanup standards are revised to be more protective of human health, DTSC and property owners shall work to determine if additional remediation requirements are required and what party is required to comply.

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

Policy HAZ-3.1: Ensure that development is implemented in accordance with DTSC approved land use covenants.

Goal HAZ-4: Remediation shall be carried out to allow for redevelopment of the Railyards while protecting human health and the environment.

Policy HAZ-4.1: Fully protect human health and the environment through the implementation of the DTSC approved land use covenants.

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

A. Open Space Overview

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

Open space forms a key framework system to link the Railyards' districts internally, as shown in Figure 5-1, as well as the Sacramento and American Rivers and the Central City. The framework of plazas, parks and connecting paths will provide the Railyards with a mixture of dynamic open spaces, ranging from urban civic plazas to passive neighborhood parks, similar to the urban open space components of other great cities.

Parks and plazas provide a number of environmental, psychological, and economic benefits in dense urban settings. Parks include

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

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

The term "park" refers to landscaped areas that allow for passive and active recreational activities. Parks may include a variety of elements, including designated areas for specific sports, such as baseball diamonds, or playing areas for children with facilities such as swing sets, tot-lots, shaded and landscaped seating or recreational areas, community gardens, walking and biking trails, and educational areas with interpretive signage. All of the parks described in this Plan are publicly accessible.



Figure 5-1. Open Space Plan

5-2

Sacramento Railyards Specific Plan •

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City of Sacramento

OPEN SPACE

A “plaza” is another type of open space that is typically smaller than a park. Plazas are usually located in areas that are more intensely developed than parks. Though they may include plants, trees, and shrubs, most surfaces within plazas are made of hard, non-living materials such as stone, brick, or concrete. Plazas are usually located in close proximity to active ground floor uses, such as shops or restaurants as part of the same or adjoining parcels.

B. Open Space Objectives

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

- ◆ **Depot District.** Provide a clear open space connection between the Railyards and downtown Sacramento.
- ◆ **Central Shops District.** In order to convey the historic interconnected functions between the Central Shops buildings, it is important to maintain a strong visual relationship between the buildings through a mixture of urban public spaces, with careful placement of retail, museums, night clubs, performance space, galleries, and restaurants .
- ◆ **West End.** Develop a district that links the entire Railyards project together with pedestrian walkways, urban plazas, parks, and other public spaces. The largest park

in the Railyards, Vista Park, will be located in this district. Vista Park will demarcate the northern edge of the district and provide a large public space and recreational amenity directly adjacent to the medical campus.

- ◆ **East End.** Create a new neighborhood that ~~captures~~builds on the spirit of the city’s traditional open space-oriented neighborhoods, with ~~a greenway along the northern edge of the district along the alignment of the existing levee and sprinkled with smaller~~ parks and greens ~~amidst~~central to East End district residential and non-residential parcels, along a landscaped pedestrian axis anchored between Vista Park and the large event plaza of the MLS stadium.
- ◆ **Riverfront District.** Develop a district where the Railyards connects to the Sacramento River through innovative design under the freeway that attracts people to the vibrant waterfront and its restaurants featuring spectacular riverfront views, high-rise buildings potentially for a hotel or housing, and parks and open space. A key feature of this district will be buildings set in a park-like setting along the waterfront.

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

1. Depot District

This district will serve as a transit center and a connection between the Railyards and

downtown Sacramento. There are three objectives for open space in the Depot District:

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

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

- ◆ **Depot Park.** A grand park will provide a civic entry feature at the rail depot that frames the entry to the depot building and the Depot District. This park will be developed as part of the SITF master plan.

2. Central Shops District & Transition Zone

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

- ◆ Utilize the historic Central Shops complex and features as a primary design element for public spaces.
- ◆ Celebrate Sacramento's history as a rail center through the use of outdoor spaces and public art that provide educational and interpretive opportunities.
- ◆ Design public spaces in the Central Shops District with unique plazas that define public and private space and other open space forms that accommodate large gatherings.

- ◆ Create inviting, safe and comfortable public spaces integrated with a mixture of uses such as shops, museums, music venues, jazz clubs, galleries, a performing arts theater, and restaurants surrounding the historic Central Shops.

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

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

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inviting area that will encourage circulation through these spaces ~~and~~ [accommodate large crowds and events at the Railroad Technology Museum, and](#) will maintain visibility to the river.

3. West End District

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

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

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

- ◆ **Stanford Walk.** Stanford Walk is a pedestrian connection, extending from Stanford Street, within the Central Shops district and terminating at Vista Park. The corridor will create a strong link between the diverse uses in these districts,

connecting the historic district with the medical campus, and Vista Park through various programmed open space uses.

- ◆ **5th Street Steps.** The 5th Street Steps are the first major entry point to the Central Shops once visitors cross the railroad. A grand staircase will mark this entry point into the Shops. 5th Street will widen at this location to create a plaza.

4. East End District

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

There are five objectives for the open space in the East End District:

- ◆ Create open space that supports a new residential neighborhood ~~that is~~, designed in the spirit of the city's traditional ~~parks within~~ urban neighborhoods, [with parks and open spaces as central features of the neighborhood.](#)
- ◆ Reinforce the concept of a transit-oriented neighborhood.
- ◆ Create a dynamic linear space for residents to gather, walk, sit or dine outside, exercise, and relax.
- ◆ Mass buildings along a build-to-line along the street, with step backs from the street to permit café dining spaces or to step back from public parks in order to allow access [to](#) sunlight throughout most of the day and create a more expansive feel to the public space.

- ◆ Create a strong connection to the MLS Stadium from other districts in the Railyards, Downtown, and the Richards River District Area.

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

- ◆ **Vista Park.** Vista Park responds to the existing grades with sculptural landforms that shape functional spaces. A playing field and amphitheater nestle into the edges of the landform, creating space for performances and play. The park is informal in character, using spare materials and a planting palette that highlights the landform as the main element in the park.
- ◆ **Levee Park.** ~~Levee Park will be developed along the northern edge on the East End district. The park will follow the existing alignment of the levee, with breaks at the flood gates on 5th, 6th, 7th, and 8th Streets. The program for this park will focus mainly on passive activities, trails, and viewing areas.~~
- ◆ **East End Neighborhood Parks.** The East End Neighborhood Parks will essentially be a gathering place for residents and visitors of the East End District. ~~Although small in area, it~~It features five distinct open space area designed to support a variety of active and passive community activities, including play areas, gardening, lounging, formal or informal community gathering, and shaded pedestrian paths. These distinct open spaces will provide an urban retreat for outdoor dining, informal performances, play, and other lively activity. The Neighborhood Parks will be connected by wide landscaped corridors for pedestrians and bikers traveling

between the MLS stadium plaza to the east and Vista Park to the west.

5. Riverfront District

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

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

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

- ◆ **Riverfront Park.** Riverfront Park is a linear park that combines riparian planting with active uses, water access, and smaller gathering spaces. The park allows for a mix of active and passive uses

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that will draw users from all districts and from around the city.

6. Additional Open Space Elements

In addition to these programmed open space elements, the Railyards will also include a number of additional linear open space areas that improve community connections or connect to the specific open space features already discussed in this chapter. There are two objectives for these open spaces:

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

These include linear open spaces along South Park Street and Bercut Drive.

The following additional features will be located in the Railyards:

- ◆ **Chinese Landscape Design Theme.** A Chinese landscape design theme is proposed to be included as part of the SITF development to help commemorate the importance of the Chinese to the development of the transcontinental railroad in Sacramento. This landscape theme will provide an interesting open space that builds on the concepts of education and history in the Railyards. A monument or art piece may be a central component of this landscape, celebrating the culture and contributions of Chinese railroad workers.

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

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

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

C. Open Space Stories

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

1. History and Education

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



History

The Central Shops provide a vibrant core for the

project, meshing retail, a market, restaurants, and plazas. It is one of several areas that create a unique space for children to play and gather.



Learn

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

2. Culture and Entertainment

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

Performance

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



Market

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

Celebration

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

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3. Parks, Rivers and Parkways

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



Source: EDAW, Inc.

Gather

Neighborhood Parks in the East End District are a meeting place for residents, office workers, and site visitors. Toss a ball at the green, meet friends for lunch, walk the dog, have a picnic... the space is versatile, inviting, and vibrant.



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Source: EDAW, Inc.

Stroll

Stanford Walk is a series of urban linear parksplazas and open spaces that connectsconnect Vista Park to the Central Shops district, and will provide a pedestrian- and bicycle-oriented environment for enjoying mixed commercial and entertainment establishments in the district.



Source: EDAW, Inc.

Relax

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



Source: EDAW, Inc.

Connection

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



The Neighborhood Parks [area](#) connects [Vista Park in the West End District](#) to the ~~MLS Stadium and~~ East End District neighborhoods ~~to Vista Park in the West End District and MLS Stadium.~~



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6

The unique location of the Railyards site allows for development of the Plan Area to serve as both a major transportation hub and as a connector, reestablishing continuity in the urban fabric between Downtown, Alkali Flat, and the [Richards Boulevard River District](#) area. The street network shown in this Plan is designed to accommodate the significant volume of new traffic that new development within the Plan Area will generate. It also offers a major opportunity to improve traffic distribution within the Downtown.

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

distance from proposed residential neighborhoods and MLS stadium.

This chapter describes circulation and streetscape features within the Plan Area, as well as regional transportation connections that will be provided at the SITF.

Development of all streets within the Plan Area will conform to the City of Sacramento's *Traffic Calming Guidelines* and *Pedestrian Friendly Street Standards*.

A.

A. B. Roadway Network

The Plan provides a comprehensive, context-sensitive local street network within the Railyards site that will connect to the Central City street network. Streets are organized in a hierarchy consisting of boulevards, major streets, main street, and minor streets, each with specific objectives for use and physical design characteristics and standards to satisfy those objectives.

