REPORT TO COUNCIL
City of Sacramento

915 I Street, Sacramento, CA 95814-2604
www. CityofSacramento.org

CONSENT

May 5, 2009

Honorable Mayor and
Members of the City Council

Title: Central City Urban Design Guidelines and Ordinances Establishing the Central Core Design Review District and Amending the Central City Design Review District and the CBD-SPD Zone (M05-084)

Location/Council District: Districts 1, 3, and 4

Recommendation: 1) Review a) a **Resolution** Determining the Central City Urban Design Guidelines and Implementing Ordinances are Exempt from Review under the California Environmental Quality Act; b) an **Ordinance** to amend Section 17.96.020 of the Sacramento City Code (The Zoning Code) relating to Design Guidelines applicable to the Central Business District Special Planning District; c) an **Ordinance** to Establish the Central Core Design Review District and Amending the Boundaries of the Central City Design Review District; d) a **Resolution** to adopt the Central City Urban Design Guidelines for the Central City and Central Core Design Review Districts; and 2) pass for publication the Ordinance titles as required by the Sacramento City Charter section 32 (c) to be adopted on May 12, 2009.

Contact: Gregory B. Taylor, AIA, Senior Urban Designer, (916) 808-5268; Luis R, Sanchez, AIA, Senior Architect, (916) 808-5957; William R. Crouch, AIA, NCARB, FRAIA, Urban Design Manager (916) 808-8013.

Presenters: Gregory Taylor, Luis Sanchez, and William Crouch.

Department: Development Services

Division: Current Planning

Organization No: 21001010

Description/Analysis

Issue: The Central City Urban Design Guidelines (Guidelines) provide updated architectural and streetscape design parameters for development within the expanded boundaries of the Central Business District, including the new Central Core area.

Section 1 and 2 of the Guidelines provide an updated urban design policy and framework which applies to the entire Central City. Section 3 of the Guidelines provide design standards for the Central Core area in a manner that will allow for increased densities and taller buildings, while preserving and enhancing the qualities that would contribute to a vibrant, economically robust and pedestrian- and transit- friendly downtown. The remaining sections will include the existing design guidelines which are applicable within the other areas of the Central City for ease of reference.

To implement adoption of the new Guidelines, a formal design review district for the Central Core area is to be established with slightly expanded boundaries from the current Central Business District (CBD) zone. This new design district also requires minor adjustment of the boundaries of the existing Central City Design Review District (midtown neighborhoods). Also, the CBD-Special Planning District zone is to be amended to reference the new Guidelines.

Policy Considerations: The Central City Urban Design Guidelines are consistent with the 2030 General Plan to improve the urban form and the City' s Strategic Plan, three-year goal, to achieve sustainability and livability in the City of Sacramento.

Environmental Considerations:

California Environmental Quality Act (CEQA): Under the California Environmental Quality Act (CEQA) guidelines, administrative activities do not constitute a project and are therefore exempt from environmental review. The Central City Urban Design Guidelines are considered exempt under CEQA Section 15061(b) (3), because the Design Guidelines do not change the existing development standards or the boundaries of the current CBD zone.

Sustainability Considerations: The Central City Urban Design Guidelines are
consistent with the City Sustainability Master Plan Goals as they relate to the Council initiative to develop a safe, livable, and vibrant Central City that promotes responsible use of energy resources by encouraging energy-efficient construction and by reducing energy consumption through responsible design of the built environment.

Commission/Committee Action: On April 15, 2009, by a unanimous vote the Design Commission recommended approval of the Guidelines. Also by unanimous votes, on November 19, 2008 the Design Commission recommended establishment of the Central Core Design Review District and on December 18, 2008 the Planning Commission recommended amending the CBD-SPD zone to refer to the new Guidelines. The Design, Planning, Preservation, and Develop Oversight Commissions had previously reviewed and provided comments on the draft Guidelines. On January 20, 2009, these ordinances were reviewed by the

Law and Legislation Committee, which also recommended approval by the City Council.

Rationale for Recommendation: The Guidelines were developed, with oversight by the Steering Committee, over the past three years with input from community and focus groups, representatives from the businesses, development, and professional organizations, and City Departments.

