



City of Sacramento City Council

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915 I Street, Sacramento, CA, 95814
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Meeting Date: 9/13/2011

Report Type: Staff/Discussion

Title: Entertainment & Sports Complex Technical Review Report

Report ID: 2011-00744

Location: Railyards and Natomas, District 1

Recommendation: Receive and file the Entertainment and Sports Complex ("ESC") project's Technical Review. Provide staff with comments, recommendations, policy guidance and next steps.

Contact: Rachel Hazlewood, (916) 808-8645, Senior Project Manager, Economic Development Department

Presenter: John Dangberg, Assistant City Manager, (916) 808-1222, Office of the City Manager

Department: Economic Development Dept / City Manager's Office

Division:

Dept ID:

Attachments:

1-Description/Analysis

2-Background

3-Sacramento Entertainment and Sports Complex-Community Development Department Report

4-Sacramento Entertainment and Sports Complex -Transportation Section Report

5-Sacramento Entertainment and Sports Complex- Utilities Section Report

6-Natomas Arena Site Reuse #744-TBD

City Attorney Review

Approved as to Form

Jerry Hicks

9/8/2011 1:24:19 PM

City Treasurer Review

Prior Council Financial Policy Approval or
Outside City Treasurer Scope

Russell Fehr

9/7/2011 2:38:32 PM

Approvals/Acknowledgements

Department Director or Designee: Jim Rinehart - 9/8/2011 8:50:18 AM



Description/Analysis

Issue: At its May 26, 2011 meeting, the City Council received a presentation from the ICON-Taylor team on the feasibility of developing an Entertainment and Sports Complex (“ESC”) in Sacramento. Relevant to this report, the ICON-Taylor team: 1) determined that an ESC was feasible at the Railyards’ site from a design and location perspective; 2) provided an estimated cost to construct a new ESC at the Railyards or Natomas sites. At the meeting, City Council directed staff to conduct a technical review of the ICON-Taylor proposal and evaluate the reuse options of the Natomas site. The City has conducted that technical review which consists of the attached reports from the Departments of Community Development, Utilities, Transportation, and Economic Development. The topics covered include:

- Location of Entertainment & Sports facilities
- Co-location of Intermodal transportation facilities
- Inter-relationship of both facilities
- Planning entitlements and permit fees
- Environmental review
- Circulation and access
- Parking
- Infrastructure and costs
- Phasing of improvements
- Urban design and historic preservation issues
- Schedule for project review
- Natomas Reuse Options
- Areas requiring additional study.

Policy Considerations: The actions contemplated and described in this report are consistent with City goals of job creation and economic development and with the direction provided to staff at previous Council meetings. The specific policy impacts of the ICON-Taylor proposal will be a topic discussed at the Council meeting and in the attachments accompanying this report.

Environmental Considerations: This report concerns activities that are exempt from the California Environmental Quality Act (CEQA) under the CEQA Guidelines (14 Cal. Code Reg. § 15000 et seq.) because they concern only feasibility or planning studies for possible future actions which the City Council has not approved, adopted, or funded, and because they are administrative activities that will not have any significant effect on the environment and do not constitute a "project." (CEQA Guidelines, §15061(b)(3), §15262, and §15378(b)(2).)

Sustainability: None at this time.

Commission/Committee Action: Not applicable.

Rationale for Recommendation: Not applicable.

Financial Considerations: The Technical Review Reports attached to this staff report provide information on the ESC costs for permitting, environmental review and infrastructure.

Emerging Small Business Development (ESBD): None at this time.



BACKGROUND

On February 8, 2011, the City Council selected the ICON-Taylor team to perform an analysis of the feasibility of developing an entertainment and sports complex in Sacramento. The team was directed to return to Council in 90 days to report on their findings.

The ICON-Taylor team is comprised of David Taylor Interests, a Sacramento development firm with extensive Sacramento based development experience completing complex projects, and ICON Venue Group, which has had considerable success developing ESCs around the country, including directly overseeing the development of 11 arenas and 9 stadiums in the last 10 years. The ICON-Taylor team also includes Populous, a well-regarded sports architectural firm that has completed more than 1,000 projects with construction value exceeding \$20 billion, and Turner Construction, a leading builder of arena and stadium projects in North America.

On May 26, 2011, the City Council received the presentation by the ICON-Taylor team on the ESC. In their presentation, ICON-Taylor concluded: 1) a new arena could be built on either the Railyards or Natomas sites; 2) such an arena would meet the needs of the NBA and other event programs; 3) the cost for such an arena was approximately \$387 million; and 4) the arena could be built by early 2015. Council asked staff to conduct a technical review of the proposal and report back on the viability of the ICON-Taylor proposal in 100 days.

Since that time, the Departments of Transportation, Community Development, Economic Development and Utilities have conducted in-depth evaluations of the ICON-Taylor proposal. Staff has examined the assumptions contained within the proposal as well as any areas that were not considered that should have been. Costs for permits and fees were verified and areas requiring additional study were identified.

The Technical Review includes the following sections:

Planning, Building and Urban Design: This section examines planning entitlements, project review including environmental review, and the design considerations associated with the ESC. It also examines the timeline for processing the project entitlements and the associated fees.

Transportation: This section addresses the needed transportation and related infrastructure requirements and its phasing, including roadways, pedestrian access, light rail and parking. It also examines the unique needs of the arena and Intermodal and the synergies created by co-locating the facilities.

Utilities: The Utilities section examines the needed drainage, sewer, water and water quality issues of the ESC.

Natomas Reuse: This section examines the existing Natomas arena site and its potential reuse options. It examines the existing constraints and benefits available at the arena site as well as a recommended action plan.



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PLANNING, BUILDING AND URBAN DESIGN

Prepared by the Community Development Department (CDD), this section discusses the planning entitlements, project review including environmental review, and the design considerations associated with the Sacramento Entertainment and Sports Complex (ESC) proposal submitted to the City by the ICON-Taylor Group on May 26, 2011. In addition to the planning and building issues, this section also outlines the schedule and fees associated with processing this project. The summary below acknowledges the fact that some aspects of the proposal will change, but seeks to respond to the major challenges by providing creative solutions.

Summary of Major Considerations

The major areas of uncertainty are design and the extent of review required under the federal National Environmental Policy Act (NEPA). While City staff recognizes that design changes impact schedule and budget, there are several important design considerations related to the historic context of the area that must be addressed. Review under NEPA should also be a focus, and early attention to project location and impact on sensitive resources will be helpful in convincing interested persons and organizations, and State and federal agencies, that the project is moving forward with appropriate attention to the relevant policies. To the greatest extent possible, review of the project will rely on studies and documents that are available, recognizing the extensive study that has already been conducted of the site.

Key Points:

- Entitlements: Requires amendments to the Railyards' Specific Plan and Special Planning District, plus the Railyards' Urban Development Permit, which requires Council approval.
- Fees: Confirms that the total planning, building and development review fees would be approximately \$16 million.
- Project Entitlement and Review Schedule: Requires approximately 16 to 20 months to complete.

- Site Planning: Recommends that the ESC site be moved further west to allow room for public space, the planned Intermodal transit facilities, and other synergistic uses.
- Design: Recommends modifications to address adjacent historic landmarks, historic district, and historic context.

Remaining Issues:

- A detailed site plan is necessary to refine the estimates included in this report.
- Timeline of NEPA process due to review by federal agencies is uncertain.
- Design considerations related to adjacent historic landmarks such as placement, scale and massing must be addressed.
- There is a need for additional outreach to key stakeholders.

Background and Assumptions

The ESC project, as proposed in the Feasibility Report for the Sacramento Sports and Entertainment Complex (May 26, 2011) by the ICON-Taylor team, would construct and operate a 675,000 square foot entertainment and sports complex in the Railyards on approximately 13 acres. The ESC is intended to replace the existing arena in North Natomas as a center for sports and entertainment events. The exact location, design and financing structure for the ESC are still under development, but the analysis provided in this report is based on the May 26th proposal.

Project Review

Review of the ESC project by the Community Development Department includes three components: 1) entitlements and planning review; 2) environmental review under the California Environmental Quality Act (CEQA) and the National Environmental Policy Act (NEPA); and 3) building review including plan check of construction and site improvement plans to ensure compliance with the building code and relevant State, federal and local requirements. The following discussion details the specific recommendations and considerations involved with each level of review.

Entitlements

The proposed construction of an Entertainment and Sports Complex (ESC) would require amendments to the overarching documents that govern development within the Railyards site.

The Railyards Specific Plan would need to be amended to address the establishment of the ESC and its associated facilities within the Depot District. An amendment to the Railyards Special Planning District (SPD), Chapter 17.124 of the City Code, would also be required in order to allow the land use within the Heavy Industrial (M-2) zone.

Beyond these two amendments, the following entitlements will be required as part of a more detailed proposal for the ESC project: 1) an Urban Development Permit, required for development within the Railyards SPD; 2) a tentative map to create a parcel for the ESC; 3) a special sign review to establish a specific sign program for the building(s). Design Review, Preservation Review, and consideration of any impacts to historic resources would be conducted as a part of the entitlements process. The project entitlements would ultimately need to be approved by City Council.

Environmental Review

The ESC site is located within the boundaries of the Railyards Specific Plan. The City Council approved the specific plan, certified the Environmental Impact Report (EIR) for the plan and adopted the mitigation monitoring plan (MMP) on December 11, 2007. The MMP includes numerous requirements regarding construction practices at the site. In addition, in March 2009 the City Council approved the 2030 General Plan and certified the Master EIR. The following is a preliminary scope of work for environmental review services that will be required for the project as finally proposed.

California Environmental Quality Act (CEQA)

Per CEQA, the ESC proposal is a project and is subject to CEQA review. The most likely approach to satisfy the CEQA review would be to prepare a supplemental or subsequent EIR, depending on the extent of changes needed to the Railyards EIR. (See CEQA Guidelines sections 15162, 15163).

It is likely that consultants would be employed to complete the environmental work under City staff direction. Environmental review would include:

- Prepare an initial study to identify significant effects of the proposed project, and identify issue areas that will be evaluated in the EIR;
- Develop and consider alternatives to the proposed project;

- Conduct a traffic study to identify potentially significant effects on transportation and develop mitigation measures;
- Conduct a parking study to evaluate impacts on existing structures and surface parking, as well as any proposed parking structures;
- Prepare an economic/blight study to determine the effect of the relocation of event activity from the existing arena to the new ESC on Natomas businesses and neighborhoods;
- Prepare and circulate a Notice of Preparation for the EIR, conduct a scoping meeting to obtain public and agency input regarding relevant issues;
- Conduct any additional required studies (e.g., noise, cultural/historic, drainage);
- Prepare administrative draft EIR and revise in conjunction with assigned staff;
- Circulate the Draft EIR for public and agency comment (45 days);
- Prepare responses to comments received and revise the EIR as needed in response to comments and staff-initiated changes; and
- Prepare the Final EIR.

