REPORT TO PRESERVATION DIRECTOR
300 Richards Boulevard, 3rd Floor, Sacramento, CA 95811

ACTION OF THE PRESERVATION DIRECTOR:

On Thursday, September 17, 2020, the Preservation Director approved with conditions the Site Plan & Design Review request to construct a new six-unit apartment on a 0.07-acre corner vacant lot within the Poverty Ridge Historic District, the General Commercial (C-2-SPD) zone, and the Central City Special Planning District for the project known as file PB19-058. Findings of Fact and Conditions of Approval for the project are below.

Request: Request for Preservation Director-level Site Plan & Design Review to construct a new six-unit apartment on a 0.07-acre corner vacant lot within the Poverty Ridge Historic District, the General Commercial (C-2-SPD) zone.

Staff Recommendation: Conduct a public hearing and upon conclusion make a finding: Item 1: Determine that construction of a new six-unit apartment on the vacant site within the Poverty Ridge Historic District is exempt from review under the California Environmental Quality Act (CEQA) pursuant to CEQA Guidelines sections 15332, which provides a categorical exemption for infill development projects; and Item 2: Approve with conditions, the proposed project known as PB19-058 located at 1928 21st Street.

Location: 1928 21st Street
Council District 4
Assessor's Parcel Numbers: 010-0026-036-0000
Applicant: Mulugeta “Mike” Ghile
951 I Street
Union City, CA 94587

Property Owner: Same as Applicant

Project Planner: Matt Sites, Associate AIA, Urban Design Staff

General Plan/Community Plan Designation: Urban Corridor Low
Existing Land Use of Site: Vacant
Existing Zoning of Site: General Commercial (C-2-SPD)

Surrounding Land Use and Zoning: Setbacks: Required: Proposed:
North: Residential; C2 Side: 0’ 3’-1’
South: Commercial; R3A Side: 0’ 4’
East: Commercial; C2 Front: 0’ 19’-3’
West: Commercial; C2 Rear: 0’ 7’-0’
Additional Information

General Plan Consistency

The 2035 General Plan update was adopted by City Council on March 3, 2015. The 2035 General Plan’s goals, policies, and implementation programs define a roadmap to achieving Sacramento’s vision to be the most livable city in America. The Sacramento 2035 General Plan land use designation is Urban Corridor Low. Urban Corridor Low includes street corridors that have multistory structures and more-intense uses at major intersections, lower-intensity uses adjacent to neighborhoods, and access to transit service throughout.

The project supports the following goals and policies of the 2035 General Plan:

Policy LU 1.1.5 Infill Development - The City shall promote and provide incentives (e.g., focused infill planning, zoning/rezoning, revised regulations, provision of infrastructure) for infill development, reuse, and growth in existing urbanized areas to enhance community character, optimize City investments in infrastructure and community facilities, support increased transit use, promote pedestrian- and bicycle-friendly neighborhoods, increase housing diversity, ensure integrity of historic districts, and enhance retail viability.

Policy LU 2.6.6 Efficiency Through Density - The City shall support an overall increase in average residential densities throughout the city consistent with the adopted General Plan Land Use & Urban Form Diagram, as new housing types shift from lower-density, large lot developments to higher-density, small lot and multifamily developments as a means to increase energy efficiency, conserve water, and reduce waste.

Goal HCR2.1 Identification and Preservation – Identification and Preservation of Historic and Cultural Resources. Identify and preserve the city’s historic and cultural resources to enrich our sense of place and our understanding of the city’s prehistory and history.

Policy HCR 2.1.11 Compatibility with Historic Context – The City shall review proposed new development, alterations, and rehabilitation/remodels for compatibility with the surrounding historic context. The City shall pay special attention to the scale, massing, and relationship of proposed new development to surrounding historic resources.
Policy HCR 2.1.17 Preservation Project Review – The City shall review and evaluate proposed development projects to minimize impacts on identified historic and cultural resources, including projects on Landmark parcels and parcels within Historic Districts, based on applicable adopted criteria and standards.

