

Meeting Date: 5/31/2016

Report Type: Public Hearing

Report ID: 2016-00508

**Title: Third Party Appeal for Fort Sutter Hotel Project (P15-067) [Noticed 05/06/2016]
{Continued from 05/17/2016}**

Location: District 4

Recommendation: Conduct a Public Hearing and upon conclusion 1) pass a Resolution approving an Environmental Exemption (Per CEQA 15332-Infill Development Projects); and 2) pass a Resolution approving a Conditional Use Permit to exceed the allowed height in the Alhambra Corridor Special Planning District and Site Plan and Design Review to demolish two existing buildings and construct a six story hotel with a restaurant and bar on approximately .29 acres in the General Commercial (C-2 SPD) zone within the Alhambra Corridor Special Planning District, with deviations for height and to waive the requirement for an off-street loading space, thereby denying the appeal.

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Presenter: Michael Hanebutt, Assistant Planner, (916) 808-7933, Community Development Department

Department: Community Development Dept

Division: Current Planning

Dept ID: 21001221

Attachments:

- 01-Description/Analysis
- 02-Background
- 03-Resolution - Exemption
- 04-Resolution - Project
- 05-Exhibit A Project Plans
- 06-Unite Here Local 49 Appeal
- 07-Staff Response to Appeal
- 08-Historic Evaluation and Response Letter
- 09-Public Comments
- 10-Aerial and Zoning Map
- 11-General Plan Map
- 12-Central City Neighborhood Design Guidelines Summary

City Attorney Review

Approved as to Form
Jeffrey Heeren
5/9/2016 10:56:15 AM

Approvals/Acknowledgements

Department Director or Designee: Ryan Devore - 4/29/2016 4:25:28 PM

Description/Analysis

Issue Detail: The Fort Sutter Hotel project is a request to demolish two existing buildings and construct a six story hotel and restaurant. The proposal requires a Conditional Use Permit (CUP) to exceed the allowed height in the Alhambra Corridor Special Planning District, and Site Plan and Design Review with deviations to exceed the maximum height and waive an off-street loading space.

This project was heard at the Planning and Design Commission on April 7, 2016, where the Commission approved the project (10 votes of approval, 0 votes against, 2 absent). The project is before the City Council on an appeal by a third party who is a representative of the Unite Here Local 49 hotel workers union.

Staff received the appeal filed by Unite Here Local 49 on April 14, 2016. The appeal states the project does not qualify for an exemption from the California Environmental Quality Act (CEQA) and that the hearing body does not have the authority to approve the deviations requested. Staff has provided a copy of this appeal and opposition letter in Attachment 6. A detailed response by staff addressing the concerns presented has been included in Attachment 7.

Policy Considerations: The subject site is designated as Urban Corridor Low in the General Plan Land Use and Urban Form Diagram. The Urban Corridor Low designation provides for uses including retail, service, office, residential, compatible public, quasi-public, and special uses. The urban form envisions building heights generally ranging from two to six stories. Staff finds that the project is consistent with all the applicable General Plan policies as discussed in further detail in Attachment 2.

Economic Impacts: None.

Environmental Considerations: The Community Development Department, Environmental Planning Services Division has reviewed this project and determined that the project would qualify for the infill exemption from the CEQA pursuant to CEQA Guidelines Section 15332. The project consists of approval to allow the demolition of two existing buildings and the construction of a new six story hotel building with restaurant and bar on the ground floor. Staff has reviewed the application and has concluded that the project is exempt because the site is less than five acres in size, is served by all urban services and is surrounded by urban uses, is not habitat for endangered, rare or threatened species exists on the site, and the project would result in no significant effects relating to traffic, noise, historical resources, air quality or water quality. The project also is consistent with the general plan and zoning designations for the project site.

Sustainability: The project has been reviewed for consistency with the goals, policies, and targets of the City's Sustainability Master Plan (SMP). The project will achieve a level of sustainability equivalent to a Leadership in Energy and Environmental Design (LEED) Silver

designation. Additionally, the project will reduce vehicle trips by providing a hotel in close proximity to Sutter Medical Facility which will benefit patient families and on-call doctors who are seeking lodging options near the hospital.

Commission/Committee Action: On April 7, 2016, the Planning and Design Commission held a hearing on the proposal and approved the project (10 votes of approval, 0 votes against, 2 absent).

Rationale for Recommendation: Staff recommends the City Council approve the project because the proposal: a) is consistent with the Urban Corridor Low designation, the General Commercial (C-2-SPD) zone, and the Alhambra Corridor Special Planning District; b) will not have an impact on historical resources; c) provides significant community benefits with the proposed design and building uses; d) adds hotel and lodging opportunities in an established commercial corridor; e) provides amenities (lodging, restaurant, bar) which will support the hospital, surrounding businesses, and neighborhood; f) redevelops and better utilizes a site with appropriate intensity of uses; g) maintains the existing businesses currently on site; h) provides additional pedestrian activation with the plaza connecting Capitol Ave and Matsui Alley; i) incorporates a four-sided-building design with windows on all facades; and j) includes a rooftop deck for use by the hotel patrons for additional outdoor space.

Financial Considerations: This project has no fiscal considerations.

Local Business Enterprise (LBE): No goods or services are being purchased under this report.

Background Summary

The applicant is proposing to demolish two existing buildings and construct a six story hotel and restaurant building in the General Commercial (C-2 SPD) zone within the Alhambra Corridor Special Planning District. The project would include demolition of one two story building and one single story building. The new hotel will have a bar, restaurant, private dining space, and fitness center on the ground floor. The upper five stories will consist of approximately 107 hotel rooms and a rooftop deck. At the time of writing this report, staff determined there are no outstanding issues associated with the project.

| Table 1: Project Information for Fort Sutter Hotel | |
|---|--|
| General Plan Designation: | Urban Corridor Low (FAR 0.3 - 3.0) |
| Design Review District: | Alhambra Corridor |
| Existing zoning of site: | C-2-SPD (General Commercial/Alhambra Corridor Special Planning District) |
| Property area: | 12,800 square feet (0.29 acres) |
| Parking District: | Urban District |
| Gross Square Footage: | 59,962 square feet (Commercial: 3,900 square feet; Hotel: 56,062 square feet, 107 rooms) |
| Height: | 69.75 feet to plate line; 78.25 feet in overall height |
| Floors: | 6 levels (1 commercial, 5 Hotel) |
| Floor Area Ratio (FAR): | 4.68* |
| Parking Spaces – Vehicles: | None (Administrative Parking Permit) |
| Parking Spaces – Bicycle: | 6 long term spaces, 24 short term spaces |

*Allowed FAR for the Urban Corridor Low designation is between 0.3 and 3.0. The General Plan allows for exceedance of FAR standards if a significant community benefit is provided. This issue is addressed in the policy considerations section of the staff report.

Demolition

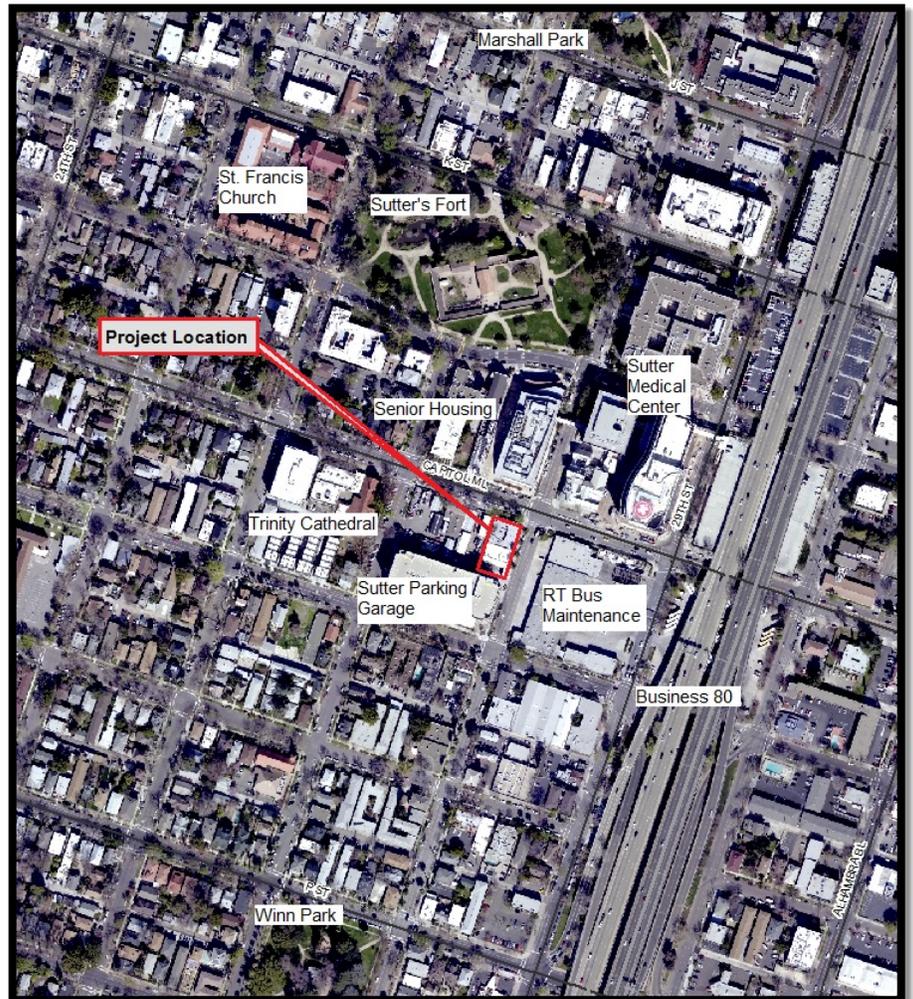
The site consists of two parcels that are currently developed with one building each. The project includes the demolition of these structures. The building at 2730 Capitol Avenue is a 2-story building that was built in the late 1920s and has commercial spaces on the first floor and 11 residential units on the second floor. The building at 1308 28th Street is a single story building that was originally built in the 1950s and consists of office space.

Interest in the possible historic nature of the building at 2730 Capitol Avenue has been expressed by comments received by staff. A technical report for the building was prepared by a qualified historical consultant relative to the building's eligibility for historic listing, provided as part of Attachment 8. A letter was received from Preservation

Sacramento, included as part of Attachment 9, concerning aspects of the building and the historic analysis. A response to this letter was also provided by the report authors to address concerns regarding the building's eligibility for listing on the Sacramento Register, and has been provided as part of Attachment 8 of this report. Upon review of earlier historical surveys and the additional research and evaluation by the historical consultant, including additional information responding to the public comments, the Preservation Director concurs with the historical consultants, and recommends to the City's Environmental Planning Services that the structure at 2730 Capitol Avenue is not eligible as a historical resource and therefore the project would not have an impact on historical resources. The Preservation Director also recommended to the City's Environmental Planning Services that the building at 1308 28th Street is also not eligible as an historic resource.

Project Context

The proposed project is located in a large mixed-use area that has a variety of architectural styles, height, and massing, as well as a wide range of types and uses. Uses include offices, commercial uses, bus maintenance facilities, restaurants, single-unit dwellings, multi-family buildings, churches, parks, parking structures, and major hospital facilities. The height of existing buildings range from single-story commercial and residential uses to a 6-story senior residential apartment building that is located a half block to the west at the northeast corner of Capitol Avenue and 27th Street. The Sutter Medical Center complex is located a block to the east on Capitol Avenue and is approximately



194 feet tall. Sutter's Fort is one block to the north of the project. The midtown neighborhood to the west also consists of many one- to three- level homes. The hotel would share the half block with the proposed B Street Theatre project.

Public/Neighborhood Outreach and Comments

The planning application for the Fort Sutter Hotel was submitted December 2, 2015. Staff routed the proposed project to various neighborhood groups and associations, including the Marshall School New Era Park Neighborhood Association, Midtown Business Association, Midtown Neighborhood Association, Preservation Sacramento, Environmental Council of Sacramento, Walk Sacramento, the Sacramento Area Bicycle Advocates, and Unite Here Local 49. The site was posted and staff notified property owners within 300 feet of the subject site. At the time of writing this report, staff has received several comments on the project, with a mix of support for the project as well as concern as to the proposed demolition of the building located at 2730 Capitol Avenue. A list of all public comments received is included in this report as Attachment 9. A third party appealed the project on April 14, 2016, as is included in this report as Attachment 6.

Policy Considerations

2035 General Plan. The site of the proposed Fort Sutter Hotel project is designated as Urban Corridor Low in the 2035 General Plan. This designation calls for street corridors that have multi-story structures and more-intense uses at major intersections, lower-intensity uses adjacent to neighborhoods, and access to transit service throughout. At major intersections, nodes of intense mixed-use development are bordered by lower-intensity single-use residential, retail, service, and office uses. Street-level frontage of mixed-use projects is developed with pedestrian-oriented uses, and the streetscape is appointed with landscaping, lighting, public art, and other pedestrian amenities.

The General Plan includes goals for the City's growth patterns to be more compact, including infill projects that intensifies development near transit, and provides a mix of uses which will lead to increased walking and reduced automobile uses.

2035 General Plan - Floor Area Ratio. The floor-area-ratio (FAR) is the gross building area on a site, excluding structured parking, to the net developable area of the site. The net developable area is the total area of a site excluding portions that cannot be developed (e.g., right-of-way, public parks, etc.). The Urban Corridor Low designation has a FAR range of a minimum of 0.3 to a maximum of 3.0. The project proposes a FAR of 4.68.

The General Plan has a policy that allows an increase in FAR above that which is permitted for the land use designation if a significant community benefit is provided by the project. The policy is stated below:

LU 1.1.10 Exceeding Floor-Area-Ratio. The City may allow new development to exceed the maximum allowed FAR or density if it is determined that the project provides a significant community benefit.

A “significant community benefit” is not defined in the General Plan. Instead, the significant benefit is evaluated during the entitlement review of the project. The evaluation considers the unique offerings of a development, the context of that development, and the accumulative value of the benefit to the project’s surrounding and the City of Sacramento.

The following list includes benefits of the proposed project as submitted by the applicant for consideration:

- **Supports Sutter Medical Facility Patients and Doctors** - One of the largest businesses in the immediate neighborhood is the Sutter Medical Center. Currently, there is a shortage of hotel rooms for patient families, patient support networks, and on-call doctors to utilize that allow close immediate connectivity to the hospital.
- **Supports Mercy Hospital Patients and Doctors** - The hotel will also provide close support for Mercy Hospital patient families, patient support networks, and on-call doctors as there are no hotels in East Sacramento.
- **Supports B Street Theatre** - The proposed B Street Theater on the same city block as the proposed project. This vibrant neighborhood, and regional theater, draws people from all over the Sacramento region. By locating a boutique hotel adjacent to B Street on the same block, the neighborhood will have less vehicular traffic as visitors will park once, walk to the theater, eat at one of the many neighborhood restaurants, and walk back to the hotel. This will also provide a unique theater experience that would not exist without the project.
- **Increases Pedestrian Connectivity** - The project includes development of a plaza as dedicated open-space that runs from Capitol Avenue to Matsui Alley between B Street Theater and the proposed project. This plaza improves the neighborhood pedestrian experience and provides mid-block pedestrian permeability from Capitol Avenue to the Sutter Parking Garage on the south side of Matsui Alley. This space is notable because the building could have been pushed to the lot line, but the space is left open instead.

- **Facilitates Smart Growth Principles** - By establishing a new hotel next to substantial businesses such as Sutter Medical Center, Mercy Hospital, B Street Theater, and other commercial uses, the location of the project reduces vehicular trips associated with traveling from those uses to existing lodging options, which are located further away. This affords the opportunity to park once and access many amenities without the need to use a car. Likewise, the proposed project increases pedestrian traffic and supports smart growth principles encouraged by the General Plan.
- **Sustainability** - The project will support the 2035 General Plan goals and policies regarding sustainability by providing a LEED Silver-equivalent construction
- **Reduces Vehicular Trips on Business 80** - Without the proposed project, many people at Sutter Medical Center, Mercy Hospital, and B Street Theater will have to get on Business 80 to drive to stay at a hotel. The proposed project will reduce the impacts associated with this travel demand.
- **Quality of Design** - The building is proposed with not just quality materials, but is designed in a way that enhances the streetscape and skyline. The massing of the building combined with the articulation of form and materials work in concert with the choice and placement of materials on the facades.

Urban Form Guidelines. The Urban Corridor Low designation includes street corridors that have multistory structures and more-intense uses at major intersections, lower-intensity uses adjacent to neighborhoods, and access to transit service throughout. At major intersections, nodes of intense mixed-use development are bordered by lower-intensity single-use residential, retail, service, and office uses. Street-level frontage of mixed-use projects is developed with pedestrian-oriented uses. The streetscape is appointed with landscaping, lighting, public art, and other pedestrian amenities.

Key urban form characteristics found in the Urban Corridor Low designation include:

- More intense mixed-use development at intersections with stepped down residential uses in between
- Building heights generally ranging from two to six stories
- Building heights highest at major intersections and lower when adjacent to neighborhoods unless near a major intersection
- Building façades and entrances directly addressing the street

- Buildings with pedestrian oriented uses such as outdoor cafes located at the street level
- Parking located to the side or behind buildings, or accommodated in parking structures
- Limited number of curb cuts along arterial streets, with shared and/or rear alley access to parking and service functions
- Attractive pedestrian streetscape, with sidewalks designed to accommodate
- pedestrian traffic, that includes appropriate landscaping, lighting, and pedestrian amenities/facilities
- Public and semi-public outdoor spaces such as plazas, courtyards, and sidewalk cafes

General Plan Policies. The proposed project would also support many of the goals and policies in the General Plan, including:

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

LU 2.4.1 Unique Sense of Place *The City shall promote quality site, architectural and landscape design that incorporates those qualities and characteristics that make Sacramento desirable and memorable including: walkable blocks, distinctive parks and open spaces, tree-lined streets, and varied architectural styles.*

LU 2.4.2 Responsiveness to Context *The City shall require building design that respects and responds to the local context, including use of local materials where feasible, responsiveness to Sacramento's climate, and consideration of cultural and historic context of Sacramento's neighborhoods and centers.*

LU 2.4.4 Iconic Buildings *The City shall encourage the development of iconic public and private buildings in key locations to create new landmarks and focal features that contribute to the city's structure and identity.*

LU 2.5.1 Connected Neighborhoods, Corridors, and Centers *The City shall require that new development, both infill and greenfield, maximizes connections and minimizes barriers between neighborhoods corridors, and centers within the city.*

LU 2.6.1 Sustainable Development Patterns *The City shall promote compact development patterns, mixed use, and higher-development intensities that use land efficiently; reduce pollution and automobile dependence and the expenditure of energy and other resources; and facilitate walking, bicycling, and transit use.*

LU 2.6.2 Transit-Oriented Development *The City shall actively support and facilitate mixed-use retail, employment, and residential development around existing and future transit stations.*

LU 2.7.6 Walkable Blocks *The City shall require new development and reuse and reinvestment projects to create walkable, pedestrian-scaled blocks, publicly accessible mid-block and alley pedestrian routes where appropriate, and sidewalks appropriately scaled for the anticipated pedestrian use.*

LU 2.7.7 Buildings that Engage the Street *The City shall require buildings to be oriented to and actively engage and complete the public realm through such features as building orientation, build-to and setback lines, façade articulation, ground-floor transparency, and location of parking.*

LU 6.1.1 Mixed-Use Corridors *The City shall create or improve mixed-use corridors by requiring compact development patterns that are oriented to and frame the street, establish a safe and comfortable environment for walking, and avoid encroachment upon adjacent residential areas.*

LU 6.1.4 Corridor Uses *The City shall encourage residential, mixed-use, retail, service commercial, and other pedestrian-oriented development along mixed-use corridors to orient to the front of properties with entries and stoops fronting the street.*

LU 6.1.7 Shared Parking, Driveways, and Alley Access *The City shall encourage the creation of shared parking and driveways as alleys along arterial corridors in order minimize driveways and curb cuts.*

LU 6.1.8 Corridor Transit *The City shall require design and development along mixed-use corridors that promotes the use of public transit and pedestrian and bicycle travel and maximizes personal safety through development features such as:*

- *Safe and convenient access for pedestrians between buildings and transit stops, parking areas, and other buildings and facilities*

Land Use

The proposed project requests to construct a new hotel with 107 rooms and restaurant and bar space in the C-2-SPD zone. The hotel and restaurant/bar uses are permitted by right. The project requires planning entitlements to allow the site to exceed the allowed height in the Alhambra Corridor Special Planning District, and Site Plan and Design Review for the proposed hotel, with a proposed deviation in height within the General Commercial (C-2-SPD) zone. The height standard in the base General Commercial (C-2) zone is 65 feet, with the project proposing to reach 76 feet and 3 inches in height.