The project description does not specifically evaluate financing for the ESC. However, if the financing structure includes activities that could result in physical changes to the environment (e.g., sale and encouragement of development on off-site parcels), then those activities would be included in the project description.

The EIR would include a discussion of the Railyards MMP, the effect of the project on ongoing and future mitigation requirements, and identification of any mitigation measures that could be in potential conflict with the project. For example:

- MM 6.11-2 requires to the City to limit development at the site to avoid flows in excess of five cubic feet per second into the Combined Sewer System (CSS) until specific system improvements are completed.
- MM 6.11-8 responds to an identified shortfall in water treatment capacity by 2020, and identifies several alternatives for providing adequate capacity. The discussion here is in greater detail than the Master EIR. The discussion will require updating, and coverage of the Master EIR discussion and conclusions as well.

- Impacts on cultural resources with a focus on the manner in which the ESC project would affect significant features and characteristics and alter impacts previously identified, as well as the corresponding mitigation measures.
- Mitigation for transportation impacts was included at a detailed level in the Railyards MMP. The area would introduce an activity that was not analyzed at the project detail level, and a complete review of the transportation discussion will be required.

National Environmental Policy Act (NEPA)

Since the ESC site could be coincident with a portion of the site previously designated for the Sacramento Intermodal Transit Facility, the ESC project could be subject to review under the requirements of the National Environmental Policy Act (NEPA). Failure to analyze the ESC project under NEPA could jeopardize the environmental clearance for the Intermodal Facility as well as federal funding for it. The environmental effects of the Intermodal Facility were previously analyzed at a project level for Phases 1 and 2 (track relocation and station improvements) and at a program level for Phase 3 (Intermodal improvements). NEPA review for the Intermodal Facility was conducted due to the source of funds for the project, and the Federal Highway Administration was the Lead Agency for the NEPA review. Other federal agencies participated, including the Federal Railroad Administration and Federal Transit Administration.

As noted above, the proposed project could affect the site planning and operations of the Intermodal Facility, and could, therefore, require additional NEPA review. The extent of NEPA review will depend on the extent and nature of changes to the previously identified Intermodal project, and the extent to which the Area of Potential Effect (APE) is modified. As with the original project, the federal agency would be the Lead Agency for NEPA review.

The environmental work would include additional studies as required, revision of existing documents as required, and coordination with federal and State agencies to respond to changes in the prior project. Phase 3 improvements to the Intermodal Facility must eventually be analyzed on a project level. It does not appear that will be appropriate as part of the ESC project, but if funding became available that work could be included. Evaluation of Phase 3 is not included in this work at the project level, but would again be at the program level.

Building Review

The City will be responsible for the comprehensive review of plans for the Entertainment and Sports Complex. This will involve review by Community Development Department's Building Division as well as the Department of Transportation's Development Engineering Division and Utilities Department staff to address code and construction standards as well as access and other off-site improvements. Plans will be reviewed for compliance with applicable federal, State and local codes. Details on the timeline and cost of this review are described later in this report.

Development Review Costs

The overall cost for the review of the City and other oversight agencies of the ESC project is comparable to those figures presented in the ICON-Taylor proposal, approximately \$16 million. This estimate includes the costs for: 1) planning review and entitlements; 2) environmental review of the project; and 3) building review and plan check, and 4) City and outside agency permitting and impact fees. Please note that any changes to the proposal or the description of work may result in additional review and permitting costs. A detailed breakdown of these costs for the proposed project follows.

Planning

The staff time required to process a Specific Plan and SPD amendment are typically calculated on an hourly basis; planning staff rate is \$140/hour. An early estimate of the number of staff hours involved is 1,100 hours, for a cost of \$154,000; this includes time for Planning staff, Urban Design staff, project coordination/issue resolution, preparation of staff reports, public hearing coordination and attendance, and public outreach/noticing. The Urban Development Permit cost is \$20,000. The tentative map processing fee for Planning staff is dependent upon the number of parcels, at a rate of \$500 per parcel (five [5] parcels are assumed in this estimate). Special Sign Review is also typically assessed at an hourly rate; an early estimate of the time required for the sign review is one hundred (100) hours (\$14,000). An 8% technology fee is applied to all Planning entitlement costs. Total estimate of Planning entitlements fees is \$205,740.

Environmental

Based on projects of similar scope and complexity, the proposed budget for environmental review is estimated at \$1,000,000 to \$2,000,000. The cost range is based on City staff's experience with other similarly large and complex projects and the uncertainty associated with the response to comments from State and federal agencies as well as the public. This range also includes charges for City environmental staff in overseeing the studies and preparation of the environmental document as well as the estimated cost for traffic, parking and economic studies, and completion of all required environmental documents.

Building

The preliminary fee estimate for the project is approximately \$14 million. This is based on the figures derived from the Sacramento Entertainment and Sports Complex Feasibility Report, dated May 26, 2011. This included a 674,411 square foot building with five (5) levels with a construction valuation of \$259,062,000.¹ The total acreage of 10.83 identified on p. 38 of the proposal for the City-owned site was incorrect. The actual size of the City-owned parcels is 12.66 acres, which was used for fee calculation purposes.

Off-site improvement plans are reviewed independently of the Building Division's process. A separate application, fees and different plan review timelines for review for off-site improvement plans are established by Development Engineering staff. It is not uncommon for the off-site improvement plans to obtain a notice of completion after issuance of the building permit. The plan check fees for Development Engineering and Utilities staff, which include their review of the improvement plans, are noted in the table below.

Table 1 provides a list and cost estimate for all applicable fees for the proposed ESC project including review and processing fees; impact fees; and outside agency fees. Table 2 defines the acronyms for the fees and agencies identified in Table 1 as well as links to the websites for those agencies and the time frame in the development review process when those fees are collected.

¹ ICON-Taylor Group, *Feasibility Report for the Sacramento Entertainment and Sports Complex*, p. 36 Arena Estimate – Executive Summary prepared by Turner Construction – Sports.

Table 1
Preliminary ESC Development Review and Permit Fees

FEE ITEM	COST	FEE CALCULATION/ RESPONSIBLE AGENCY
City Review & Processing Fees¹		
Estimating Fee	\$75.00	Flat fee - Building
Building Permit Fee	\$1,335,126.55	Based on valuation ² – Building
City Business Operations Tax	\$5,000.00	Based on valuation - Finance
Construction Debris Fee	\$800.00	Based on valuation – Solid Waste
Construction Excise Tax	\$1,027,621.68	Based on valuation – Development Engineering
Fire Dept. Plan Review	\$21,000.00	\$140 hourly rate ³ – Fire Dept.
Fire Dept. Inspections ⁴	\$76,882.86	Based on square feet (sq. ft.) – Fire Dept.
General Plan Fee	\$20,000.00	Based on valuation - Building
Housing Trust Fund Administration	\$50.00	Flat fee – Building
Landscape Review Fee	\$50.00	Flat fee – Parks & Recreation
Plan Review Fee	\$1,092,430.11	Based on valuation - Building
ESC Grading	\$2,500.00	Based on acreage & sq. ft.- Utilities
Public Works Plan Check – Development Engineering ⁵ (On-Site Improvement Plans)	\$9,800.00	\$140 hourly rate – Development Engineering
Public Works Plan Check – Development Engineering ⁶ (Off-Site Improvement Plans)	\$0.00	\$140 hourly rate – Development Engineering

FEE ITEM	COST	FEE CALCULATION/ RESPONSIBLE AGENCY
Public Works Plan Check- Utilities (On-Site Improvements) ⁷	\$18,200.00	\$140 hourly rate – Utilities
Public Works Plan Check - Utilities (Off-Site Improvements) ⁸	\$22,400.00	\$140 hourly rate – Utilities
Staff Hourly Rate – Technician	\$140.00	Flat fee – Building
Technology Fee	\$194,204.53	8% of Plan Review/Building Fee combined – Building
City Impact Fees		
City Combined Sewer Development Fee	\$702,774.67	Based on ESD – Utilities
City Water Development Fee ⁹	\$163,730.00	Based on pipe size - Utilities
City Park Development Impact Fee ¹⁰	\$256,276.18	Based on commercial services – (\$0.38/s.f.)-Parks and Recreation
City Railyards Public Facilities Fee ¹¹	\$5,853,887.48	Based on public use (\$8.68/s.f.) - Development Engineering
City Railyards Transportation Fee ¹¹	\$627,202.23	Based on public use (\$0.93/s.f.)- Development Engineering
STA Mitigation Administration	\$16,846.79	2% City admin. Fee - Building
TOTAL CITY FEES	\$11,446,998.08	

FEE ITEM	COST	FEE CALCULATION/ RESPONSIBLE AGENCY
Agency Impact Fees		
Green Building Fee	\$10,363.00	Based on valuation – CBSC
Housing Trust Fund Fee	\$748,596.21	Based on indoor amusement (\$1.11/ sq. ft.) - SHRA
Regional Sanitation Fee – SRCSD ¹²	\$728,000.00	Based on #gals/ESD - SRCSD
Sacramento City Unified School District	\$318,987.59	Based on commercial use – (\$0.47/sq. ft.) - SCUSD
Sacramento Transportation Authority Mitigation Fee	\$842,339.34	\$1,249 per 1000 sq. ft. - STA
Strong Motion Fee	\$51,293.76	Based on valuation– CRA
TOTAL AGENCY FEES ¹³	\$2,699,579.90	
COMBINED TOTAL		
	\$14,146,577.98	

Disclaimers and Additional Information:

1. Fee amounts are preliminary estimates only. Final fees will be subject to the fee that is in place at the time of permit issuance unless otherwise specified by responsible agency or department. Fees due at the time of application submittal include: Plan Review Fee, Technician Fee, Public Works deposit, Utilities deposit and Fire deposit. All other fees described above shall be paid at the time of building permit issuance. Additional fees will be charged if the description of work changes from the original submittal. A new valuation shall be provided.
2. Building Valuation: Data is based on ICC published tables. Building valuation data is effective 8/14/11 and will change annually to meet market conditions.
3. Fee Rates: The \$140.00 hourly rate applies until such time new rates are imposed by City Council. The fee analysis above does not include future fees that may be implemented by the City prior to construction of the Sacramento Entertainment and Sports Complex.