The proposed project helps achieve the city's 2035 General Plan goals and policies related to infill development by adding much needed residential units on vacant land within the Central City. The proposed project is within the 2 to 6 story height (3-stories) and 20-110 units per acre density range (86 units per acre) to support the Urban Corridor Low land use component of the General Plan. Future tenants would support increased public transit, promote pedestrian and bicycle-friendly transportation options within this section of the Central City. Furthermore, the project is within ¼ mile distance to light rail and does not require parking per City code. A Jump bike kiosk is located directly across the street from the property as another means of alternate transportation supporting the property. After discussions with neighbors and neighborhood group it is strongly encouraged, but not required for the project applicant to work with the City’s Parking Manager on converting an existing on-street parking to a potential vehicular rideshare space to serve the new units as another alternate for transportation.

Historic Preservation

A single unit dwelling once occupied this vacant corner property (1915 Historic Sanborn Fire Insurance maps) that was recently sub-divided into two 40’x80’ lots. Historically, corner lots featured the largest and most impressive houses within the neighborhood such as the Queen Anne Victorian recently rehabilitated across 21st Street from this property. This specific property at the northwest corner of 21st and T Streets is the first property within the Poverty Ridge Historic District as it extends west toward 20th Street along T, which makes it a significant visual connector to the district.

This project was originally submitted as a simplified non-descript duplex that did not respect the existing or historic setbacks of the block. After discussions with the owner and the adoption of the City’s Historic District Plans to further guide them a new proposal was submitted to comply with the Poverty Ridge Historic District Plan. This new six-unit, three story apartment building would provide a more balanced approach to this difficult corner property. The architect, being cognizant of the importance of this property, designed a contemporary structure reinterpreting datum and elements of the existing streetscapes.

Staff had strongly suggested the design team look at two different, but equal facades for 21st and T Streets. The prominence of porches along 21st Street led the team to reinterpret them into elements that expressed both horizontal and vertical elements of the adjacent bungalows while continuing to soften the front setback and massing. The T Street elevation utilized a similar vernacular on a larger scale, by providing a brick clad entry element for the second and third floor tenants. This juxtaposition of frontages was quite clever given the solid two-story massing articulated with porches along T and the eroded gable massing along 21st Street. The massing incorporated stepping of elements
that coincided with established setbacks along both frontages. While the project is taller than adjacent properties it does so respectfully through that erosion of mass and does not require height deviations as it is below the 150% threshold. Staff appreciates the gradient levels of transparency provided on the porches as they continue to the upper decks.

To further reinterpret the district’s palate, the project uses single/double hung windows instead of horizontal sliders eluding to the landmark bungalows feature. A sill detail has also been provided to further articulate the structure as residential. The brick is a nod to the style and coloration of adjacent building bases and uses a transitional soldier course to terminate the entry element in a traditional method. The differences that come with the brick entry element and that same brick to be utilized as a field/inset material on the 21st side continues a quiet dialog between both frontages. A cement fiber shingle wall and fence are also a playful twist on texture and historic materiality that complements the brick and smooth finished cement plaster. A slender horizontal reveal is also provided as a subtle termination of specific cement plaster massing. The porch columns reflect more of an elephantine style found within the district while still providing a balance to the vertical and horizontal design elements. The generous proportions of decks and porches will allow for needed private outdoor space that is complemented by a nicely landscaped site. Staff believes that there are a few more minor refinements to the site for use and bike accommodations, but that can be easily reviewed during the plan check process.

While this project may appear to be derived from the adjacent Tapestry Square it is clearly not given its reinterpretation of district elements. The aim to strike a balance on both frontages with the context given is extremely difficult along with the financial feasibility to construct these much-needed new units. With an understated yet elegant color palate articulated through texture and fenestration patterns this project finds a unique balance between old and new while not becoming an overbearing corner building as found in other corners of this district. Staff believes the provided setbacks, scale and massing of the building are complementary and consistent with the adjacent homes and the district. Furthermore, staff believes the proposed design mends the street frontages while allowing landmark structures to continue to standout. Staff has concluded the project as proposed conforms with the overall intent of the Historic District Plan Principles and therefore recommends approval by the Preservation Director.