Financial Considerations: There are no financial impacts associated with the proposed actions.

Emerging Small Business Development (ESBD): No goods or services are being purchased under this report.

Respectfully Submitted by: _____
DAVID KWONG
Planning Manager

Approved by: _____
WILLIAM THOMAS
Director of Development

Recommendation Approved:

_____
RAY KERRIDGE
City Manager

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Attachment 1

BACKGROUND

The original design guidelines and land use plan for the Central Business District were adopted on June 16, 1987. These documents were produced in a joint effort of the Sacramento Housing & Redevelopment Agency (SHRA) and the City Planning Department and consists of three separate volumes: Framework Plan; Architectural Design Guidelines; and Streets Guidelines.

Given the original documents are 20 years old, the City Council directed in 2006 that staff prepare updated guidelines to reflect the changing needs of the Central City over the last two decades, focusing on the Central Business District. On March 21, 2006, the City Council authorized a professional services agreement with Wallace Roberts and Todd/ Solomon E.T.C. to assist in preparing the updated design guidelines.

The public review draft of the Central City Urban Design Guidelines was presented to City Commissions and City Council for review and comment in the Fall of 2007. These Guidelines formed the framework for the Railyards Design Guidelines, which were adopted in December of 2007. Following this review, staff re-engaged the community and focus groups, with representatives from business, development, and professional organizations, and City Departments to solicit valuable input.

The updated Central City Urban Design Guidelines are proposed to apply to an expanded downtown boundary (see Exhibit 1), and the area would be referred to as the Central Core Design Review District. The Central City Urban Design Guidelines Sections 1-3 will apply to development projects within this new district boundary, which is slightly larger than the existing Central Business District boundary which comprises the C-3 zone. The boundaries extend from H and I Streets to G Street on the north, the area between 16th and 17th Streets on the east and the area between N Street and Q Street on the south.

The existing Central Business District- Special Planning District is to be amended to replace the old design guidelines and land use plan references. The prior Framework Plan is not being repealed at this time since it includes a land use plan and development concepts which are still applicable and would be replaced when a new land use plan for the Central Core is adopted.

For ease of reference, the Central City Urban Design Guidelines also includes sections for each of the existing design guidelines applicable to design review districts in the Central City; the Central City Design Review District, which encompasses the neighborhood areas, and the Railyards. Other portions of the Central City, the R Street and Alhambra Corridors and the Richards Boulevard area have existing design guidelines included as part of their respective special planning district zoning provisions. New design guidelines are planned for

adoption in the Docks area and in the River District and they will include similar provisions found in the Central City Urban Design Guidelines.

Attachment 2

RESOLUTION NO. 2009-

Adopted by the Sacramento City Council

DETERMINING THE CENTRAL CITY URBAN DESIGN GUIDELINES AND IMPLEMENTING ORDINANCES ARE EXEMPT FROM REVIEW UNDER THE CALIFORNIA ENVIRONMENTAL QUALITY ACT (M05-084)

BACKGROUND

A. On April 15, 2009, the City Design Commission conducted a public hearing for which notice was given pursuant Sacramento City Code Section 17.132.60 and forwarded to the City Council a recommendation to approve the Central City Urban Design Guidelines for application within the Central Core Design Review District and for reference in the Central Business District Special Planning District.

B. On May 12, 2009, the City Council conducted a public hearing, for which notice was given pursuant Sacramento City Code Section 17.132.60, and received and considered evidence concerning adoption of the Central City Urban Design Guidelines for application within the Central Core Design Review District and for reference in the Central Business District Special Planning District.

BASED ON THE FACTS SET FORTH IN THE BACKGROUND, THE CITY COUNCIL RESOLVES AS FOLLOWS:

Section 1. Based on the determination and recommendation of the City's Environmental Planning Services Manager and the oral and documentary evidence received at the hearing on the Project, the City Council finds that adoption of the Central City Urban Design Guidelines and its implementing ordinances is exempt from environmental review under Section 15601(b)(3) of the California Environmental Quality Act Guidelines as follows:

> Adoption of urban design guidelines and establishment of design review districts is an administrative activity and the Central City Urban Design Guidelines does not change the existing development standards in the Central Business District Special Planning District and C-3 zone.