4. Fire Department Fee: Total plan review time is estimated at 150 hours. This time frame does not include pre- and post-submittal meetings with city staff, consultants and pre-construction meetings. Pre-construction and consultation meetings will be based on an hourly rate at \$140.00 per hour per person in attendance. Fire inspection fees identified are based on three separate plan submittals. Final inspection fees will depend on scope of permits submitted. Items considered for review include but are not limited to, fire sprinkler and alarm system, fire sprinkler underground, kitchen hood systems, fire access, fire pump and research.
5. Public Works Plan Check - Development Engineering (On-Site Improvement Plans): The total cost for plan check is based on full cost recovery and a rate of 140/hr. According to Development Engineering staff, review of on-site tie-ins to public improvements such as driveways and other access points should be minimal since most the major work is already addressed in existing City Capital Improvement Projects (CIPs). As a result, fees are estimated to be approximately \$10,000 as noted in Table 1. If additional modifications are made to the site plan requiring further review of on-site improvement plans then additional plan check fees would apply.
6. Public Works Plan Check - Development Engineering (Off-Site Improvement Plans): The total cost for plan check is based on full cost recovery and a rate of 140/hr. Because the off-site improvements are part of existing City Capital Improvement Projects (CIPs), which include funding for improvement plan review, Development Engineering staff do not anticipate any additional fees for the review of off-site improvement plans. Please note that additional off-site improvements may be required upon completion of the traffic study and the plan check fees associated with those improvements will be identified when the improvement plans are submitted.
7. Public Works Plan Check Fee – Utilities (On-Site Improvements): The total cost for plan check is based on full cost recovery and a rate of 140/hr. It is estimated that the Utility plan reviews for the building permits associated with the ESC will take 130 hours. This estimate assumes that the site work for the entire site will be included with the first building permit submitted. This estimate may change based on the actual plans that are submitted.
8. Public Works Plan Check Fee – Utilities (Off-Site Improvements): The total cost for plan check is based on full cost recovery and a rate of 140/hr. It is estimated that the Utility plan reviews for the off-site improvements associated with the ESC will take 160 hours. In an effort to be conservative, the estimate is based on the pump station option being constructed. The estimate includes reviews of the pump station design and the pipeline design from the ESC to the pump station only.

9. City Water Development Impact Fee: This fee is due prior to issuance of a building permit. The fee is based on water pipe size required. Utilities Department’s estimated the project would need one 8” and two 2” water lines. Refer to the Utilities section of this report for more detailed information.
10. Park and Recreation Fee: This fee is due prior to issuance of a building permit. The project would be subject to the fee that is in place at the time a complete building permit application is submitted. The fee amount listed above is valid until June 30, 2012. The Park Development Impact Fee adjusts annually on July 1st of each year.
11. Public Improvement/Finance Fee: A “public use” land use category was selected to determine fee estimates for the Railyards Transportation Fee and Railyards Public Facilities Fee. The land use category shall be verified by the Finance Department prior to formal application submittal and fee collection.
12. Regional Sanitation (SRCSD): The fee estimate is based on the current water meter readings from the existing facility located at 1 Sports Parkway. Information below was provided by SRCSD - 8/15/11.
- Current number of gallons/month: 2,423,000
 - Number of gallons/ESD: 9,300
 - Number of ESDs 260
 - Current cost per ESD \$ 2,800
13. Sacramento Area Flood Control Agency (SAFCA): The proposed site location is within the redevelopment area but outside of the fee program boundary delineated by the “hatched” pattern on the map (refer to the table below for a link to the impact fee program and map). If in the future, the fee program boundary is amended then the project could be subject to the fee.

Table 2
Acronyms and Additional Fee Information

STATE DEPARTMENT/ AGENCY	COMMENTS
City of Sacramento Fee Information Tool www.cityofsacramento.org/dsd/reference/fees/index.cfm	Information about City development review fees including details and their applicability.
California Building Standards Commission (CBSC) www.bsc.ca.gov/CALGreen	Fee collected at Building Division prior to permit issuance and dispersed to CBSC

Table 2
Acronyms and Additional Fee Information

STATE DEPARTMENT/ AGENCY	COMMENTS
State of California Resources Agency, Department of Conservation, Division of Mines and Geology (CRA) www.conservation.ca.gov	Fee collected at Building Division prior to permit issuance and dispersed to CRA
Sacramento Area Flood Control Agency (SAFCA) www.safca.org Fee map: www.safca.org/dev_fee_program.htm	Fee collected at Building Division prior to permit issuance and dispersed to SAFCA.
Sacramento Housing and Redevelopment Agency (SHRA) www.shra.org/CommunityDevelopment	Fee collected at Building Division and dispersed to SHRA
Sacramento Regional County Sanitation District (SRCSD) www.srcsd.com	Applicant pays fee directly to SRCSD. Payment to SRCSD shall be verified by Building Division prior to permit issuance
Sacramento Transportation Authority (STA) www.sacta.org	Fee collected at Building Division prior to permit issuance and dispersed to STA
Sacramento City Unified School District (SCUSD) www.scusd.edu	Applicant pays fee directly to school district. Payment to SCUSD shall be verified by Building Division prior to permit issuance

Schedule

The overall schedule for planning, environmental and building review will take between 16 and 20 months, depending on whether concurrent review can be done given the complexity of the project. As noted below, the planning review can be done during the environmental review.

Planning Review

The timeframe for the processing of the entitlements is dependent upon the level of environmental review and would be closely tied to the timeline of that document. A public outreach program should also be taken into consideration. The expectation is that the entitlements process would run concurrently with the environmental review schedule noted below.

Environmental Review

If a supplement to the Railyards Specific Plan EIR is prepared, the Final Supplemental EIR should be completed within approximately fifteen (15) months of the day the City issues a Request for Proposals to environmental consultants for the project. The necessary traffic and parking studies led by the City's Traffic Engineering Division will also be completed within this timeframe. The environmental consultant will be expected to include expertise in cultural resources, biological resources, noise and air quality.

Building Review

The estimated time for plan review and processing a project of this size is approximately 16 weeks. The 16 week review and processing period does not factor in plan review time by the City's Development Engineering staff for off-site improvement plans. The 16 weeks does include the 150 hours estimated for plan review by the Fire Department. This also includes the on-site improvement plan review by Building in coordination with the City's Development Engineering and Utilities staff. Although other departments will review plans, the Building Division will ensure a consistent and smooth process for on-site review.

Please note that an hourly rate, which is currently \$140.00, will be charged if the project deviates from the original description of work submitted and/or it is determined that additional time for review or inspection is needed. All revisions and deferred submittals will be based on the \$140 hourly rate for services.

As noted earlier, off-site improvement plans are reviewed independently of the Building Division's process. Timelines for review for off-site improvement plans are typically three (3) weeks for the first round of review and two (2) weeks for resubmittal. The number of review submittals is dependent upon the quality of civil improvement plans and the consulting engineers' response to comments.

Urban Design Considerations

The proposed location of the ESC building in the ICON-Taylor proposal faces a number of site constraints as well as opportunities. City staff recommends that the ICON-Taylor Group work closely with Urban Design staff to further explore the location to ensure the best possible placement for the ESC within the District based on the site's future uses. Based on a review of the site, the following considerations are recommended in order to ensure the development works well with surrounding uses, enhances and energizes Downtown and the Railyards. These considerations seek to comprehensively address the larger district, including Intermodal facilities. A full discussion of the design issues involved, as well as the recommendations from the ULI Daniel Rose Center Panel, follow the summary list of the key points below.

Key Points:

- Careful attention is needed for the design of not only the ESC but the entire district to ensure that it becomes an active, exciting world-class destination.
- The ESC design needs to establish a powerful 21st century icon, immediately recognizable nationally as “belonging” to Sacramento and that respects the historic context of the site.
- The effects of the new ESC on the existing Historic Resources (e.g., Depot Building and Central Shops) will need to be evaluated and mitigated as necessary from a CEQA/ NEPA viewpoint.
- Vehicular, pedestrian and bicycle routes must connect the ESC Project into existing pathways and achieve significant linkage with Intermodal facilities (including high speed rail), Old Sacramento, Railyards, Chinatown and Downtown.
- Archeological assessment/testing are necessary and monitoring of excavation during construction may be required based on test results.

Additional Considerations:

- The juxtaposed massing of the ESC over the existing Depot Building needs to be carefully considered to achieve a harmonious transition between the massing.
- Careful consideration is needed to determine the preferred entrance level and the maximum depth of excavations in order to avoid the water table or escalation of construction costs (refer to the Utilities section).

- ESC should be designed as an energy efficient building built to high standards of sustainability.
- Maximize the opportunity for view lines and corridors on and off the project site.
- Design of public open spaces/ plaza areas should serve as pedestrian nodes or links that extend the preferred entrance points into the ESC.
- Consider the inclusion of a strong linear pedestrian/bike connection from the Sacramento River to 5th Street south of the tracks. It should become elevated along ESC and Intermodal to provide separation from vehicular traffic and create a vista promenade to the 5th Street overpass and future high speed rail at 6th Street.
- Design of the district should include new elevated bike/pedestrian bridge tying the ESC to the west side of the Historic Central Shops buildings over the rail facilities.
- Sub-freeway voids/spaces need to be efficiently used for 'back of house' operations including the 3rd Street extension, loading docks, valet parking, VIP entrance, and the 1,500-1,800 VIP parking bays to be located within 700 feet.
- Interior ambience must be visually engaging and create imminence for the audience in order to build the necessary excitement/ atmosphere. Consider interior view lines/ angles.
- Establish strong connectivity in interior space from playing court to viewing audience.
- ESC should consider feasibility/ opportunity for a dual purpose basketball/ hockey facility.
- ESC should be designed for maximum security of visitors and the surrounding area and to ensure against a possible terrorist attack.
- Given placement of the ESC, need to identify the location and design for the detention basin for the district.

Site Plan

The City Technical Review team was charged with assessing the co-location of the ICON-Taylor Entertainment and Sports Complex plan with future Intermodal facilities. With the current constraints of existing and committed infrastructure, it became clear in early analysis that the ESC would need to shift westward from the ICON-Taylor proposal in order to accommodate the Intermodal requirements for bus and light rail and associated vehicular movements and would require additional land area identified as Lot 40 (refer to Figure 1). Furthermore, separating each facility, rather than creating a physical connection, allows for independent phasing and development funding. This de-centralized organization follows the recommendations made by the Urban Land Institute, Rose Center Fellowship Panel in both January and July 2011.