Community Outreach: The project was noticed to property owners within 500 feet of the subject site and the site was posted for the hearing. Neighborhood groups notified for the hearing included the Newton Booth Neighborhood Association, Midtown Association, Capitol Area R Street Association, and Preservation Sacramento. The project architect Michael Malinowski, FAIA held a Zoom meeting with interested parties and neighborhood groups on August 17 to discuss the projects evolution from a duplex to a six-unit apartment. At the time this report was written staff received one letter of support for the project, one letter of decent, and several requesting additional information from the architect. The architect has provided the additional information and no further comments or concerns have been received.
**Environmental Determination:** The Community Development Department, Environmental Planning Services Division has reviewed this project and determined that it is exempt from the provisions of the California Environmental Quality Act (CEQA) under Class 32, Section number 15332 (In-fill Development).

Staff has analyzed this project and determined the project meets all required criteria for a categorical exemption pursuant to CEQA Guidelines section 15332. First, as described in this report, the project is consistent with the applicable general plan designation and all applicable general plan policies as well as with applicable zoning designation and regulations for the site. Second, the project site is within the city limits, 0.07 acres in area, and is surrounded by urban uses. Third, the site is vacant with a previous residential dwelling and would not have value as habitat for endangered, rare, or threatened species given the urban nature of the site. Fourth, the project would not result in any significant effects relating to traffic, noise, air quality, or water quality given its proximity to public transportation and City utilities. No significant noise effects would occur. The project provides adequate water retention features, and mandatory best management practices during construction, to ensure no significant effects to water quality.

The project will not have a significant effect on the environment, including historical resources, and is exempt from review under the California Environmental Quality Act pursuant to CEQA Guidelines section 15332.

**State Law (SB 5) - Flood Protection:** State Law (SB 5) and Planning and Development Code chapter 17.810 require that the City must make specific findings prior to approving certain entitlements for projects within a flood hazard zone. The purpose is to ensure that new development will have protection from a 200-year flood event or will achieve that protection by 2025. The project site is within a flood hazard zone and is an area covered by SAFCA’s Improvements to the State Plan of Flood Control System, and specific findings related to the level of protection have been incorporated as part of this project. Even though the project site is within a flood hazard zone, the local flood management agency, SAFCA, has made adequate progress on the construction of a flood protection system that will ensure protection from a 200-year flood event or will achieve that protection by 2025. This is based on the SAFCA Urban level of flood protection plan, adequate progress baseline report, and adequate progress toward an urban level of flood protection engineer’s report that were accepted by City Council Resolution No. 2016-0226 on June 21, 2016.”

**Findings of Fact – Preservation:**

1. The project is consistent with the Secretary of the Interior Standards for the Treatment of Historic Properties.

2. The project is consistent with the goals and policies of the Historic Preservation Chapter 17.604 of Title 17 of the Sacramento City Code.

3. The design, layout, and physical characteristics of the proposed project are consistent
with the General Plan designation of Urban Corridor Low.

4. The design, layout, and physical characteristics of the proposed project are consistent with all applicable Poverty Ridge Historic District Guidelines and Central City Neighborhood Design Guidelines and Development Standards.

5. The infrastructure is adequate to serve the proposed development and comply with all applicable Design Guidelines and Development Standards.

6. The design, layout, and physical characteristics of the proposed project are visually and functionally compatible with the surrounding neighborhood.

7. The design, layout, and physical characteristics of the proposed project ensure energy consumption is minimized and use of renewable energy sources is encouraged.

8. The design, layout, and physical characteristics of the proposed project are not detrimental to the public health, safety, convenience or welfare of persons residing, working, visiting, or recreating in the surrounding neighborhood and will not result in the creation of a nuisance.

Findings Related to Flood Protection

The project site is within an area for which the local flood management agency has made adequate progress (as defined in California Government Code section 65007) on the construction of a flood protection system that will result in flood protection equal to or greater than the urban level of flood protection in urban areas for property located within a flood hazard zone, intended to be protected by the system, as demonstrated by the SAFCA Urban level of flood protection plan, adequate progress baseline report, and adequate progress toward an urban level of flood protection engineer’s report accepted by City Council Resolution No. 2016-0226 on June 21, 2016.

Conditions of Approval:

PLANNING

1. The proposed project shall be constructed per the final Preservation approved plans and/or exhibits and these conditions of approval.