Important new roadways in the Plan Area include the recently built Railyards Boulevard, which runs east-west through the center of the site, as well as 5th and 7th Streets, that will extend north-south across the Plan Area to connect with existing streets in the Richards Boulevard River District. Other important new streets include 6th Street, South Park Street, and Camille Lane. Roadways that will be extended, expanded, or modified to provide direct access into the Railyards site include Bercut Drive, Jibboom Street, F Street, G Street, as well as North B Street, 8th Street, and North 10th Street.

In addition to providing improved circulation within the site and to adjacent neighborhoods, the local roadway network will also serve to connect the Railyards site to one of the region's most important pieces of transportation infrastructure: Interstate 5, which runs north-south through the western end of the Plan Area and plays an important role in organizing the site. It separates the more urban and mixed-use districts east of the interstate, including the West End and the Central Shops, from the more open space oriented Riverfront District. Fifth Street and 7th Street will provide main access to the site from the Richards Boulevard and I Street

interchanges to the interstate. Jibboom Street and Bercut Drive will also provide alternate riverfront access from the Richards Boulevard interchange, connecting directly to the west end of Railyards Boulevard.

Though not identified in the circulation plan, local access provided through alleys shall be developed on large parcels, similar to, or greater than, the traditional Central City block of approximately 2.5 acres. A discussion of the types, function, and design of alleys are further addressed in the Railyards Design Guidelines.

This section will describe the specific features of streets in the Plan Area, including their intended function and character. Figure 6-1 provides a circulation diagram for the entire Plan Area. Specific details of street sections within the Railyards can be found with the Tentative Map. Table 6-1 identifies the Specific Plan street types and General Plan functional classifications.

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Figure 6-1. Circulation

Source: AECOM

Table 6-1 Street Section Characteristics

Street	Specific Plan Street Type	General Plan Functional Classification
Railyards Boulevard – Bercut Drive to Jibboom Street	Boulevard	Arterial
Railyards Boulevard - between Bercut Drive and 7th Street (Existing)	Boulevard	Arterial
Railyards Boulevard – between 7th and 10th Streets	Boulevard	Arterial
North 10th Street	Boulevard	Arterial
5th Street – between North B Street and Railyards Boulevard	Major Street	Arterial
5th Street - between Railyards Boulevard and Camille Lane (Existing)	Major Street	Arterial
5th Street - between Camille Lane and tracks (Existing)	Major Street	Arterial
5th Street Overpass (Existing)	Major Street	Arterial
5th Street - between H Street and tracks (Existing)	Major Street	Arterial
7th Street - between South Park Street and North B Street	Major Street	Arterial
7th Street - at Light Rail transit station,	Major Street	Arterial
7th Street - between tracks and Railyards Blvd.	Major Street	Arterial
7th Street under tracks	Major Street	Arterial
7th Street - between F Street and railroad tracks	Major Street	Arterial
6th Street - between Railyards Blvd. and North B Street	Major Street	Major Collector
6th Street - between Railyards Blvd. and UPRR Tracks (Railyards Boulevard to Camille Lane, Existing)	Major Street	Major Collector
6th Street Overpass	Major Street	Major Collector
6th Street – between G Street and tracks	Major Street	Major Collector
South Park Street - between Bercut Drive and Vista Park	Major Street	Major Collector
South Park Street - at Vista Park	Major Street	Major Collector
South Park Street - between 5th Street and 7th Street	Major Street	Major Collector
North B Street –5th Street to 7th Street	Major Street	Major Collector
North B Street – 7th Street to 8th Streets	Major Street	Major Collector
North B Street – 8th Street to 10th Street	Major Street	Major Collector
North B Street – 10th Street to 12th Street (Existing)	Major Street	Major Collector
Bercut Drive – Railyards Blvd. to South Park Street	Major Street	Minor Collector
Bercut Drive – south of Railyards Blvd.	Major Street	Minor Collector
Camille Lane – Bercut Drive to 5th Street	Major Street	Major Collector
Camille Lane – 5th Street to 6th Street	Major Street	Major Collector

Street	Specific Plan Street Type	General Plan Functional Classification
Stanford Street – Camille Lane to Railyards Blvd.	Main Street	Minor Collector
Stanford Street – Stevens Street to Camille Lane	Main Street	Minor Collector
Stevens Street – 5th Street to 6th Street	Minor Street	Local Road
Stevens Street – 5th Street to 6th Street	Minor Street	Local Road
Huntington Street	Minor Street	Local Road
Judah Street	Minor Street	Local Road
8th Street – between Railyards Blvd. and North B Street	Minor Street	Major Collector
Railyards Boulevard – between 10th and 12th Streets	Minor Street	Arterial
F Street – 6th to 7th Street	Minor Street	Local Road
G Street – 6th to 7th Street	Minor Street	Minor Collector

north from the eastern-most corner of the East End ~~District~~[district](#).

1. Boulevard

a. Railyards Boulevard

Railyards Boulevard is proposed as the primary east-west street in the Plan Area, traversing both the West End and East End districts and bisecting the Plan Area roughly down the middle. Railyards Boulevard is proposed to extend from 12th Street on the east to Jibboom Street on the west and ~~connecting~~[connect](#) with the north/south roadways (i.e. 5th, 7th, 8th, and 10th Streets) that lead to downtown and the ~~Richards Boulevard~~[River District](#) area.

Railyards Boulevard will exhibit a “boulevard” character, with wide travel paths flanked by wide sidewalks and large shade trees. In addition to accommodating large volumes of vehicle traffic, it also has Class 2 bicycle lanes or a Class 1 trail along its entire length and serves as a primary access route for bicyclists.

In terms of land use, Railyards Boulevard will provide access to two anchors in the Plan Area – the medical campus in the West End district and the MLS Stadium in the East End district. The boulevard will also provide access to mixed-use residential and office buildings in the two districts.

b. North 10th Street

North 10th Street, which begins at Railyards Boulevard and exits the Plan Area towards North B Street, provides access to the ~~Richards Boulevard area and the~~ River District to the

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2. Major Streets

Together with Railyards Boulevard, major streets in the Railyards [Plan Area](#) are the primary travel routes for vehicles, bicycles, and pedestrians traversing the site. Most major streets connect directly to major destinations outside of the Plan Area.

a. 5th Street

5th Street is a two-way transportation artery and the primary circulation route for vehicles traveling north-south across the Plan Area. 5th Street runs through the center of the Railyards site, bridging between the [Richards Boulevard area and](#) River District to the north and the existing Downtown to the south by connecting H Street to North B Street. 5th Street draws Downtown north and effectively removes the physical barrier between Downtown and its northern neighborhoods. As it moves through the Railyards site, 5th Street is bordered by the Central Shops, residential, commercial, office, and retail uses.

The street, which has already been extended between H Street and Railyards Boulevard, will provide improved access to the SITF. To provide a continuous pedestrian linkage between the Downtown and the northern portions of the Railyards site, 5th Street and its fronting structures rises gently beginning at I street. Sidewalks crossing over the railroad are sloped gently enough and engineered specifically to ensure compliance with the Americans with Disabilities Act (ADA). The roadway reaches a maximum street-level elevation as it extends over the relocated Union Pacific rail corridor. It then returns to grade level just north of the intersection with Camille Lane, a pedestrian-oriented street which provides access to the Riverfront,

Central Shops, and much of the West End [districts](#). North of Camille Lane, 5th Street intersects with Railyards Boulevard and South Park Street. 5th Street rises to meet the higher elevation of Vista Park before dropping again to exit the Plan Area at North B Street.

In addition to being a primary route for vehicle travel, 5th Street will have wide sidewalks with landscaped planting strips for its entire length (with the exception of the bridge span) and will therefore serve as an attractive route for pedestrians walking between Downtown and the Railyards. A common design language will run the length of the street, serving as a unifying element for the Depot, Central Shops, and West End districts. The streetscape should be grand in scale, commensurate with the size and function of this street.

b. 7th Street

In addition to being envisioned as the primary thoroughfare for vehicles moving north-south across the Plan Area, 7th Street is the proposed alignment for the Downtown-Natomas-Airport light rail line, which will eventually carry passengers from Downtown to the Sacramento International Airport. 7th Street will carry cars between the [Richards Boulevard River District](#) area and Downtown, serving as the primary transportation link to the East End District for individuals arriving from points north of the site.

Traveling southbound from the [Richards Boulevard River District](#) area, vehicles will enter the Plan Area at North B Street, immediately encountering residential mixed-use blocks.

The right-of-way on 7th Street varies along its length. It becomes widest between South Park

[Street](#) and Railyards Boulevard, the proposed location for the Railyards LRT stop.

While 5th and 6th Streets pass over the Union Pacific rail corridor, traffic on 7th Street is carried underneath the tracks through an existing underpass that will accommodate vehicular and light rail traffic. Pedestrian/bike traffic along 7th Street is planned at-grade immediately south of Railyards Boulevard, but will then be re-routed to utilize the 6th Street overpass pedestrian/bike lanes to connect to the south side of the railroad tracks.

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

c. 6th Street

While 5th and 7th Streets will serve as the primary conduits for traffic moving north-south across the Plan Area, 6th Street will be a slower-moving, more pedestrian and bicycle-friendly alternative. 6th Street enters the Depot District at I Street, proceeds over the railroad tracks via a bridge,⁸ and connects to Camille Lane before intersecting with Railyards Boulevard. In contrast to 5th and 7th Streets, which provide access to the [Richard Boulevard River District](#) area, 6th Street terminates within the [plan-area](#)[Plan Area](#), just north of South Park Street.

6th Street,⁹ north of Railyards Boulevard will be more residential in character. South of Railyards Boulevard, 6th Street serves a mix of uses,¹⁰ with a more commercial focus.

d. South Park Street

In the northwestern part of the Railyards site, South Park Street is an important travel route, providing primary access to the medical campus between Bercut Drive and 5th Street for vehicles, pedestrians, and bicyclists. The section of South Park Street at Vista Park features expanded sidewalks adjacent to the park. The section of South Park Street, east of 5th Street,¹¹ travels through the proposed residential neighborhoods, featuring wide sidewalks and planters with large street trees spaced evenly apart.