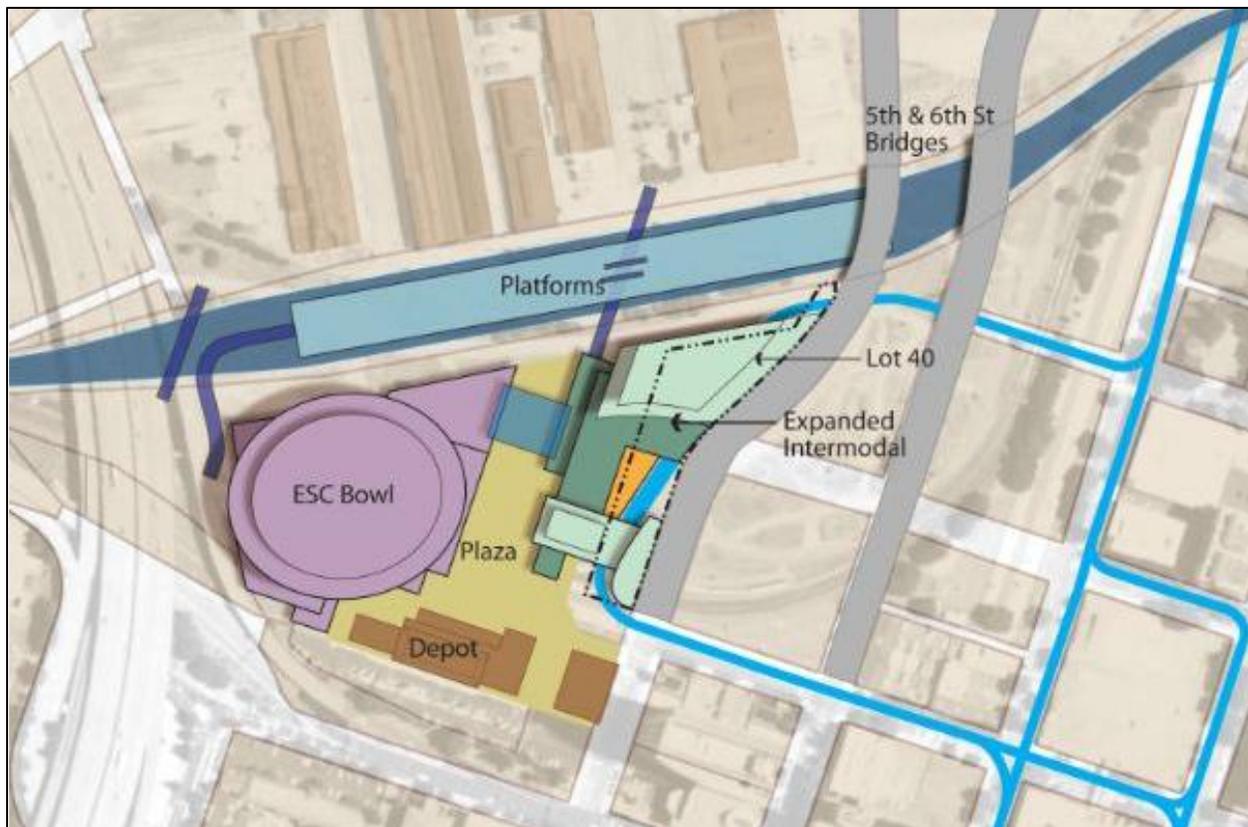


Figure 1 - ESC and Intermodal: The proposed location of the ESC (purple) is shown with the Intermodal facilities including the train platforms (blue); joint development sites, bus bays and passenger waiting areas (light and dark green); and light rail station and tracks (light blue). The Intermodal facilities would be moved east onto Lot 40 and the proposed plaza area (yellow) would act as a public gathering place serving the ESC, intermodal area and the Historic Depot (brown).

The City Technical Review Team's site concept organized the ESC and the Intermodal hub around a central linear plaza. With two intensive public facilities attracting large volumes of patrons, it is essential to provide public open space to service the needs of pedestrians before and after events. The City's site concept was validated by a committee of ULI experts in July of 2011, and this preferred concept should move forward in the final design phase.

Two areas not addressed in this report are the location of team offices and practice facilities. Based on discussions with ICON and Populous, their arena architect, team offices could be located within the ESC or they could be situated nearby in existing buildings. Staff would need to explore this issue further with the architect to determine the best location; however, it is unlikely that this would affect the overall schedule. In addition, staff understands that there is desire for practice facilities in or near the ESC. Practice facilities were not included in the ESC building and no other site was identified in the ICON-Taylor proposal. Staff also recommends further discussion of this issue to determine practice facility needs, possible locations and cost.

Arena Site Orientation

The City Technical Review Team has explored the option to lower the elevation of the ESC in order to mitigate the difference between street (plaza) level and the height of the main concourse. The main concourse is generally thirty-one (31') to thirty-five (35') feet above the event floor. Reducing the height of the concourse pushes the event floor below street level as well as the truck marshalling and loading dock area which must be on the same level as the event floor. Despite the ULI panel's recommendations in July, the City Technical Review Team concept does not currently recommend depressing the facility below grade due to the ground water conditions which exist on the site and the unknown cost impacts. However, further review should be undertaken before a final determination of impacts and benefits of lowering the facility can be assessed.

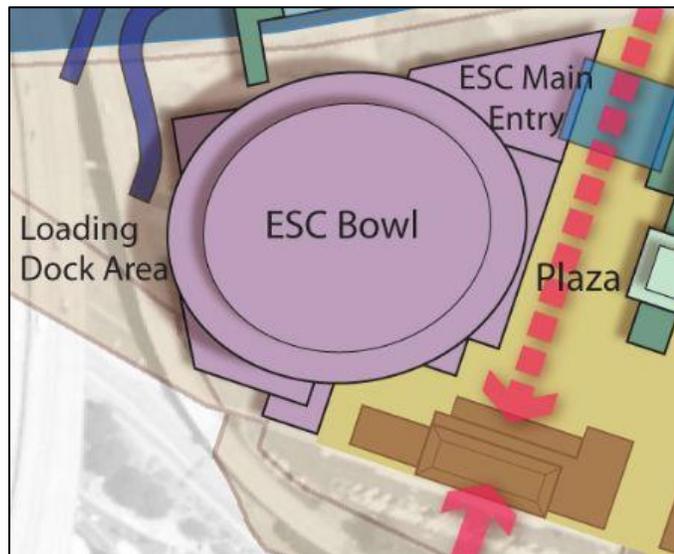


Figure 2 - ESC Entrances: *The proposed location of the truck loading docks (west) and the main entrance (east) facing the plaza and Intermodal facilities.*

Refer to the Utilities section for a detailed discussion of the issues associated with lowering the ESC.

The internal function of the ESC requires the loading and truck marshalling area coincide with the stage end of the facility for performance venues. It is also customary to have the main entry to the facility opposite the stage end for large performance events. In consideration of these internal function criteria the servicing end of the ESC would remain to the west as proposed by ICON-Taylor. However, to avoid conflict with the access ramps to the passenger rail platforms that are currently under construction, the loading area may be moved to the southwest (refer to Figure 2). The entire area west of the ESC hosts numerous support columns for the Interstate 5 freeway that will need to be considered for circulation and access design.

Intermodal

Based on City staff analysis and the ULI panel's recommendation, the Sacramento Intermodal Transit Facility (SITF) should shift east to encompass Lot 40, which is privately-owned, and a portion of the City-owned property identified as Parcel 'B'. A conceptual site plan is illustrated in Figure 3, which shows the SITF area adjacent to 5th Street situated between H and F Streets. As discussed in more detail in the Transportation section of this report, the SITF would include bus, light rail, commuter rail, and passenger drop-off. Future high speed rail service would now be located east of 6th Street, eliminating the need for raised tracks over the 5th and 6th Street bridges, which was seen as a major aesthetic impediment to the District and Central Shops. The individual components of the SITF would be linked along the spine of the rail corridor, creating an active transportation district rather than a single large facility.

Staff's proposal locates high speed rail at the east edge of 6th Street with a new public plaza above the tracks, bridging 5th and 6th Streets and a future 5th Street entrance to the Amtrak platforms currently under construction. This would provide a direct circulation connector joining the new Intermodal terminal at 5th Street with the future high speed rail Terminal at 6th Street (see Figure 3). The north and south edges of the plaza should be activated with pedestrian friendly programmed uses and façade articulation. As this Intermodal area develops, the design of buildings facing the plaza as well as those adjacent to 5th and 6th Streets will be critical in order to activate the area and to create an inviting approach into the Railyards. This arrangement allows for a more cost-efficient development pattern and creates greater opportunities for commuters and visitors alike to experience an active, energized Railyards and Depot District with its mix of retail, entertainment and transportation.

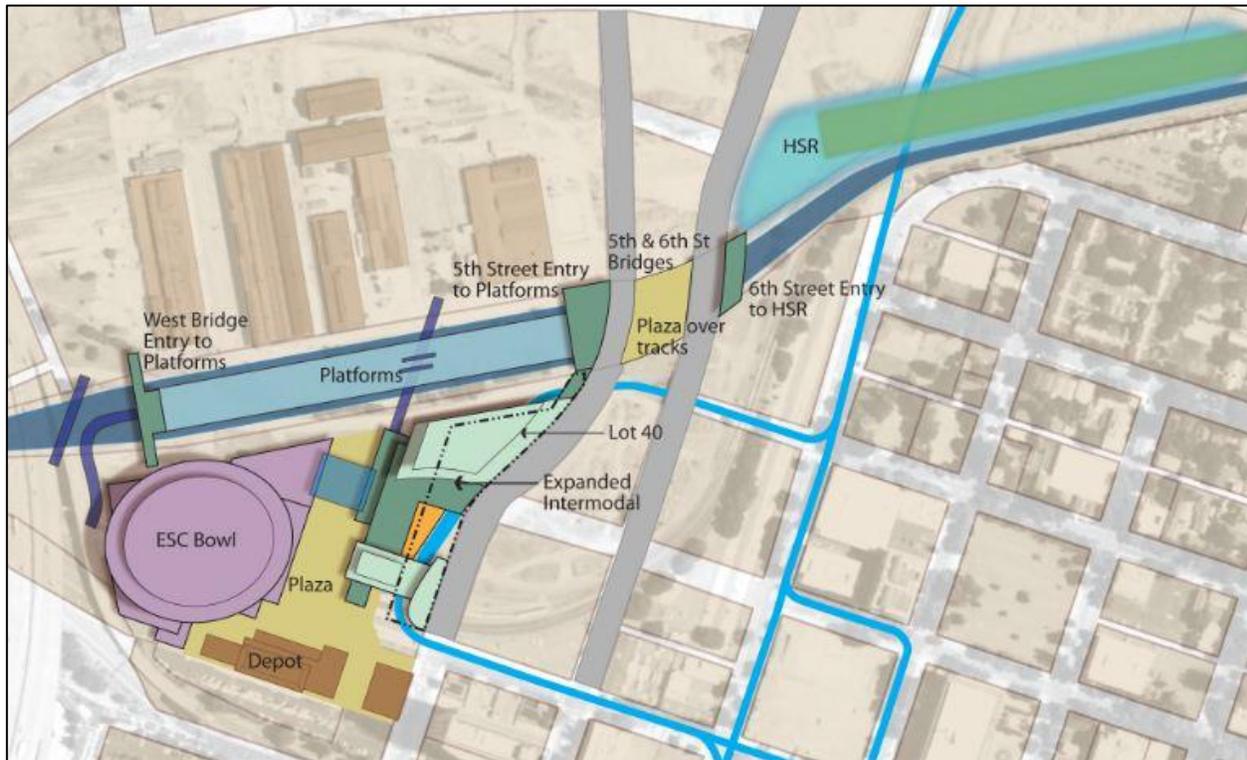


Figure 3 – Depot District with High Speed Rail: *The proposed location for the future California High Speed Rail (HSR) terminus is shown east of 6th Street including platforms (green) and station (blue) with a plaza connection from the HSR station to the rest of the intermodal facilities (green).*

Plaza

Important civic facilities function best with well-designed open space. As noted by the ULI panel in July, an appropriately scaled plaza adjacent to the ESC entrance will enhance the surrounding built facilities and also encourage patronage of the district during non-event times, providing an urban open-air destination. Sacramento is lacking in the quantity and quality of public plazas and promenades that should be a staple of our temperate climate. Such a well-designed plaza would enhance the District and Downtown at large.