Additionally, the proposed project would result in the loss of residential on the second floor of the building at 2730 Capitol Ave. The proposal does not include replacement of these residential units, nor does the C-2 zone have a minimum density requirement at this site. Staff finds that although the proposal includes the loss of 11 studio units, there is an important benefit fulfilled by providing a hotel and support uses across the street from a major medical facility and in an area currently lacking in these amenities. The proposed project is appropriate given the context of the site, and will enhance the area and support the surrounding businesses and residents.

Building Height and Design

The Fort Sutter Hotel project is requesting a deviation as part of the Site Plan and Design Review for exceeding the allowed building height in the base zone (C-2). The maximum height for the C-2 zone is 65 feet. The Fort Sutter Hotel project proposes a total height of 76 feet and 3 inches, which exceeds the allowed height in the C-2 zone by approximately 11 feet, and thus will require a deviation.

Existing buildings in the immediate surroundings of the project exceed 65 feet in height, including the new Anderson Lucchetti Women's and Children's Center, the Sutter Medical Office Building, and the Sutter Parking garage across the alley from the proposed project. (These projects also received a Conditional Use Permit to exceed the Alhambra Corridor height restrictions as part of their approved planning entitlements.) The requested deviation for the Fort Sutter Hotel is comparatively minor given the adjacent context of the major medical facility to the north and the parking garage to the south.

| Table 2: Height Standard | |
|--|--|
| Maximum Height Allowed per C-2-SPD Zone | 35' to plate line (Alhambra Corridor SPD) 65' to plate line (Base Zoning) 78' to the top of roof (Base Zoning) |
| Proposed Height | 69' 9" feet to plate line 76' 3" overall height |
| Deviation for Additional Height | 3' 9" to plate line no deviation for overall height |

Staff finds that the proposed height is both contextually appropriate and also required to provide the number of rooms proposed on the project site.

Project Architectural Design

The project proposed, an urban hotel, by its programmatic nature of rooms consistently stacked one above another, results in a vertical building with specific width dimensions (double loaded corridor) and a consistent fenestration pattern. Height then becomes a factor of available length and necessary room count.

Typical massing of a multi-story hotel project is rectangular. Changes in surface plan are typically vertical in plane with larger rooms adjacent to smaller (shorter) rooms. Typically there are no stepbacks based on the need to vertically stack room plumbing and chases.

The project as presented provides for surface articulation through two methods; room length and exterior wall thickness. The surfaces are further defined and accentuated by a change in materials and or colors. Some of the materials have a recall of early historic construction and others are more modern. The mix allows a nod to the past while presenting a clearly contemporary building.

The results of the surface and material changes are a prominent urban corner and a structure whose mass is broken down into the appearance of three buildings. The massing articulation is also reflective of the central city's historic 40' land use and lot pattern.

Figure 2: Southwest View Rendering



The height of the building is appropriate in scale to the freeway, the parking garage to the south, and the medical use to the north. The building also expresses a clear base, shaft, and top expression. The base of the building is clearly delineated with a different material and color, which includes a column/beam podium design. The height of the building base relates to a pedestrian experience, but is tall enough to create a scale balance between base and building shaft. The base is further articulated with a transom based window system, with horizontal canopies at the transom level. This further breaks down the fenestration into a more intimate, personal scale. Folding doors are also included in the storefronts which would open the building to the patio dining space.

The building base is uniformly transparent along 28th Street and Capitol Avenue, creating a visual connection with the street and a clear understanding of the internal uses (hotel lobby, bar, restaurant). At night, these internally-lit spaces will create a very inviting street scene, while also providing a feeling of safety through lighting and activity.

Figure 3: Street Elevations



CAPITOL AVE - NORTH ELEVATION



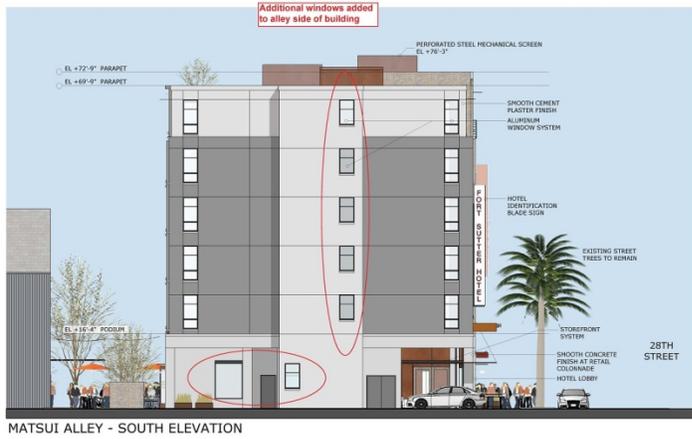
28TH STREET - EAST ELEVATION

Fenestration patterns of hotels are typically rigid and regular in pattern, and are typically of small scale windows relative to wall size. The design response for this project is very large scale openings reminiscent of early 20th century urban factories or warehouses. While not a literal interpretation, it is evocative of early Sacramento industrial design. The top of the building is denoted by taller scale windows with window canopies and a subtle cornice element. This differentiation of fenestration provides for a distinct top against the skyline, as will windows on all sides of the building.

Of particular note is the common open space plaza on the west side of the building, which could connect Capitol Avenue and Matsui Alley. The project could have proposed a footprint that would have taken this space, which would have likely lowered the height of the building, but was instead given over to a public plaza/paseo. This plaza/paseo would become a gathering space for the public, for hotel and restaurant users, and for patrons of the proposed B Street Theater. The width of the space is significant enough to be usable while still feeling intimate and with a distinct sense of

character, and will become an active public amenity with patio dining and pedestrian circulation.

Figure 4: Matsui Alley and West Side Elevation



*Matsui Alley elevation has additional windows on the stairwell and ground floor office space, per comments heard at the Planning and Design Commission review and comment session.

Figure 5: Southeast View Rendering



In addition to the many architectural details and spaces provided at the street level, the project proposes a rooftop deck for use by the hotel guests. This space will face towards the west and be protected from street and freeway noise by the surrounding walls of the sixth floor. The space is proposed to be lightly programmed with amenities such as seating and potted trees/plants.

Figure 6: East View Aerial Rendering



Central City Neighborhood Design Guidelines

The four primary purposes of the Central City Design Guidelines includes the following: provide design guidance; promote places where people can safely live and interact with each other; ensure that the building design is compatible with its surroundings in terms of scale, mass, building patterns and details, and incorporate preferred elements of prevailing neighborhood architectural styles.

Key Design Principles

- Placemaking. Create clearly defined spaces that satisfy gathering and privacy needs of people at various scales appropriate to the role of the project in the community.
- Location of Structures. Locate structures to create usable outdoor places and continuity of desirable characteristics of adjoining structures along the street.
- Entries. Provide clearly defined site and building entries that are in scale with the proposed project, and that relate directly to the street frontage(s).

- Pedestrian Edges. Provide pedestrians with the greatest possible sense of safety, comfort, aesthetic pleasure, and connection to building activities at edges where structures adjoin the public area, and along internal circulation of the project.
- Design Concept. Provide pedestrians with the greatest possible sense of safety, comfort, aesthetic pleasure, and connection to building activities at edges where structures adjoin the public area, and along internal circulation of the project.
- Relationship to Surroundings. Reinforce the importance and continuity of public spaces (streets, plazas, etc.) by harmonizing with other neighboring structures.
- Scale/Height/Massing. Make a building or group of buildings compatible with its surroundings through the 1) Rhythm of spaces between buildings, 2) Building scale, mass, and setbacks, 3) Building orientation and relation to the street, and 4) Continuity of storefront on commercial streets.
- Level of Detail and Articulation. Incorporate the scale and level of detail that is typical of well-designed buildings in the surrounding area.

The Alhambra Corridor Design Guidelines also make note of buildings in this area, with proposed buildings having to consider contextual scale and massing, as well as quality building materials that reflect the area.

As proposed, the project is consistent with the Central City Design Guidelines. The project is oriented to the street, proposes quality materials, architectural massing and articulation, large windows, activation of the pedestrian plaza, and the location of services not currently available in the surrounding neighborhood. These facets of the project support many of the design guidelines principles such as placemaking, location of structures, design concepts, and pedestrian orientation.

Circulation

The project will be accessed primarily by pedestrian users on both Capitol Avenue and 28th Street, with continued use of an existing loading zone on 28th Street for vehicle drop off and valet. The proposed project has sidewalk frontage on two sides, with additional access from the alley and plaza area providing pedestrian circulation on all sides of the building. No driveways are proposed on Capitol Avenue or 28th Street.

Off-Street Loading Space

The Planning and Development Code requires off-street loading and unloading space for various uses, including retail and other uses where large amounts of goods are received or shipped. For a commercial building greater than 40,000 square feet, one loading space is required. The Fort Sutter Hotel project is proposing 59,962 square feet of commercial and hotel use, thus requiring one onsite loading space. A loading space is not proposed for this project, therefore a deviation is required. Staff supports this deviation because it is not uncommon for commercial projects in the central city to share on-street loading areas and there is currently a striped loading zone along the project frontage on 28th Street. There are smaller commercial tenant spaces proposed for this project (as opposed to one large tenant), which facilitates shipments to the site in smaller trucks. Furthermore, the proposed project includes a service egress on the rear of the building providing additional delivery and drop off opportunities from the alley. Deliveries are currently handled from the alley for the existing uses.

Parking – Vehicle and Bicycle

The Fort Sutter Hotel project is located in the Urban Parking District. The Planning and Development Code has no minimum parking requirements for hotel uses in the Urban Parking District. Parking requirements for restaurants and bars in the Urban Parking District are 1 space per 2,000 square feet. Therefore, the project would be required to provide 2 vehicle parking spaces. The project has received an approved Administrative Parking Permit which allows the applicant to substitute the street parking along the project frontage, and additional bicycle parking above minimum code requirements for the two on-site vehicle parking spaces. The project will not result in the loss of any street parking, and is proposing to provide additional bike racks in the planters in front of the building. Additionally, the applicant will have a private agreement with Sutter Health to use the adjacent parking garage for valet parking, which has 1,100 spaces, and regularly has spaces available for public use. As part of the Sutter hospital expansion project, 802 additional parking spaces were provided above the Sacramento City Code requirements which could be shared with community uses, such as the B Street Theatre and other potential development projects. (The Sutter Midtown project has over 2,700 parking spaces including two lots under the freeway with over 700 spaces each.)

Bicycle parking requirements in the Urban Parking District requirements for restaurants and bars are 1 space per 10,000 square feet of retail or 2 minimum for long term bicycle parking and 1 space per 2,000 square feet of retail of 2 minimum for short term bicycle parking. For hotel uses, the long-term bicycle parking requirement is 1 space per 30 rooms, and the short-term parking requirement is 1 space per 60 rooms. Based on these standards, the Fort Sutter Hotel project is required to provide 6 long term and 4 short term parking spaces. The Fort Sutter Hotel project is proposing to meet the

Planning and Development Code requirements by providing the long term spaces on site, with the short term spaces adjacent to the sidewalk. The required and proposed bicycle parking is summarized below.

| Table 3: Required Bicycle Parking Spaces | | | |
|---|-------------------|--------------------|-------------------|
| | Long Term | Short Term | Deviation? |
| Hotel | 4 | 2 | |
| Commercial | 2 | 2 | |
| TOTAL | 6 (6 proposed) | 4 (24 proposed) | No |

RESOLUTION NO. 2016-

Adopted by the Sacramento City Council

DETERMINING THE CONSTRUCTION OF A SIX STORY HOTEL AND RESTAURANT BUILDING IN THE GENERAL COMMERCIAL (C-2) ZONE (P15-067) IS EXEMPT UNDER THE CALIFORNIA ENVIRONMENTAL QUALITY ACT

BACKGROUND

- A. On April 7, 2016, the Planning and Design Commission conducted a public hearing on and approved a Conditional Use Permit (CUP) to exceed the allowed height in the Alhambra Corridor Special Planning District, and Site Plan and Design Review with deviations to exceed the maximum height and waive an off-street loading space in the General Commercial (C-2-SPD) zone.
- B. On April 14, 2016, a third party appeal on the decision of the Planning and Design Commission to approve a Conditional Use Permit (CUP) to exceed the allowed height in the Alhambra Corridor Special Planning District, and Site Plan and Design Review with deviations to exceed the maximum height and waive an off-street loading space in the General Commercial (C-2-SPD) zone project was filed with the City.
- C. On May 24, 2016, the City Council conducted a public hearing, for which notice was given pursuant Sacramento City Code Section 17.812.030(B)(2) and (B)(3) (posting and mail), and received and considered evidence concerning the request for a Conditional Use Permit (CUP) to exceed the allowed height in the Alhambra Corridor Special Planning District, and Site Plan and Design Review with deviations to exceed the maximum height and waive an off-street loading space in the General Commercial (C-2-SPD) zone.

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

Section 1. Based on the determination and recommendation of the City's Environmental Planning Services Manager, the City's Preservation Director, the documentary evidence produced as part of the project review, and the oral and documentary evidence received at the hearing on the Project, the City Council finds that the Project is exempt under Section 15332 (Infill Development) of the California Environmental Quality Act (CEQA) Guidelines, as follows:

- A. The project is consistent with the applicable general plan designation and all applicable general plan policies as well as with applicable zoning designation and regulations;

- B. The proposed development occurs within the city limits on a project site of no more than five acres substantially surrounded by urban uses;
- C. The project site has no value as habitat for endangered, rare, or threatened species;
- D. Both the 2730 Capitol Avenue building and the 1308 28th Street building are not eligible for listing on the California Register, and that the buildings are not a historical resources for CEQA purposes under the discretionary category in Pub. Resources Code, § 21084.1 , and Cal. Code Regs., tit. 14 , § 15064.5, subd. (a) (3) and (4). Therefore, the proposed Fort Sutter Hotel Project will not have an impact on historical resources;
- E. Approval of the project would not result in any significant effects relating to traffic, noise, air quality, or water quality;
- F. The site can be adequately served by all required utilities and public services;
- G. Any cumulative effects of the project have been considered and evaluated in the Master EIR prepared for the 2035 General Plan.
- H. There are no unusual circumstances under Guidelines section 15300.2 (c).

RESOLUTION NO. 2016-

Adopted by the Sacramento City Council

ADOPTING THE FINDINGS OF FACT AND APPROVING A CONDITIONAL USE PERMIT TO EXCEED THE ALLOWED HEIGHT IN THE ALHAMBRA CORRIDOR SPECIAL PLANNING DISTRICT, AND SITE PLAN AND DESIGN REVIEW WITH DEVIATIONS TO EXCEED THE MAXIMUM HEIGHT IN THE GENERAL COMMERCIAL (C-2-SPD) ZONE AND WAIVE AN OFF-STREET LOADING SPACE. (APN 007-0172-020, 007-0172-021) (P15-067)

BACKGROUND

- A. On April 7, 2016, after conducting a public hearing, the City Planning and Design Commission approved a Conditional Use Permit (CUP) to exceed the allowed height in the Alhambra Corridor Special Planning District, and Site Plan and Design Review with deviations to exceed the maximum height in the General Commercial (C-2-SPD) zone and waive an off-street loading space (P15-067) at 2730 Capitol Ave.
- B. On April 14, 2016, a third party, Unite Here Local 49, appealed the decision of the City Planning and Design Commission.
- C. On May 24, 2016, after giving notice as required by the Sacramento City Code section 17.812.030, the City Council conducted a public hearing on the Project, receiving and considering evidence concerning it.

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

Section 1. Based on the verbal and documentary evidence received at the hearing on the Fort Sutter Hotel project, the City Council approves the Project entitlements based on the findings of fact and subject to the conditions of approval as set forth below.

Section 2: The City Council approves the Project entitlements based on the following findings of fact:

A. Conditional Use Permit to exceed the allowed height within the Alhambra Corridor Special Planning District is **approved** based on the following findings:

- 1. The proposed uses and their operating characteristics are consistent with the general plan designation of Urban Corridor Low by providing a mixed use development at a major intersection and including strong pedestrian-friendly elements at street-level. These elements include:
 - a. The pedestrian plaza/paseo

- b. Noble building materials
 - c. Active and pedestrian-oriented ground floor uses
 - d. Providing hotel rooms near a hospital where a lack of rooms currently exists
2. The proposed uses and their operating characteristics are consistent with the applicable standards, requirements, and regulations of the zoning district in which it is located, in that hotels, restaurants, and retail uses are permitted in the General Commercial (C-2) zone.
 3. The proposed uses are situated on a parcel that is physically suitable in terms of location, size, topography, and access, and that is adequately served by public services and utilities.
 4. The proposed uses and their operating characteristics are not detrimental to the public health, safety, convenience, or welfare of persons residing, working, visiting, or recreating in the surrounding neighborhood and will not result in the creation of a nuisance, in that:
 - a. Parking impacts will be kept to a minimal level with demand accommodated in the adjacent garage
 - b. Passenger and commercial loading will be handled by existing zones on 28th Street and Matsui Alley
 - c. The proposed project is contextual to surrounding development
 - d. The proposed project has been conditioned to prohibit demolition in advance of building permits being issued for new construction

B. Site Plan and Design Review with deviations for height and to waive the requirement for an off-street loading space is **approved** based on the following findings:

1. The design, layout, and physical characteristics of the proposed development are consistent with the general plan and any applicable specific plan, by including project elements such as:
 - a. The pedestrian plaza/paseo
 - b. Noble building materials
 - c. Active and pedestrian-oriented ground floor uses

- d. Providing hotel rooms near a hospital where a lack of rooms currently exists
2. The design, layout, and physical characteristics of the proposed development is consistent with the purpose and intent of the applicable design guidelines and development standards in that the additional height is contextual, near a large hospital, a large parking garage, a high-rise senior living facility, and an elevated freeway.
3. All streets and other public access ways and facilities, parking facilities, and utility infrastructure are adequate to serve the proposed development and comply with all applicable design guidelines and development standards.
4. The design, layout, and physical characteristics of the proposed development are visually and functionally compatible with the surrounding neighborhood in that the building incorporates active storefronts at ground level with clear glazing, articulated facades with ample fenestration and punched openings, active ground floor uses, and maintains all the city street trees fronting on Capitol Avenue and 28th Street.
5. The design, layout, and physical characteristics of the proposed development ensure energy consumption is minimized and use of renewable energy sources is encouraged.
6. The design, layout, and physical characteristics of the proposed development are not detrimental to the public health, safety, convenience, or welfare of persons residing, working, visiting, or recreating in the surrounding neighborhood and will not result in the creation of a nuisance. The additional height for the proposed building is appropriate given the building is located along a corridor and surrounded by primarily commercial uses, with loading primarily accommodated on the street. Demolition will also not occur prior to building permits being issued.

CONDITIONS OF APPROVAL

- B. Conditional Use Permit** to exceed the allowed height within the Alhambra Corridor Special Planning District is **approved** subject to the following conditions:

Planning

- B1. The final height of the building shall not exceed 77 feet in overall height, as shown on the final approved plans.

- B2. It is in the City's interest to prevent blight by maintaining existing development on a site until such time as new construction is undertaken as evidenced by issuance of building permits for new development. Therefore, the applicant shall not commence demolition until a building permit has been issued for the new structure.
- B3. The project shall be developed consistent with requirements that are equivalent to LEED Silver, to the satisfaction of the Urban Design Manager.

Police

- B4. Exterior lighting shall be white light using LED lamps with full cutoff fixtures to limit glare and light trespass. Color temperature shall be between 2700K and 4100K.
- B5. Broken or damaged exterior lighting shall be repaired or replaced within 48 hours of being noted.
- B6. All landscaping shall follow the two foot six foot rule. All landscaping shall be ground cover, two feet or less and lower tree canopies shall be above six feet. This increases natural surveillance and eliminates hiding areas within the landscape. Tree canopies shall not interfere with or block lighting. This creates shadows and areas of concealment.
- B7. All solid core exterior doors shall be equipped with a 180 degree viewing device to screen persons before allowing entry, and shall remain locked at all times except for emergencies and deliveries.
- B8. Recorded Video Assessment and Surveillance System (VASS) shall be employed.
- B9. Cameras and VASS storage shall be digital high definition or better.
- B10. VASS storage shall be kept off-site or in a secured area accessible only to management.
- B11. VASS shall support standard MPEG formats.
- B12. VASS shall be capable of storing no less than 30 days' worth of activity.
- B13. Manager with access to VASS storage shall be able to respond within 30 minutes during business hours.