2. Landscaping shall be provided per approved plans.

3. Bicycle parking shall be provided to meet City standards. This may include possible relocation of spaces to maximize usage of ground level outdoor space. This can be reviewed in plan check.

4. Trash and recycling shall be provided behind a cement fiber shingle siding wall per approved plans. The shingle siding shall also be provided as porch railing along T Street per approved plans.

5. The use and detailing of “Stone Henge” brick including a soldier course along the T Street element shall be provided per approved plans. Brick shall also be used at patio walls per approved plans.
6. Smooth finished white/cream colored cement plaster shall be provided including “parapet” reveals per approved plans. Additional coloration along the north elevation is recommended to break up large expanses of the same color. This can be reviewed in plan check.

7. Vinyl clad single/double hung windows and doors with integral warm grey color shall be provided per approved plans.

8. Warm grey painted metal railing shall be provided per approved plans.

9. No other exterior work is allowed per this approval.

10. All other notes and drawings on the final plans as submitted by the applicant are deemed conditions of approval. Any changes to the final set of plans approved by Preservation staff shall be subject to review and approval prior to any changes.

11. Any modification to the project shall be subject to the review and approval of Preservation staff (and may require additional entitlements).

12. The applicant shall obtain all necessary building permits prior to commencing construction.

13. This approval shall expire in three years from the approval date.

UTILITIES

14. Applicant shall participate in the Central City Specific Plan and pay all required fees. Improvement plans shall be consistent with the Central City Specific Plan Utility Infrastructure Analysis.

15. Per City Code Section, 13.04.070, multiple water service to a single lot or parcel may be allowed if approved by DOU Development Review and Operations and Maintenance staff. Any new water services (other than fire) shall be metered. Excess services shall be abandoned to the satisfaction of the DOU.

16. The proposed development is not contiguous to an existing public water main. Therefore, the applicant shall (1) construct off-site water main extension as determined by the Department of Utilities or (2) provide evidence of a private easement from the neighboring property owners to allow for water services from the existing 6” water main in the Alley. (Note: The public water main shall be constructed in the asphalt section of the existing public right-of-way per the City’s Design and Procedures Manual and shall be to the satisfaction of the DOU.)

17. Concurrent with the submittal of improvement plans, prepare a project specific water study or water master plan for review and approval by the DOU. The water distribution system shall be designed to satisfy the more critical of the two following conditions: (1) at maximum day peak hour demand, the operating or "residual" pressure at all water service connections shall be at least 30 pounds per square inch, (2) at average maximum day demand plus fire flow, the operating or "residual" pressure in the area of the fire shall not be less than 20 pounds per square inch. The water study shall determine if the existing and proposed water distribution system is adequate to supply fire flow demands for the project. A water supply test may be required for this project. The applicant is advised to contact the City of Sacramento Utilities Department Development Review Section (916-808-7890) at the early planning stages to address any water related requirements.
18. This project is served by the Combined Sewer System (CSS). Therefore, the developer/property owner will be required to pay the Combined Sewer System Development Fee prior to the issuance of building permit. The fee will be used for improvements to the CSS. The applicant is recommended to contact the Department of Utilities Development Services at 916-808-7890 for a CSS fee estimate.

19. All increases in sewer flow shall be mitigated. The proposed project is contributing increased sewer flows to the CSS and shall evaluate the available capacity of existing CSS mains from the project’s point of service to the nearest 18-inch main. If any portion of the City mains to the nearest 18-inch main is determined to have insufficient capacity to accommodate the increased sewer flow, the development shall be required to improve the undersized mains to the nearest 18-inch main. The applicant is advised to contact the City of Sacramento Utilities Department Sewer Planning Section (916-808-7890) at the early planning stages to address any drainage related requirements.

20. The development of this site must comply with the current drainage design standards. To meet this requirement 7,600 cubic feet of detention must be provided per each addition acre of impervious area. The maximum discharged rate must be limited to 0.18 cfs/acre. The required detention volume can be partially or fully mitigated by implementing Low Impact Development (LID) features such as Stormwater planters and porous pavement, provide these features conform to the DOU’s Hydromodification Management Plan (HMP) requirements. Designer shall utilize the latest edition of the Sacramento Area Hydrology Model (SAHM) when using LID features. The applicant is advised to contact the City of Sacramento Utilities Department Drainage Planning Section (916-808-1400) at the early planning stages to address any drainage related requirements. (Note: A maintenance agreement may be required for detention and Low Impact Development (LID) features.)