As shown in Figure 4, the central public plaza would align with the predominant axis of the Historic Depot as a visual extension of 4th Street. This would allow a clear visual relationship between the Historic Depot and the new passenger station facilities and Historic Central Shops beyond. Furthermore, it helps avoid having large structures massed directly behind the Depot. This central spine enables the expanded Intermodal facility to develop around a linear pedestrian space defined by the Depot, Intermodal extension and the ESC.

From a practical standpoint, large event crowds entering and dispersing from the ESC can be accommodated by a well-designed open public plaza. This would also provide relief from the large mass of the ESC. The pedestrian level plaza in the City/ULI concept creates an opportunity to provide active retail frontage supporting the needs of patrons of the transit system and the entertainment facility as well as nearby office workers.

To address the large massing of the ESC, one concept proposed by the City's Technical Review Team allows the linear promenade, extending north from the Depot plaza, to ascend up to the main entry of the ESC on the west flank, and an upper level entry to the Intermodal while giving the patron a broad view of the Railyards' Central Shops buildings beyond and passenger facilities in the foreground. With the rise of the plaza towards the tracks, at approximately sixteen feet above existing grade, accommodation could be made for additional parking serving either ESC or Intermodal patrons. However, any rise in the plaza area would need to ensure that it does not block the public's views of the Historic Depot and Central Shops which are key assets of the area.

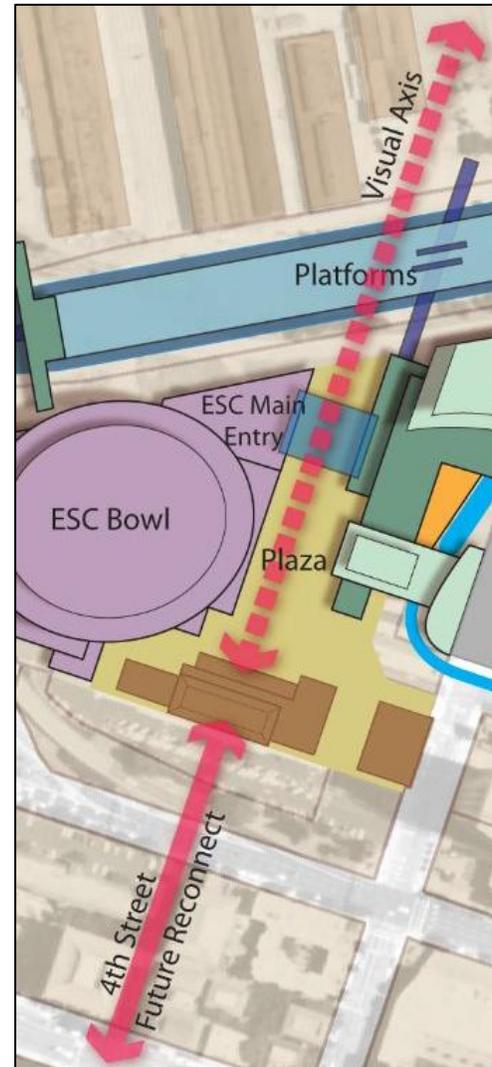


Figure 4 – Public Plaza: *Proposed public plaza, which establishes a view corridor between the Historic Depot and the Railyards' Central Shops, and acts a gathering place for both ESC events and the Intermodal services.*

The ESC and Historic Resources

The scale of the ESC will dominate the sizable Historic Depot and REA building, located immediately to the east of the Depot building, as well as the Historic Central Shops buildings north of the relocated railroad tracks. The height of the Historic Depot is approximately 55 feet. The ESC overall bowl height with the event floor at grade is approximately 135 feet in height and the elliptical footprint is 530 feet by 460 feet. With this scale difference, care must be given to mitigate the mass of the bowl by articulation of building form that can transition the scale outside of the bowl in programmatic uses in the ESC program. The move of the ESC to the west and the development of the plaza area between the ESC and the Intermodal, providing views from the Depot and Shops buildings, will also help to avoid having large structures massed directly behind the Depot. Staff recommends maintaining the separation of the Historic Depot from the ESC facility without a direct physical connection.

In addition to the issues noted above, the ESC project will likely be subject to special architectural guidelines designed to protect the historic resources in the area (i.e., Historic Depot and Central Shops). Developed as part of the Intermodal Transit Facility's programmatic agreement between the City and its partners (the federal agencies, State Historic Preservation Office, Caltrans, etc.), the additional architectural guidelines would apply to the ESC and the Intermodal district in addition to those already identified in the Railyards Specific Plan. However, these draft guidelines are general and address many of the same issues already identified in this section such as the relationship of the project to the historic buildings in the area. While these guidelines have not yet been adopted by the City, staff expects these to be approved by all the parties to the agreement within the next six months. Therefore, the design for the ESC will need to take these into account.

Vistas and Connectivity

The location of the ESC next to the freeway will be a significant urban marker for Sacramento along the transcontinental railroad and the core of the Downtown. The north edge of Lot 40 is identified in the Railyards Design Guidelines as the location of a "Terminal View Building" (refer to Figure 1). This building will be visible from Vista Park and will be aligned with Crocker Street in the Railyards. Aligning the new Intermodal station location with this important view corridor and utilizing vertical massing would serve to mark its location on the skyline.

Further view opportunities can be captured with an elevated promenade along the north face of the ESC and new Intermodal hub that could be accessed from the terminus of the plaza entry to the ESC and Intermodal from within the site and reaching to 5th Street to the east, and

descending westward through the freeway and I Street Bridge ramp columns to the riverfront and to Old Sacramento. An additional pedestrian-bike overpass tying the west side of the Historic Shops to the ESC over the tracks was supported by the ULI panel. However, care is needed to ensure that the design does not block views of the Depot or Central Shops buildings from the ESC or Intermodal area. In addition, consideration should also be given to a southern access route that links pedestrians from Old Sacramento, the ESC, the Depot and the Intermodal hub to the plaza area.

Context –Creating Synergies around the Depot District

The Railyards Design Guidelines envision the Depot District as a “vibrant mixed-use, transit-oriented district.” The description of the District continues: “The district will include a wide variety of transit-supportive uses and activities, with a complimentary mix of ground floor retail uses and upper level office and residential uses that are easily accessible from the SITF. In terms of its built form, the district will be densely developed and will include continuous building frontages that have an engaging presence at street level. [The] redevelopment of the Depot District will . . . foster a synergy with established portions of the Central City.”

The placement of the entertainment facility with a full schedule of sports and entertainment events will support the goal of this District as envisioned. The City-owned parcel for the ESC and the Intermodal expansion to 5th Street on Lot 40, with provision for additional office and retail uses, will provide the aforementioned positive synergy in the District.

The ability to expand the synergy outside of the Depot District will require focused attention to transform the surrounding area into a strong pedestrian-oriented, activated environment (refer to Figure 5). Examples such as San Francisco’s AT&T Park, Kansas City’s Power and Light District and Staples Center’s LA Live achieved success creating intensive new development directly adjacent to the sports facility. Further economic analysis and study is required to identify how best to pursue similar revitalization given site-specific constraints.

Drawing a quarter-mile radius around the site, representing an average five minute walking distance, the existing and proposed land uses will require careful planning to maximize the potential for a vibrant district surrounding the ESC for after-event destination retail venues and other supporting uses that would economically benefit the City. This reflects the need to intensify opportunities in direct proximity of the ESC and Intermodal. With the amount of land dedicated to infrastructure and non-pedestrian supportive uses (e.g. courthouses, offices, and

other governmental uses), investment in improved pedestrian access including reprogramming of existing functions should be assessed and prioritized.

For example, the axis of 4th Street, once the main linkage from K Street to the Historic Depot, was severed between I Street and J Street in the 1970s. These two blocks bounded by 3rd and 5th Streets could contribute valuable development opportunity by re-connecting the internal circulation at street level and allowing a through connection of K Street to the “front door” of the Depot District, the historic Southern Pacific Depot.



Figure 5 – Synergistic Land Use Opportunities: *Potential sites for supportive land uses within a 5-minute walk (1/4-mile radius) around Depot District (blue) such as retail (green), park areas (dark red) and areas that could transition (yellow). Areas that may be constraints include infrastructure (red) and non-pedestrian oriented uses (orange).*



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TRANSPORTATION

This section was developed by the Department of Transportation and addresses the ICON-Taylor proposal for the Sacramento Entertainment and Sports Complex (ESC), current Depot operation and the planned Intermodal Transportation Facilities, circulation and access, infrastructure needs, and parking. No new data was collected and no new studies were done. The review used previous cost estimates and should be considered to be preliminary.

Summary of Major Considerations

The following items summarize the major areas addressed in this section:

- The future Intermodal Transportation Facilities and ESC can both be co-located within the same general area. The two uses appear to be complementary. The Intermodal will have to be shifted slightly to the east, which will require acquisition of the privately-owned approximately 2-acre parcel known as Lot 40.
- Several components of the Phase 2 Intermodal project will need to be constructed to support the ESC. The City has not yet secured funding for construction of Phase 2.
- Although some of the first road infrastructure projects within the Railyards development have been funded for construction, there will be additional roads and other transportation infrastructure needed for circulation and access to the ESC. This needs to be studied through the environmental process with a traffic impact and nexus study. A Special Event Traffic Management Plan and a Parking Management Plan should be developed to address potential traffic impacts and maintain a safe environment. The operations of the truck loading area need more detailed analysis.
- There appears to be a substantial number of parking spaces within a ½ mile to a mile of the proposed ESC. Additional study is needed to determine the usage and location of those spaces coincident with events scheduled at the ESC. Provision of premium parking needs to be considered.
- Transportation Sales Tax will have to be repaid to the Sacramento Transportation Authority for the portion of City-owned parcel used for ESC. Measure A funds for the Intermodal could be used to acquire Lot 40.
- Although the site has been remediated to certain levels, additional remediation work will possibly be required to use the area for an arena.