- B14. Manager shall have the ability to transfer recorded data to another medium (e.g. DVD, thumb drive, etc.).
- B15. Cameras shall be equipped with low light capability, auto iris and auto focus.
- B16. VASS shall provide comprehensive coverage of:
- all points of sale
 - safe
 - manager's office
 - areas of ingress and egress (entrance doors for customers and staff)
 - loading areas (including alley)
 - areas not clearly visible from public streets
 - coverage of all four (4) exterior sides of the property
 - adjacent public rights of way
 - patio seating areas/outdoor areas under control of the applicant
 - all elevator lobbies
 - all stair landings
 - roof deck
- B17. The applicant is responsible for reasonably controlling the conduct of persons on the site and shall immediately disperse loiterers.
- B18. All dumpsters shall be kept locked.
- B19. Trash receptacles shall be of a design to prevent unauthorized removal of articles from the trash bin.
- B20. Any graffiti painted or marked upon the premises or on any adjacent area under the control of the applicant shall be removed or painted over with matching paint within 72 hours of being applied.
- B21. The applicant shall be responsible for the daily removal of all litter from the site.
- C. Site Plan & Design Review** with deviations for height and to waive the requirement for an off-street loading space is **approved** subject to the following conditions:

Planning

- C1. The applicant shall obtain any necessary building permits and encroachment permits prior to commencing construction.
- C2. The building shall have building setbacks and entries as indicated in the final approved plans.
- C3. Development of this site shall be consistent with the attached exhibits, except as conditioned. Any modifications to the project shall be subject to additional Planning review and may require subsequent entitlements.
- C4. The building elevations shall have a consistency of detail and quality as indicated on the final approved plans. The following features of the project shall not be removed during plan check or construction as part of any value engineering:
- Noble exterior building materials, including brick, smooth finish plaster, and larger warehouse windows
 - Windows on all four sides of the building, where shown, on all floors
 - Storefronts that incorporate a transom design
 - Maintain pedestrian oriented uses on the ground floor
 - The pedestrian plaza/paseo shall be a minimum width of 10 feet as measured from the west property line to the edge of the new hotel building's west facade
 - Window canopies over the top floor windows and ground-level storefronts
 - The cornice element at the top of the building, finished in brick veneer or plaster, where shown on the final approved plans
 - Final room count shall not be lowered more than 10% from what is proposed as part of the planning entitlement application
- C5. Provide clear glazing at all ground level fenestration or as approved by design staff.
- C6. The pedestrian plaza/paseo on the west side of the building shall have active uses related to the restaurant, provide adequate lighting, and have appropriate, shade-tolerant plantings.
- C7. A majority of the pedestrian plaza/paseo shall be activated.

- C8. The building corner at Capitol Avenue and 28th Street is required to have architectural features and materials that emphasize that prominent corner, as shown on the final approved plans.
- C9. Private open space and common open space shall be provided as shown on the final approved plans.
- C10. The trash enclosures shall be finished with the same building materials and color schemes as the main building.
- C11. The project shall provide 6 long term bicycle facilities as shown on the final approved plans, shall meet the Sacramento City Code requirements for bicycle parking. The design and location of the bicycle parking facilities for short-term parking shall be reviewed and approved by Planning Staff.
- C12. All building signage shall conform to the standards of the base C-2 zone and shall be reviewed under the sign permitting process.
- C13. SMUD transformer shall be located internal to the building, as shown on the Ground Level Plan (site plan).
- C14. Any site or rooftop or ground-mounted mechanical or plumbing equipment proposed shall be screened as necessary to fit in with the design of the new buildings, and not visible from any street or pedestrian plaza/paseo views. Equipment such as SMUD boxes, etc. shall be placed where not visible from street views and screened from pedestrian views. The applicant shall submit final mechanical and plumbing equipment locations and screening to Planning and Design Review staff for review and approval prior to building permit submittal.
- C15. The project shall have all electrical meters/cabinets, telephone connection boxes, and any exterior other utility appurtenances painted to match the building façade to which they are attached.
- C16. Development of this site shall be in compliance with the attached exhibits, except as conditioned. Any modification to the project shall be subject to review by Current Planning and Design staff prior to the issuance of building permits. Any significant modifications to the project may require subsequent entitlements.
- C17. Any detail not provided on the plans shall be provided for review and approval by Planning and Design Review staff.

Fire

- C18. Provide the required fire hydrants in accordance with CFC 507 and Appendix C, Section C105.
- C19. Provide a water flow test. (Make arrangements at the Permit Center walk-in counter: 300 Richards Blvd, Sacramento, CA 95814). CFC 507.4
- C20. Provide appropriate Knox access for site. CFC Section 506
- C21. An automatic fire sprinkler system shall be installed in any portion of a building when the floor area of the building exceeds 3,599 square feet. CFC Fire Code Amendments 903.2 (a)
- C22. Locate and identify Fire Department Connections (FDCs) on address side of building no further than 50 feet and no closer than 15 feet from a fire hydrant and not more than 30 feet from a paved roadway.
- C23. An approved fire control room shall be provided for all buildings protected by an automatic fire extinguishing system. The room shall contain all system control valves, fire alarm control panels and other fire equipment required by the Fire Code Official. Fire Control rooms shall be located within the building at a location approved by the Fire Code Official, and shall be provided with a means to access the room directly from the exterior. Durable signage shall be provided on the exterior side of the access door to identify the fire control room. Fire Control rooms shall not be less than 50 square feet. CFC Amendments 903.4.1.1

Public Works

- C24. Construct standard public improvements as noted in these conditions pursuant to Title 18 of the City Code. Improvements shall be designed to City Standards and assured as set forth in Section 18.04.130 of the City Code. All improvements shall be designed and constructed to the satisfaction of the Department of Public Works. Any public improvement not specifically noted in these conditions shall be designed and constructed to City Standards. This shall include the repair or replacement/reconstruction of any existing deteriorated curb, gutter and sidewalk adjacent to the subject property along 28th Street and Capitol Avenue per City standards and to the satisfaction of the Department of Public Works.
- C25. Design and install street lighting adjacent to the subject property per Section 14 of the City's Design and Procedure Manual to the satisfaction of the Department of Public Works.

- C26. The applicant shall pay the Department of Public Works the SUM of \$25,000 for the cost of modifying the existing east-west pedestrian crossing and installing new pedestrian countdown heads and push buttons at the intersection of 28th Street and Capitol Avenue to the satisfaction of the Department of Public Works.
- C27. The applicant shall repair the existing alley (Matsui Alley) per City standards in Concrete to the satisfaction of the Department of Public Works. The limit of work shall be the entire width of the alley from the alley entrance at 28th street to the project's western boundary along the alley.
- C28. The site plan shall conform to A.D.A. requirements in all respects. This shall include the replacement of any curb ramp that does not meet current A.D.A. standards at the south-west corner of the intersection of Capitol Avenue and 28th Street to the satisfaction of the Department of Public Works.
- C29. The applicant shall apply for a Revocable Encroachment Permit from the Department of Public Works to allow the proposed Bike Racks and café seating to be within the public right of way.

SMUD

- C30. It is recommended for this project that the developer contact SMUD new services 1-888-742-SMUD (7683) for a pre-application meeting to discuss electrical services design and options.
- C31. Developer to comply with SMUD requirements; i.e. panel size/location, clearances from SMUD equipment, transformer location and service conductors. The developer shall meet with all utilities to ensure adequate setbacks are maintained. To provide electric service, SMUD requires a pad mount transformer to be installed within the proposed development.
- C32. Any necessary future SMUD facilities located on the customer's property may require a dedicated SMUD easement. This will be determined prior to SMUD performing work on the customer's property.
- C33. To maintain adequate trench integrity, building foundations must have a minimum horizontal clearance of 5 feet from any SMUD trench. Developer to verify with other utilities (gas, telephone etc.) for their specific clearance requirements.
- C34. Structural setbacks of less than 14 feet may create clearance issues. If proper clearances from the building cannot be maintained, the developer

will need to work with SMUD to relocate or underground the facilities. This work would be billable to the customer.

- C35. There are existing underground 21kV facilities along the alley and along 28th street and will need to remain in order to maintain existing services not part of this development.
- C36. To ensure adequate access to SMUD equipment, all paved surfaces shall be accessible to a 26,000 pound SMUD service vehicle in all weather. The placement of SMUD equipment shall be no further than 15 feet from said drivable surface that has a minimum width of 20 feet.
- C37. Contact SMUD Savings by Design at 1-877-622-SMUD (7683) or email gary.becker@smud.org early in the design process to learn about energy efficiency and customer programs.

Urban Forestry

- C38. The planter areas on Capitol Avenue and 28th Street shall retain a 7.5 wide by 20 foot long open area around each existing street tree with the tree in the center of each planter space.
- C39. Irrigation shall be provided to each of the existing street trees.
- C40. Mulch and drought tolerant understory plants may be incorporated into the landscape near each street tree, but no understory plants shall be installed within 4 feet of the trunk of any existing street tree.
- C41. Any paving within the planter area and outside of the 20 foot long planting area around existing street trees shall consist of permeable interlocking concrete pavers such as Pavestone eco-priora pavers or a substantially similar product.
- C42. Any excavation within the dripline of any existing street tree shall be directly supervised by an ISA Certified Arborist who shall be responsible for making recommendations to the applicant and coordinating with the City Arborist in order to minimize the impacts of the excavation on the street trees.
- C43. The applicant shall comply with all applicable provisions of Sacramento City Code 12.56.

Utilities

- C44. Per City Code Section, 13.04.070, multiple water service to a single lot or parcel may be allowed. If more than one service is requested then DOU Development Review and Field staff will review the proposed number of taps and associated location to determine if the DOU can provide service as requested. Any new water services (other than fire) shall be metered. Excess services shall be abandoned to the satisfaction of the DOU.
- C45. Common area landscaping shall have a separate street tap or public easement tap for a metered irrigation service.
- C46. This project is served by the Combined Sewer System (CSS). Therefore, the developer/property owner will be required to pay the Combined Sewer System Development Fee prior to the issuance of building permit. The CSS impact fee due will be based on the difference between the Equivalent Single-Family Dwelling (ESD) calculated on the proposed use and the existing use. The Combined Sewer System fee at time of building permit is estimated to be \$130.31 plus any increases to the fee due to inflation. The fee will be used for improvements to the CSS.
- C47. A grading plan showing existing and proposed elevations is required. Adjacent off-site topography shall also be shown to the extent necessary to determine impacts to existing surface drainage paths. No grading shall occur until the grading plan has been reviewed and approved by the DOU.
- C48. The finished floor shall be above the 100-yr HGL or 1.5-feet above the local controlling overland flow release elevation, whichever is higher or as approved by the DOU.
- C49. The applicant must comply with the City of Sacramento's Grading, Erosion and Sediment Control Ordinance. This ordinance will require the applicant to prepare erosion and sediment control plans for both during and after construction of the proposed project, prepare preliminary and final grading plans, and prepare plans to control urban runoff pollution from the project site during construction.
- C50. This project is located in the area of the Combined Sewer System (CSS). The applicant is required to implement source control to prevent runoff pollution. The applicant is encouraged to use proper site design to reduce runoff volume. Refer to "Stormwater Quality Design Manual for the Sacramento and South Placer Regions (May 2007)" Chapter 4 for appropriate source control measures and Chapter 5 for appropriate runoff reduction control measures.
- C51. Decorative paving which is removed by the City while repairing, maintaining and/or replacing surface and subsurface water, drainage and

sanitary sewer facilities will be repaved with asphalt concrete (AC). A business association and/or homeowners association shall be responsible for replacing the decorative paving at no cost to the City. The applicant, developer, business, and/or homeowners associations shall enter into and record a hold harmless agreement, in a form acceptable to the City Attorney, regarding the removal and replacement of decorative paving by the City.

Advisory

- ADV1. Prior to issuance of a Building Permit, the applicant shall pay a Park Development Impact Fee (PIF). The Park Development Impact Fee due for this project is estimated at \$25,184 based on the construction of a 59,962 square foot hotel and restaurant building at the City's standard rate of \$0.42 per square foot for commercial retail / services uses. Any change in these factors will change the amount of the PIF due. The PIF is adjusted on July 1st of each year to account for inflation.
- ADV2. The applicant may be eligible for a credit against the Park Development Impact Fee for current uses of the property. Per Sacramento County Assessor records, APN 007-0172-020 is currently developed with a 11,491 s.f. commercial restaurant and APN 007-0172-021 is developed with a 3,494 s.f. dental office.
- ADV3. The proposed project is located in a shaded Zone X, on the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps (FIRMs), defined as areas of 0.2% annual chance flood; areas of 1% annual chance flood with average depths of less than 1 foot or with drainage areas less than 1 square mile; and areas protected by levees from 1% annual chance flood. Accordingly, the project site lies in an area with no requirements to elevate or flood proof.
- ADV4. Many projects within the City of Sacramento require on-site booster pumps for fire suppression and domestic water systems. Prior to design of the subject project, the DOU suggests that the applicant request a water supply test to determine what pressure and flows the surrounding public water distribution system can provide to the site. This information can then be used to assist the engineers in the design of the on-site fire suppression system.

Exhibits

- A. Project Plans are a part of this resolution.



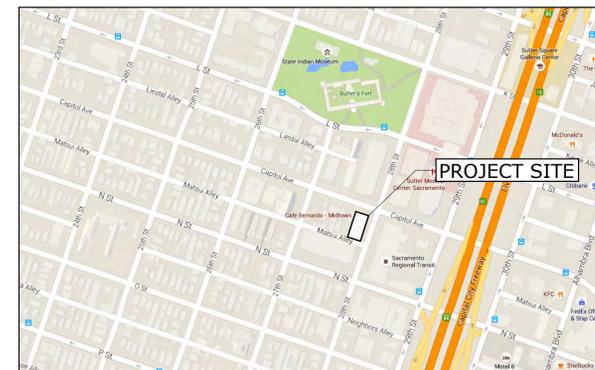
PROJECT DATA:

| | | | |
|-------------------|--|---------------------|-----------------------|
| PROJECT LOCATION: | Southwest corner of 28th Street and Capitol Ave. | TOTAL SITE AREA: | 12,800 SF (.29 ACRES) |
| PARCEL NO: | 007-0172-020 007-0172-021 | BUILDING FOOTPRINT: | 10,275 SF |
| ZONING: | C-2-SPD | RESTAURANT AREA: | 3,900 SF |
| GENERAL PLAN: | General Commercial / Special Planning District | HOTEL AREA: | 56,062 SF |
| BUILDING USE: | Hotel / Restaurant / Bar | NUMBER OF ROOMS: | 107 ROOMS |
| OCCUPANCY: | R-1 / A-2 | | |

VICINITY MAP:



PROJECT LOCATION:



FORT SUTTER HOTEL - Planning and Design Submittal

28TH STREET AND CAPITOL AVE - SACRAMENTO



Summary of site plan revisions

- Additional information provided on pervious pavers.
- Additional information and dimensions added to the planters for the existing trees.
- Long term bicycle parking located on plan.

(E) PALM TREES ALONG 28TH STREET TO REMAIN, WITH DROUGHT TOLERANT PLANTING WITH MULCH IN 20ft PLANTER, TYP OF (4)

PAVESTONE ECO-PRIORA PERMEABLE PAVERS OVER CRUSHED ROCK FOR DRAINAGE

BIKE RACKS, TYPICAL OF FIVE

MINIMUM 6'-0" CLEARANCE FOR SIDEWALK, TYP.

CURRENT LOADING ZONE TO REMAIN AS PASSENGER LOADING

(4) EXISTING METERED PARKING SPACES TO REMAIN

PAVESTONE ECO-PRIORA PERMEABLE PAVERS OVER CRUSHED ROCK FOR DRAINAGE

(E) STREET TREES TO REMAIN ALONG CAPITOL AVE, WITH DROUGHT TOLERANT PLANTING WITH MULCH IN 20ft PLANTER, TYP OF (2)

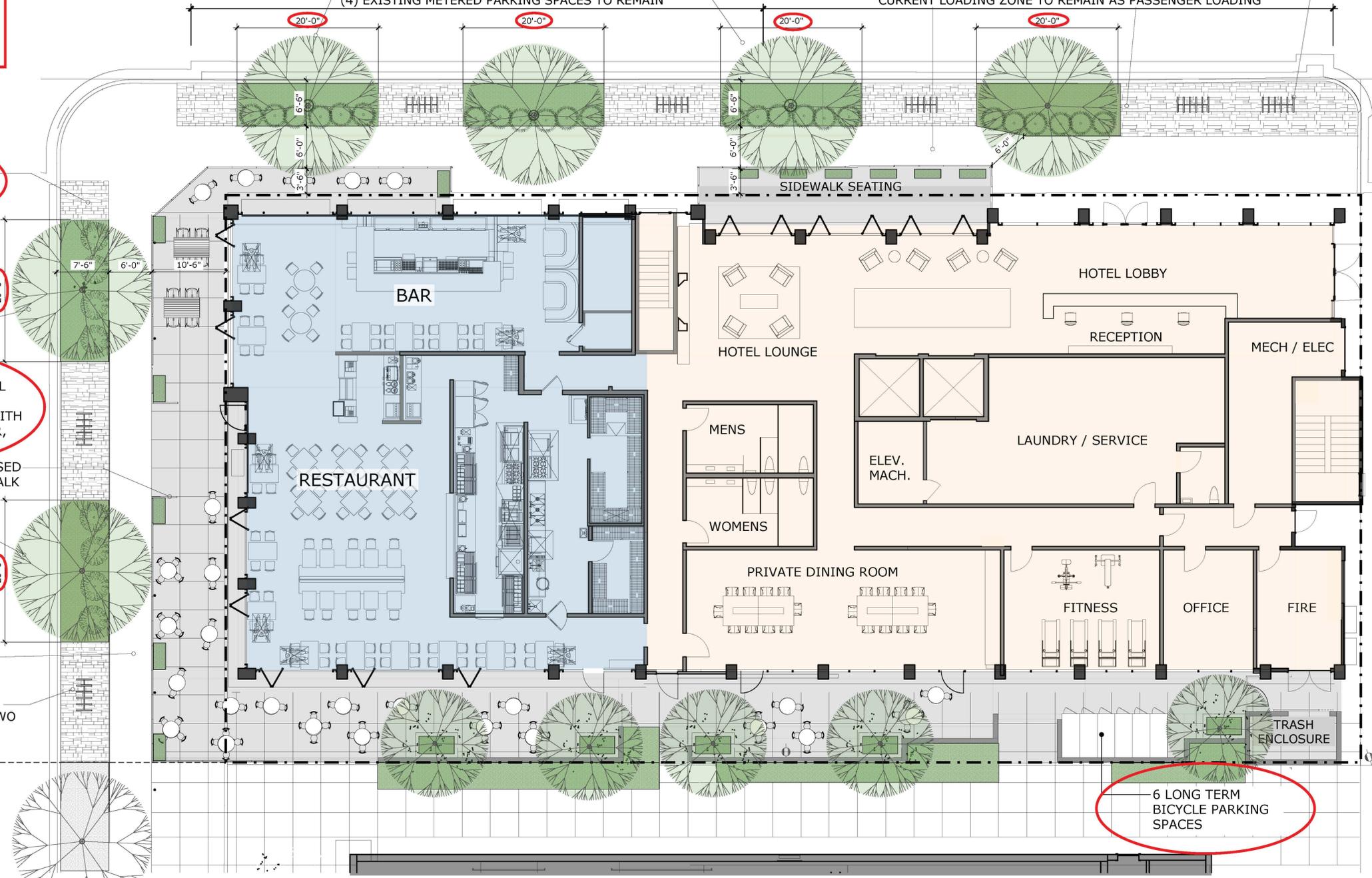
PROPOSED SIDEWALK DINING

CAPITOL AVE

MINIMUM 6'-0" CLEARANCE FOR SIDEWALK, TYP.