Attachment 3

REDLINED

ORDINANCE NO. 2009- _____

Adopted by the Sacramento City Council

AMENDING SECTION 17.96.020 OF TITLE 17 OF THE SACRAMENTO CITY CODE (THE ZONING CODE) RELATING TO DESIGN GUIDELINES APPLICABLE TO THE CENTRAL BUSINESS DISTRICT SPECIAL PLANNING DISTRICT (M05-084)

BE IT ENACTED BY THE COUNCIL OF THE CITY OF SACRAMENTO:

Section 1. Section 17.96.020 of Title 17 of the Sacramento City Code (the Zoning Code) is amended to read as follows:

17.96.020 Urban design, architectural design and streetscape design guidelines—Procedure.

The CBD-SPD (C-3) zone design guidelines consisting of the 1987 Central Business District Framework Plan (urban design plan) and the 2009 Central City Core Design Guidelines regarding architectural design and streetscape design ~~guidelines,~~ are adopted for the CBD-SPD zone. The planning commission, Sacramento housing and redevelopment commission, design commission, preservation commission, the design director, the preservation director, and the city and Sacramento housing and redevelopment agency staffs, shall use the aforementioned guidelines in the evaluation of development projects within the CBD-SPD (C-3) zone. The design commission, preservation commission, planning commission and city council shall have the authority to waive individual guideline provisions for specific projects. These waivers may occur where it is found on the basis of substantial evidence that such waiver is necessary or appropriate to accomplish the policies for downtown design more than would strict application of the guidelines. The city planning commission may amend the urban design ~~guidelines~~ plan where such amendment will aid in the accomplishment of the policies for downtown design.

Attachment 4

ORDINANCE NO. 2009- _____

Adopted by the Sacramento City Council

AMENDING SECTION 17.96.020 OF TITLE 17 OF THE SACRAMENTO CITY CODE (THE ZONING CODE) RELATING TO DESIGN GUIDELINES APPLICABLE TO THE CENTRAL BUSINESS DISTRICT SPECIAL PLANNING DISTRICT (M05-084)

BE IT ENACTED BY THE COUNCIL OF THE CITY OF SACRAMENTO:

Section 1. Section 17.96.020 of Title 17 of the Sacramento City Code (the Zoning Code) is amended to read as follows:

17.96.020 Urban design, architectural design and streetscape design guidelines—Procedure.

The CBD-SPD (C-3) zone design guidelines consisting of the 1987 Central Business District Framework Plan (urban design plan) and the 2009 Central City Core Design Guidelines regarding architectural design and streetscape design are adopted for the CBD-SPD zone. The planning commission, Sacramento housing and redevelopment commission, design commission, preservation commission, the design director, the preservation director, and the city and Sacramento housing and redevelopment agency staffs, shall use the aforementioned guidelines in the evaluation of development projects within the CBD-SPD (C-3) zone. The design commission, preservation commission, planning commission and city council shall have the authority to waive individual guideline provisions for specific projects. These waivers may occur where it is found on the basis of substantial evidence that such waiver is necessary or appropriate to accomplish the policies for downtown design more than would strict application of the guidelines. The planning commission may amend the urban design plan where such amendment will aid in the accomplishment of the policies for downtown design.

Attachment 5

ORDINANCE NO. 2009 -____

Adopted by the Sacramento City Council

ESTABLISHING THE CENTRAL CORE DESIGN REVIEW DISTRICT AND AMENDING THE BOUNDARIES OF THE CENTRAL CITY DESIGN REVIEW DISTRICT (M05-084)

BE IT ENACTED BY THE COUNCIL OF THE CITY OF SACRAMENTO:

Section 1. The Central Core Design Review District is hereby established pursuant to section 17.132.160 of Title 17 of the Sacramento City Code (the Zoning Code). The boundaries of the Central Core Design Review District includes the Central Business District Special Planning District and the area from H and I Streets to G Street on the north, the area between 16th and 17th Streets on the east and the area between N Street and Q Street on the south as depicted in Exhibit 1, which exhibit is attached and incorporated herein by this reference. The design guidelines applicable to the Central Core Design Review District are set out in the Central City Urban Design Guidelines, to be adopted by resolution concurrently with the adoption of this ordinance, and as they may be amended from time to time.