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e. North B Street

North B Street will be an important thoroughfare that runs along the northern border of the East End District. North B Street will carry traffic east-west north of the ~~plan area~~Plan Area, connecting ~~to with~~ the streets ~~in that run through~~ the Downtown to the south and Richards ~~Boulevards~~Boulevard and the streets ~~within running through~~ the River District to the north.

f. Bercut Drive

Bercut Drive, an existing roadway, is primary a western outlet for Railyards Boulevard. The street, which currently begins near its future intersection with Railyards Boulevard and extends north of Richards Boulevard, runs along the eastern edge of Interstate 5 which is elevated as it travels through the Plan Area. Bercut Drive will be extended southward to provide access to the Riverfront and Central Shops districts. Bercut Drive ~~Varies~~varies in right-of-way along its length. Wide sidewalks and street trees line the east side of the street; while A Class 1 bicycle and pedestrian path is planned along the west side of the street.

g. Jibboom Street

Currently, Jibboom Street begins at the I-5/Richards Boulevard interchange north of the Plan Area, runs south along the waterfront, and is elevated to connect with the existing I Street Bridge. The City of Sacramento is currently designing a replacement bridge, which will connect Railyards Boulevard to West Sacramento. As part of the I Street Bridge ~~projects~~project, the elevated portion of Jibboom Street will be removed and the west end of ~~the~~ Railyards Boulevard will be modified to accommodate the proposed grade differential with the east abutments. The intersection of Jibboom Street and Railyards Boulevard will become a three leg intersection in its final condition.

h. Camille Lane

Camille lane is oriented east-west through the West End district, providing access to the adjacent mixed-use parcels and a primary vehicular connection to the Riverfront district. The street curves gently as it moves across the site, to accommodate vehicular, bicycle, and pedestrian traffic and parking ~~to serve~~serving adjacent land uses.

3. Main Street

Stanford Street is the primary pedestrian-oriented commercial main street in the Plan Area and will be lined with uses such as, but not limited to, one and two stories of retail entertainment facilities and loft housing, a hotel, and office spaces above. These characteristics distinguish it as a “main street.” Stanford Street will run north-south,¹ providing an important pedestrian connection between the Central Shops district and Vista Park, in combination with a pedestrian easement north of Railyards Boulevard.

Stanford Street will include generous sidewalks to allow for ~~a~~ large pedestrian volumes and outdoor seating.

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4. Minor Streets

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

a. West End

The small block pattern of Downtown will be continued in the West End and East End districts, providing a multiplicity of local routes and access points. In the West End, minor streets include Huntington Street and Stevens Street, to provide access to mixed-use development.

b. East End

Minor streets in the East End will offer a quiet pedestrian-friendly environment, lined with trees and wide sidewalks and will primarily provide access to residential buildings. Minor streets in the East End District include Judah Street, providing residential area access; 8th Street, between Railyards Boulevard and North B Street, providing local access to the MLS stadium and adjacent mixed-use development; and Railyards Boulevard between 10th and 12th Street. East of 10th Street, Railyards Boulevard changes from a boulevard and narrows in profile, to accommodate west-bound traffic from 12th

Street into the Railyards Boulevard via an elevated connection.

c. Depot District

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

B. C. *Parking*

Most parking serving development in the **Specific Plan Area** will be accommodated in structures in the central portions of blocks that are integrated with the buildings they serve.

There will also be stand-alone public parking areas and structures built in the **Specific Plan Area**, which will be specifically intended to support the retail, commercial, and entertainment venue spaces in and around the Central Shops, Riverfront, and West End **Districts** and near the proposed MLS Stadium and public/quasi-public areas in the East End district. These structures will support a “park once” strategy for the Specific Plan’s core retail and entertainment area. Under this strategy, patrons arriving in the area by car will be encouraged to park once in

a centrally-located garage and will then be able to walk to multiple destinations within the area, thereby minimizing inter-area auto trips. The development of centralized parking structures will also ensure that visitors know where to find parking in the area, thereby minimizing the need for motorists to circle the area looking for a parking space.

Conceptual locations and capacities for potential publicly accessible parking facilities are shown in Figure 6-2. These locations and capacities may be moved or changed slightly as the Specific Plan is developed, provided that the overall resulting traffic patterns and impacts considered in the Specific Plan EIR do not change.



Figure 6-2. Conceptual Publicly Accessible Parking Locations and Capacities

Source: AECOM

C. *D.* Pedestrian and Bicycle Circulation

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

A comprehensive network of plazas and open spaces will contribute to the variety and interest experienced by pedestrians in the Plan Area. Figure 6-3 shows pedestrian zones, which include public plazas, sidewalks, promenades, and special open space features. The East End District will include pedestrian paths along South Park Street with within a widened pedestrian-open space park-like setting along both sides of the street and particularly along the northern edge of the street, visually connecting the Vista Park to the MLS Stadium. From 5th Street, a series of plazas and pedestrian alleys unfold on Railyards Boulevard, and pedestrians can access the Central Shops district at multiple points on Camille Lane. An intricate network of pedestrian paths and alleyways will provide circulation among the historic Central Shops.

Figure 6-3. Bicycle and Pedestrian Network

The Central Shops District will have no city streets or alleys, therefore street standards will not be required. The pedestrian network of the Central Shops district will also be directly connected to the Depot District via a tunnel system. Walkability along the waterfront will also be enhanced with the removal of parts of Jibboom Street and the development of new uses. A well-designed wayfinding program will ensure that visitors moving around the Plan Area on foot can easily find their way around.

Bicyclists will find the Specific Plan Area similarly accessible. The Specific Plan calls for a network of on- and off-street bicycle paths. Class 2 bikeways will travel both ways on Railyards Boulevard, 5th Street, 6th Street, South Park Street, North B Street, Camille Lane, and G Street; off-street Class 1 pathways for bicycles and pedestrians will extend across the site in several places, including Railyards Boulevard, east of 7th Street; Bercut Drive; F Street, within the intermodal parcel through the Big Four Bend; and along the river, just west of Jibboom Street. Protected Class 4 bicycle lanes are designated on F Street west of 7th Street and along both sides of 6th Street itself from G Street to Camille Lane Railyards Boulevard. Finally, the public route, accessible main street route, Stanford Street, is also designated as a bicycle route, where bicycles and cars share a wide travel lane. Bicycle parking will be located close to all development. Figure 6-3 provides an overview of the bicycle network in the Plan Area.



Figure 6-3. Bicycle and Pedestrian Network

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D. E. Transit Systems

Given its location and potential for becoming a major live/work site in the Sacramento region, the Plan Area is also well positioned to serve as a regional transportation hub.

Multiple modes of transportation converge in the Plan Area, including passenger rail, freight rail, light rail, local and regional bus service, and freeway vehicular traffic. The Plan ties many of these modes together at the proposed SITF. This section describes the various transit options available to the site and the potential for the SITF to transform the nature of transportation into downtown Sacramento and the Railyards area.

1. The Sacramento Intermodal ~~Transit~~ Transportation Facility (SITF)

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

This Specific Plan includes the City's plan for the creation of a regional transportation terminal, referred to as the SITF that can provide this synergy. The SITF will also build upon the State's commitment to increased, ~~increase~~ commuter and intercity rail service, as well as the region's objective for expanding its light rail system, all of which will accommodate increased ridership and allow for future implementation of a

high-speed rail system. The Intermodal Facility will provide a direct connection between the transit systems operated by Amtrak, Capitol Corridor, and the San Joaquin Corridor intercity rail services; intercity bus services, including Greyhound; the Sacramento Regional Transit District's local light rail; and fixed route bus services and other local public transit systems, as well as regional bus and local shuttle services serving the downtown area. The design of the **Intermodal Facility** will offer the transit patron direct and convenient access to virtually all regional transit modes. The location of the **Intermodal Facility** within the Plan Area will also serve as a major catalyst for adjacent development, including employment centers and residential uses, all within close walking distance to the **Intermodal Facility** and Downtown Sacramento.

The SITF will ultimately include two to three dedicated through-mainline-freight tracks that will provide access to four dedicated passenger tracks within the SITF. Two passenger platforms will provide access to the passenger trains that will range in length from approximately 600 to 1,400 feet. Since the passenger tracks will be situated on the interior of the rail corridor with freight tracks on the outside, the passenger rail platforms will be grade-separated from all roadways and bicycle and pedestrian corridors. Connections to the Depot building and light rail platforms will be provided by walkways, stairs and ramps, and possibly escalators and elevators. Passenger services will be distributed throughout the buildings and concourse comprising the SITF, including the historic Southern Pacific Railroad Depot building, the concourse and possibly a new passenger terminal, adjacent to the passenger

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platforms and bus bays. Passenger services will include ticketing and information services for all transit modes, and travelers' assistance, baggage handling, and passenger waiting areas. In addition, passenger amenities such as restaurants, news, magazine and book stores, fast food services, retail services, and a hotel may also be provided as part of or surrounding the SITF.

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

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

2. Passenger Rail

Figure 6-4. Transit Routes

The Capitol Corridor intercity train service currently operates approximately 32 trains a day to the station and may expand service due to increasing passenger

traffic. Amtrak is under contract with Capitol Corridor to operate that service and also operates eight trains on the San Joaquin route to Bakersfield, in addition to two roundtrip long-haul interstate passenger trains, the Coast Starlight and the California Zephyr, that traverse the Plan Area in each direction every day.

Sacramento continues to experience an increasing demand for transportation services. Amtrak's long distance inter-city service is also expected to grow, which would justify an increase in the number of trains serving the region. While these continued increases in ridership and number of trains will benefit regional mobility, they will exacerbate operational limitations in the current facility.

3. Light Rail

Light rail service is currently provided at the Sacramento Valley Station and is planned to be extended through the Plan Area. Long term, the Amtrak Folsom light rail line would continue to terminate at the Depot while the

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

This expanded light rail line will be called the Sacramento Downtown/Natomas/Airport ([DNA LRT](#)[light rail transit line](#)). This Plan identifies a new light rail station at 7th and South Park Streets. Also, the existing station, currently situated behind the Depot building, will be relocated as part of the SITF project. It will be reoriented in a north south direction on the east side of the site, north of H Street. Northbound out of the SITF, the light rail tracks will follow an F Street alignment to 7th Street. An alternative “bypass” would be provided on 7th Street, between G and I Streets, that would be used initially and when operations adjacent to the Federal Building are restricted. Figure 6-4 illustrates the existing and planned light rail routes through the Plan Area.