BIKE RACKS, TYPICAL OF TWO

LIMIT OF PROPERTY



FUTURE B STREET THEATRE

MATSUI ALLEY

EXISTING PARKING GARAGE



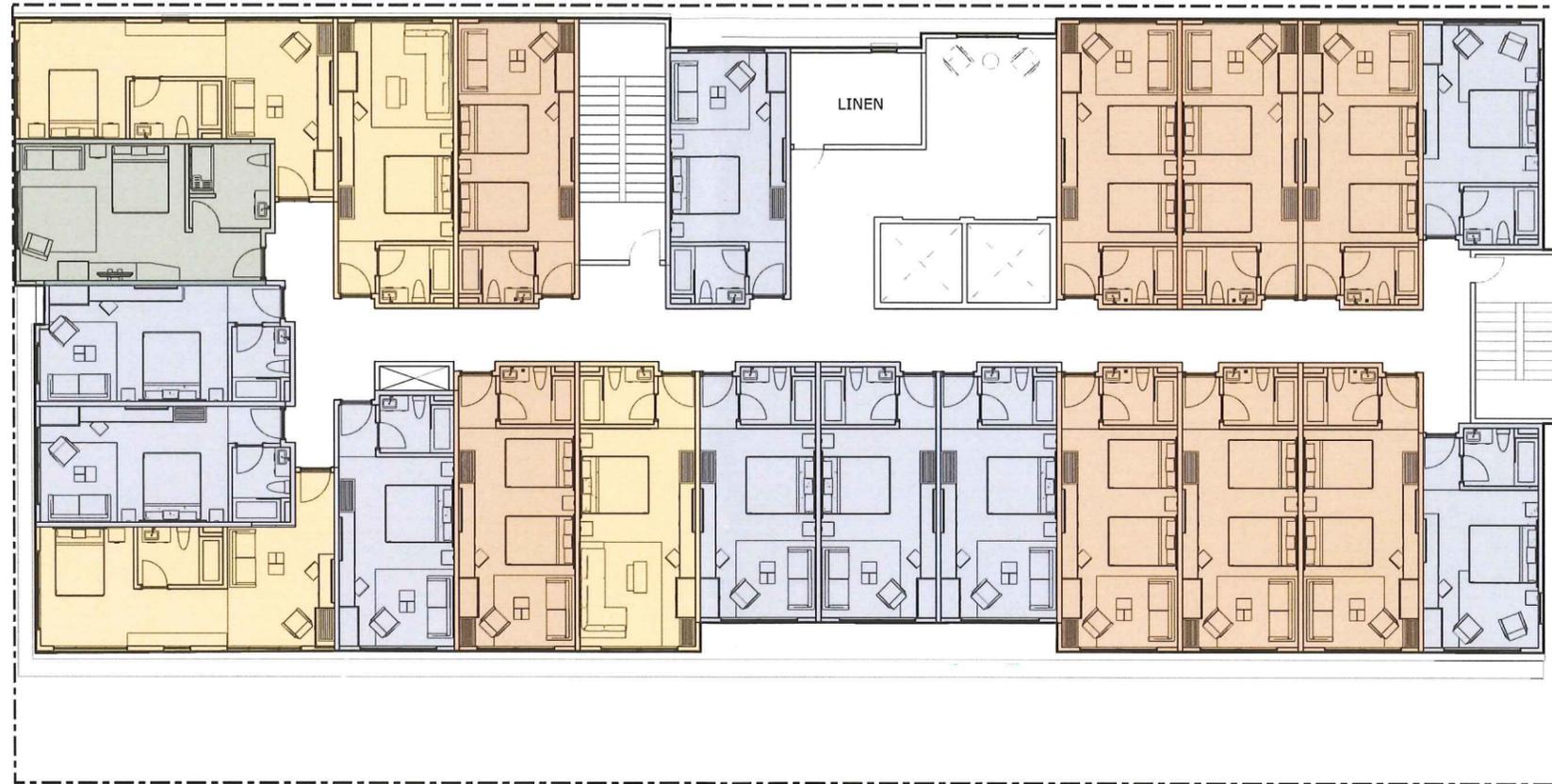
GROUND LEVEL PLAN

28TH AND CAPITOL - FORT SUTTER HOTEL
12.2.2015



CAPITOL AVE

28TH STREET



MATSUI ALLEY

ROOM SUMMARY

| ROOM TYPE | LEVEL 2 | LEVEL 3 | LEVEL 4 | LEVEL 5 | LEVEL 6 | TOTAL |
|------------------|---------|---------|---------|---------|---------|------------|
| KING - STANDARD | 8 | 8 | 8 | 8 | 5 | 37 |
| KING - SUITE | 4 | 4 | 4 | 4 | 4 | 20 |
| QUEEN - DOUBLE | 9 | 9 | 9 | 9 | 9 | 45 |
| ACCESSIBLE SUITE | 1 | 1 | 1 | 1 | 1 | 5 |
| TOTAL | 22 | 22 | 22 | 22 | 19 | 107 |



GUEST FLOORS 2-5

28TH AND CAPITOL - FORT SUTTER HOTEL

12.2.2015





ROOM SUMMARY

| ROOM TYPE | LEVEL 2 | LEVEL 3 | LEVEL 4 | LEVEL 5 | LEVEL 6 | TOTAL |
|------------------|-----------|-----------|-----------|-----------|-----------|------------|
| KING - STANDARD | 8 | 8 | 8 | 8 | 5 | 37 |
| KING - SUITE | 4 | 4 | 4 | 4 | 4 | 20 |
| QUEEN - DOUBLE | 9 | 9 | 9 | 9 | 9 | 45 |
| ACCESSIBLE SUITE | 1 | 1 | 1 | 1 | 1 | 5 |
| TOTAL | 22 | 22 | 22 | 22 | 19 | 107 |



GUEST FLOORS 6
 28TH AND CAPITOL - FORT SUTTER HOTEL
 12.2.2015





CAPITOL AVE - NORTH ELEVATION



28TH STREET - EAST ELEVATION

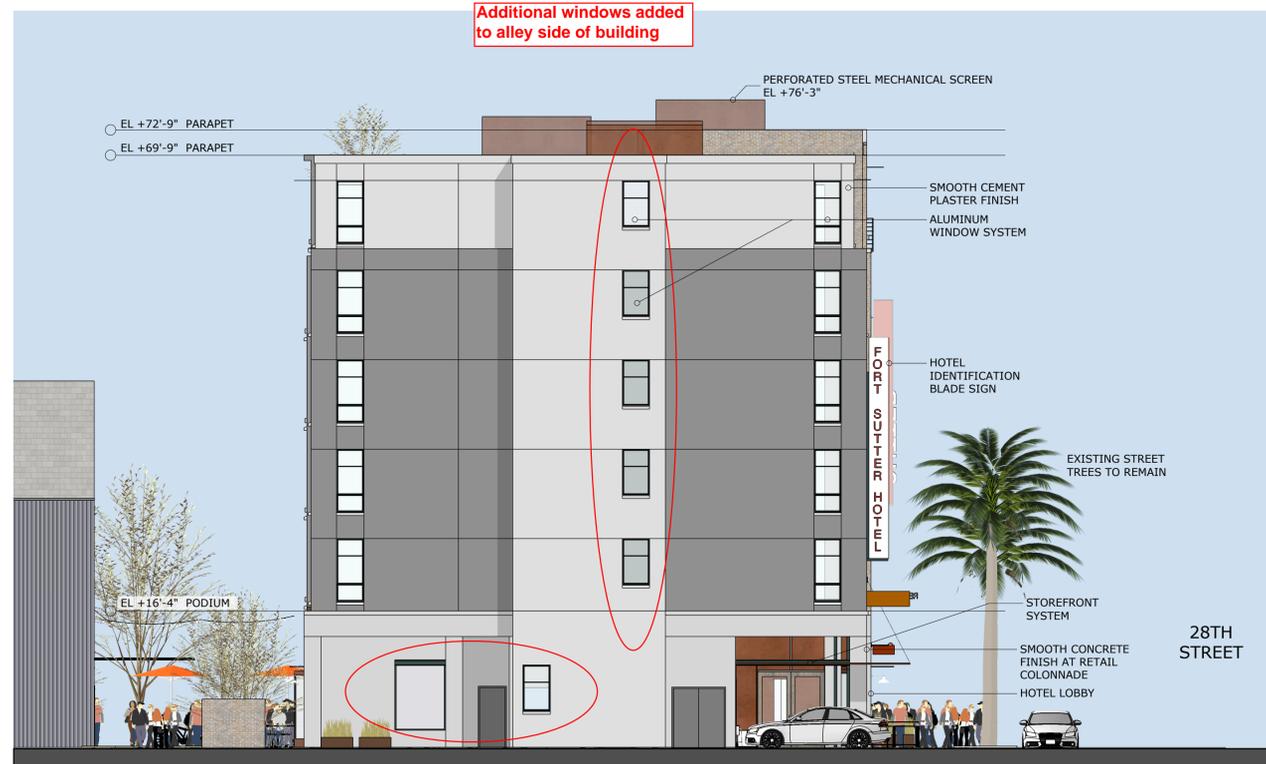
EXISTING PALM TREES TO REMAIN ALONG 28TH STREET, TYP OF (4)

ELEVATIONS

28TH AND CAPITOL - PARAGARY HOTEL

12.2.2015





MATSUI ALLEY - SOUTH ELEVATION



WEST ELEVATION

ELEVATIONS
 28TH AND CAPITOL - PARAGARY HOTEL
 2.26.2016





RENDERING

28TH AND CAPITOL - FORT SUTTER HOTEL

12.2.2015

VRILAKAS | GROEN
www.vg-architects.com

SHEET **9**



RENDERING

28TH AND CAPITOL - FORT SUTTER HOTEL

12.2.2015

VRILAKAS | GROEN
www.vg-architects.com

SHEET **10**



RENDERING
28TH AND CAPITOL - FORT SUTTER HOTEL
12.2.2015

VRILAKAS | GROEN
www.vg-architects.com

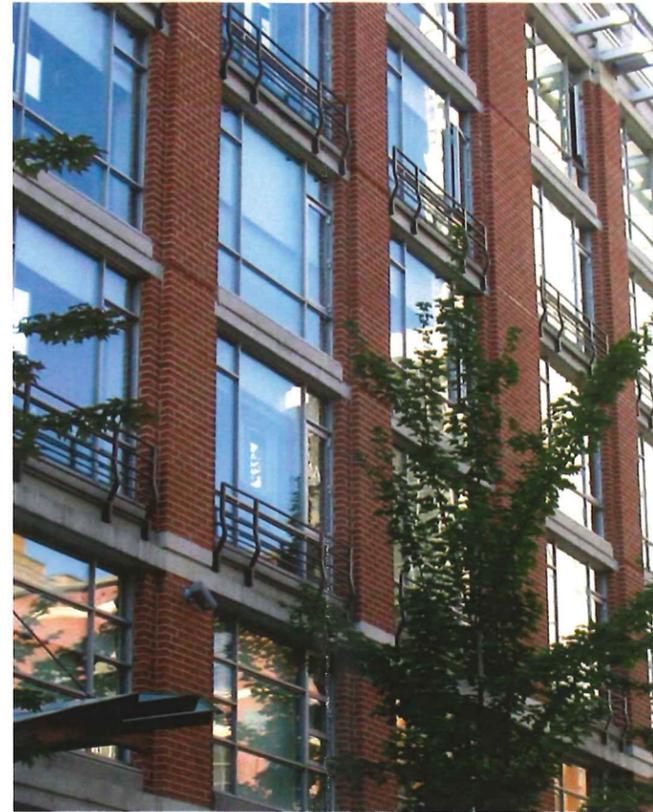
SHEET **11**



CAPITOL AVE - STREETScape



SMOOTH FINISHED CONCRETE
METAL STOREFRONT AND AWNINGS



LARGE "WAREHOUSE" WINDOWS AT GUEST ROOMS



EARTH TONE BRICK VENEER AT UPPER FLOORS



ROOF DECK AT 6TH FLOOR FACING WEST



SMOOTH COAT PLASTER W/
ARTICULATED CAP



ACTIVATED PEDESTRIAN WAY
BETWEEN BUILDINGS

MATERIALS

28TH AND CAPITOL - PARAGARY HOTEL

12.2.2015

VRILAKAS | GROEN
www.vg-architects.com

SHEET 13

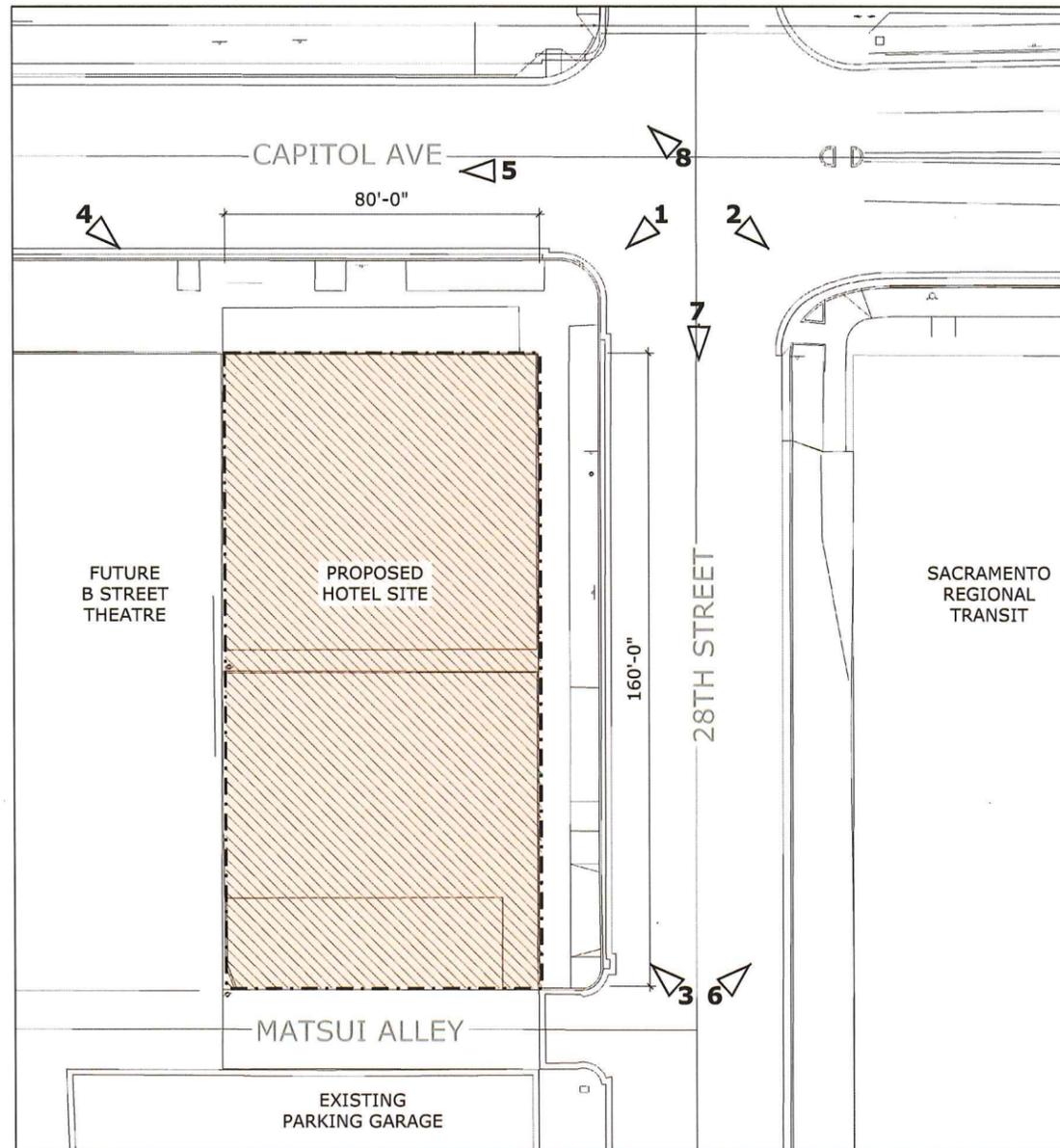


PHOTO SURVEY KEY



IMAGE 1



IMAGE 2



IMAGE 3



IMAGE 4



IMAGE 5



IMAGE 6



IMAGE 7



IMAGE 8



HOTEL FROM FREEWAY

VIEW FROM FREEWAY

28TH AND CAPITOL - PARAGARY HOTEL

4.04.2016

VRILAKAS | GROEN
www.vg-architects.com

Appeal Decision
City of Sacramento Planning and Design Commission

Date: 4/13/2016

To the Planning Director:

I do hereby make application to appeal the decision of the City Planning and Design Commission on April 7, 2016, for project number P 15-067.
(hearing date)

X Granted by the City Planning Commission
 Denied by the City Planning Commission

Property Location: 2726 Capitol Ave

Grounds For Appeal: (explain in detail, you may attach additional pages)

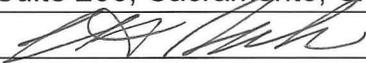
The Conditional Use Permit for additional height cannot be issued because the project is higher than the maximum allowed under a CUP in the Alhambra Corridor SPD.

The Planning and Design Commission does not have the authority to approve the waivers for additional height or for the off-street loading requirement, for the reasons detailed in the attached letter.

The project does not qualify for the CEQA exemption, for the reasons detailed in the attached letter.

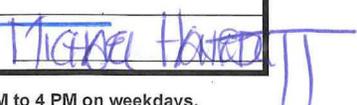
Appellant: UNITE HERE Local 49 Daytime Phone: (213) 509-9114 (cell)
(please print)

Address: 1796 Tribute Rd, Suite 200, Sacramento, CA 94815

Appellant's Signature: 

Please note that once this application is submitted to the City of Sacramento, your information may be subject to public record. However, please note that the City will not sell your data or information for any purposes.

RECEIVED

| | |
|---|---|
| THIS BOX FOR OFFICE USE ONLY | |
| Filing Fee Received: Applicant (\$4,000) <u> </u> | Or Third Party (\$298) <u> </u> |
| Received By: <u></u> | Date: <u>APR 14 2016</u> <u> </u> |
| Distribute Copies to: Planning Director <u> </u> | BY: <u> </u> |
| Principal Planner <u> </u> | Project Planner (original) <u></u> |

Submit the Appeal Form to 300 Richards Blvd, 3rd Floor, Community Development Department Public Counter, between 9AM to 4 PM on weekdays.

UNITE HERE



1796 Tribute Road, Suite 200 • Sacramento, California 95815
Telephone (916) 564-4949 • FAX (916) 564-4950

April 6, 2016

Planning and Design Commission
c/o Community Development Department
City of Sacramento
300 Richards Blvd, 3rd Floor
Sacramento, CA 95814

Dear Commissioners:

I am writing to express UNITE HERE Local 49's opposition to the Fort Sutter Hotel project at 2726 Capitol Avenue. Local 49 represents thousands of hotel and food-service workers in the Sacramento region, and it is important to our members that hotel development proceed responsibly and in such a way that respects the surrounding communities and the development regulations of the jurisdictions in which it occurs. We are concerned that the Fort Sutter Hotel project does neither. In particular, the project as proposed is inconsistent with applicable planning and environmental regulations in several ways, which are detailed below.

1

1. The project exceeds the maximum allowed height in the Alhambra Corridor Special Planning District.

Because the project is located within 300 feet of a residential zone, it is required under the Alhambra Corridor SPD to obtain a Conditional Use Permit to exceed 35 feet in height. The applicable section of the Sacramento Planning and Development Code provides a limited exception to the 35-foot height limit: "The planning and design commission may approve a conditional use permit allowing additional height, provided that the height may not exceed the limits established by the applicable base zoning chapter" (17.420.020(B)(2)). In this case, the height limit established by the base zoning chapter is 65 feet. As the staff report acknowledges, the proposed hotel exceeds this limit by over 11 feet. As such, the Conditional Use Permit cannot be approved.

2

Staff's proposed solution to this problem is to grant a waiver of the height limit through the Site Plan and Design Review process, which includes the authority to approve deviations from height limits and certain other development regulations. However, staff provides no explanation of how the CUP itself can be approved when the project is clearly inconsistent with the clause, "provided that the height may not exceed the limits established by the applicable base zoning chapter." Furthermore,

in this case the approval of a deviation through the Site Plan and Design Review process would directly conflict with both the spirit and the letter of the Alhambra Corridor SPD regulations.

The Code stipulates that deviations from design guidelines or development standards may only be approved upon finding that “the proposed development is consistent with the purpose and intent of the applicable design guidelines and development standards” (17.808.180(B)(2)). The explicit purpose and intent of the Alhambra Corridor SPD is to “to assist in the preservation of the neighborhood scale and character” (17.420.010). A project that not only exceeds the standard height limit, but also exceeds the higher limit allowed under special circumstances, is clearly inconsistent with this purpose.

2

Another way of putting it is that this case reveals a conflict between two different Planning and Development code provisions for the approval of exceptions to height limits: a general authority established by the Site Plan and Design Review process, and a more specific and limited authority established by the Alhambra Corridor SPD regulations. In light of the existence of the general authority to approve deviations, the establishment of a much more limited authority in a Special Planning District implies the intent to limit deviations in the area covered by the SPD. If there were no such intent, there would be no need to establish a CUP process to exceed the 35-foot height limit in the SPD, as the Site Plan and Design Review process would already provide such authority. Furthermore, the SPD regulations are clear that its provisions “prevail over any conflicting provisions” of the Planning and Development Code. In this case, the authority to approve deviations to height limits conflicts with the SPD’s stipulation that “the height may not exceed the limits established by the applicable base zoning chapter” (65 feet), and the restriction prevails.