Section 2. The boundaries of the Central City Design Review District are hereby amended to exclude all areas within the boundaries of the Central Core Design Review District, as depicted in Exhibit 2, which exhibit is attached and incorporated herein by this reference. The design guidelines applicable to the Central City Design Review District are the existing Sacramento Central City (Neighborhood) Design Guidelines and as they may be amended from time to time.

Section 3. For reference purposes only, the boundaries of the Railyards Design Review District and the Alhambra Corridor and R Street Corridor Special Planning Districts, all of which are located within the Central City and all of which are subject to design review, are also depicted in Exhibit 2.

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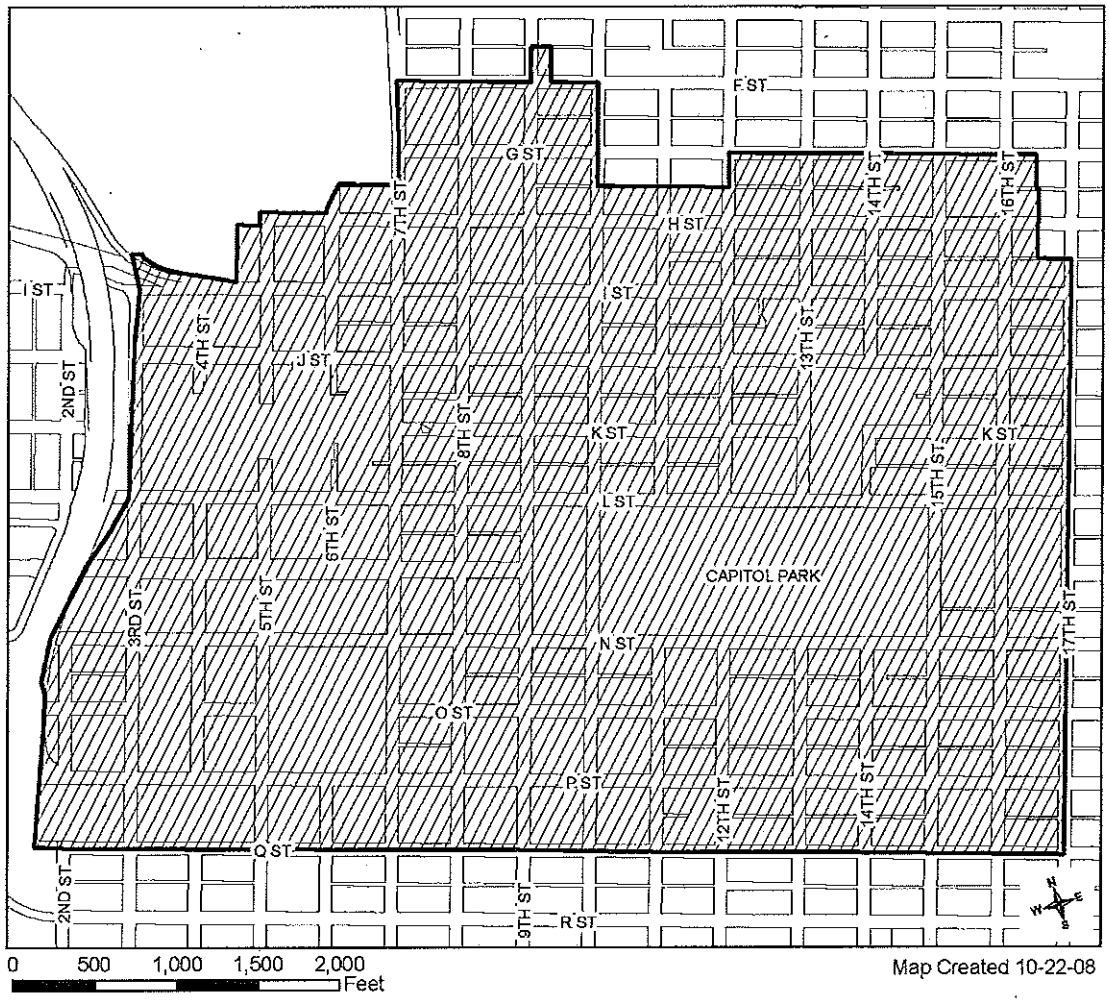
Exhibit A - Central Core Design Review District Boundary Map
Exhibit B - Central City Design Review District Boundary Map