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Figure 6-4. Transit Routes

The DNA light rail extension will play a central transportation role within the Plan Area,⁷ and will ultimately provide a direct connection between City of Folsom, downtown, the SITF, the Natomas communities,⁸ and the Sacramento International Airport. Higher density residential and commercial land uses are designated along the light rail line to generate transit ridership.

4. Local and Regional Bus Service

The Railyards area is well served by the Sacramento Regional Transit District,⁹ as well as other regional bus service providers. ¹⁷Seventeen¹⁷ bus routes stop at either F Street or G Street on 7th Street and an additional 10 bus routes stop on J Street between 3rd and 6th Streets. The ultimate bus system serving the Plan Area will consist of Regional Transit bus operations,¹⁸ connecting at the SITF and extensions within the Plan Area between Richards Boulevard and the downtown, with transit services provided by Regional Transit and other municipal operators in the region that serve Downtown Sacramento. 7th Street will be designated as a transit-priority street,¹⁹ connecting downtown with Richards Boulevard. Figure 6-4 provides a diagram of existing bus routes near the Plan Area.

5. Downtown/Riverfront Streetcar Study

A partnership²⁰ including the cities of Sacramento and West Sacramento, the Sacramento Regional Transit District,²¹ and the Yolo County Transit District,²² has studied the potential of introducing a streetcar route that would connect Downtown West Sacramento to Downtown Sacramento. The partnership has concluded that a streetcar line is feasible and recommends moving forward with

preliminary environmental engineering and environmental analysis. The streetcar is envisioned as an “urban circulator” and a “pedestrian accelerator,” and is intended to support the pedestrian-oriented downtowns and waterfronts in the two cities that it would connect. The preferred alignment for the streetcar is shown in Figure 2-3 (Transportation Context) and in Figure 6-4.

E. Freight Rail

Presently, Union Pacific, Amtrak,²³ and Capitol Corridor intercity trains operate at the Sacramento Valley Station. Union Pacific currently operates more than a dozen freight trains on the main line through the Railyards site each day. Union Pacific has agreed to move its freight tracks to a location immediately south of the Central Shops to straighten the alignment to increase the efficiency, capacity,²⁴ and safety of the freight operations. The freight tracks will be on the outside of the new rail corridor with the passenger tracks and platforms in the middle. Local switching operations occur on spurs to connect to the main line.

A. *Infrastructure*

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

A.

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

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

B.**1. Water Supply****a. Existing Water Supply**

Water service in the Central City area, including the Railyards site, is provided by the City of Sacramento. Recent expansions of the two City Water Treatment Plants have increased the maximum capacity of these facilities and well field, and planned future water supply is estimated to be adequate to serve the planned level of development in the Railyards area.

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

b. Proposed Water Distribution System

Although existing water supply infrastructure is in place along 5th Street, 6th Street, 7th Street, Railyards Boulevard, and into the Sacramento Valley Station and the Central Shops, most of the Railyards site lacks a water distribution system. Existing water mains on railroad property will be abandoned. All new distribution mains will serve the new development. Both existing and proposed transmission mains will support the distribution system.

The City recently constructed a new 42-inch transmission main that traverse through the west side of the Railyard property. This pipeline is a critical conduit for water delivery from the water treatment plant, located to the north of the Railyards, to the downtown area. The new

42-inch diameter pipe was constructed from the water treatment plant to a 42-inch diameter main at the intersection of I Street and 5th Street. The pipeline was designed and constructed as part of the Railyards development by the City.

Installation of the water distribution will occur in phases, corresponding to the phasing for construction of the Railyards development. Planned facilities for the water distribution system for the Railyards site are illustrated in Figure 7-1. As shown in this figure, the water system for the Plan Area will consist of a grid network of water distribution lines beneath street rights-of-way with connections ~~with to~~ the City's transmission mains at the Plan Area boundaries.

c. Water Conservation

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

In order to ensure that the Railyard's planned residential and non-residential uses minimize excessive water use, the Specific Plan calls for the use of low-flow shower heads, water-conserving appliances, and low water use toilets that can reduce indoor water use. The CalGreen code also contains minimum requirements for water conservation in new development. California Assembly Bill 2572 (Chapter 884, Statutes of 2004) mandates installation of water meters for all new residential and commercial buildings; this requirement will apply to all development in the Railyards area. Further, in accordance with Chapter 15.92 of the City's Code, Building and Construction, the Specific Plan includes a series of water conserving landscape requirements that involve the use of drought-resistant

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landscaping and water-conserving irrigation methods to reduce water waste.

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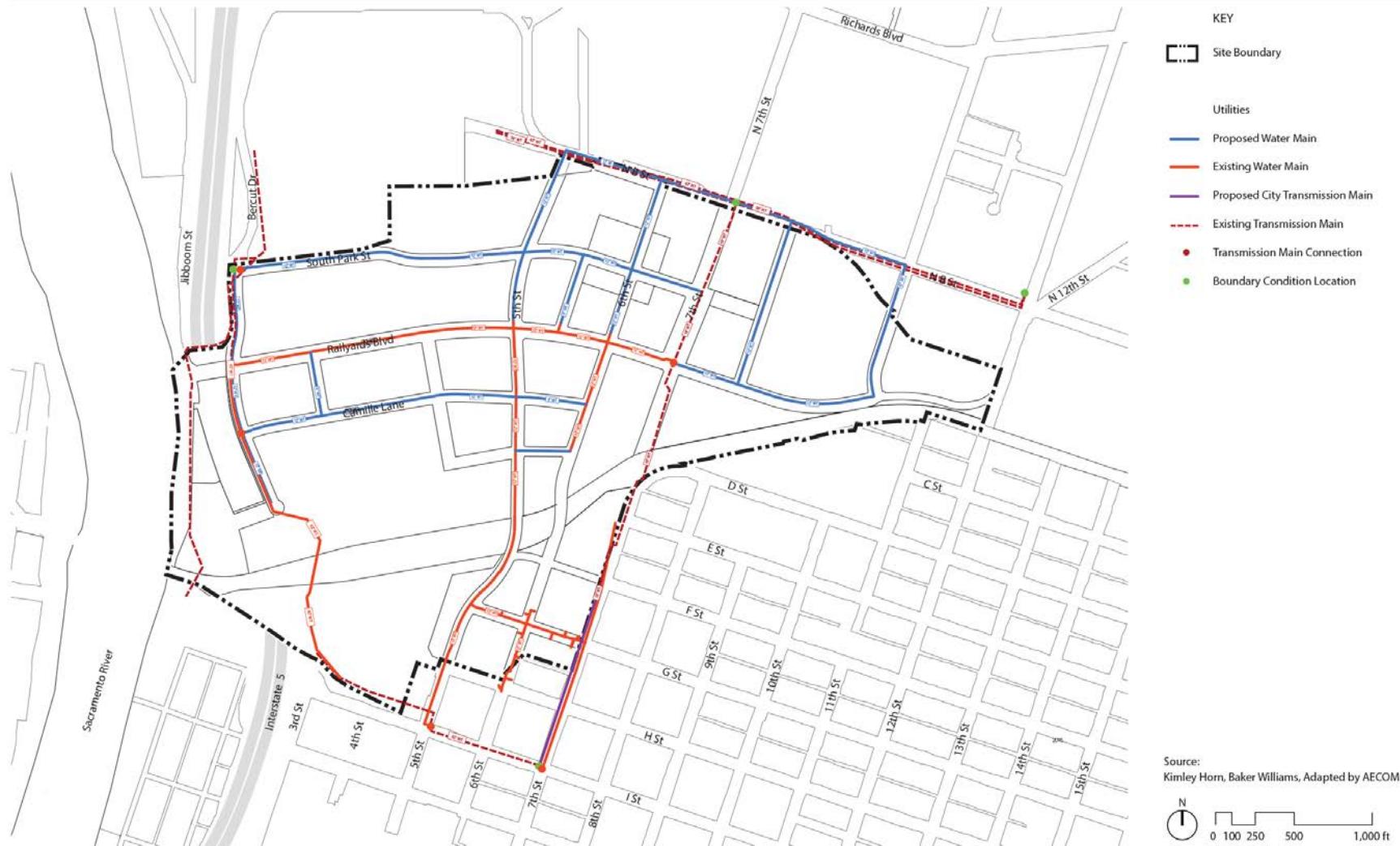


Figure 7-1. Conceptual Water Distribution System

2. Wastewater and Stormwater

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

The Central City, including the Plan Area, is served by a combined sewer system (CSS), which conveys both types of flows to the Sacramento Regional Wastewater Treatment Plan (SRWTP) in the same pipe network. The capacity of the CSS is constrained by the terms of a directive under a National Pollutant Discharge Elimination System (NPDES) permit. During dry weather and small storm events, the CSS is able to handle the combined sewer and storm flows. During larger storm events, flows may be routed to the Combined Wastewater Treatment Plant (CWTP) and Pioneer Reservoir for temporary storage. Flows that exceed the capacity of these facilities may be released directly into the Sacramento River.

The City produced a Long Term Control Plan (LTCP) that includes system improvements to reduce combined sewer overflows (CSO) to the Sacramento River and CSS outflows to city streets. Chapter 13.05 of the City Code provides for a Combined System Development Fee to fund improvements that mitigate downstream impacts. All development within the Railyards will be subject to the CSS Development Fee.

Many of these improvements have been completed, others are in design or under study as part of an on-going process to improve the CSS system and update the CSSIP. These projects are a mix of large regional storage

vaults and large diameter pipes which serve as both conveyance and inline storage.

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

a. Railyards Wastewater Facilities

Sanitary sewage from most of the site will be conveyed to the vicinity of 3rd and I Streets, where it will enter a proposed new sewer on 3rd Street. A small area along 7th Street, south of the relocated main line railroad tracks, will continue discharging into the existing combined sewer flowing east to 7th Street. This existing sewer serves the existing Sacramento Valley Station, but will not be used for the new SITF. The proposed Railyards sewer system is shown in Figure 7-2.