2. The waiver of the off-street loading requirement is not authorized by the Planning and Development Code.

Because it consists of more than 40,000 square feet of commercial uses, the project requires one off-street loading space. Staff proposes to waive this requirement under the authority provided by Site Plan and Design Review. However, waiver of off-street loading requirements are not included in this authority, which includes authority to approve deviations only to “design guidelines; subdivision standards; sign standards; lot coverage standards; setback and open space standards; height; development standards; parking facility standards, including the minimum and maximum off-street parking requirement; and allowable roof projections, including parapets, pitched roofs, mechanical penthouses, and spires” (17.808.120(A)). Note that parking requirements (as well as various other specific standards) are included in this list, but off-street loading requirements are not. (Although the phrase “development standards” appears to be a general term that might encompass off-street loading requirements, this phrase

3

refers to specific standards established by section 17.600 of the Code, whereas the off-street loading requirements are contained in section 17.608.)

3

The variance procedure provides for a broader authority to approve waivers of any provision of the Planning and Development Code, but variances can only be granted in case of “unnecessary hardship for the owner due to unusual physical characteristics of the subject parcel” (17.808.210).

In any case, the staff report fails to show that the waiver would be “consistent with the purpose and intent of the applicable design guidelines and development standards.” Staff compares the project to the existing commercial uses on the site, but glosses over the fact that the project includes over 100 hotel rooms. Hotels have significant loading requirements beyond the currently existing restaurants (which will be retained), including guests and their luggage, and laundry from guest rooms, which is generally picked up and dropped off by large trucks. (The “laundry/service” room shown on the project plans is not large enough to contain a laundry facility capable of serving the all of the hotel’s laundry needs, in addition to the back-of-the-house space that will be required for housekeeping and other hotel services.) Staff claims “it is not uncommon for commercial projects in the central city to share on-street loading areas,” but omits the fact that it is in fact very uncommon for hotels with over 100 rooms (as opposed to “commercial projects” generally), in the central city or elsewhere, to lack off-street loading spaces, for good reason. (The only exception in the central city is the Citizen Hotel, which was an adaptive reuse project in a historic building, in which the creation off-street loading would have truly been implausible and where the circumstances would have justified a variance.) The section of the Code on off-street loading requirements names hotels (along with retail and wholesale markets, warehouses, hospitals, and laundry and dry cleaning services, but not restaurants and bars) as uses that require off-street loading spaces due to their higher loading and unloading needs compared to other uses. Staff provides no reason to believe that the loading needs of a 107-room hotel can be met with no off-street loading, without impacting circulation in the vicinity of the project.

4

3. The project provides no significant community benefits that would justify exceeding the General Plan’s maximum FAR by 56%.

The floor area ratio (FAR) of the proposed project is 4.68, 56% higher than the maximum allowed by the General Plan for the Urban Corridor Low land-use designation. The General Plan allows a greater FAR for projects that provide a “significant community benefit,” but staff’s list of purported “community benefits” does not come close to justifying the greater intensity proposed by this project. While there is no specific definition of “significant community benefits,” and there is surely a wide variety of opinions as to what kind of benefits are most desirable and what degree of benefit qualifies as “significant,” certainly we should be able to agree that “community benefit” should signify something that provides benefit to the public beyond the sort of benefit that businesses ordinarily provide to their

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customers. For example, will this hotel provide good jobs? Will it hire local residents? Is the developer providing funds for affordable housing, to offset the housing that will be demolished to make way for the hotel? Will there be green space or open space available not only to customers, but to the general public?

Instead, most of what staff presents as “community benefits” amounts to nothing more than the provision of a product for which there is demand in the market—e.g. hotel rooms near the Sutter medical center. Five of the eight benefits listed fall squarely into this category. There is nothing wrong with a private business offering a product to meet market demand, but this is not what the General Plan means by “significant community benefit.” Two of the remaining “community benefits” listed—pedestrian connectivity and quality design—are merely standard applications of the City’s design guidelines (particularly, the “Neighborhood Commercial Corridor Design Principles”), and do not rise to the level of “significant community benefits.”

5

The eighth benefit—sustainable building practices—arguably qualifies as the sort of “significant community benefit” that the General Plan intends to incentivize, but the sustainability standard offered does not rise to the level that would justify exceeding the maximum intensity by over 50%. The proposed Conditions of Approval require “LEED Silver-equivalent construction,” which is roughly equivalent to CalGreen Tier One. By comparison, the City’s Planning and Development Code offers only a 10% height bonus for the achievement of CalGreen Tier One (17.706.050(A)(1)(a)).

Finally, any community benefit provided by this project to justify exceeding the maximum FAR should be expected to make up for housing that will be lost to make way for the hotel. The existing building contains 11 studio apartments—the sort of relatively affordable housing option that is precious in today’s overheated housing market. The General Plan identifies several goals related to ensuring an adequate housing supply at all affordability levels, including one of the central themes of the Housing Element, “Rehabilitation and Preservation of Existing Housing”: “the City will continue to promote the preservation of existing affordable housing citywide.” Given that the proposed project would represent a setback with respect to this goal, the project should be expected to make up for this setback, and then provide significant community benefits on top of that, in order to qualify for the FAR incentive under the General Plan. As proposed, the project does not offer sufficient community benefit to mitigate the loss of housing, let alone to justify exceeding the FAR limits by 56%.

6

4. The project does not qualify for an exemption from CEQA.

The staff report argues that the project is exempt from CEQA under the categorical exemption for infill development. While the project site qualifies as an infill site—in that it lies within city limits, is smaller than five acres, is substantially

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surrounded by urban uses, and can be adequately served by utilities and public services—the project itself does not qualify, for at least two reasons.

7

First, all categorical exemptions are limited by a number of exceptions, including: “A categorical exemption shall not be used for a project which may cause a substantial adverse change in the significance of a historical resource” (CEQA Guidelines § 15300.2). As expressed by the February 9th letter from Preservation Sacramento, there is a fair argument that this project would result in the demolition of a historic resource worthy of preservation. As such, the project should undergo an initial study and possibly an EIR to fully analyze this potential impact.

8

Second, the categorical exemption for infill projects is limited to projects that are “consistent with the applicable general plan designation and all applicable general plan policies as well as with applicable zoning designation and regulations” (CEQA Guidelines § 15332). The ways in which this project is not consistent with the General Plan and zoning regulations are detailed above. It is worth noting that staff does not even argue that the project is consistent with the zoning regulations with respect to height and off-street loading, but rather that the Planning and Design Commission has the authority to approve waivers to these regulations. Even if we grant that this is true (which we do not, as explained above), if these waivers constituted consistency with zoning regulations for the purposes of the CEQA infill exemption, then virtually any project could be deemed consistent with the City’s zoning regulations, and the CEQA Guidelines’ limitation on the infill categorical exemption would be meaningless. It is precisely waivers such as these whose potential impacts should be analyzed under CEQA, which is why such projects are excluded from the categorical exemption.

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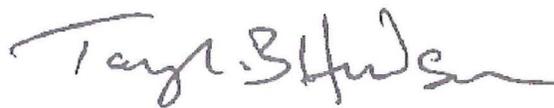
Conclusion

In light of the various ways in which the proposed project is inconsistent with the General Plan and the Planning and Development Code, we urge the Commission to send the project back to staff to propose changes to the project, explore alternatives, encourage greater community benefits, and/or perform the necessary analysis under CEQA.

10

Thank you for your attention to our concerns.

Sincerely,



Ty Hudson
Research Analyst

| Staff Response to 3 rd Party Appeal | | |
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| Section # | Brief Summary of Issue Raised by Appellant | Staff Response |
| 1 | Appellant expresses opposition to project. | Unite Here Local 49 is opposed to the project, and as a response, staff has outlined in the City Council report how the project is consistent with the General Plan and all applicable provisions of the Planning and Development Code. |
| 2 | Appellant states that the project cannot exceed the base zone height with a Conditional Use Permit and that Site Plan and Design Review deviations cannot be used to exceed the base-zone height development standard. Furthermore, the appellant states the project doesn't meet the intent of the Alhambra Corridor Special Planning District. | <p>In the Alhambra Corridor Special Planning District (SPD), a project site which is at least 300 feet from the nearest residential zone, may request a Conditional Use Permit by the Planning and Design Commission (PDC) to exceed the allowed height of 35 feet. The granting of the CUP, as a separate and distinct entitlement, is limited to allow additional height only up to the base zoning designation, in this case 65 feet maximum. However, this provision does <u>not</u> restrict the applicant from also requesting additional height with Site Plan and Design Review with deviations, consistent with other C-2 zoned property citywide. There are existing structures that have been constructed over the base zoning height in the Alhambra Corridor SPD, and this is evidence that the intent behind the city code has never been to implement a blanket prohibition on all new construction at these higher heights with no opportunities to apply for exceptions.</p> <p>The requested CUP requires that the proposed building not be out of scale with the adjacent neighborhood. The staff report detailed how the new building will fit the context of its surroundings, with adjacent buildings and parking garage being taller than the proposed project. While also being in scale with the surrounding neighborhood, the project promotes the purpose and intent of the SPD by improving the character, quality, and vitality of the neighborhood, and also providing a balanced mix of uses for the corridor.</p> |
| 3 | Appellant states that the project requires an on-site loading space, and it is not a requirement that can be waived | The appellant argues that the term "development standards" does not include off-street loading requirements, and that it only covers standards in section 17.600 of the City Code. "Development standards" means regulations that address the size, bulk, height, siting conditions, and improvement standards of particular types of buildings or uses located |

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| | | <p>within any zone. In addition, site plan and design review includes the authority to approve deviations that are more or less restrictive than the applicable design guidelines; subdivision standards; sign standards; lot coverage standards; setback and open space standards; height; development standards; parking facility standards, including the minimum and maximum off-street parking requirement parking facility standards, and more. Staff has consistently interpreted the planning and development code to authorize deviations in the off-street loading and unloading spaces.</p> <p>The deviation may be requested by the applicant and granted by the hearing body.</p> |
| 4 | <p>Appellant states that the project needs an on-site loading space because servicing of the hotel cannot be accommodated by off-site loading areas</p> | <p>As explained in the staff report, current delivery and service of the existing businesses at the project site are handled through the alley. While service demands will increase as a function of the proposed project, the alley provides sufficient space to handle a typical truck that would service a hotel. Additionally, the existing on-street loading zone will remain and can be used if the alley is being used by others or in any way not available. This on-street loading zone is approximately 65 feet in length, and should be sufficient to serve the hotel. Loading demand would also typically occur outside of peak demand for valet or passenger loading.</p> <p>Staff supports the deviation specifically because the site will be able to accommodate commercial servicing at two locations immediately adjacent to the proposed building, and will not require extra space devoted to vehicles and commercial trucks in the central city.</p> |
| 5 | <p>Appellant states that exceeding the FAR by the requested amount is too great and the community benefits presented are not enough</p> | <p>As stated in the staff report, the floor area ratio (FAR) allowed by the site's General Plan designation is between .3 and 3. The project does propose and FAR of 4.68. The General Plan also allows individual projects to exceed allowed FAR if a "significant community benefit" is provided. While the definition of such a benefit is not specified in the General Plan, the project is reviewed by the hearing body based on the merits of the proposal and benefits. The Planning and Design Commission concurred with staff and found that the list of identified benefits provided by the project met the standard of significant community benefits and</p> |

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| | | <p>therefore is consistent with the General Plan policy.</p> <p>For example, while “quality design and pedestrian activity” are indeed looked for in all projects reviewed by City staff, the proposed project goes well beyond established standards by providing a publically-accessed pedestrian amenity on their private property, and a project design that is appropriately proportioned, with high-quality materials and amenities.</p> |
| 6 | Appellant argues that the loss of units should be accounted for or replaced in some way | The proposed project will result in the loss of 11 market-rate studio apartments. The City of Sacramento does not have a specific policy requiring replacement of market-rate residential units. Additionally, there are currently a number of projects proposed within the central city that will provide a wide array of market-rate apartment units, including studios. As part of the decision by the hearing body, the loss of a few residential units was weighed against the significant community benefits that this project will provide. |
| 7 | Appellant states that the project was reviewed as exempt from CEQA, but should not qualify | Environmental Planning staff reviewed the application, in consultation with the Preservation Director and historic consultants, and concluded that the project qualifies for a categorical CEQA exemption for infill projects (CEQA Guidelines §15332). |
| 8 | Appellant argues the project doesn't meet criteria because it could have an impact on historic resources | <p>Staff researched the potential historic nature of the building at 2730 Capitol Avenue, and required the applicant to provide further documentation into the property's eligibility for listing and potential for historic significance with regards to review under CEQA. With the findings in the consultant's report, the Preservation Director made a preliminary determination that the building is not eligible for listing in the Sacramento Register.</p> <p>The appellant also references a letter provided by Preservation Sacramento regarding the building's qualities as a historic property, and argues that this should be considered substantial evidence, requiring further review. This letter was responded to by the historic consultant with a follow-up response letter, which further showed the building to not be eligible for listing in the Sacramento Register. In using all the evidence presented, the building at</p> |

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| | | 2730 Capitol Avenue was found to not be eligible for listing. Therefore, it did not need further review for CEQA purposes, allowing the project to qualify for an exemption under CEQA. |
| 9 | Appellant argues the project doesn't meet criteria because it is not consistent with applicable general plan policies and zoning regulations | A project must be found to be "consistent with the applicable general plan designation and all applicable general plan policies as well as with applicable zoning designation and regulations" to qualify for an infill exemption to CEQA. In reviewing the project, staff has found that the project does comply with these standards, for the reasons stated previously. A deviation from a development standard does not disqualify a project from using this exemption. The criteria has been met by the project and is consistent with the Title 17 of the Sacramento City Code. |
| 10 | Appellant encourages the Planning and Design Commission to propose changes to the project and/or continue staff review | On April 7, 2016, the Planning and Design Commission took action, by unanimous vote, to approve the project as conditioned, with no changes or further review. The project has since been appealed by the same 3 rd party. As found by the Planning and Design Commission, staff does also not find the need for additional review or changes to the project, and has recommended denial of the appeal. |



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memorandum

date March 3, 2016

to Michael Hanebutt, Assistant Planner City of Sacramento; Roberta Deering, Preservation Director City of Sacramento

cc Jeffrey K. Dorso, Pioneer Law Group; Randy Paragary, Paragary Restaurant Group

from Katherine Anderson, Architectural Historian

subject Response to Preservation Sacramento Comments on 2730 Capitol Avenue Report

Introduction and Background

In 2015, Paragary Restaurant Group retained Environmental Science Associates (ESA) to complete an Historical Resource Evaluation Report (HRER) analyzing the potential historical significance of the 1926 commercial/residential building located at 2730 Capitol Avenue in the City of Sacramento, using local, state, and national cultural resources eligibility criteria to determine its historical significance. The HRER was prepared at the suggestion of the City's Preservation Director, as over as more than 20 years had passed since the initial evaluation, and more than ten years had passed since the most recent evaluation had been conducted, and in the intervening years the criteria for eligibility had subsequently been altered. The original evaluation drew on documentation of the unpublished 1994-1996 *Sacramento Central City Historic Structures Inventory* that documented the building, but did not evaluate it. A survey review committee appointed by the City Design Review and Preservation Board in 1996 recommended the building eligible for local listing. The 1994-1996 recommendation of eligibility was based on local register criteria from the early 1990s that are not consistent with current criteria for eligibility for the California Register of Historical Resources or the National Register of Historic Places. Sacramento updated the local register eligibility criteria to more closely align with the criteria of the California and National Registers in 2001, after the City became a designated Certified Local Government.

In our October 2015 Historic Resource Evaluation Report (HRER), ESA recommended the building is ineligible for listing in the Sacramento, California, and National Registers. In that document, we reported on our findings that the building lacks significant associations with historical events or individuals, and is architecturally indistinct with little physical integrity.

On February 10, 2016, Preservation Sacramento submitted a letter to the City of Sacramento, providing comment on the adequacy of the HRER. Preservation Sacramento's letter highlighted concerns with the conclusions of the HRER regarding the building's associations with historic business development in Sacramento, its architectural distinction, and physical integrity. These comments were reiterated by Preservation Sacramento in oral testimony

at the February 11, 2016 meeting of the Sacramento Planning and Design Commission. Preservation Sacramento's oral testimony pointed out that the previous findings of the 1994 City Survey Committee that recommended the building as potentially eligible. As noted above, the 1994 findings are more than 20 years old, were conducted using outdated evaluation criteria, and provided no specific basis (e.g., defining characteristics, architectural features, association) for a conclusion that the building was potentially eligible. The City of Sacramento Preservation Director Roberta Deering requested preparation of a written response to Preservation Sacramento's letter, addressing Preservation Sacramento's concerns.

This memorandum summarizes and provides responses to the comments provided by Preservation Sacramento regarding the adequacy of the HRER's analysis and the potential eligibility of 2730 Capitol Avenue under the Sacramento or California Registers.

Preservation Sacramento Comments

The discussion below highlights comments from Preservation Sacramento's February letter, and provides responses to those concerns.

Historic associations with significant events (Criteria A/1/i)

"The building does not have to be the initiator of change in the neighborhood in order to have significance under Criterion 1 of the California Register or Criterion i of the Sacramento Register; the building's construction as a response to high property values in proximity to streetcar lines along 28th Street and M Street constitutes an element of the broad patterns of Sacramento history. Nor, as the analyst describes, does a property have to be associated with specific events in order to be associated with the broad patterns of history. This building represents one of many commercial buildings that arose in response to Sacramento's streetcar network, but today it is one of the few survivors of its type in this part of the city."

As noted in the HRER, the building in question dates to the period of eastern expansion of the City core. It does not, however, possess a significant association with that expansion of development. Mere association with historic events or trends is not enough, in and of itself, to qualify for eligibility, but rather the property's specific association must be considered important as well. The streetcar line along M Street/Capitol Avenue was in place by 1915, well pre-dating the 1926 construction of the building at 2730 Capitol Avenue. The parcel on which 2730 Capitol Avenue sits had been previously developed as early as 1915 (as shown in Figure 3 of the HRER). Any development directly associated with the expansion of the streetcar line had already happened prior to the construction of the existing building at 2730 Capitol Avenue. The construction of the 2730 Capitol Avenue building occurred within the larger period of urban development relating to the streetcar line, but simply dating to the period is not sufficient to reflect associations meeting the Sacramento or California Register criteria. As the building does not significantly reflect associations with broad pattern of local history, it therefore does not qualify under Criteria 1/i in the California or Sacramento Registers.

Architectural distinction (Criteria C/3/iii)

"Eligibility under Criterion iii/3 is evident in the architectural features of the building's second story, which show strong influences of Craftsman and Prairie architecture, including the tripartite windows and broad cornice, which contradicts the consultant's contention that the property is solely "vernacular" in style."

Evaluation forms completed for the 1996 Central City Inventory, as well as the updated DPR form completed for the 2004 Environmental Impact Report for the Sutter Sacramento Medical Center (included as Appendix D in the HRER), describe the building as “No Style” (1996) and “vernacular brick front store” (2004). While the second story tripartite windows are features of the original construction, and are typical of Craftsman architectural design, the building lacks any significant implementation of the Craftsman architectural style, such as low pitched roof, decorative beams or rafters, or column supports. The Grecian columns on 2730 Capitol Avenue date to 1999 and, as such, are not reflective of original craftsman design. Similarly, the cornice noted by Preservation Sacramento as a feature of Prairie architecture was substantially altered and augmented during the 1999 building remodel. Additional information on the modern alterations of the building dating to the 1999 remodel is included later in this memorandum.

The building’s minimal distinct original architectural features are not reflective of one particular style, and do not rise to a level that would be considered to “embod[y] the distinctive characteristics of a type, period or method of construction” (emphasis added) as required under Sacramento Register criterion iii and California Register criterion 3. As such, the building is not recommended eligible for listing in the Sacramento or California Registers under these criteria.

“The building is comparable in scale, design and architectural distinction to other buildings in Sacramento that are currently listed landmarks, including 1208 J Street (Emigh Hardware), 1624-1630 J Street (Kost Building), 1700 J Street (R.H. Black Package Grocery Company), 2131 K Street (J.F. Giovanetti Groceries), or 1801 Capitol Avenue. Thus, the consultant’s contention that the property could only be eligible as a contributor to a district, rather than an individual landmark, is not supportable—clearly, buildings of comparable or smaller size, scale and proportion are eligible as landmarks under current criteria. Like the Fort Sutter Apartments building, these one or two story commercial buildings were occupied primarily by local businesses with local significance, often their architect or designer is unknown, and the style of many of these buildings is vernacular and utilitarian, sometimes to a greater extent than the Craftsman/Prairie influenced Fort Sutter Apartments.”