Intermodal Transportation Facilities

The City of Sacramento acquired two adjoining parcels for the future Sacramento Intermodal Transportation Facilities project. The parcel where the existing Depot and surface parking lot in front of the Depot are located was purchased in 2006. In 2009, the parcel behind the Depot where the existing light rail and mainline railroad tracks are located was purchased for the Track Relocation project. This component is the first phase of the Intermodal Facilities project and is currently under construction with completion scheduled by mid-2013. The Track Relocation project will move the mainline tracks approximately 500 feet to the north, build passenger platforms, and three tunnels for passengers, service vehicles, and pedestrians and bicyclists – connecting the north and south side of the tracks. When the project is complete, the site between the Depot and new tracks will not be entirely vacant. There will be a detention basin to hold drainage from the track area. Due to shortage of construction funds for Track Relocation, the existing passenger platforms and a portion of the old railroad tracks may remain in place until additional funds can be secured. There will also be underground utilities traversing the Intermodal site (see Utilities section for more explanation). These utilities serve the existing Central Shops buildings.

The second phase of the Intermodal Facilities project has been planned with an emphasis on better utilization of the Depot building and the space behind the Depot, which will become much larger once the mainline railroad tracks are moved to the north in 2012-2013. Phase 2 is expected to provide operational improvements that will allow the Sacramento Valley Station to serve its growing demand for a number of years. Major project components are planned to include:

- Relocated bus area
- Relocated light rail station
- Transit way extending from F Street and connecting to I Street
- Extension of H Street
- Expanded passenger waiting areas
- Increased rail operational areas
- Bicycle station
- Historic restoration and rehabilitation of the entire Depot

Definitive program needs and space allocation for the Intermodal will be determined in a subsequent phase of design for the Sacramento Intermodal Transit Facilities (SITF). Nonetheless, through the City Technical Review process some organizational concepts have

been set forth for key organizational transit components (e.g., bus, light rail, and passenger access) at ground level (see Circulation). Additionally, a separate concurrent study for the Sacramento Streetcar Planning Study is underway and includes a planned streetcar route serve the Depot.

The Intermodal expansion outlined in this report provides for numerous access points for passenger convenience and direct access to the main tunnel and the platforms currently under construction. These serve the needs of commuter passengers with multiple access and convenient transfer to additional transit modes. The location of this facility flanking the 5th Street overpass allows for multiple levels of access from 5th Street which could expand the functionality of the facility to include limited parking and additional office use on upper floors above the transit functions. The Historic Depot would maintain transit functionality on portions of the ground level, which could include ticketing, baggage, and passenger waiting area for interstate Amtrak trains.

The alternative location for the future high speed rail (HSR) facility, placing the HSR terminal east of 6th Street and north of the Union Pacific Railroad (UPRR) mainline, was discussed in a meeting with the California High Speed Rail Authority and supports the ULI Rose Center recommendations from January 2011. This alternative was confirmed by the HSR consultant team as consistent with one of their project options for serving the Intermodal station. (See Planning, Building and Urban Design section for more information and figures.)

Circulation

The proposed Entertainment & Sports Complex (ESC) project site is located in the City of Sacramento between I Street on the south, the relocated Union Pacific tracks on the north, 5th Street on the east, and Interstate 5 (I-5) on the west. It will have a capacity of about 18,594 seats for basketball games and/or other events. The majority of the parking is to be located off-site. The Sacramento Intermodal Transportation Facility (Intermodal) will be located just east of the ESC and will include a bus station, light rail station, public plaza and retail buildings. Intermodal users are also expected to use off-site parking. Multiple access points will be needed to serve the ESC area for all of the modes of transportation.

The following preliminary traffic assessment assists in evaluating the technical feasibility of the ESC at the proposed location. Detailed analysis was not done yet results from traffic studies

completed for recent projects in the area were reviewed to determine the likely effects of the ESC project. A traffic study and related technical studies will be completed during the environmental phase to further evaluate transportation aspects of the project.

Trip Generation

For planning purposes, the ESC trip generation can be estimated based on the number of seats and expected vehicular occupancy. It is estimated that between 10%-20% of event attendees will use light rail as their mode of transportation, 10% will use other modes such as buses, bicycling or walking, and the remaining 70%-80% will use private vehicles. FHWA studies indicate that a “vehicle occupancy factor of 2.5 persons per vehicle represents a common assumption”. With an 18,594 seating capacity, assuming a vehicle occupancy factor of 2.5, and assuming a sold-out event, approximately 5,200 to 6,000 vehicles will travel to and from downtown Sacramento on a major event day. These are the number of vehicles that would need to be accommodated with parking.

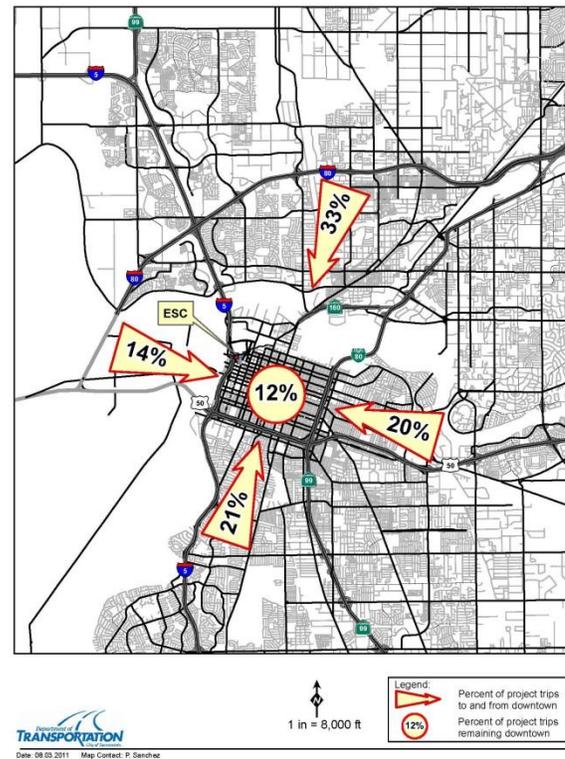


Figure 1: ESC Trip Distribution

Based on current traffic patterns and previous studies, project trip distribution is estimated as shown on Figure 1. In summary approximately 33% of trips are assumed to be arriving from the north, 14% from the west, 21% from the south, and 20% from the east. Approximately 12% of the trips are expected to be generated within the downtown area.

It is anticipated that for events starting at 7:00 pm, such as a typical Sacramento Kings game, most patrons will begin arriving approximately 1.5 hours before the game start time. Arrival times may overlap the typical p.m. peak period (4-6 pm) thereby potentially creating traffic impacts to adjacent roadways.

Parking

The ICON Venue Group team initially concluded that the ESC will need approximately 6,000 parking spaces, while previous studies report that the Intermodal facility would need approximately 1,027 parking spaces. It is expected that the majority of these spaces will need to be accommodated off-site and share parking facilities located throughout downtown.

The available off-street parking (garages and lots) within the downtown area within a walking distance of $\frac{1}{4}$, $\frac{1}{2}$ and 1 mile radius from the ESC are shown diagrammatically in Figure 2 (source: Parking Division, 7/26/2011). The number of available off-site parking spaces within $\frac{1}{4}$ mile radius from the ESC site is 3,404 spaces while the number of available parking spaces within $\frac{1}{2}$ mile radius is 17,433. These spaces include City, County, State, and privately owned surface parking lots and garages. The majority of the available off-street parking is located south and east of the ESC and Intermodal facility site. Lot 44, located between 5th and 6th Streets and north of G Street has been identified as a potential site for a new parking garage with 900 parking spaces. This garage could be shared between the ESC, the planned County Courthouse, Intermodal facilities, and other uses. The ESC will also need about 1,500 to 1,800 premium parking spaces which could be located in this new parking garage. If the garage were not constructed until after the ESC opens, premium parking would need to be provided within 2 blocks.

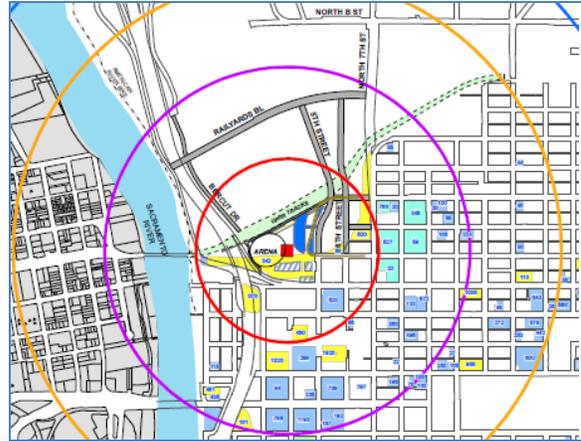


Figure 2: Downtown Off-Street Parking

Although there appears to be adequate parking capacity within garages and lots within a $\frac{1}{2}$ mile from the ECS site, at this time, there is limited information available regarding the number of vacant parking spaces that may be available just prior to an event at the ESC.

Vehicular Access and Circulation

The main vehicular access to the proposed ESC site would be provided from I Street and 5th Street. Access from the area just north of the site is not feasible due to the presence of train tracks. Given parking is not to be on-site, vehicular access is needed for ESC operations (deliveries, trucks, etc), Intermodal facility operations (service vehicles, buses, etc), and

passenger pick up and drop off for both facilities. On-site circulation concepts developed to date appear to accommodate ESC and Intermodal facility operations. Below are the main vehicular access points that currently serve the site:

- 5th Street (north of I Street): An existing access from 5th Street located just north of I Street and south of the existing depot building will remain.
- 2nd Street at I Street: A limited access for service vehicles and trucks making deliveries to the ESC. Physical constraints (I-5 bridge columns) and potential vehicular effects in Old Sacramento may not allow for a primary access at this location.
- 3rd Street and F Street Extension: A roadway is proposed to be constructed starting at 3rd Street and I Street intersection, extend northerly under the I-5 northbound on-ramp and west of the ESC building, then extend easterly along the north edge of the site parallel to the relocated UP tracks and connect to the 7th Street and F Street intersection. It is to be a two-way street serving all transportation modes west of the ESC pick up/drop off area and for transit and truck use only to the east.
- 4th Street at I Street: A new signalized intersection will provide for site egress and pedestrian access to the project site.

In accessing downtown Sacramento from surrounding areas, there are multiple access points available to motorists. The Central City is surrounded on three sides by freeways (Interstate 5, Highway 50, and Business 80) with multiple on and off ramps. There are also several local roadways that provide access into the downtown area while the Central City's grid system of streets provides multiple choices for motorists. With parking located away from the ESC site and at multiple locations, the traffic impacts are expected to be less severe and not isolated to the area adjacent to the site. After review of the expected trip generation and distribution and recent traffic studies completed for projects (Railyards Specific Plan, August 2007 and River District Specific Plan, July 2010) within the area, it is anticipated that access from the north will need to be improved and roadways in the immediate vicinity of the ESC site may be impacted.

The improvements listed below are expected to be necessary with the opening of the ESC:

1. Sacramento Regional Transit District Green Line: In construction.
2. Light Rail Station and Bus Relocation: Planned in Phase 2 Intermodal.
3. Richards/I-5 Interchange Improvements: In construction.
4. 5th Street and/or 6th Street: Between H Street and Railyards Boulevard: Will be in construction in 2012 as Track Relocation project is completed. Will provide access from the north and to the proposed garage on Lot 44.
5. G Street between 5th Street and 7th Street: Provides access to Lot 44.