All sewage will flow to 3rd Street, except for a small portion of the site in the low area along 7th Street and H Street, which will flow to the existing combined sewer in 7th Street. The Railyards sanitary sewer system will serve the new Intermodal Transportation Facility, so the flow from the existing Amtrak depot, which now flows to the existing combined sewer in 7th Street, will no longer do so. These figures may vary depending on the manner in which flows from these parcels are allocated in design of the structures.

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Figure 7-2. Conceptual Sanitary Sewer System

As part of the Railyards sewer system, the City plans to divert sanitary sewage flows originating from the Richards Boulevard area north of the Railyards to a proposed pumping station in the easterly portion of the Railyards. This flow will be combined with that



[Figure 7-2. Conceptual Sanitary Sewer System](#)

originating in the Railyards, resulting in a combined peak flow of approximately 16 mgd to 3rd Street.

b. Storm Drainage System

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

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

Development of the new Railyards drainage system will remove most of the Railyards storm drainage from discharging directly to the existing portions of the CSS.

i. *Drainage Subareas*

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

- ◆ The majority of the Railyards site, approximately 227 acres, will drain by gravity to a pumping station located near the northwest corner of the Railyards site.
- ◆ The area of about 3.6 acres fronting on 7th Street, along the east side of the existing main line railroad embankment, is about 6 feet lower than the track and Central Shops area and will continue to drain east to 7th Street.
- ◆ Approximately 2.5 acres fronting on 12th Street will continue to drain east to 12th Street.
- ◆ Approximately 2.0 acres fronting on North B Street will continue to drain into North B Street.

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ii. Proposed Drainage System

The Railyards drainage system, shown in Figure 7-3, will serve the primary drainage shed with a gravity system of pipelines. The gravity system will drain to a pumping station located near the northwesterly corner of the Railyards site.

A Stormwater Quality Management Plan (SQMP) has been prepared in accordance with the City of Sacramento's Stormwater NPDES MS4 permit, the Sacramento Stormwater Quality Partnership's Stormwater Quality Design Manual, and the Stormwater Quality Improvement Plan.

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Figure 7.3. Conceptual Storm Drainage Facilities

Note: These locations are only conceptual and may change upon actual buildout.

The purpose of the SQMP is to describe stormwater best management practices (BMPs) and LID measures that will be implemented with the proposed project to provide treatment for the first flush stormwater runoff from the project site to the maximum extent practicable, and to meet the requirements set forth in the above references.

The water quality standards will be met by using source control measures. Within the public right of way, tree planters, CONTECT inlet filters, and bio-retention units will be used to meet the water quality standards. Private parcels will be required to treat on-site stormwater to meet water quality standards before discharging to the public storm drain system.

Gas distribution pipelines in the Central City ~~Core~~ adjoining the Railyards area are a combination of low-pressure and medium-pressure pipelines. PG&E is in the process of phasing out low-pressure lines and replacing them with medium-pressure pipelines.

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

*Figure 7.3. Conceptual Storm Drainage Facilities
Note: These locations are only conceptual and may change upon actual buildout.*

3. Energy

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

4. Gas Service

Gas service is supplied to the Railyards area by the Pacific Gas and Electric Company (PG&E).

a. Electrical Service

i. Existing Facilities

Electrical service within the Central City area is provided by the Sacramento Municipal Utility District (SMUD). The Plan Area is presently served by one 21 kV primary feeder located along the easterly edge of the Interstate 5 freeway and connected to a substation and distributed system currently owned and operated by the Union Pacific Railroad.

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

ii. Planned Facilities

Proposed development in the Railyards will result in a large use of electricity in a concentrated area. This high electricity use, along with the diverse uses and types of buildings allowed under the Specific Plan, provides an unusual opportunity to take advantage of many advanced energy supply and usage concepts.

Existing electrical infrastructure in the Railyards area is antiquated and unable to meet Plan needs. SMUD has already determined that it will be necessary to construct an entirely new substation (21 kV, 40 MW) on-site to serve development in the Plan Area. The preferred location of this substation would likely be on the north side of the tracks east of 7th Street. Although SMUD transmission facilities would

be used to bring power to the Plan Area, the property owner may elect to obtain a portion of its power supply through self-generation.

b. Energy Conservation

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

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

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

B. Community Services

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

1. Schools

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

The Railyards Plan Area is within the Sacramento City Unified School District (SCUSD). SCUSD operates more than 70 schools in the City of Sacramento, serving kindergarten through high school students.

The closest schools to the Railyards site are: the Washington Elementary School at 18th and F Streets; Theodore Judah Elementary at 3919 McKinley Boulevard; Sutter Middle School at 3150 I Street; Sacramento High School at 2315 34th Street and McClatchy High School at 3066 Freeport Boulevard. All of these facilities are operated by the SCUSD.

The redevelopment of the Railyards site will add between approximately 6,000 and ~~9,000~~10,000 new dwelling units within the Central City. A proportion of these new households are expected to have school age children that would attend local public schools, potentially increasing demands on the existing

school facilities and/or necessitating the provision of new school facilities. New residential development within the Plan Area will be required to contribute to the provision of needed school facilities through the payment of school impact fees.

Future demand for public school services associated with redevelopment of the Railyards site will in large part be dictated by the composition and demographic profile of resident households. As is evidenced in similar, higher density urban infill development, residents in the Railyards site are likely to include a high proportion of households without children. Thus, in assessing the need for new school facilities, and the demand on existing facilities, some adjustment for the particular household profile within the Plan Area is to be considered. According to the Sacramento City Unified School District, the projected student generation for the Railyards Plan Area is as follows:

- ◆ **Grades K-6.** ~~1,140-1,900~~ additional students
- ◆ **Grades 7-8.** ~~180-300~~ additional students
- ◆ **Grades 9-12.** ~~240-400~~ additional students

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

New development within the Railyards area will be required to contribute to the provision

of school facilities to serve new residents. This contribution could occur in the form of in-lieu fees to fund school facility expansion ~~and~~^a construction outside of the Plan Area^a and/or the construction of a school facility within the Plan Area^a.

Due to the urban nature of the Railyards site, development of a typical “suburban” model school, with expansive open fields and recreation areas, would not be feasible due to limitations on available land of sufficient size, as well as the contaminated soil conditions that require atypical school building construction and types of playgrounds. Any school facility proposed within the Railyards site itself would need to be an “urban” school, with compact hardscape recreation areas, multi-story classroom facilities, and innovative space saving solutions^a such as rooftop recreation areas or joint use facilities with City Parks and Recreation.

2.3. 2. Public Safety

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

a. Police

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

The SPD has provided an estimate of projected demand for police service in the Railyards based on the planned development of residential and non-residential uses. Currently, the SPD has stated that existing police stations in the City are already staffed beyond capacity, and that the Railyards development would necessitate the construction of a new police station either on-site or elsewhere in the City.

Potential sites are indicated in Figure 7-4. Given land values in Downtown Sacramento, and the need and desire of the City to provide a dense, vibrant, residential urban environment, any potential police substation would likely be part of a multi-story mixed-use structure.

b. Fire Service

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

The level of development planned within the Railyards site would likely necessitate the construction of a new fire station to provide adequate public safety for the area's residents, employees and visitors. A potential site has been identified for the location of a new station, which is indicated in Figure 7-4. Given land values in Downtown Sacramento and the need and desire of the City to provide a dense, vibrant, residential urban environment, any potential fire station would likely be part of a multi-story mixed-use structure.



Figure 7-4. Potential Locations for Schools, Police, and Fire Department Facilities

HISTORIC AND CULTURAL RESOURCES

8

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

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A. Prehistoric and Historic Context

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

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

The area at the southeast section of the confluence of the Sacramento and American Rivers was a strategic location for regional trade and commerce as early as the 1850s. Much of this area was subject to periodic flooding from both the rivers and a seasonal water body known as Sutter Lake, or China

Lake, which lay between present day G and I Streets and 2nd and 6th Streets, on what is now the southern part of the Railyards site. As industrial waste related to railroad activity intensified, this lake became known as China Slough. The 6th Street and I Street levees were built at Sutter Lake in the 1850s in an early effort at flood control in this burgeoning business district.

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

It soon became necessary to construct a number of fabrication and maintenance shops in the area to service railroad operations. A site was chosen for the development of these facilities, which form the core of the area known as the Central Shops, just north of Sutter Lake. A trestle was built across the

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Sutter Lake inlet, effectively cutting off the Lake from the Sacramento River and connecting the northern and southern districts of the rail operations. Construction of the Central Shops began in 1867 and continued at a rapid pace until 1888, marking the first building "boom" at the Railyards.

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

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

constructed between H Street and I Street in 1925.

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

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

B. Historic and Cultural Resources

This section documents the specific historic and cultural resources found in or adjacent to the Plan Area. To the extent that information is available, significant features and characteristics are identified, as well as historical background information. The goals and policies found in Chapter 4 of this Plan

specifically address the preservation and adaptive reuse of historic and cultural resources described in this section.

Information about these historic resources is derived from several documents, including:

- ◆ *Archaeological Survey Report/Historic Study Report for the 7th Street Extension Project, City of Sacramento/CALTRANS, December 2000.*
- ◆ *Central Pacific/Southern Pacific Railroad Railyards Historic Property Inventory and Evaluation Report, Union Pacific Railroad Company, March 1998.*
- ◆ *Southern Pacific Sacramento Shops, Historic American Engineering Record (HAER), CA-303, 2001-2002.*

- ◆ *Historic Architectural Survey Report for the 7th Street Extension Project, City of Sacramento/CALTRANS, January 2001.*
- ◆ *Historic Property Survey Report for the 7th Street Extension Project, City of Sacramento/CALTRANS, March 2001.*
- ◆ *National Register Nomination Form, Southern Pacific Depot, obtained June 1994.*
- ◆ *Preliminary Visual Survey and Qualitative Engineering Study on the Southern Pacific Railyard Buildings, Nolte and Associates, March 1990.*
- ◆ *Railyards Specific Plan, City of Sacramento, adopted December 1994, revised April 1997, and second revision in 2007.*
- ◆ *Railyards Specific Plan EIRs, City of Sacramento, June 1992 and December 2007.*

Table 8-1 Designation of Historic Resources

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

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

1. Central Shops

The Central Shops District forms the historic core of the Railyards site, and is noted for its collection of late-19th century industrial buildings. This district was one of the largest industrial sites in the country in the early 20th century, and had a fundamental role in the history of California's settlement and the development of its economy.