The eligibility of a building must be determined under its own merits. Without review of the specific characteristics noted in the City’s determination that the buildings identified by Preservation Sacramento as eligible, any similarities of scale, design, or architectural style to 2730 Capitol Avenue are not pertinent to the current determination of eligibility. As noted in Table 2 in the HRER, two of the five members of the City’s 1996 survey committee initially suggested that the building may be eligible as a contributor to a historic district, and note that , with respect to the two members of the committee who met the Secretary of the Interior’s qualifications as historians/architectural historians, both indicated that the building was a “No,” (which appears to indicate that they did not consider it to be individually eligible for listing), and with one also noting the possibility of its eligibility as a district contributor and the other noting it had been altered . The analysis in the HRER examined the possibility that the building could be a contributor to a potential historic district, but noted that the surrounding area has been heavily modified through modern construction, and as such no such historic district exists. Additional discussions on the integrity of the setting are included below.

Integrity

Physical Integrity

“Historic integrity of the project is high. The consultant claims that the property has lost historic integrity, due to consolidation of several storefronts into a single storefront, and alteration of ground floor entrances. However, Monkey Bar and Café Bernardo legally exist as two separate businesses. The dual entrances to Café Bernardo along Capitol Avenue, and the corner entrance and Capitol Avenue doors to Monkey Bar still read from the street as a total of four entrances, while a fifth entrance, arched main entrance to the upstairs apartments on Capitol Avenue, provides visual separation between the retail establishments. A sixth entrance on 28th Street, while used only as a fire exit, retains the appearance of multiple storefronts on the eastern facade.

“Minor ground floor alterations, very common in two-part commercial buildings of this sort, are not usually considered a compromise of the building’s overall integrity, because the dominant visual characteristics of this building style is the upper story and roof line, which retains a high degree of integrity and has undergone minimal alteration. Thus, differing commercial tenants and the resulting minor interior alterations do not result in a loss of historic integrity that disqualify the building from listing. Documented alterations to the property, including windows and exterior stucco, were generally replaced in kind rather than altered in style or materials, thus there is commonality of materials and design, reinforcing integrity in those aspects.”

The building’s physical integrity is moderate. The interior consolidation of the building, along with the cornice alterations, the introduction of the “central” entry modification on the north facade, modern roofline steel awnings and, to some extent even the fencing along the north side, changes the appearance along Capitol Avenue from several distinct small storefronts to one continuous, large commercial space. The building’s external modern alterations include the installation of Grecian columns on the northern and eastern elevations, the modification of the roofline cornice, removal of the original wood window frames, installation of new windows and doors, the bricking over of original windows on the northern and eastern elevations, replacement of original commercial show windows, substitution of the historic stucco with modern plaster, removal of historic signage and installation of modern signage, and introduction of steel awnings on the first and second stories. What original architectural character the building possessed in 1926 is almost subsumed by the building’s modern modifications, and as such the building does not possess sufficient integrity to reflect any historic associations.

Summary of 1999 Building Modifications

As detailed in the HRER’s summary of building permits and architectural plan review, and confirmed by subsequent communication with project architect Ron Vrillakas who worked on the 1999 alterations, the majority of exterior alterations occurred during the 1999 renovation. Renovations on the ground floor included replacement of the storefront windows along Capitol Avenue, installation of French style steel awnings above the Capitol Avenue entrances, bricking over of historic fixed windows on the 28th Street elevation, complete replacement of the entire 28th Street storefront with new materials, a new brick and iron gate access to the second story apartment on the southern alleyway, relocation of the modern columns to their current locations, the addition of wood round pilasters, and a new wooden flush door at 2730 Capitol Avenue. The exterior renovation on the second floor included the replacement of the original wooden window frames, replacing the double hung windows within the existing tripartite second story windows, new plaster finish over the historic stucco on the second story exterior,

installation of new downspouts and drainage, and alterations to the roofline via introduction of the decorative angled cornice to what was previously a simple horizontal eave projection.

Integrity of Setting

“Some of the buildings around the property have changed over the years, but the location is still consistent. The neighborhood around the project site has been a densely populated urban setting on the original Sacramento street grid since the period of the building’s construction; in fact, the population of Sacramento’s central city was comparable to its current population; approximately 40,000 then vs. about 35,000 today. The transportation facility across the street was a transportation facility when the building was built, intended for streetcars rather than buses, but with similar urban character and architectural scale.

“The historic building located on the opposite corner also helps reinforce integrity of setting, but is not mentioned at all in the integrity analysis; this exclusion is a serious oversight as it is the Old Tavern building, expanded vertically at about the same time this building was constructed, that provides the clearest architectural counterpoint to the Fort Sutter Apartments on the opposite corner, via its distinctive corner entrance.”

The integrity of setting for the 2730 Capitol Avenue building is significantly compromised by the surrounding modern development and construction (late 20th century Regional Transit garages, the recent Sutter Sacramento Medical Center buildings and structures, including the Sutter Community Parking Garage, and modern medical, office, and apartment buildings) and demolition of nearly all contemporaneous commercial and residential development on the block in which 2730 Capitol Avenue was constructed. The massing and scale of the new development, including the Sutter Community Parking Garage across Matsui Alley to the south, the Sutter Capitol Pavilion to the north (directly across Capitol Avenue), the new Anderson Luchetti Women’s and Children’s Center to the east, and the Sutter General Hospital and Buhler Specialty Pavilion to the northeast, dwarf 2730 Capitol Avenue. Immediately adjacent to the 2730 Capitol Avenue building, the remainder of the half block will be the site of the new B Street Theatre that is expected to initiate construction in the coming months. Additionally the construction of the Capitol City (29/30th) Freeway, and removal of the streetcar line along which the building was constructed, noticeably alter the integrity of the building in relation to its setting. The presence of the Old Tavern Building by itself is not enough to retain integrity of setting in light of the considerable changes present throughout the surrounding area.

Conclusion

Issues raised by Preservation Sacramento do not warrant reconsideration of the building’s eligibility under Criteria 1/I and 3/iii. Further consideration of physical and setting integrity also does not warrant changing the recommendation of ineligibility. As detailed above and in the October 2015 HRER, the building lacks significant direct association with historic events, lacks noteworthy architectural distinction, and lacks integrity of the physical structure and its setting. ESA does not support the conclusion that the building meets the standards of criteria eligibility in listing in the Sacramento or California Registers.

2730 CAPITOL AVENUE PROJECT CITY OF SACRAMENTO, SACRAMENTO COUNTY

Historical Resource Evaluation Report

Prepared for
Paragary Restaurant Group
1403 28th Street
Sacramento, CA 95816

October 2015



2730 CAPITOL AVENUE PROJECT
CITY OF SACRAMENTO, SACRAMENTO COUNTY
Historical Resource Evaluation Report

Prepared for
Paragary Restaurant Group

October 2015

Prepared by
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SUMMARY

Paragary Restaurant Group retained Environmental Science Associates (ESA) to complete a Historical Resource Evaluation Report analyzing the potential historical significance 2730 Capitol Avenue in the City of Sacramento, using local and state cultural resources significance criteria.

Constructed between 1926-1928, the commercial/residential building at 2730 Capitol Avenue was previously documented as part of the Sutter Sacramento Medical Center Master Plan Project in 2004 by Carol Roland with Roland-Nawi Associates. This evaluation drew on the documentation of the building in the unpublished 1994-1996 *Sacramento Central City Historic Structures Inventory*. The 1994 inventory documented the building, but did not evaluate it. Rather, subsequent evaluation by a survey review committee appointed by the City Design Review and Preservation Board in 1996 recommended the building eligible for local listing. Dr. Roland-Nawi recommended the building as eligible under criterion a (local events) and criterion c (architectural qualities) as a good example of a small scale, early 20th century vernacular¹ commercial building. The earlier 1994 recommendation of eligibility was based on local register criteria from the early 1990s that are not consistent with current criteria for eligibility for the California Register of Historical Resources or the National Register of Historic Places. Sacramento updated the local register eligibility criteria to more closely align with the criteria of the California and National Registers in 2001, after the city became a designated Certified Local Government.²

This Historical Resource Evaluation Report details the methods and results of the evaluation conducted by ESA, consisting of an archival review, field survey, and assessment of the building using current local, State, and National Register criteria. Based on this study, ESA recommends that 2730 Capitol Avenue does not meet the criteria for eligibility for listing in the local City of Sacramento Historic Landmarks, the California Register of Historical Resources, or the National Register of Historic Properties.

¹ Vernacular, in this sense, refers to a design that is unpretentious, simple, and traditional, constructed using local materials in a typical design.

² The 1980 amendments to the National Historic Preservation Act of 1966, as amended, provided for the establishment of a Certified Local Government Program (CLG) to encourage the direct participation of local governments in the identification, evaluation, registration, and preservation of historic properties within their jurisdictions. The CLG program is a partnership among local governments, the State of California (OHP), and the National Park Service (NPS). Among their responsibilities, a CLG must enforce appropriate state and local laws and regulations for the designation and protection of historic properties, and establish an historic preservation review commission by local ordinance.

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TABLE OF CONTENTS

2730 Capitol Avenue Project

| | <u>Page</u> |
|--|-------------|
| Summary | i |
| Introduction | 1 |
| Project Location and Building Description | 1 |
| Regulatory Framework | 3 |
| Archival Research | 6 |
| Historical Background | 7 |
| Resource Survey and Results | 14 |
| Previous Evaluations of 2730 Capitol Avenue | 15 |
| Evaluation of 2730 Capitol Avenue | 16 |
| References Cited | 20 |

Appendices

- A. Resumes
- B. Architectural and Design Drawings
- C. 2730 Capitol Avenue, DPR 523 Form
- D. 2730 Capitol Avenue, Previous Documentation

List of Figures

| | | |
|----------|---|----|
| Figure 1 | Project Location Map | 2 |
| Figure 2 | 1895 Sanborn Fire Insurance Map | 8 |
| Figure 3 | 1915 Sanborn Fire Insurance Map | 9 |
| Figure 4 | 1950 Sanborn Fire Insurance Map | 10 |
| Figure 5 | 2730 Capitol Avenue | 14 |
| Figure 6 | 2730 Capitol Avenue, facing southeast | 19 |
| Figure 7 | 2730 Capitol Avenue, facing east along Capitol Avenue | 19 |
| Figure 8 | 2730 Capitol Avenue, facing north along 28 th Street | 20 |

List of Tables

| | | |
|---------|--|----|
| Table 1 | Sacramento City Directory Listings for APN 007-0172-020, 1923-1970 | 11 |
| Table 2 | Findings of 1996 Committee Review of 2730 Capitol Avenue | 15 |

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2730 CAPITOL AVENUE PROJECT

Historical Resource Evaluation Report

Introduction

Paragary Restaurant Group retained Environmental Science Associates (ESA) to complete a Historical Resource Evaluation Report analyzing the potential eligibility of the building at 2730 Capitol Avenue in the City of Sacramento, using local and state cultural resources regulatory guidelines.

ESA conducted this historical resource evaluation study in compliance with the National Historic Preservation Act (NHPA). The purpose of this cultural resources study is to determine the potential historic significance of the building at 2730 Capitol Avenue for future reference for planning and development efforts.

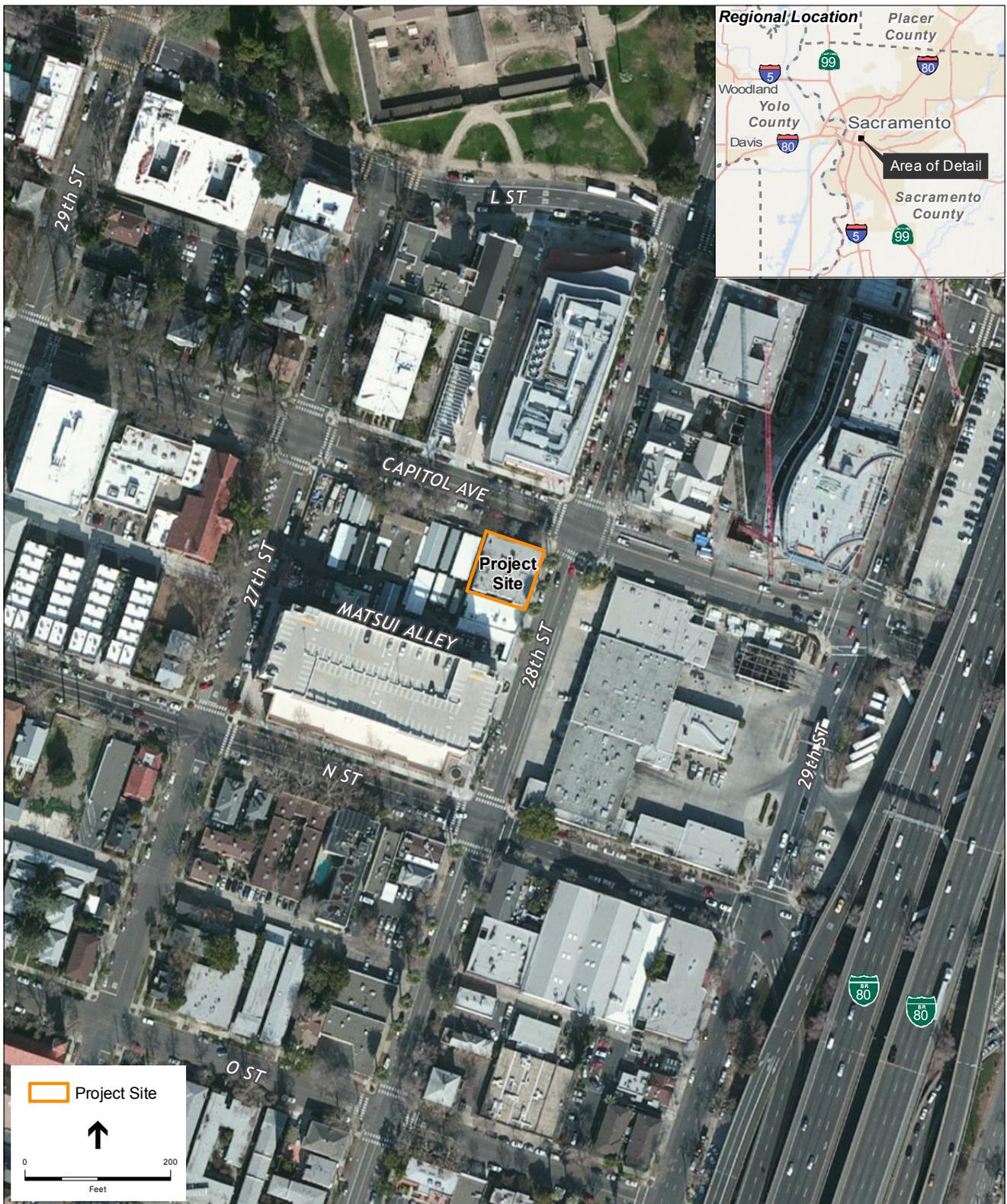
Katherine Anderson, M.A. Public History, completed this study. Ms. Anderson meets the Secretary of the Interior's Professional Qualifications Standards for architectural historian and historian. **Appendix A** includes her resume.

This Historical Resources Evaluation Report details the methods and results of the study, which consisted of an archival review, field survey, and research of comparative studies, in support of the evaluation of the building.

Project Location and Building Description

2730 Capitol Avenue is a two-story commercial/residential structure located at the southwest corner of the intersection of 28th Street and Capitol Avenue in the Midtown neighborhood of Sacramento, California (**Figure 1**). Capitol Avenue has acted as a major thoroughfare for Sacramento for over a century, leading from the State Capitol Building to the suburban developments of East Sacramento. The project building encompasses the whole of Assessor Parcel 007-0172-020, and historically has included the addresses 2728 Capitol Avenue (2730A Capitol Avenue), 2726 Capitol Avenue, 2724 Capitol Avenue, and 1306 28th Street.

The two-story building encompasses approximately 12,000 square feet on a 6,400 square foot parcel. The building covers the entire parcel except for a narrow covered passageway to the south of the building, separating 2730 Capitol Avenue from the offices at 1308 28th Street. Constructed in the late 1920's, the building is wood-framed with concrete, brick, wood, and stucco exterior walls. The building sits on a concrete foundation, and a metal stairway leads to the second floor through the south alley.



SOURCE: ESRI, 2012; ESA, 2015

2730 Capitol Avenue Evaluation . 140872

Figure 1
Project Location

The first floor consists of multiple rooms used for a kitchen, bar, restaurant dining area, restrooms, supply room, and office. The second floor of the building is divided into apartments: eleven studio apartments and one one-bedroom apartment.

Regulatory Framework

Federal

Historic properties are protected through the National Historic Preservation Act (NHPA) of 1966 (16 USC 470f) and its implementing regulations (16 USC 470 et seq., 36 CFR 800, 36 CFR 60, and 36 CFR 63). The NHPA establishes the federal government's policy on historic preservation and the programs, including the National Register of Historic Places (National Register), through which that policy is implemented. Under the NHPA, historic properties include "any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register of Historic Places" (16 USC 470w (5)).

Under the NHPA, a find is significant if it meets the National Register listing criteria at 36 CFR 60.4, as stated below:

The quality of significance in American history, architecture, archaeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association and:

- A. That are associated with events that have made a significant contribution to the broad patterns of our history, or
- B. That are associated with the lives of persons significant in our past, or
- C. That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction, or
- D. That have yielded, or may be likely to yield, information important in prehistory or history.

State

The State implements the NHPA through its statewide comprehensive cultural resources surveys and preservation programs. The California Office of Historic Preservation (OHP), as an office of the California Department of Parks and Recreation, implements the policies of the NHPA on a statewide level, and provides comments and guidance for adherence to both California Environmental Quality Act (CEQA) and NHPA Section 106 regulations. The OHP also maintains the California Historic Resources Inventory. The State Historic Preservation Officer (SHPO) is an appointed official who implements historic preservation programs within the State's jurisdiction. Typically, a resource must be more than 50 years old to be considered as a potential historic resource. The OHP advises recordation and evaluation of any resource 45 years or older, since

“there is commonly a five year lag between resource identification and the date that planning decisions are made” (OHP, 1995).

The California Register of Historic Resources (California Register) is “an authoritative listing and guide to be used by State and local agencies, private groups, and citizens in identifying the existing historical resources of the State and to indicate which resources deserve to be protected, to the extent prudent and feasible, from substantial adverse change” (PRC Section 5024.1[a]). The criteria for eligibility for the California Register are based upon National Register of Historic Places criteria (PRC Section 5024.1[b]). Certain resources are determined by the statute to be automatically included in the California Register, including California properties formally determined eligible for, or listed in, the National Register (PRC Section 5024.1[c]).

To be eligible for the California Register, a cultural resource must be significant at the local, State, and/or federal level under one or more of the following four criteria:

1. Is associated with events that have made a significant contribution to the broad patterns of California’s history and cultural heritage;
2. Is associated with the lives of persons important in our past;
3. Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or
4. Has yielded, or may be likely to yield, information important in prehistory or history

A resource eligible for the California Register must be of sufficient age, and retain enough of its historic character or appearance (integrity) to convey the reason for its significance.

Local

Since 1996, the City of Sacramento has been a Certified Local Government; that is, a direct participant in the identification, evaluation, registration, and preservation of historic properties within its jurisdiction, to promote the integration of local preservation interests and concerns into local planning and decision-making processes. The CLG program is a partnership between local governments, the State of California-OHP, and the National Park Service, which is responsible for administering the National Historic Preservation Program.

City of Sacramento Historic Preservation Program

The City of Sacramento’s historic preservation program began in 1975 with the enactment of the City’s first historic preservation ordinance. Current amendments to the preservation ordinance were enacted in September 2013. The amendments completely revised Title 17, which includes various sections and chapters relating to Historic Preservation (Chapter 17.604) in the Sacramento City Code.

The City Code provides for the compilation of the ordinances adopting designations and deletions of Landmarks, Contributing Resources and Historic Districts into the Sacramento Register of Historic & Cultural Resources.

Landmark Eligibility Criteria (17.604.210 (A))

A property is eligible for listing in the Sacramento Register if the city council finds, after holding the hearing, that all of the requirements set forth below are satisfied:

1. Requirements.

- a. The nominated resource meets one or more of the following criteria:
 - i. It is associated with events that have made a significant contribution to the broad patterns of the history of the city, the region, the state or the nation;
 - ii. It is associated with the lives of persons significant in the city's past;
 - iii. It embodies the distinctive characteristics of a type, period or method of construction;
 - iv. It represents the work of an important creative individual or master;
 - v. It possesses high artistic values; or
 - vi. It has yielded, or may be likely to yield, information important in the prehistory or history of the city, the region, the state or the nation;
- b. The nominated resource has integrity of location, design, setting, materials, workmanship and association. Integrity shall be judged with reference to the particular criterion or criteria specified in subsection A.1.a of this section;
- c. The nominated resource has significant historic or architectural worth, and its designation as a landmark is reasonable, appropriate and necessary to promote, protect and further the goals and purposes of this chapter.