6. F Street between 5th Street and 7th Street: Planned in Phase 2 Intermodal. Needed for transit and for trucks exiting the ESC site.
7. Railyards Boulevard between 7th Street and Jibboom Street: Provides connectivity to the north.
8. Bercut Drive between Richards Boulevard and Railyards Boulevard: In construction. Provides north-south access.
9. Traffic Signal Improvements: Integration, signal timing plans, and traffic monitoring at various locations.

At this time it is not clear whether the widening of 7th Street from North B to F Street and the pedestrian tunnel west of 7th Street will be necessary. Improvements needed with the opening of the project along with fair share contribution toward long term transportation projects, if appropriate, will be confirmed with the completion of the traffic impact and nexus study as part of the environmental phase of the project.

Pedestrian Access and Circulation

The majority of the parking will be off-site, hence pedestrian access to and from parking garages/lots and to transit is a high priority. It is anticipated that improvements on-site will include adequate pedestrian amenities including pedestrian plazas, convenient connections to light rail transit, pedestrian access tunnels to the north, and related to the Intermodal facility connections. Key pedestrian routes from off-site parking facilities and adjacent area will need to be accessible, safe, and include lighting and signage. Intersections along key routes should have marked crosswalks, ADA compliant curb ramps, upgraded pedestrian signals, and lighting.

From the north, it is anticipated that planned pedestrian tunnels will provide access. From the west there is an opportunity to connect to Old Sacramento through a proposed pedestrian path to be located west of the Sacramento History Museum leading to the ESC site and from 2nd Street. From the south, pedestrian routes include 3rd Street, 4th Street, and 5th Street. Currently only 3rd Street and 5th Street are continuous pedestrian paths south of the site yet improvements (lighting, curb ramps, crosswalks, countdown pedestrian signals, and signage) are needed along the route. A signalized intersection at 4th Street and I Street will provide for a new pedestrian connection to the site although 4th Street between I Street and J Street is not considered a fully accessible pedestrian route.

It is anticipated that a detailed review of potential pedestrian improvements along key pedestrian routes will be needed. Specifically routes south of the site, in their current conditions, may not be adequate for large numbers of pedestrians. It may be necessary to also define strategies to accommodate a large number of pedestrians. This may include closing some streets to vehicular traffic for use by pedestrians only.

Bicycle Access and Circulation

In order to enhance bicycle access to the site, direct bicycle routes from the adjacent area to site are needed. Additionally, it is expected that bicycle facilities (parking) should be included on-site to make bicycling to the site a viable option. The following are existing streets identified as possible new on-street bike connections in the area of the site. These streets are currently in review as part of the City's Downtown On-street Bikeway Project:

- 5th Street from project site to Broadway
- 9th and 10th Streets from H Street to Broadway
- I and J Streets from 5th Street to 13th Street
- G Street between 7th to 16th Streets
- H Street from the project site to 16th Street
- Capitol Mall street section between 5th and 9th Streets

Other Considerations

A Special Event Traffic Management Plan and a Parking Management Plan should be developed to address potential traffic impacts and maintain a safe environment. Below are some concepts that should be considered:

- Traffic control and handling plan
- Traffic Monitoring
- Special event signal timing and coordination plans
- Static signing including to freeways and parking
- Pedestrian way-finding signs
- Changeable message signs at key locations
- Shuttle bus service between off-site parking and the ESC site
- Transit incentives
- Park and ride lot close to the Green Line station at Richards Boulevard
- Parking variable message signs announcing available park spaces
- Pre-sale tickets with assigned parking and direction to the assigned parking garage

- Event and venue transportation guide (including online)

Additional Studies Needed

The following is a list of additional studies that would be required with the approval of the ESC environmental document:

- A comprehensive Traffic Impact Study will be needed to define impacts to all transportation facilities: State Highways, local roadways, bike facilities, pedestrian connectivity, etc.
- A comprehensive parking study will be needed to define the demand for parking spaces and to assess the supply of parking spaces within a one mile and/or half a mile distance from the ESC.
- A Special Event Traffic Management Plan

New Infrastructure Needs

A large part of the roadway network needed to support the operation of the proposed ESC at the Depot site is already included in the program for the Sacramento Intermodal Transportation Facilities project, the Railyards Specific Plan, and the River District Specific Plan. The new infrastructure needed falls into three categories:

- Projects already under construction;
- Projects funded but construction not yet started;
- Projects programmed in future Intermodal phases or private development plans, not funded for construction and would need to be built earlier than planned to support the ESC.

Table 1 lists the transportation improvements that are already funded and will be constructed prior to the proposed ESC's opening date of 2015 and their respective costs and construction schedules.

Table 1
Improvements Funded and to be Constructed by 2015

	Cost (millions)	Scheduled Completion
Intermodal Track Relocation & West Bike/Pedestrian Tunnel	\$69	Q4 2012 (in construction)

	Cost (millions)	Scheduled Completion
Richards Blvd. Interchange and Jibboom/Bercut Improvements	\$11.1	Q4 2012 (in construction)
4 th and I Street Intersection and Pedestrian Improvements	\$2.0	Q4 2012
5 th Street Bridge and road south to H Street	\$17.0	Q1 2013
5 th Street road from bridge to Railyards Blvd.	\$30.0	Q3 2013
6 th Street Bridge and road from H Street to Railyards Blvd.	\$16.0	Q2 2013
Railyards Boulevard from Bercut to 7 th Street	TBD	2013/2014
G Street from 5 th to 7 th Streets (note pending funding approval by State Housing Community Development Department)	TBD	2013

ADDITIONAL IMPROVEMENTS

At minimum, the additional transportation elements which are needed for the operation of the ESC beyond those already programmed and funded for construction, include the Railyards Boulevard and Jibboom/Bercut Intersection, the extension of 3^d Street from I Street to F Street, the relocation of the Light Rail Station at H street and light rail track extension to F Street, relocation of the bus area, extension of F Street and H Street, and relocation of the Track Relocation detention basin. Any additional improvements which may be needed to support or mitigate the operation of the proposed ESC will be identified and addressed through the development of the traffic circulation and impact study as part of the project's environmental clearance. It should be noted however that the cost of the additional improvements may be significant. Even though only a portion of the costs would be allocated to the ESC under a nexus study, the entire project would have to be funded and advanced for construction earlier than what may have been planned for surrounding private development projects or the City's Intermodal project. That additional cost of accelerating projects has not been determined and needs further study.

The improvements which are not currently under development or funded but which are needed for the operation of the proposed ESC are shown in Table 2 along with the estimated approximate time needed for planning, regulatory approval, design, right-of-way acquisition, and construction.

Table 2
Improvements Needed – Not funded

Included in future Intermodal project or for private development projects and needs to be accelerated to support ESC

	Estimated Time to Deliver (mos.)
Bercut/Jibboom/Railyards Intersection	12-18
Extension of 3 rd Street from F to I Street	36-48
Realignment of Light Rail Station	TBD
Transit way extension of F Street	TBD
Extension of H Street from 3 rd to 5 th Street	TBD
Relocation of bus area	TBD

The City of Sacramento anticipates submitting a federal funding application for the Phase 2 Intermodal Transportation Facilities project in October 2011. If the City is successful in securing federal funds and local matching funds, the last four improvements in Table 2 above would be funded for construction. Construction schedules have not been developed but it is possible some of the improvements could be completed by the 2015 opening of the ESC. If the City is not successful in obtaining federal funds through the current opportunity, it is uncertain when there will be another chance to compete for federal funding for the Intermodal project.

Improvements needed due to phasing of ESC and Intermodal Projects

When the Track Relocation project is completed, a detention basin will be located on the site of the future ESC. It is needed to provide storm drainage on an interim basis until the future drainage facilities are built to serve the entire Railyards area. Lot 40 is planned to be the interim detention basin for the future 5th and 6th street projects. Both of these interim detention basins will have to be relocated to accommodate the ESC and the shifted Intermodal facilities or a permanent solution for storm drainage will need to be constructed. There will likely be a need to demolish existing railroad-related site features that will be left in place when the Track Relocation project is completed. Also utility service to the Central Shops area will

need to be relocated in order to accommodate the ESC (see Utilities section for more information.)

Improvements to be Identified through Future Studies

Improvements which have been identified for the ultimate development of the Railyards site and River District which may also be identified as being needed for the operation of the proposed ESC through future technical and traffic impact studies include the following:

- Widening of 7th Street to four lanes and pedestrian tunnel west of 7th Street
- Extension of 5th and/or 6th Street from Railyards Boulevard to Richards Boulevard
- Ultimate Capacity improvements at Richards and I-5 Interchange
- Improvements to the State Route 160 and Richards Interchange
- Enhancements of the Intermodal Light Rail Station and increased transit capacity

In addition, the City has received a request from Caltrans to identify potential impacts to the State Highway System which may result from the operation of the ESC and to develop appropriate mitigation strategies. Caltrans has identified the following mitigations it considers will likely be needed and has requested that they be considered early on in the ESC planning process for implementation and/or determination of fair share costs attributable to the ESC:

- Special Event Traffic Management Planning
- I-5 Bus/Carpool Lanes
- I-5 Auxiliary Lane northbound from Highway 50 ramp to the P Street on-ramp
- I-5 Transition Lane southbound from Garden Highway off-ramp to Garden Highway on-ramp
- Reconstruction of I-5/Highway 50 Interchange including the addition of freeway-to-freeway bus/carpool lane connectors

Property Acquisition and Remediation

The property acquired by the City for the Intermodal Facilities project was paid for with Measure A Transportation Sales Tax funds. The value of the portion of the property that is utilized for the ESC will have to be reimbursed back to the Sacramento Transportation Authority. It is expected to be returned to the City for the Intermodal project. This amount is estimated to be \$15-20 million. The City could opt to use some of the Measure A monies for the Intermodal to purchase Lot 40.

The City-owned property known as Parcel B that was acquired for the Intermodal project was remediated to certain levels in accordance with the Sacramento Station Land Use Covenant. The remediation was carried out under the regulation of the State Department of Toxic Substances Control (DTSC). This remediation allowed for the construction of the Track Relocation project that is currently underway. In order to use the land for the proposed ESC, it will be necessary to coordinate with DTSC to ascertain if additional remediation will be required. It may also be necessary to amend the Sacramento Station Land Use Covenant to permit this use.



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UTILITIES

This section provides the Department of Utilities (DOU) review comments in response to the Feasibility Report and Cost Estimate for the Sacramento Entertainment and Sports Complex (ESC) that was presented to the Sacramento City Council on May 26, 2011 by the ICON-Taylor team. The review is based on data provided in the feasibility report; cost estimates; Railyards Project draft drainage, sewer and water master plans; and other information readily available to DOU staff. No new data was collected for this review. Updated cost estimates have been developed for onsite and offsite water, sewer, drainage, and water quality facilities that would be required for the ESC site. The cost estimates are based on the data provided in the Feasibility Report, by Kimley-Horn and Associates, and from City staff.