Buildings in the Central Shops, as delineated below, were included in a special survey area and a city-designated historic district was created to protect and guide the rehabilitation and development of the district pursuant to the Historic Preservation Chapter, 17.604 and other relevant sections of Title 17, the Planning & Development section of the City Code.

Figure 8-1. Historic Structures

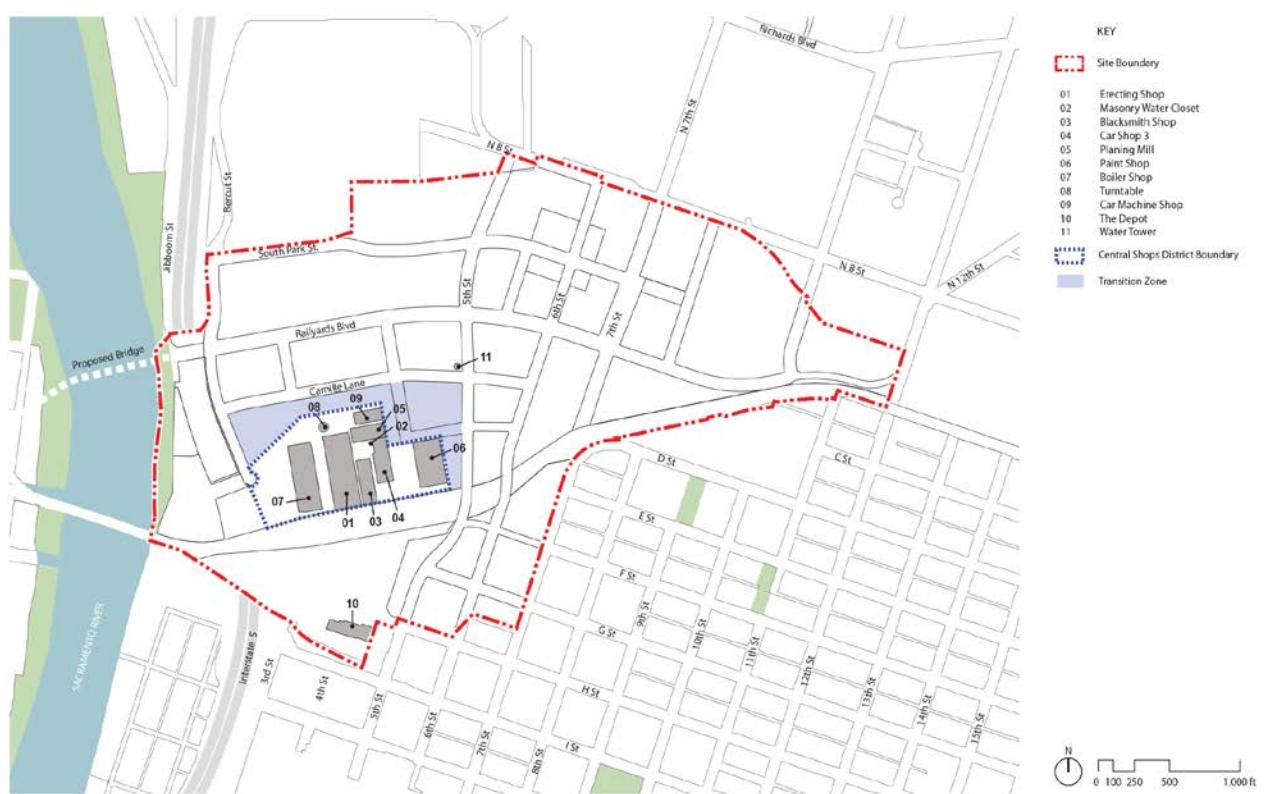


Figure 8-1. Historic Structures

- a. The following text describes the architectural and structural elements of buildings within the Central Shops area, as described in the study completed by Nolte Associates in 1990, as well as the historic functions of the buildings and their relationships to each other. The locations of the buildings described below are shown in Figure 8-1.Erecting Shop (Building 1)

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

b. Masonry Water Closet (Building 2)

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

c. Blacksmith Shop (Building 3)

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

d. Car Shop 3 (Building 4)

This building accommodated several functions, beginning with the Governor and Injector Shop and later extending to adjacent

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

e. Planing Mill (Building 5)

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

f. Paint Shop (Building 6)

This building, constructed in 1873, was originally used for painting rail passenger cars. Now approximately 300 feet long by 180 feet wide, the Paint Shop was originally 225 feet long and 70 feet wide, with five wings extending from the sides for final painting, lettering, and varnishing. In 1892, the wings were removed and the building widened. In 1894, the building was lengthened to its present dimensions. Today the building is divided into two sections, with a masonry wall dividing the building. The north section,

now known as the Electric Shop, is a two-story unreinforced masonry structure with a corrugated metal deck roof; the second story was added after 1873 to accommodate paint shop offices. The south portion of the building is now known as the Traction Motor Shop, and is a one-story masonry building with no interior walls or lateral load-resisting structures.

g. Boiler Shop (Building 7)

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

h. Turntable (Building 8)

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

i. Car Machine Shop (Building 9)

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

j. Water Tower (Building 11)

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

k. Site of China Lake

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

2. Southern Pacific Railroad Sacramento Depot

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

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

Since 2006, the Depot has been acquired by the City and many improvements have been planned and renovations initiated to fully integrate this facility with the planned Sacramento Intermodal Transportation Facility (SITF). Three phases of construction and renovation activities have been planned. Phase 1, completed in 2013, constituted the relocation of the Union Pacific tracks to its current configuration and building of the new pedestrian/bicycle tunnel west of the new platforms. Also completed during this phase was a structural retrofit of the entire building. Phase 2, which is ongoing, focuses on the architectural restoration and rehabilitation of the grand historic Depot building in guidance with the Secretary of the Interior's Standards for Historic Buildings. Phase 3, which was adopted in June 2009, anticipates the building of the SITF with multiple regional transportation services within convenient locations for passengers.

3. Archaeological Resources

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

The Plan Area may contain artifacts from the historic period, particularly extending back to the early 1850s when the eastern and southern edges of Sutter Lake were first occupied. Early houses east of Sutter Lake were located behind the 6th Street levee, so the easternmost part of the site adjacent to 7th Street may contain historic artifacts from that period. The site of Sutter Lake may also contain historic pieces associated with refuse deposits that were common on the shores. The rest of the site has been occupied by railroad facilities since the settlement of Sacramento, and some subsurface industrial artifacts may exist.

C. Central Shops Historic District

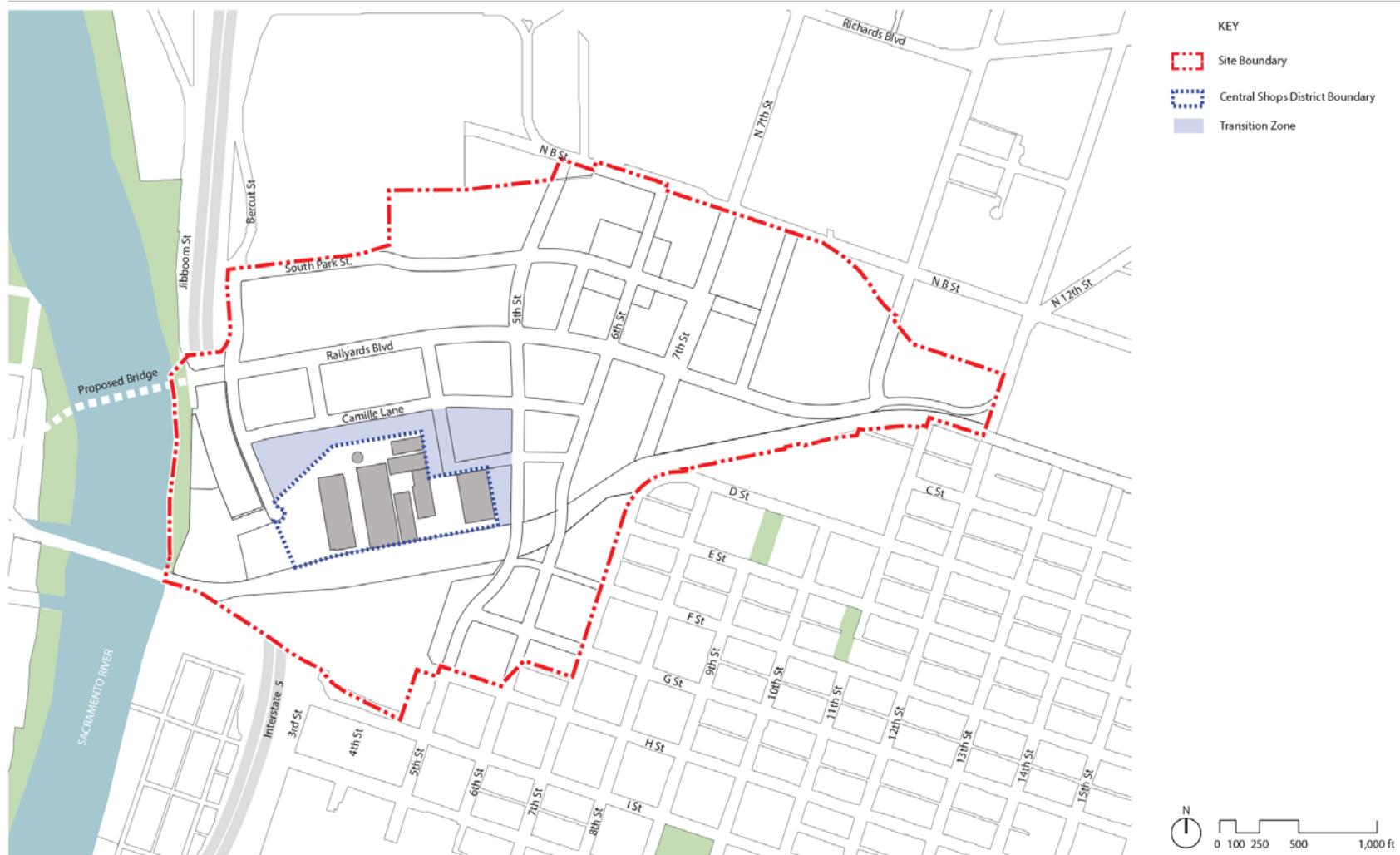
A City of Sacramento historic district has been designated pursuant Title 17 of the City Code to ensure preservation of the historic resources in the Central Shops area. Due to revisions to surrounding roadway and parcels, new historic district boundaries are being proposed. The proposed new Historic District's boundary is shown in Figure 8-2. Also, shown in Figure 8-2 is the boundary of the Transition Zone, which has been established to ensure that new development adjacent and immediately proximate to the historic Central Shops complements these historic resources in the Specific Plan Area. The City of Sacramento has adopted the Secretary of the Interior's Standards for the Treatment of Historic Properties as its standards for review of preservation development projects involving historic Landmark properties and properties located within Historic Districts. Also, additional design guidance specific to both the Historic District and the Transition Zone is provided in the Sacramento Railyards Design Guidelines. Please refer to Chapter 5 of this document for