Exhibit A

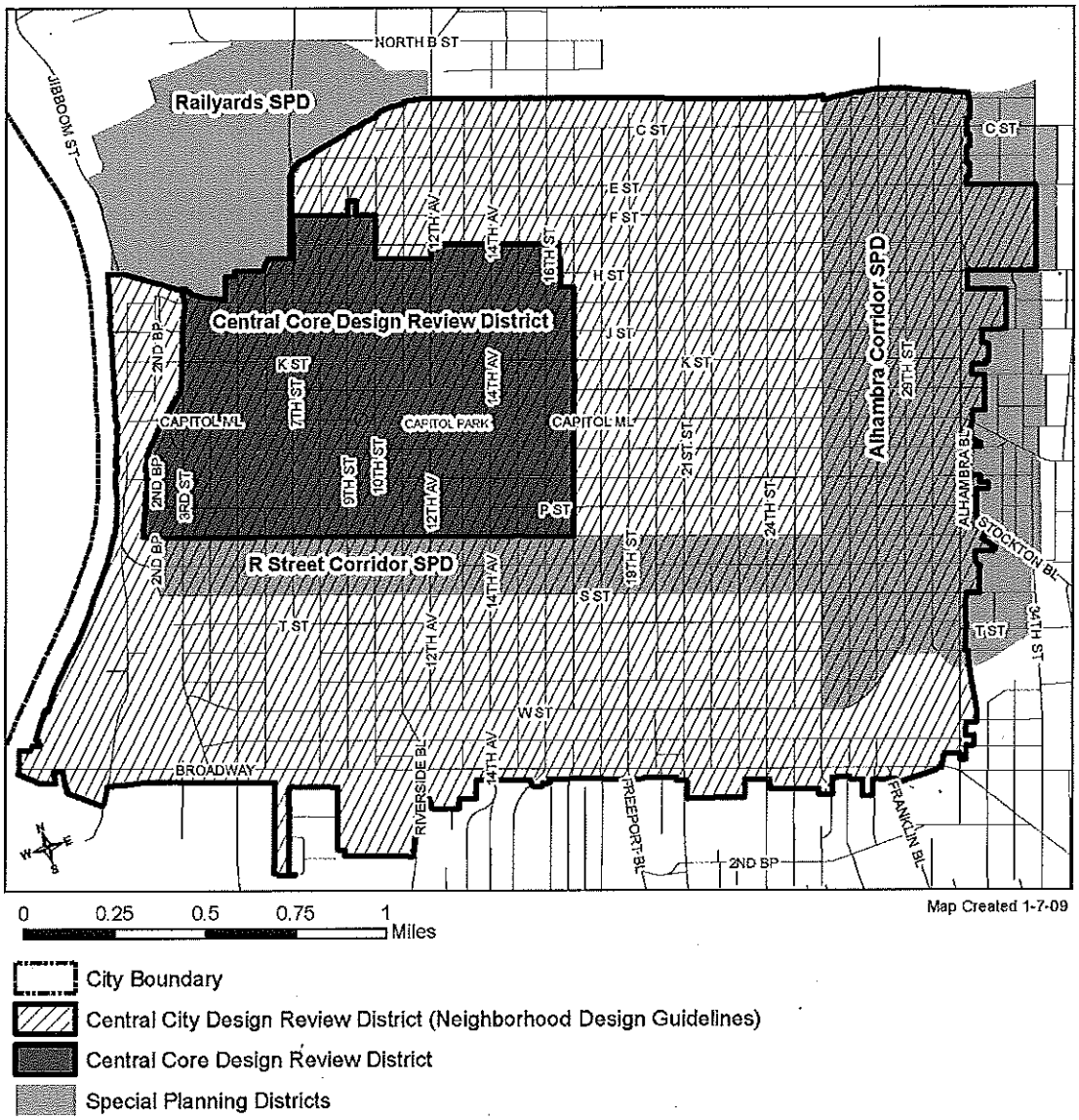
(M05-084) Central City Urban Design Guidelines: Central Core Design Review District