2. Factors to be considered. In determining whether to list a nominated resource on the Sacramento register as a landmark, the factors below shall be considered.

- a. A structure removed from its original location is eligible if it is significant primarily for its architectural value or it is the most important surviving structure associated with a historic person or event.
- b. A birthplace or grave is eligible if it is that of a historical figure of outstanding importance and there is no other appropriate site or structure directly associated with his or her productive life.
- c. A reconstructed building is eligible if the reconstruction is historically accurate, if the structure is presented in a dignified manner as part of a restoration master plan, and if no other original structure survives that has the same association.
- d. Properties that are primarily commemorative in intent are eligible if design, age, tradition, or symbolic value invests such properties with their own historical significance.

- e. Properties achieving significance within the past 50 years are eligible if such properties are of exceptional importance.

Historic District Eligibility Criteria (17.604.210 (B))

A geographic area is eligible for listing as a historic district in the Sacramento Register if the city council finds, after holding the hearing, that all of the requirements set forth below are satisfied:

1. Requirements.

- a. The area is a geographically definable area; or
- b. The area possesses either:
 - i. A significant concentration or continuity of buildings unified by: (A) past events or (B) aesthetically by plan or physical development; or
 - ii. The area is associated with an event, person, or period significant or important to city history; or
- c. The designation of the geographic area as a historic district is reasonable, appropriate and necessary to protect, promote and further the goals and purposes of this chapter and is not inconsistent with other goals and policies of the city.

2. Factors to be considered. In determining whether to list a geographic area on the Sacramento register as a historic district, the following factors shall be considered:

- a. A historic district should have integrity of design, setting, materials, workmanship and association;
- b. The collective historic value of the buildings and structures in a historic district taken together may be greater than the historic value of each individual building or structure.

Contributing Resource Eligibility Criteria (17.604.210 (C))

A nominated resource shall be listed on the Sacramento register as a contributing resource if the council finds, after holding the hearing, that all of the following requirements are satisfied:

1. The nominated resource is within a historic district;
2. The nominated resource either embodies the significant features and characteristics of the historic district or adds to the historical associations, historical architectural qualities or archaeological values identified for the historic district;
3. The nominated resource was present during the period of historical significance of the historic district and relates to the documented historical significance of the historic district;
4. The nominated resource either possesses historic integrity or is capable of yielding important information about the period of historical significance of the historic district; and

5. The nominated resource has important historic or architectural worth, and its designation as a contributing resource is reasonable, appropriate and necessary to protect, promote and further the goals and purposes of this chapter.

Archival Research

ESA staff conducted research at the following repositories to develop a site history of the 2730 Capitol Avenue property:

- Sacramento Room of the Sacramento Central Public Library
- Online Archive of California
- City of Sacramento Planning Department, Office of Historic Preservation
- City of Sacramento Record Library

Materials reviewed at these repositories included historic maps, photographs, brochures and pamphlets, historical city directories, City Council meeting minutes, and secondary sources documenting the history and development of the neighborhood.

Archival review included consultation with the City of Sacramento Community Development Department, the Preservation Director and staff, in an effort to determine the nature of the building's previous evaluation. Research also included coordination with the Center for Sacramento History Senior Archivist Patricia Johnson, who provided assistance in researching the history of the building, as the CSH facility is currently closed to the public due to internal renovation efforts. Architectural plans from the 1999 exterior renovation were also provided by the building owner.

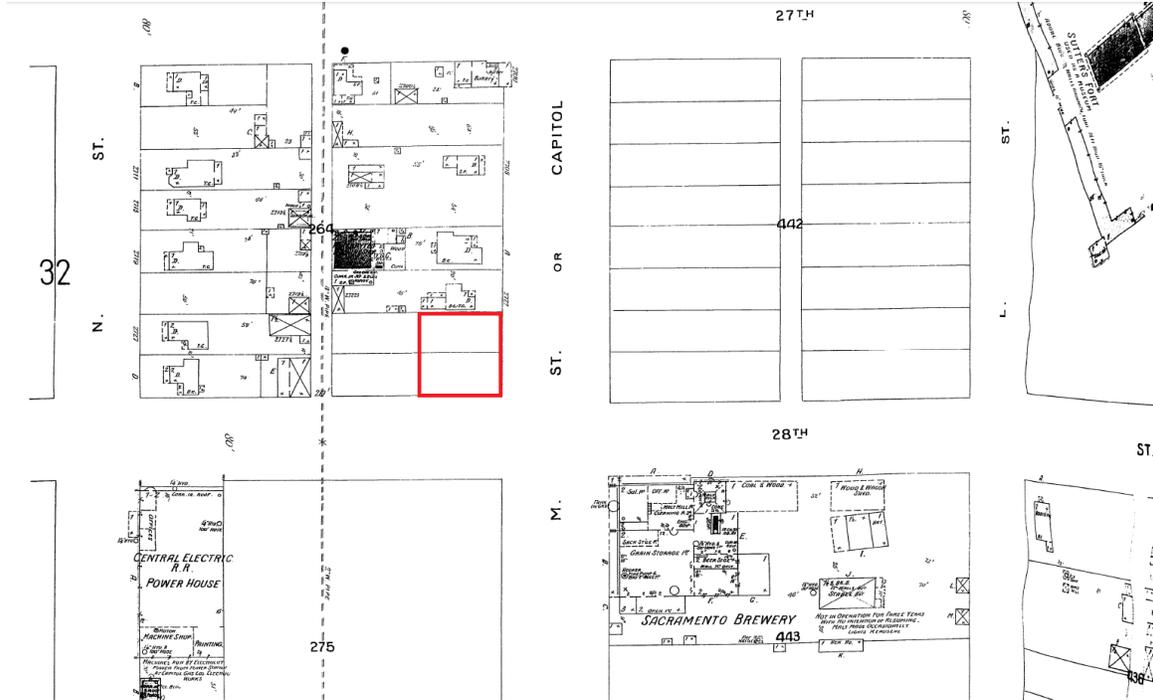
Online research included review of materials maintained at Historicaerials.net for historic maps and aerial imagery, USGS historic topographic maps (Sacramento East Quadrangle, 1949-1980; Brighton, 1911, Fair Oaks, 1902), Sanborn Fire Insurance Maps (1895, 1915, 1950, 1952), and Ancestry.com for historic Federal census records, obituary information, public records, and birth/death index information. Research also included online review and contact with City Staff at the City of Sacramento Records Office to review building permit data. City staff informed ESA that the City did not begin retaining building plans until 1955, and as such the plans for the original construction were unavailable.

Historical Background

Development of Project Area

In the mid-nineteenth century, the Gold Rush and subsequent population influx triggered intense land speculation in Sacramento, with plots of land selling rapidly throughout the City. Development of parcels, however, occurred at a slower pace. Much of the surrounding land in the project area, especially in the vicinity of Sutter's Fort, was sold within the first decades of Sacramento's history (SAMCC, 2006). However, as late as 1895, Sanborn Fire Insurance maps show the project parcel as undeveloped (**Figure 2**). The 1895 Sanborn map shows the Sacramento Brewery Building on the

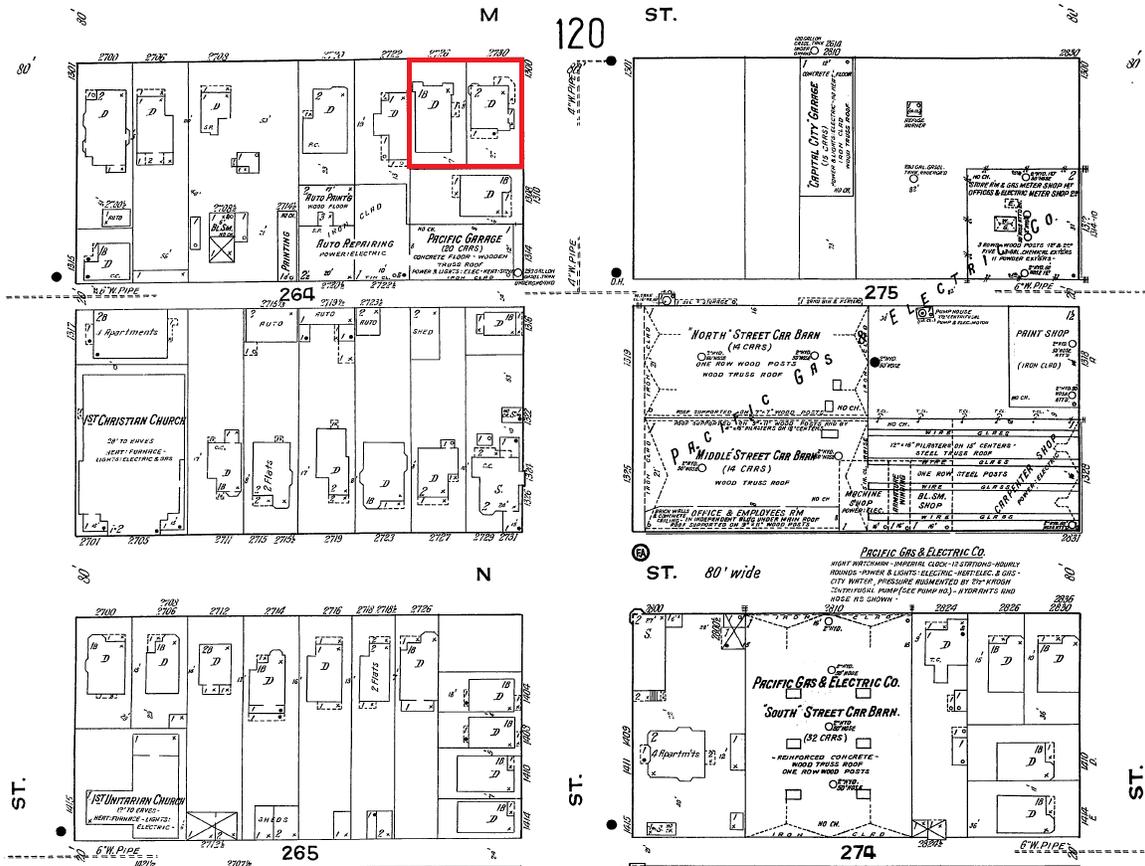
northeast corner of Capitol Avenue and 28th Streets, the Central Electric Railroad Power House at N and 28th Streets, and various residential developments to the west and south of the project parcel. The area was predominantly agricultural, and many of the residential parcels included agricultural outbuildings including barns (Sanborn Insurance Company, 1895).



SOURCE: Sanborn Fire Insurance Company, 1895

2730 Capitol Avenue Project 140896
Figure 2
 1895 Sanborn Fire Insurance Map

Between 1895 and 1915, the area underwent rapid development thanks to the introduction of a street car line extension along M Street. Pacific Gas and Electric Company operated a streetcar line in Sacramento from 1906 to 1943, which supported expanded residential development as outlying areas became more easily accessible. The extension of the streetcar line aided in the development of the fashionable, large Victorian residences that makes up the nearby Capitol Mansion Historic District (Burg, 2006; SAMCC, 2006). By 1915 the area’s development was markedly urban, with the Pacific Gas & Electric Company streetcar barns taking up the majority of the blocks immediately east of the project parcel, the Sacramento Brewery building still to the northeast, garages and paint shops adjacent to the south, and near complete building out of the remaining surrounding parcels with residential development. The 1915 map shows the project parcel inhabited by two residences, including single story and two story dwellings (**Figure 3**). Several churches also appear around this time, including the 1st Christian Church at N and 27th Streets, Trinity Cathedral at M and 27th Streets, and St Francis Church at K and 26th Streets (Sanborn Insurance Company, 1915).

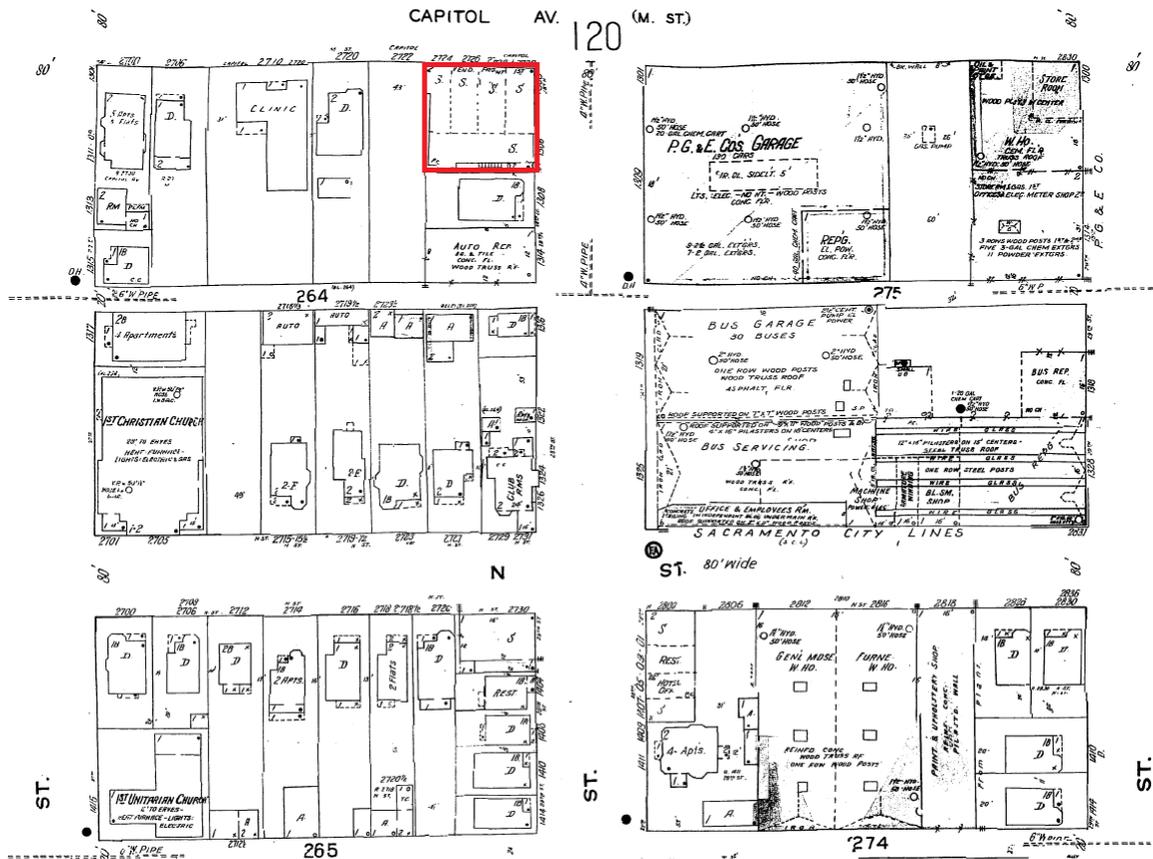


SOURCE: Sanborn Fire Insurance Company, 1915

2730 Capitol Avenue Project 140896
Figure 3
 1915 Sanborn Fire Insurance Map

In the 1920s, a new hospital was erected nearby and the Sacramento brewery was transformed into a restaurant, and later a tavern. Additional commercial development, including the project building, was constructed at this time to serve the growing neighborhood population. Businesses began to replace some housing, with restaurants, medical clinics and nursing homes developing in the project parcel vicinity (**Figure 4**; Sanborn Insurance Company, 1950). In 1940 the City renamed M Street to Capitol Avenue, and in 1943 the City shut down the streetcar system, replacing the streetcar with bus transportation (Burg, 2006).

The general pattern of development in the vicinity, with businesses interspersed among residential properties, has remained essentially the same since the mid-twentieth century. The project area underwent noteworthy changes in the later half of the twentieth century, however, with the completion of the 29th/30th Freeway (Business Loop 80 or Capitol City Freeway) in 1968, introduction of modern apartment and office buildings, a new Sacramento Regional Transit maintenance facility on the site of the old Pacific Gas & Electric site, a large modern parking structure to the south of the project parcel, and the 2015 completion of the expansive Sutter Sacramento Medical Center to the northeast.



SOURCE: Sanborn Fire Insurance Company, 1950

2730 Capitol Avenue Project 140896

Figure 4
1950 Sanborn Fire Insurance Map

History of Property

Review of the 1895 Sanborn Fire Insurance map shows the project parcel was undeveloped and surrounded to the west and south by residential structures, with M Street (Capitol Avenue) to the north and 28th Street to the east. The 1915 Sanborn Map shows two residential structures developed on the property, 2726 and 2730 M Street, and the same street signage. County Assessor records for APN 007-0172-020 indicate that the building was constructed in 1924.

Table 1 below details approximately 50 years of building use, as determined by review of Sacramento City Directories maintained in the Sacramento Room of the Central Public Library.

Review of Sacramento Building Permit records identified an application by T.R. Shadhural (sic) to construct a framed building at 1306 28th Street and install eight to eleven apartment houses (City Permits, 12/09/1925). The Sacramento City Directory lists Sutter Apartments at 2728 M Street starting in 1928, along with Sutter Beauty & Specialty Shop. Since that time through to the present, the property has consisted of first floor commercial use and second floor apartments.

TABLE 1
SACRAMENTO CITY DIRECTORY LISTINGS FOR APN 007-0172-020, 1923-1970

| Year | 2724 M/Capitol | 2726 M/Capitol | 2728 M/Capitol | 2730 M/Capitol | 1306 28th St |
|------|---------------------------------|--|-------------------|--|--|
| 1923 | n/a | C.F. Ross | n/a | C.W. Lyon | n/a |
| 1925 | n/a | Emiline Anderson | n/a | C.O. Marshal | n/a |
| 1926 | n/a | vacant | n/a | vacant | n/a |
| 1927 | n/a | vacant | n/a | vacant | n/a |
| 1928 | n/a | Sutter Beauty & Specialty Shop | Sutter Apartments | n/a | n/a |
| 1929 | n/a | vacant | Sutter Apartments | J.J. Freitas, Soft Drinks | Ida Johnson, Restaurant |
| 1930 | Hoover Company Vacuum Cleaners | vacant | Sutter Apartments | vacant | Ida Johnson, Restaurant |
| 1931 | Hoover Company Vacuum Cleaners | Marc Collins Beauty Shop | Sutter Apartments | Chas Nicoletti Grocery | Nancy Davis, Restaurant |
| 1932 | Hoover Company Vacuum Cleaners | C.O. Brown (barber) and Pauline Guilieri (beauty shop) | Sutter Apartments | Chas Nicoletti Grocery | M.R. Acherman, Restaurant |
| 1933 | Hoover Company Vacuum Cleaners | C.O. Brown (barber) and Pauline Guilieri (beauty shop) | Sutter Apartments | vacant | Wm Falconer Restaurant |
| 1934 | Hoover Company Vacuum Cleaners | F.N. Brady (barber) and Pauline Guilieri (beauty shop) | Sutter Apartments | vacant | vacant |
| 1935 | Hoover Company Vacuum Cleaners | F.N. Brady (barber) and Pauline Guilieri (beauty shop) | Sutter Apartments | L.F. Calderone & Paul de Paul, Grocery | Fort Sutter Café |
| 1936 | vacant | F.N. Brady (barber) and Pauline Guilieri (beauty shop) | Sutter Apartments | Imperial Market Grocery | vacant |
| 1937 | L.E. Spurgeon, Clothes Cleaners | F.N. Brady (barber) and Pauline Guilieri (beauty shop) | Sutter Apartments | vacant | vacant |
| 1938 | Classic Cleaners | F.N. Brady (barber) and Pauline Guilieri (beauty shop) | Sutter Apartments | vacant | vacant |
| 1939 | Robert Barbarian | F.N. Brady (barber) and Pauline Guilieri (beauty shop) | Sutter Apartments | Ed Friedrich, Sales Corp Refrig | vacant |
| 1940 | vacant | F.N. Brady (barber) and Pauline Guilieri (beauty shop) | Sutter Apartments | Ed Friedrich, Sales Corp Refrig | L.B. Price, Mercantile Company Household Goods |
| 1941 | vacant | F.N. Brady (barber) and Pauline Guilieri (beauty shop) | Sutter Apartments | Rex Automatic Music Company | vacant |
| 1942 | vacant | F.N. Brady (barber) and Pauline Guilieri (beauty shop) | Sutter Apartments | D.E. Zitterlund, paints | vacant |
| 1943 | Church of Truth | F.N. Brady (barber) and Pauline Guilieri (beauty shop) | Sutter Apartments | D.E. Zetterlund, window shades | vacant |
| 1945 | Church of Truth | F.N. Brady (barber) and Pauline Guilieri (beauty shop) | Sutter Apartments | D.E. Zetterlund, window shades | vacant |
| 1947 | J.F. Craig, physician | E.A. Hendry and J.W. Rovane, physicians | Sutter Apartments | R.E. Kellog, Drugs | E.A. Sayre, Wholesale Cigards |