21. The onsite water, sewer and storm drain systems shall be private systems maintained by the association or other approved entity. (Note: Onsite sewer and drainage facilities shall be separated systems.)

22. Finished floor elevations shall be a minimum of 6-inches above the 100-year HGL or 1-foot above the overland flow release elevation, whichever is higher or as approved by the DOU.

23. Per City Code, the applicant may not develop the project in any way that obstructs, impedes, or interferes with the natural flow of existing off-site drainage that crosses the property. The project shall construct the required public and/or private infrastructure to handle off-site runoff to the satisfaction of the DOU. If private infrastructure is constructed to handle off-site runoff, the applicant shall dedicate the required private easements, and/or, at the discretion of the DOU, the applicant shall enter into and record an Agreement for Maintenance of Drainage with the City, in a form acceptable to the City Attorney.

24. A grading plan showing existing and proposed elevations is required. Adjacent off-site topography shall also be shown to the extent necessary to determine impacts to existing surface drainage paths. No grading shall occur until the grading plan has been reviewed and approved by the DOU.

25. The applicant must comply with the City of Sacramento's Grading, Erosion and Sediment Control Ordinance. This ordinance requires the applicant to show erosion and sediment
control methods on the construction drawings. These plans shall also show the methods
to control urban runoff pollution from the project site during construction.

FIRE

20. Timing and Installation. When fire protection, including fire apparatus access roads and
water supplies for fire protection, is required to be installed, such protection shall be
installed and made serviceable prior to and during the time of construction. CFC 501.4

21. Provide a water flow test. (Make arrangements at the Permit Center walk-in counter: 300
Richards Blvd, Sacramento, CA 95814). CFC 507.4

22. Provide the required fire hydrants in accordance with CFC 507 and Appendix C, Section
C102.1 as amended the Sacramento Municipal Code.

23. Provide appropriate Knox access for site. CFC Section 506

24. Locate and identify Fire Department Connections (FDCs) on address side of building no
further than 50 feet and no closer than 15 feet from a fire hydrant and not more than 30
feet from a paved roadway.

25. An approved fire control room shall be provided for all buildings protected by an
automatic fire extinguishing system. The room shall contain all system control valves, fire
alarm control panels and other fire equipment required by the Fire Code Official. Fire
Control rooms shall be located within the building at a location approved by the Fire
Code Official and shall be provided with a means to access the room directly from the
exterior. Durable signage shall be provided on the exterior side of the access door to
identify the fire control room. Fire Control rooms shall not be less than 50 square feet for
rooms without a fire pump and 200 square feet when a fire pump is present. CFC
Amendments 901.4.7

Advisory Notes

UTILITIES

1. The proposed project is located in a Zone X on the Federal Emergency Management Agency
(FEMA) Flood Insurance Rate Maps (FIRMs). Accordingly, the project site lies in an area with
no requirements to elevate or flood proof.

2. Foundation or basement dewatering discharges to the CSS will not be allowed. The CSS does
not have adequate capacity to allow for dewatering discharges for foundations or basements.
Foundations and basements shall be designed without the need for dewatering.

3. As of January 1, 2018, all new multi-family residential construction will require sub-metering of
each residential unit pursuant to all requirements found in California Senate Bill 7 (SB7). These
requirements at a minimum include installing sub meters, billing for water based on the sub
meters, and long-term calibration and maintenance of the sub meter. The SB7 requirements
are the responsibility of the property owner.
The decision of the Design Director may be appealed to the Historic Preservation Commission. An appeal must be filed within 10 days of the Preservation Director's hearing. If an appeal is not filed, the action of the Preservation Director is final.
SCOPE OF WORK

CONSTRUCT A 3-STORY 6 UNIT MULTIFAMILY RESIDENTIAL BUILDING.