Central Core Design Review District

Exhibit B

(M05-084) Central City Urban Design Guidelines



City Boundary

Central City Design Review District (Neighborhood Design Guidelines)

Central Core Design Review District

Special Planning Districts

Attachment 6

RESOLUTION NO. 2009- ___

Adopted by the Sacramento City Council

ADOPTING THE CENTRAL CITY URBAN DESIGN GUIDELINES FOR THE CENTRAL CITY AND CENTRAL CORE DESIGN REVIEW DISTRICTS (M05-084)

BACKGROUND

A. The Central City Urban Design Guidelines ("Urban Design Guidelines"), was developed to replace the existing Central Business District Architectural Guidelines and Streetscape Guidelines, which were adopted in 1987.

B. A citizens advisory committee comprised of representatives from Central City community, business, development and design professional organizations, and including representatives from other city departments, assisted the city's design review staff and the consultant in development of the Urban Design Guidelines. The draft Urban Design Guidelines were submitted to the Planning, Design and Preservation Commissions and the City Council for review and comment between October and November 2007. Formal public hearings were held to review the Urban Design Guidelines, accept public comments and to recommend approval of ordinances to implement the guidelines by the Planning Commission on December 18, 2008 and by the Design Commission on November 19, 2008 and on April 15, 2009.

C. The Urban Design Guidelines contain architectural and streetscape design standards to be applied to projects located within that portion of the Central City referred to as the Central Business District Special Planning District, which is zoned as C-3. In addition, the first two sections of the Urban Design Guidelines set the policy and framework for design review applicable to the entire Central City area.

D. The new 2030 General Plan significantly expands the boundaries of the Central Business District land use designation. Under a separate action, the Central Core Design Review District is being established and that district's boundaries encompass the Central Business District Special Planning District and additional areas to reflect the planned near term expansion of urban development in the City's downtown area.

E. The Urban Design Guidelines provide design guidance for private and public projects within the Central Core Design Review District in a manner that will allow for increased densities and taller buildings while preserving and enhancing the

qualities that would contribute to a vibrant, economically robust and pedestrian- and transit- friendly downtown.

F. The Central City Urban Design Guidelines include the following sections: Introduction and Urban Design Framework, which sets out the vision for the physical form and character of the Central City, and section three establish the design standards for the Central Core area; Public Realm for streets, sidewalks, parks and other public spaces; and Private Realm for the placement and design of buildings and parking lots.

G. The Urban Design Guidelines are intended to provide clear guidance to design professionals and property owners, while at the same time allowing for alternative design plans to accomplish the vision for future development in the Central City, with emphasis in the Central Core area.

H. The Urban Design Guidelines include both design principles and guidelines that distinguish between mandatory and advisory provisions that will be used by city staff and the Design Commission, Preservation Commission and Planning Commission in determining the appropriateness of any proposed building or structure, or the alteration of an existing building or structure located within the Central Core Design Review District.

I. The Urban Design Guidelines are consistent with the Central City Community Plan and the General Plan.

J. On April 15, 2009 the Design Commission conducted a public hearing for which notice was given pursuant Sacramento City Code Section 17.132.60 and forwarded to the City Council a recommendation to approve the Central City Urban Design Guidelines for application within the Central Core Design Review District.

K. On May 12, 2009, the City Council conducted a public hearing, for which notice was given pursuant Sacramento City Code Section 17.132.60, and received and considered evidence concerning adoption of the Central City Urban Design Guidelines.

BASED ON THE FACTS SET FORTH IN THE BACKGROUND, THE CITY COUNCIL RESOLVES AS FOLLOWS:

Section 1. Based on the verbal and documentary evidence received at the hearing held on May 12, 2009, the City Council hereby adopts the Central City Urban Design Guidelines attached to the staff report for application within the Central Core Design Review District. The first two sections, Introduction and Framework, apply to the entire Central City. If a certain type of development project within the Central Core Design Review District is not referenced in the Central City Urban Design Guidelines, in that event the Central City (Neighborhoods) Design Guidelines shall apply.

Attachment 7
Link to Urban Design video presentation

http://www.cityofsacramento.org/dsd/planning/urban-design/central-city-urban-design-guidelines/