information on allowable building heights
within the Central Shops Historic District.

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Central Shops Historic District



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SACRAMENTO RAILYARDS

Figure 8-2. Central Shops Historic District

This Hazards chapter of the Railyards Specific Plan addresses the status of site readiness to the planned redevelopment and reflects soil and groundwater management practices during and post construction, to protect the health of future inhabitants, workers, and visitors, as well as the surrounding public and the environment. The implementation strategies at the end of this chapter respond to the goals and policies concerning hazardous substances that are set out in Chapter 4.

Significant soil and groundwater cleanup activities have been implemented throughout the Railyards Plan Area by the Union Pacific Rail Road (UPRR). UPRR is the responsible party for cleanup activities under a 1988 Enforceable Agreement with the Department of Toxic Substances Control (DTSC). Soil remediation activities in the majority of the Railyards Plan Area have been completed and large portions have been certified by the DTSC. A Land Use Covenant was issued for these certified areas supporting the planned development activities. A standard Railyards-specific soil and groundwater management plan has been approved by DTSC for use during construction activities. Groundwater remediation activities are being conducted by UPRR. Groundwater impact on development is anticipated to fall within standard mitigation measures defined in the

approved soil and groundwater management plan.

This chapter briefly summarizes the history of the industrial uses of the site, the extent of remaining known and potential contamination within the Plan Area, completed cleanup activities and certification, and the approach to manage Railyards soils and groundwater in accordance with the Railyards Soil and Groundwater Management Plan. This chapter sets forth general guidelines for implementation of the goals and policies listed in Chapter 4.

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

When the prior Railyards Specific Plans were adopted in 1994 and 2007, soil and groundwater investigations across much of the Railyards were in their preliminary stages. Soil cleanup had not been completed, and site certification had not been issued to the extent it has been in 2016. Unlike under current conditions, chemical

types and occurrence patterns in soil and groundwater were not fully known to the

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extent they are known today, and relatively little cleanup had been performed under the 1988 Enforceable Agreement. Since that time, DTSC has approved several Remediation Action Plans that have been successfully implemented by the Union Pacific Railroad and included removing and transporting contaminated soils to off-site hazardous disposal sites. In addition, capping or entombing of the residual contaminated soil on-site, along with treatment of groundwater, engineering controls in regards to building design and construction methods, and land use restrictions have been approved as viable approaches for remediation that is protective of human health and the environment while allowing for development of the land uses envisioned in the Railyards Specific Plan.

A. Regulatory History

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

1. Overview

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

use of substances and materials that are now known to be toxic or otherwise hazardous.

The first subsurface environmental investigations at the Railyards began in 1982 as a result of a Division of Occupational Safety and Health inspection. The matter was referred to DTSC's predecessor agency, the Department of Health Services (for ease of reference, where DTSC is used hereinafter, it refers to the Department of Health Services or DTSC). Under DTSC's oversight, groundwater monitoring wells were installed. In 1983, DTSC and the United States Environmental Protection Agency conducted a joint investigation of the Railyards site and identified several violations of the state hazardous waste control laws and the Resource Conservation and Recovery Act ("RCRA"). As a result, in 1984 DTSC and the Southern Pacific Transportation Company ("SPTCo") entered into a Settlement Agreement and Schedule of Compliance pursuant to California Health & Safety Code section 25187, which focused on remedial actions in the northern part of the Railyards. In February 1986, DTSC conducted a hazardous waste generator inspection of the remediation process SPTCo was using in the Railyards and found several violations. As a result of this investigation, SPTCo prepared a site investigation and remedial alternatives analysis report for the Former Battery Shop, Former Drum Storage Area, and the Locomotive Grit Blast Piles. In 1987, SPTCo and the District Attorney of Sacramento County, on referral from DTSC, entered into a Stipulation for Entry of Final Judgment, which established a compliance time schedule for the investigation and remediation of these areas.

In January, 1988, DTSC listed the Railyards as a State Superfund site. Investigation and

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

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

- ◆ Lagoon Soil (soil remediation certified in 2015, with the exception of the Northwest Corner)
- ◆ Lagoon Ground Water (ongoing);
- ◆ Car Shop Nine (soil remediation certified in 2015)

- ◆ Northern Shops (soil remediation certified in 2015);
- ◆ Central Corridor (soil remediation certified in 2015);
- ◆ Manufactured Gas Plant (remediation expected to be completed in 2018); and
- ◆ Central Shops & South Plume (shallow soil remediation completed in 2015 – [conclusion on the completeness of the remedy component pending review by DTSC of final excavation report](#)).

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

In addition, there were five other regulated areas identified at the Railyards which have been certified as remediated (closed sites) and subject to deed restrictions: the Sand Blast Grit Piles, the Battery Shop, the Pond & Ditch, the Drum Storage area, and the Sacramento Station.

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

- ◆ **Remedial Investigation (RI):** data gathering, overseen by DTSC, to characterize the nature and extent of contamination.
- ◆ **Risk Assessment (RA):** evaluation of human health and environmental risks.

- ◆ **Feasibility Study (FS):** evaluation of cleanup options and development of cleanup goals.
- ◆ **Remedial Action Plan (RAP):** identification and public review of final cleanup strategy.

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

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

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

2. Risk-Based Cleanup Approach and Site Remediation Process

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

Under the proposed commercial land use, construction or site workers are considered the population with the greatest potential for exposure to soil. Remediation standards that are protective of workers at commercial or industrial uses are subject to the stipulations of the land use covenant and the relevant soil and groundwater management practices.

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

The ultimate goal is that cleanup: (1) reduces concentrations of residual chemicals in soil such that they do not exceed specific risk-based thresholds (remediation goals); (2) reduces concentrations of residual contaminants in the soil to levels that are protective against future groundwater contamination; (3) implements mitigation measures to prevent direct exposure to

contaminated soil; (4) implements ground-water remediation systems (e.g. soil vapor extraction) to reduce concentrations of chemicals in the groundwater; and (5) implements engineering controls where applicable (e.g. ventilation systems or building designs) to minimize exposure to soil vapors (from both contaminated soil and groundwater).

Soil remediation for most of the Railyards Plan Area has been completed and DTSC has issued a certificate of completion and land use covenant for these areas. The land use covenant defines uses of the property, consistent with the proposed plan and with the implemented level of remediation.

The current land use covenant generally includes the following parameters:

- ◆ Soil excavation or groundwater extraction ~~to occur in accordance with the~~ is restricted unless there is an approved soil and groundwater management plan.
- ◆ The proposed land uses, including construction and maintenance of utility corridors and street rights-of-way, are allowed under an appropriate management plan.
- ◆ Landscaping is allowed; provided clean soil to appropriate depths is placed in areas where direct soil contact can occur.
- ◆ DTSC must be notified when there is a change in ownership of the property, a proposed change in land use, or prior to development of the site.

◆ A property owner, at its initiation, may remediate specific areas of the site to standards that provide for less restrictive uses. The land use covenant specifies the process by which a property owner can, with DTSC approval, undertake such voluntary acts.

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

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

B. Extent and Types of Contamination Recorded

Since the prior Specific Plans were prepared in 1994 and 2007, SPTCo and UPRR have completed significant soil and groundwater remediation activities at the Railyards, leading to soil certification of the majority of the Plan Area. As such, risk assessment, remediation strategies, and Remediation Action Plans (leading to certification) have been approved for all soil study areas except the Central Shops (which have only a health risk assessment and a RAP and not a Certification) and Manufactured Gas Plant sites (which

[require a health risk assessment, a RAP and a Certification](#). The pre- and post-remediation residual nature and extent of soil conditions within the Railyards site is therefore well known and extensively documented through the DTSC oversight process. This information, as well as the selected remedies, have been reviewed by the public and approved by DTSC through the investigation and RAP preparation and approval process.

The chemicals that have been historically present in Railyards soil fall into five categories:

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

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

C. General Requirements for Protection of Construction Workers

The construction workers face the greatest exposure risk at the Railyards based on the extent and nature of the contaminated soil and the potential for excavation activities that could result in contact with soil that is not

clean fill. Although groundskeepers (landscape contractors, etc.) could also be exposed to site soils, the Railyards site remediation process ensures that all areas of soil in which groundskeepers will work are areas in which a DTSC-approved RAP has been implemented to construction workers standards. As such, all activities at the Railyards Plan Area are subject to an approved soil and groundwater management plan.