DESIGN INTENT: TO PRESENT CRISP, CLASSIC, AND CONTEMPORARY CHARACTER ON A TINY BUT PROMINENT CORNER SITE, WHILE ALSO REFLECTING THE HISTORIC RESIDENTIAL ARCHITECTURAL CONTEXT. THE MATERIAL PALETTE OF CEMENT PLASTER AND NATURAL COLOR BRICK IS REFLECTIVE OF THE ADJACENT BUNGALOWS, AS IS THE MASSING ARTICULATION, PORCH AND DORMER LIKE ELEMENTS, AND SIMPLE COLOR SCHEME.

PROJECT DATA

PROJECT ADDRESS: 1928 21st Street
Sacramento, CA 95811

ASSIGNER PARCEL NUMBER: 010-0026-036-0000
ZONING: C-2-SPD

AREA ANALYSIS

CODE DATA

OCCUPANCY GROUP(S): R-2
CONSTRUCTION TYPE: V-E
SPRINKLERED

2019 CALIFORNIA RESIDENTIAL CODE (CRC)
2019 CALIFORNIA PLUMBING CODE (CPC)
2019 CALIFORNIA MECHANICAL CODE (CMC)
2019 CALIFORNIA ELECTRICAL CODE (CEC)
2019 CALIFORNIA ENERGY CODE
2019 CALIFORNIA GREEN STANDARDS CODE (GSBC)
THIRD FLOOR PLAN

UNIT 5
UNIT 6

BEDROOM
BEDROOM

BATH
BATH

KITCHEN
KITCHEN

LIVING ROOM
LIVING ROOM

STAIRWELL
STAIRWELL

BALCONY
BALCONY

LIN
LIN

C
C

T24 11A COMPLIANT FAIR HOUSING

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Sacramento, CA 95811
KEYNOTES:
1. BRICK VENEER AT TOWER ELEMENT, SEE PERSPECTIVES.
2. STUCCO, SEE PERSPECTIVES FOR COLOR.
3. METAL RAILING, PTD., SEE PERSPECTIVES FOR COLOR.
4. VINYL WINDOW, INTEGRAL COLOR, TYP. SEE PERSPECTIVES.
5. BRICK PATIO WALL.
6. SLIDING GLASS DOOR, INTEGRAL COLORED VINYL, SEE PERSPECTIVES.
7. METAL FENCING AND GATE: RAILING, FENCING, AND METAL GATES ARE INTENDED TO MATCH.

1. SOUTH ELEVATION
SCALE: 1/4" = 1'-0"
(OR 1/8" = 1'-0" ON 11x17)

0'-0" FINISH FLOOR - FIRST
10'-0" PLATE HEIGHT - FIRST
21'-0" PLATE HEIGHT - SECOND
22'-0" FINISH FLOOR - THIRD
32'-0" PLATE HEIGHT - THIRD
11'-0" FINISH FLOOR - SECOND
10'-0" PLATE HEIGHT - SECOND

BRICK VENEER AT TOWER ELEMENT, SEE PERSPECTIVES.
STUCCO, SEE PERSPECTIVES FOR COLOR.
METAL RAILING, PTD., SEE PERSPECTIVES FOR COLOR.
VINYL WINDOW, INTEGRAL COLOR, TYP. SEE PERSPECTIVES.
BRICK PATIO WALL.
SLIDING GLASS DOOR, INTEGRAL COLORED VINYL, SEE PERSPECTIVES.
METAL FENCING AND GATE: RAILING, FENCING, AND METAL GATES ARE INTENDED TO MATCH.
1. STUCCO, SEE PERSPECTIVES FOR COLOR
2. METAL RAILING, PTD. SEE PERSPECTIVES FOR COLOR
3. VINYL WINDOW, INTEGRAL COLOR, TYP. SEE PERSPECTIVES.
4. BRICK PATIO WALL
WEST ELEVATION

1. STUCCO, SEE PERSPECTIVES FOR COLOR
2. METAL RAILING, PTD. SEE PERSPECTIVES FOR COLOR
3. VINYL WINDOW, INTEGRAL COLOR, TYP. SEE PERSPECTIVES.
PROPOSED PERSPECTIVE
STREETScape - West Side of 21st Street

STREETScape - North Side of T Street

STREETScape - East Side of 21st Street (across the street from subject project)

STREETScape - South Side of T Street (across the street from subject project)
PHOTO EXHIBITS