Summary of Major Considerations

Several items are noteworthy related to site utilities that may impact the development of the ESC.

- The Railyards Project Entitlements require that full project water, sewer, drainage, and water quality master plans be approved by the Department of Utilities prior to the recording of any final or phased final map. It is unclear, based on information provided, if a final map will be triggered prior to approval of this project.
- The Railyards project proposes large diameter water, sewer, and drainage mains located on the west side of the ESC site (See Attachment 1). The casings required to carry the three mains are being installed under the relocated UPRR (Union Pacific Railroad) heavy rail track as part of the City's Track Relocation Project. In addition, the proposed 42-inch water transmission main is being constructed from the Sacramento River Water Treatment Plant to I Street as part of the Track Relocation Project and any modification to the location of these mains may be infeasible and/or extremely costly.
- There is currently a 10-inch water main and a 15-inch combined sewer main that serve the Central Shops buildings north of the UPRR Heavy Rail (See Attachment 1). Both of these mains will need to be relocated to continue providing services until the public infrastructure north of the UPRR heavy rail is constructed. The cost of these relocations has been included in the estimates developed as part of this review.

- It has been suggested by the ESC project team that the finish floor elevation of the new arena be lowered approximately 15 feet below existing grade. The existing site grade elevations are between 29 and 30 feet. Based on available information (see Attachment 2), the average summer ground water elevation is between 0 and 5 feet and the average winter ground water elevations are between 9 and 12 feet. The data suggests that with extremely high river levels the groundwater elevation could be as high as 20 feet. Based on the data provided it appears that if construction occurs during the winter months, dewatering would be required for construction, and it may be proposed that a permanent foundation dewatering system be provided for the arena. However, there are several issues related to pumping groundwater at this location that must be addressed prior to implementing a permanent foundation dewatering system:
 - There is a contaminated groundwater plume being treated north of the UPRR tracks near the central shops. The Department of Toxic Substance Control (DTSC), Regional Water Quality Control Board, County of Sacramento, and the City of Sacramento would need to approve any groundwater pumping south of the UPRR tracks both for construction and/or permanent dewatering.
 - No permanent foundation dewatering discharges will be allowed to enter the City's combined sewer system. If permanent foundation dewatering is proposed, the water would be required to be discharged to a separated drainage system. The separated drainage system in this area would likely be constructed as part of the ESC project and any permanent groundwater discharges would require approvals from the DTSC, Regional Water Quality Control Board, County of Sacramento, and the City of Sacramento
 - If dewatering during construction is required, a temporary discharge permit could be issued by the Department of Utilities to allow the construction dewater to be discharged to the combined sewer system. At a minimum this permit requires approvals from the City of Sacramento, County of Sacramento Environmental Management Department, and most likely also the Department of Toxic Substance Control. In addition, the construction dewatering system would need to be designed to stop pumping in the event that the combined sewer system is surcharged due to rain or other causes.

Water

Costs associated with the required water facilities will consist of water development fees for all metered water services based on their size, the distribution mains that would likely be required to provide water supply to the site for domestic and fire uses, and the relocation of existing water mains that must remain in service after the arena is constructed. The estimated water demand for the ESC was provided by the ICON-Taylor Team as 1600 gallons per minute (gpm). Based on the estimated demand, it was anticipated that one 8-inch water service would be adequate for the arena. Two 2-inch domestic water services may be needed for commercial and irrigation uses and have been added to the estimate. Water development fees of \$163,700 would be paid at the time water meters are provided by the City. If additional metered water services are required additional water development fees based on meter size will be required. The cost estimate for water distribution mains to be relocated or installed to provide adequate water supply to the site for domestic and fire uses is based on constructing 1400 linear feet (lf) of 12-inch water main. The total cost estimate for water distribution mains is \$350,000. The total estimated cost associated with water to support the ESC site is \$513,700. See Attachment 1 and 3 for required distribution mains and a detailed cost estimate.

Sewer

Costs associated with the required sewer facilities include combined sewer mitigation fees and the relocation of sewer mains that must be retained to serve the central shops north of the UPRR heavy rail after the arena is constructed. Combined sewer mitigation fees of \$702,800 were calculated using the Department of Utilities procedure for calculating the fees using sewer generation factors found in the City's Design and Procedures Manual. (See Attachment 4) The cost estimate for sewer mains to be relocated or installed to provide sewer service to the site is based on constructing 600 lf of 15-inch sewer main. The total estimate for sewer mains is \$180,000. The total estimate associated with sewer to support the ESC site is \$882,800. See Attachment 1 and 3 for required sewer mains and a detailed cost estimate.

Drainage

Two different options for site drainage have been evaluated and cost estimates for both options have been developed. The first option assumes that the ultimate pump station and outfall are constructed at the time of arena construction. The second option assumes that a temporary detention basin is constructed at the time of arena construction and the pump station is constructed at a later date. For both options the drainage mains from the project site to the pump station or the detention basin must be constructed and have been included in the cost estimates (See Attachment 3).

There are several important items to evaluate when determining the cost associated with drainage for the ESC site. Total pump station costs would be divided among all Railyards Project property owners while the total detention basin cost would only be divided among Railyards Project property owners that would actually use the basin. The costs associated with the drainage mains that serve the ESC site would only be divided among Railyards Project land owners south of the UPRR tracks. (See Attachment 5) It is anticipated that the exact proportion of cost will be developed as part of the Railyards Project Assessment District formation. Financing of the improvements associated with either option is not within the scope of this document and have not been evaluated.

The construction of the ESC would require the use of land south of the UPRR track that is currently anticipated to be used as two drainage detention basins for the Track Relocation Project and for several developments east of 5th Street. The loss of these detention basins would need to be mitigated on an interim basis until such time as the drainage mains connecting either the new pump station or detention basin are constructed. No cost estimates for mitigating the loss of detention have been determined for this report.

Option 1 – Pump Station

To estimate what the ESC's portion of the cost of the pump station and required drainage mains associated with this option would be, it was determined that the ESC site is approximately 5% of the total Railyards Project drainage area and is approximately 30% of the Railyards Project drainage area south of the UPRR tracks. The cost estimate for the pump station was provided by Kimley-Horn and Associates and is based on the construction of a 400 cubic feet per second (cfs) pump station and outfall located under the Interstate 5 freeway near the future Railyards Boulevard. The total pump station cost is estimated to be \$9,195,000 and the ESC contribution is estimated to be \$459,700. The total estimated cost for the required drainage mains is \$2,782,700 and the ESC's contribution is estimated to be \$834,800. Based on the ESC's estimated flow contribution to the pump station and drainage mains for this option, the total ESC contribution for drainage would be \$1,294,600.

Option 2 – Detention Basin

To estimate what the ESC's portion of the detention basin and required drainage mains associated with this option would be, it was determined that the ESC site is approximately 50% of the proposed acreage that Railyards Project was planning to detain prior to triggering the construction of the permanent pump station. The ESC site is approximately 30% of the Railyards Project drainage area south of the UPRR tracks. The total estimated cost for the detention basin was provided by Kimley-Horn and Associates and is based on the construction of a detention basin north of Railyards

Boulevard capable of detaining a 100 year 10-day storm without a discharge for the development of approximately 44 acres. (See Attachment 6) The total detention basin cost is estimated to be \$2,500,000 and the ESC's contribution would be \$1,250,000. (See Attachment 8) The total estimated cost for the required drainage mains is \$2,782,700 and the ESC contribution would be \$834,800. Based on the ESC's estimated flow contribution to the detention basin and drainage mains for this option, the total ESC contribution would be \$2,084,800. In addition to these costs, the ESC owners would be required to contribute to the assessment district for the construction of the permanent pump station.

The total estimated drainage costs with portion attributed to the arena are summarized below:

Option 1 (pump station total) – \$13,531,200

Option 1 (pump station arena contribution) - \$2,848,100

Option 2 (detention basin total) - \$6,836,200

Option 2 (detention basin arena portion) - \$3,638,300 + future pump station contribution

Stormwater Quality

The project is to be located in the downtown infill area therefore may be exempted from the future Low Impact Development (LID) requirements. In this report, the proposal is to address stormwater quality using the end of pipe option. Cost associated with stormwater quality treatment is based on the requirement that all rainwater runoff from the site must be treated including rooftops.

Based on the assumption that 95% of the site will be impervious, the water quality flow rate was calculated using approved methods. The water quality flow information was provided to Contech design engineer, one of the manufactures who provides StormFilter, a proprietary treatment device approved by the Sacramento Stormwater Quality Partnership. The design and cost estimate for the StormFilter system were provided. The proposed StormFilter system was estimated at 36 cartridges in a vault that would measure 9' x 19' with a total delivered cost of \$107,000. (See Attachment 7) An additional installation cost of \$50,000 has been added to the total estimate for this item. The total water quality treatment cost is estimated at \$157,000.

The StormFilter system sizing could possibly be reduced if the on-site runoff reduction measures (such as downspout disconnection, pervious pavement, and tree plantings are implemented in accordance with the Sacramento Stormwater Quality Design Manual). The cost associated with StormFilter unit and maintenance could be reduced. The above costs for

StormFilter assume typical site conditions (adequate hydraulic drop, no groundwater issues etc.). The installation and unit size could vary depending on the specific site conditions.

Summary of New Infrastructure Needs

The backbone utility infrastructure network needed to support the operation of the proposed ESC at the Depot site is already included in the infrastructure program for the Sacramento Intermodal Transportation Facilities project, the Railyards development or other City plans. However, the only projects funded for construction to date are associated with the City's ongoing Track Relocation project. The majority of the utilities infrastructure is not funded for construction and would need to be built earlier than planned to support the ESC.

Table 1

Improvements Needed – Not funded

Included in future for City or private development projects and needs to be accelerated to support ESC

	Estimated Time to Deliver (mos.)
Relocate or install sewer mains	TBD
Relocate Track Relocation interim detention basin	TBD
Relocate future interim detention basin for 5 th & 6 th Street (on Lot 40)	TBD
Construct storm drainage system for ESC	TBD
Construct water distribution mains	TBD
Relocate existing sewer and water mains serving the Central Shops	TBD

Conclusion

All of the items above must be considered for the ESC to be successfully located within the existing Intermodal Site. There are two items that are considered critical to the future planning and design of the ESC project. The first is the location of the large diameter and critical water, sewer and drainage mains on the west side of the project. The ability to construct these facilities in an alternate location may be extremely difficult and cost prohibitive. The second is the need to construct either the drainage pump station or detention basin and all associated pipelines. It may be possible to reduce costs for many of these items given a more detailed scope of work and detailed design effort.



Natomas Arena Site Reuse

To be delivered