1. Construction-Related Measures

The following requirements apply to all construction activity on the Railyards site:

- ◆ Implementation of ~~thean~~ approved railyards Soil and Groundwater Management Plan.
- ◆ General contractor shall prepare a site-specific construction worker health and safety plan in accordance with the general guidelines of the Soil and Groundwater Management Plan.
- ◆ During construction, except in imported clean fill areas, all excavation, soil handling, and dewatering activities shall be observed for signs of apparent contamination by developer with findings, if any, reported to DTSC in accordance with Soil and Groundwater Management Plan.

In addition to these steps, DTSC will provide for environmental oversight, including requiring compliance with procedures for detecting previously undiscovered contamination, if any, during site excavation, as well as contingency plans for investigation,

remediation and disposal of such undiscovered contamination.

D. Strategies for Implementation of Goals and Policies

This section explains how implementation of the goals and policies set forth in Chapter 4 will be approached. In addition to compliance with the terms of the Land Use [covenant](#) [Covenant](#), Soil and Groundwater Management Plan, applicable environmental mitigation measures and the adopted mitigation monitoring program, implementation of these goals and policies will be achieved through two primary means:

- ◆ Receipt of written confirmation from DTSC that a proposed use is consistent with the applicable requirements set forth in the Land Use Covenant.
- ◆ Compliance with applicable requirements set forth in the Land Use Covenant and the Soil and Groundwater Management Plan.

DTSC, the City, and the property owner will play key roles in development of the Railyards in adherence with applicable requirements set forth in the Land Use Covenant and the Soil and Groundwater Management Plan. During the time remaining remediation is still underway by UPRR, it is imperative that development be undertaken in coordination with remediation

State law provides for recordation of land use covenants on remediated property to restrict land uses to those compatible with cleanup levels achieved. Land use covenants are recorded when property is cleaned up to levels other than unrestricted use.

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

The City will incorporate a confirmation into its land use permitting process to confirm that DTSC concurs that the proposed use is consistent with applicable requirements set forth in the Land Use Covenant.

The Railyards will be developed over several years and development plans for portions of the site may change over that period. Nonetheless, all development within the Railyards will be subject to DTSC approval in accordance with applicable requirements set forth in the Land Use Covenant and subject to compliance with the Soil and Groundwater Management Plan.

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

- ◆ Fencing to prevent access to surface soil.
- ◆ Dust control during active soil cleanup and excavation activities.
- ◆ Construction site air monitoring, if required by site-specific conditions.

- ◆ Building design requirements to prevent the buildup of soil vapors in enclosed spaces in accordance with requirements set forth in the Land Use Covenant.
- ◆ Construction dewatering techniques that minimize potential for pulling groundwater contaminants to the surface, if needed.

Contingency plans for pretreatment of contaminated groundwater, if needed.

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

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

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

A. Related Approvals

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

1. Special Planning District and Zoning

A special zoning district is to be established for the Railyards Plan Area¹ to specify the zoning designations, development standards², and permitted uses within the various districts that comprise the Railyards site, as described in this Specific Plan. The Railyards Special Planning District also establishes the procedures for processing future development applications.

2. Development Regulations

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

3. Development Agreement

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

4. Design Guidelines

In order to further implement the Specific Plan, the City will establish a design review district that encompasses the Railyards Plan Area and will adopt Design Guidelines to address building placement, design, setbacks,

heights, massing, and overhangs, as well as landscape treatments, streetscapes, lighting, signage, and the design of public and civic open spaces.

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5. Landmark and Historic District Designation

Pursuant to the Historic Preservation Chapter, 17.604, of the City Code, a historic district, including contributing resources and identifying significant features and characteristics, will be designated by the City for the Central Shops area. The designation will provide for review of development projects pursuant to Chapter 17.604, which specifies use of the Secretary of the Interior's Standards for the Treatment of Historic Properties (Standards). The Southern Pacific Railroad Sacramento Depot and REA Buildings are already designated by the City as a Landmark⁷ and review of development projects involving the historic resources and site are currently⁷ and will continue to be reviewed pursuant to Chapter 17.604.

6. Financing Plan

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

7. Owner Participant Agreement

The Railyards site is located within a redevelopment project area in which tax increment revenue would accrue to the Redevelopment Agency of the City of Sacramento (Agency). Although the Agency was dissolved in 2012, the City is serving as the successor agency to implement the Agency’s agreements.

In May 2008, the Redevelopment Agency entered into a Master Owner Participation Agreement (MOPA) with the former owner of the land within Railyards. The MOPA established the framework for the allocation of tax increment revenues from the Railyards Redevelopment Project Area, and at the same time the Initial Phase OPA was also approved that committed \$50 million (adjusted for inflation) for specific infrastructure and other improvement projects. The MOPA and the Initial Phase OPA have been assigned to the current Railyards landowner.

As part of the 2011 Budget Act, the California Legislature approved the dissolution of redevelopment agencies. The Act established Successor Agencies to manage redevelopment projects and agreements in existence as of June 28, 2011. Successor Agencies are required to make payments for “enforceable obligations,” and dispose of redevelopment agency assets, including properties. The Railyards was a redevelopment project area at the time of dissolution of the redevelopment agency.

The City of Sacramento is serving as the Redevelopment Agency Successor Agency (RASA) to the former Agency. As such, RASA will administer the MOPA and the Initial Phase OPA.

B. Conceptual Financing Strategy

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

1. Financing Methods

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

- ◆ **Federal and State Funds.** Certain federal and State funds have been made available to assist with certain public infrastructure components of the Railyards, specifically the SITF, interim improvements to the Richards Blvd/I-5 freeway interchange, roadway improvements within the Railyards, and preliminary rehabilitation of the Central Shops. The Railyards has been designated as a federal "Promise

Zone," which means it will have priority for federal grants. Also, there may be additional state infrastructure bond funding in the future.

- ◆ **City Funds.** The City previously committed local funding for certain public facilities in the Railyards, some of which has already been spent. As noted below, the City may pledge some of the additional property taxes received given the dissolution of redevelopment.
- ◆ **Transportation Funding.** A large portion of the infrastructure investment needed for development of the Plan Area is related to transportation. The City will apply for federal, state and local funding of the street and interchange improvements through the Sacramento Area Council of Governments (SACOG) and the Sacramento Transportation Authority (STA). SACOG manages a multi-year planning process that allocates funding to projects from State and federal funding sources. The STA manages the allocation and disbursement of local transportation sales tax and Measure A funds for transportation projects.
- ◆ **Development Impact Fees.** The City has previously adopted a set of Development Impact Fees to finance capital improvements within the Railyards and River District Specific Plan and these fees will be updated as part of the implementation of the Financing Plan. Certain Railyards Plan Area backbone improvements and public facilities will be funded by development outside of the Railyards site that will benefit from such improvements. The City will impose certain impact fees in those areas to fund

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

- ◆ **Tax Increment Financing.** As noted previously in this chapter, the Specific Plan site is within a redevelopment project area that was formerly administered by the Redevelopment Agency. The City of Sacramento, serving as the Redevelopment Agency Successor Agency, inherits the limited authority, and has the duty to pay the Agency's debts and other obligations previously vested with the Redevelopment Agency. This includes the payment of tax increment revenues received from the County Auditor-Controller, based on the Recognized Obligations Payment Schedule (ROPS) as approved by RASA's Oversight Board and the State Department of Finance. The tax increment revenue generated from the Railyards will be used to pay the MOPA and Initial Phase OPA obligations to provide reimbursement to the landowner for the costs of infrastructure and other improvement projects in the Railyards.
- ◆ **Community Facilities District.** Mello-Roos Community Facilities District (CFD) funding may be also be used to help fund the construction or acquisition of backbone infrastructure and facilities in the Plan Area. These funds would be repaid by property tax assessments or other revenue sources.
- ◆ **Infrastructure and Revitalization Financing Districts.** AB 229 of 20214 (Perez) authorizes the creation of Infrastructure and Revitalization Financing Districts (Revitalization

Districts) by the legislative body of a city or county[1] to finance projects of "communitywide significance" pursuant to an infrastructure financing plan adopted by the district. The issuance of bonds by a Revitalization District requires 2/3 voter approval. The legislative body of a city or county may also dedicate all or a portion of its property tax increment revenues that are received after payment of the Redevelopment Agency's obligations to the Revitalization District.

- ◆ **Enhanced Infrastructure Financing District.** SB 628 of 2014 (Beall) authorizes the creation of Enhanced Infrastructure Financing Districts (EIFDs), which give local government agencies (primarily cities, counties, and special districts) another avenue to finance the construction or rehabilitation of public infrastructure, as well as some private projects. The EIFD carries out a plan within a defined area including, construct, improve, and rehabilitate public infrastructure; construct libraries, and parks; remediate brownfields; and for military base reuse projects. Non-contiguous areas within the s district are also permitted.

Like the state's terminated redevelopment program, EIFDs are financed through tax increment generated from the growth in property taxes collected from the defined area that are received by the City after payment of the Redevelopment Agency's debts. Private facilities financed by an EIFD may include, but are not limited to:

- ◆ Acquisition, construction, and repair of industrial structures for private use;

- ◆ Transit priority projects under PRC Section 21155;
- ◆ Project that implement the regional Sustainable Communities Strategy (SCS);
- ◆ Mixed-income housing developments (low-income units and services); and
- ◆ Developer reimbursement for permitting and other expenses incurred for affordable housing construction pursuant to Government Code 65470 (Transit Priority Project Program).
- ◆ No voter approval is required to form an EIFD, but a 55 percent affirmative vote is required for the EIFD's issuance of bonds.
- ◆ **Other.** Other financing mechanisms may also be used, including other public and private debt financing sources. Specific financing requirements, improvement obligations, reimbursements, fees, land and easement dedications and conveyances, maintenance, and other financing and improvement-related obligations will be included as part of the development project approval and will be detailed in the Financing Plan as well as the Development Agreement. The use of the federal Historic Rehabilitation Tax Credit program, which provides a federal tax credit in the amount of 20 percent of the rehabilitation costs, and the use of the State of California Seismic Retrofit Property Valuation Reduction provisions for seismic retrofit may also assist with the costs of rehabilitation of the historic Central Shops.

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

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

3. Financing Plan

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

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