TABLE 1 (Continued)
SACRAMENTO CITY DIRECTORY LISTINGS FOR APN 007-0172-020, 1923-1970

| Year | 2724 M/Capitol | 2726 M/Capitol | 2728 M/Capitol | 2730 M/Capitol | 1306 28th St |
|-------------|---------------------------------|--|-----------------------|--------------------------|---|
| 1952 | J.F. Craig, physician | J.W. Rovane, physician | Sutter Apartments | R.E. Kellog, Drugs | Steele's Quality Appliances |
| 1953 | John Craig, physician | John W Rovane, physician | Sutter Apartments | Kellogg's Pharmacy | n/a |
| 1955 | John Craig, physician | John W Rovane, physician | Sutter Apartments | Kellogg's Pharmacy | n/a |
| 1956 | vacant | John W Rovane, physician | Sutter Apartments | Kellogg's Pharmacy | n/a |
| 1957 | C.W. Jensen, Surgical Equipment | John W Rovane, physician | Sutter Apartments | Kellogg's Pharmacy | n/a |
| 1958 | C.W. Jensen, Surgical Equipment | John W Rovane, physician | Sutter Apartments | Kellogg's Pharmacy | n/a |
| 1959 | Fort Sutter Hearing Aid Center | John W Rovane, physician | Sutter Apartments | Kellogg's Pharmacy | n/a |
| 1960 | Fort Sutter Hearing Aid Center | John W Rovane, physician | Sutter Apartments | Kellogg's Pharmacy | n/a |
| 1961 | Fort Sutter Hearing Aid Center | vacant | Sutter Apartments | n/a | n/a |
| 1962 | Fort Sutter Hearing Aid Center | California Orthopedic Appliances Company | Sutter Apartments | Aloha Beauty Salon | Sacramento Area Mental Health Association |
| 1963/64 | Fort Sutter Hearing Aid Center | California Orthopedic Appliances Company | Sutter Apartments | Aloha Beauty Salon | Sacramento Area Mental Health Association |
| 1965 | Fort Sutter Hearing Aid Center | California Orthopedic Appliances Company | Sutter Apartments | Aloha Beauty Salon | vacant |
| 1966 | Fort Sutter Hearing Aid Center | California Orthopedic Appliances Company | Sutter Apartments | Baraconi World of Styles | Bargain Box of Trinity Cathedral Used Clothing and Household Articles |
| 1967 | Fort Sutter Hearing Aid Center | California Orthopedic Appliances Company | Sutter Apartments | Baraconi World of Styles | n/a |
| 1968 | Fort Sutter Hearing Aid Center | California Orthopedic Appliances Company | Sutter Apartments | Baraconi World of Styles | vacant |
| 1969 | Fort Sutter Hearing Aid Center | California Orthopedic Appliances Company | Sutter Apartments | Baraconi World of Styles | Wizard Weavers |
| 1970 | Fort Sutter Hearing Aid Center | California Orthopedic Appliances Company | Sutter Apartments | vacant | Richard D Conkle, Chiropractor |

SOURCE: Sacramento City Directory, for the years 1923-1970

Review of the City Directories identified long-time property occupants including the Sutter Apartments (1928-1970), Pauline Guilieri's Beauty shop (1932-1945), Dr. John Rovane's physician office (1947-1960), R.E. Kellogg's Pharmacy (1947-1960), and the Fort Sutter Hearing Aid Center (1959-1970). Review of archival sources available on Ancestry.com determined that John William Rovane (b. November 1911, d. July 2009) maintained a medical practice in Sacramento for approximately 35 years after serving in the Army during World War II (Sacramento Bee, 07/16/09). Records for Pauline Guilieri (b. July 1896, d. November 1982) indicate that she maintained a long time career as a hairdresser in Sacramento, married Perry Simpson in 1968 (following the death of her first husband, Charles Guilieri in 1959), and died in Sacramento in 1982. Robert Edgar Kellogg (b. March 1911, d. February 2000) worked as a pharmacist in Sacramento from 1932 to 1977 with his retirement.

Sacramento Building Permit records for the various addresses of the parcel include applications for interior renovations: installation of booths for a coffee shop at 1306 28th Street in 1929, the 1945 remodel of 2726 Capitol Avenue completed by Dr. Rovane, remodeling the interior of all addresses between 1962 and 1964 for office or specialty commercial use, and upgrading the electric capacity of the building in 1981. Permit applications for exterior changes include: installation of signage for the various businesses throughout the building's history, and reroofing in 1966. In 1992, a parking waiver application was submitted to the City Planning Commission for a proposed 40 seat restaurant at 2728 Capitol Avenue (City Planning Commission, 01/06/92; 1992 As Built plans included in **Appendix B**). In 1994, a subsequent parking waiver application described the expansion of Bernardo's Café into the two adjacent tenant spaces (2724 Capitol Avenue and 2730a Capitol Avenue) and requested approval of sidewalk café space (City Planning Commission, 01/13/94; proposed expansion plans included in **Appendix B**). In 1996, a final application detailed the proposed expansion of the restaurant into 2730 Capitol Avenue (City Planning Commission, 08/08/96; proposed expansion plans included in **Appendix B**).

As detailed by the architectural plans provided by the building owner, in 1999, the building underwent exterior renovation, including the replacement of the original wooden window frames, replacing the double hung windows with the existing tree-part double hung windows, replacement storefront windows and removal/bricking over of existing fixed windows on the 28th Street elevation, new plaster finish over the existing stucco on the second story, a new brick and iron gate access to the second story apartment on the southern alleyway, relocation of the existing columns to their current locations, new downspouts, and a new wooden flush door at 2730 Capitol Avenue (Vrilakas Architect Builders, 1999).

Resource Survey and Results

Ms. Anderson conducted field inspection of the area on September 18, 2015. The building was photographed and documented on appropriate Department of Parks and Recreation (DPR) 523 forms. The results of this are detailed below, and DPR forms are compiled in **Appendix C**.

The building at 2730 Capitol Avenue is a two-story building with a flat roof, overhanging eaves, stucco siding on the second story and a brick veneer on the first story (**Figure 5**). The first floor is divided into four separate bays (three on the northern elevation and one on the eastern elevation), accessing different sections of the restaurant space. Second story windows are wood frame and double hung, most with a three-part design, and topped with modern metal awnings. Brick frames the storefronts, which have recessed doorways with flanking show windows, topped by transoms. There is a modern, clipped corner doorway with a boarded transom window on the northeast corner of the building, topped by a modern neon sign that reads “Monkey Bar.” The original fixed windows on the 28th Street elevation have been bricked over. An arched entrance on the Capitol Avenue elevation leads to a recessed door accessing the second story apartments. This entrance, as well as the historic entrance of 28th Street, is flanked with modern classic style columns. A secondary entrance to the apartments is accessed via iron gate leading to metal stairway on the south alley.

2730 Capitol Avenue



SOURCE: ESA, 2015

2730 Capitol Avenue Project 140896

Figure 5
2730 Capitol Avenue

Previous Evaluations of 2730 Capitol Avenue

In 1994, the City of Sacramento included this building as part of the unpublished “Central City Historic Structures Inventory,” in which the City documented but did not evaluate the building. The building record details a two story structure with recessed store doorways, show windows, and a centralized arched entrance on Capitol Avenue leading to the apartments on the second floor. Subsequent review by a five person Survey Review Committee scored the building, using rankings of 1-10 (for a possible total of 50), to determine its potential eligibility for local listing (Rowland-Nawi, 2004; City of Sacramento Preservation Office, nd; see **Appendix D**). **Table 2** below provides the scores and comments provided by the review committee in determining the eligibility of the building.

TABLE 2
FINDINGS OF 1996 COMMITTEE REVIEW OF 2730 CAPITOL AVENUE

| Survey Committee Member (vote) | Score (1-10, 10 being highest) | Comments |
|--------------------------------|--------------------------------|--|
| Ed Cox (yes) | 6 | If stucco was alteration, did it follow any period of significance? This could be a contributor to a district. |
| Kathleen Green (yes) | 7 | The store has gone out of business. A anchor business on Capitol Avenue. '96 altered corner for a bar. |
| John Packowski (yes) | 4 | n/a |
| Gloria Scott (no) | 3 | Possible contributor to a district. Doesn't appear individually eligible. More historic context is needed. |
| John Snyder (no) | 3 | Altered |

SOURCE: City of Sacramento Preservation Office, nd

Scores ranged from 3 to 7, with concerns ranging over modern alterations and adherence to period appropriate style to the potential for contribution to a historic district. While the Survey Review Committee noted that the structure had been altered, and gave it a ranking of 23 of 50, three of the five committee members still recommended the building eligible for the local register. This recommendation was completed in 1996, prior to the establishment of the modern, more stringent local register criteria established by the City of Sacramento when it became a Certified Local Government (Rowland-Nawi, 2004).

As part of the 2004 Environmental Impact Report for the Sutter Sacramento Medical Center, Carol Roland of Roland-Nawi Associates updated the 1996 documentation, stating that the building had been identified in the City’s downtown survey as eligible for local listing, and was potentially eligible for listing in the California Register of Historical Resources (**Appendix D**). Roland stated that the building is one of few remaining examples of the vernacular commercial type in Sacramento, describing the brick faced, stucco building as a late example of “Brick Front” store type (Roland-Nawi, 2004). This style reflects one of the most common and longest lasting styles of vernacular commercial buildings in the United States. Often located in larger cities in residential or semi-residential neighborhoods, the two-story building type consists of retail on the first floor (with

large display windows), and the second floor occupied by offices or apartments. No historical context or additional analysis of 2730 Capitol Avenue was provided for this determination.

Evaluation of 2730 Capitol Avenue

In this study, ESA reevaluated the significance of 2730 Capitol Avenue by applying National and California Register eligibility criteria, as well as local criteria for listing as a Sacramento Historic Landmark. To be eligible for the California or National Registers, a resource must be determined to be significant at a local, state, and/or federal level under at least one of the four eligibility criteria outlined above under the state, federal, or local regulatory framework. It must also retain enough of its historic character or appearance to be recognizable as an historic resource and to be able to visually convey the reasons for which it is determined significant. To qualify as a local landmark, the resource must meet at least one of the six similar criteria outlined by the City, as well as maintain physical integrity and significant architectural worth.

The following discussion provides an evaluation of the 2730 Capitol Avenue building under federal, state, and local criteria.

Criterion 1/A/i (Events)

Criterion 1/A/i refers to resources associated with events that have made a significant contribution to the broad patterns of the history of the city, region, state or nation. Research conducted by ESA determined that while the building is associated with the early 20th century development of Midtown Sacramento in the vicinity of Sutter's Fort, the building does not possess a significant or unique association with this development. The introduction of the Pacific Gas and Electric Company streetcar system in 1906 facilitated expansion of residential development (and supporting commercial development) into areas outside of the city core. As transportation to and from these areas became more accessible, residential and commercial development grew to support this increased demand. By 1915 the area surrounding the project parcel had already developed as markedly urban, with the Pacific Gas & Electric Company buildings, the Sacramento Brewery, garages and paint shops, and near complete building out of the remaining surrounding parcels with residential development. As such, by the late 1920s and the building's presumed date of construction, this streetcar led expansion was already well established. 2730 Capitol Avenue represents one of many commercial buildings that provided shops to serve the surrounding community. While the 2730 Capitol Avenue Building was part of the eastern expansion of the City core, and while a contributor to the residential and commercial fabric of its vicinity, it does not possess a significant association with any specific events that have made a significant contribution to the broad patterns of the history of the City or region. As such, based on ESA's evaluation, the building does not qualify as eligible for listing under the California Register on the local level under Criterion 1, the National Register under Criterion A, or the Sacramento Register under Criterion i (association with significant events).

Criterion 2/B/ii (Important Persons)

Criterion 2/B/ii refers to resources associated with the lives of persons important in our past. Archival research identified various individuals and stores, including long time tenants Dr. John Rovane, Pauline Guilieri, and Robert E Kellogg. Review of available records determined that these individuals are not significant or well known locally, within the state, or nation. As such these individuals would not be considered people significant in the City's or region's past, therefore, based on ESA's evaluation, the building does not qualify as eligible for listing under the California Register on the local level under Criterion 2, the National Register under Criterion B, or the Sacramento Register under Criterion ii (association with significant persons).

Criterion 3/C/iii-v (Architecture/Engineering/Creative Individual)

2730 Capitol Avenue reflects one of the most common and longest lasting styles of vernacular commercial buildings in the United States: "brick-front commercial." This style dates from the late nineteenth through mid-twentieth century and incorporates office or apartment space above ground floor businesses. Review of records maintained by the City of Sacramento, as well as through local repositories, failed to determine the identity of the architect or builder of 2730 Capitol Avenue. The vernacular structure fails to reflect high artistic values, and does not appear to possess association with an important creative individual or master. While the building does reflect an example of brick-front commercial architecture, it is not a particularly distinctive example of this type. Other buildings in Sacramento, in the vicinity of the project building, also demonstrate this style, including the Paragary Restaurant at 1403 28th Street (1909), a commercial building at 1026 22nd Street (1925), and a commercial building at 2331 J Street (1929). As noted in Roland-Nawi's 2004 report, the building style combining first floor commercial and second floor residential or office space is one of the most common building designs of the late nineteenth and early twentieth century. Nearby J Street in the vicinity of Sutter's Fort showcases many buildings in this style. As the building is not a unique or rare example of this building style, based on ESA's evaluation, it does not qualify as eligible under the California Register on the local level under Criterion 3, the National Register under Criterion C, or the Sacramento Register under Criterion iii-v (architectural distinction).

While 2730 Capitol Avenue could be a contributing resource if there were a historic district, it is not individually eligible. As described in the integrity section below, the presence of numerous modern buildings (transit garages, a new hospital, along with modern medical, office, and apartment buildings), along with demolition of nearly all surrounding contemporary commercial and residential development, prohibits the area from qualifying as a historic district.

Criterion 4/D/vi (Information Potential)

Criterion 4/D/vi asks whether a resource has the potential to yield information important to pre-history or history. With regard to historical information potential, it does not seem likely that the 2730 Capitol Avenue building would yield significant information that would expand current knowledge or theories of design, methods of construction, operation, or other information that is not already known. The property does not appear to be historically significant under Criterion 4/D/vi.

Age. 2730 Capitol Avenue dates to 1928, the first appearance of the Sutter Apartments in the Sacramento City Directory, and is 87 years old as of 2015. The property meets the typical age 45-year age threshold for potential eligibility for listing in the California Register, the 50-year age threshold for listing in the National Register, and the 50-year threshold for listing in the Sacramento Register.

Integrity. 2730 Capitol Avenue appears to maintain integrity of location, and some integrity of design, materials, and workmanship. The vernacular building has been adaptively reused, with its interior bays merged to create one commercial space, and retains its second story apartment residences. Review of building permits and architectural plans indicate that the majority of exterior alterations occurred during the 1999 renovation, with the installation of columns, new windows and doors, replacement of show windows and bricking over of original windows, covering of the historic stucco with modern plaster, modern signage, and metal awnings (Vrilakas Architect Builders, 1999). The building has historically been architecturally indistinct, however, and the exterior alterations have not substantially detracted from the structure's original design, and in general, the original appearance of the building is discernible. As such, the property retains a moderate amount of integrity of design, materials, and workmanship.

While the building remains in its original location, its surrounding development has been extensively altered since the building's original construction in the late 1920s. The addition of the transit garages, a new hospital, along with modern medical, office, and apartment buildings, along with demolition of nearly all surrounding contemporary commercial and residential development, has adversely impacted the building's integrity of setting and association. On the block bounded by Capitol Avenue, 27th Street, L Street, and 28th Street, the 2730 Capitol Avenue building is dwarfed by the seven story parking structure to the south, and is neighbored to the south on 28th Street by a single story modern office building. Buildings on the block to the west have been largely removed, and the adjacent site is planned as the future site of the B Street Theater. On the north side of the 2700 block of Capitol Avenue, neighboring properties include a recently constructed medical office building (Sutter Medical Center's Ose Adams Medical Pavilion) and modern apartment complex. The block to the east, across 28th Street, contains a modern bus maintenance facility. To the northeast, the Old Tavern Building sits on a block with the recently completed Sutter Medical Center Anderson Lucchetti Women's & Children's Center, and the modern Buhler Specialty Pavilion.

The ground floor of the 2730 Capitol Avenue building lacks its integrity of feeling, as the various small commercial shops have been replaced with one large restaurant space. **Figures 6 through 8** below, along with **Figure 5** above, show the extensive changes to setting, feeling, and association that have resulted from the evolution of surrounding development. Between the physical alteration of the building and the significant alterations to its surrounding context, the building no longer possesses the physical integrity necessary to reflect a level of historical significance that would support a determination of eligibility for listing in the local, state, or national registers.

While 2730 Capitol Avenue meets the criteria for age, it does not retain sufficient physical integrity or meet the eligibility criteria for listing in the National Register, California Register, or Sacramento Register. As such, based on ESA's evaluation, the property does not qualify as a national, state, or local historical resource.



SOURCE: ESA, 2015

Sacramento Ornamental Streetlights Project 120619

Figure 6
2730 Capitol Avenue, facing southeast



SOURCE: ESA, 2015

Sacramento Ornamental Streetlights Project 120619

Figure 7
2730 Capitol Avenue, facing east along Capitol Avenue



SOURCE: ESA, 2015

Sacramento Ornamental Streetlights Project 120619

Figure 8
2730 Capitol Avenue, facing north along 28th Street

References Cited

- Burg, William, 2006. *Sacramento's Streetcars*. Arcadia Publishing: San Francisco, CA.
- City of Sacramento Redevelopment Agency, 1996. *Central City Historic Resources Inventory: 2730 Capitol Avenue*. February, 1996. On file with the City of Sacramento Planning and Preservation Office.
- Sacramento Archives and Museum Collection Center (SAMCC) + Historical Old Sacramento Foundation, 2006. *Sacramento's Midtown*. Arcadia Publishing: San Francisco, CA.
- Sacramento Bee, 2009. *Obituary for John W. Rovane III, M.D.* 07/20/2009.
- Sacramento Directory Company, 1923-1970. *Sacramento City Directory*. Available in the Sacramento Room of the Central Public Library.
- Roland-Nawi Associates, 2004. *Sutter Medical Center Master Projects and Trinity Cathedral Project Environmental Impact Report*.
- Vriliakas Architect and Builder, 1999. *Architectural Plans for 2730 Capitol Avenue*. On file with the Paragary Restaurant Group.

Maps

Sanborn Fire Insurance Maps, 1895-1952. *Sacramento, California.*

USGS, 1949-1980. *Sacramento East, California 7.5" USGS Topographic Quadrangle Map.*

USGS, 1902 *Fair Oaks, California 7.5" USGS Topographic Quadrangle Map.*

USGS, 1911. *Brighton, California 7.5" USGS Topographic Quadrangle Map.*

City Records

City Building Permit Records

1306 28th Street

10/09/1925
08/01/1929
06/04/1948
10/16/1950
08/17/1962

2724 Capitol Avenue

09/08/1958
05/18/1964
02/17/1982

2726 Capitol Avenue

04/20/1962
12/14/1981
01/29/1982

2730 Capitol Avenue

02/12/1962
10/27/1966
09/27/1996

City Planning Commission Meeting Minutes

11/08/1928
04/04/1933
01/06/1992
01/13/1994
04/26/1994
08/08/1996

APPENDIX A

Resumes



Katherine Anderson

Senior Associate II

EDUCATION

Masters of Arts in Public History, California State University, Sacramento

B.A., History, Minor in Women's Studies and Anthropology/Geography, California Polytechnic State University, San Luis Obispo

7 YEARS EXPERIENCE

CERTIFICATIONS/REGISTRATION

Section 106 training, Advisory Council for Historic Preservation

GIS for Resource Managers, UC Davis

PROFESSIONAL AFFILIATIONS

California Council for the Promotion of History

California Preservation Foundation

AWARDS

[insert text]

Kathy is a cultural resources analyst involved with a variety of ESA projects involving historic period structures, buildings, and districts. Her role entails establishing a base historical context for the respective projects, conducting archival review at regional and state repositories, documenting and evaluating historic resources for eligibility for the National and California Registers, and drafting technical reports meeting Federal, State, and Local requirements. Kathy has completed evaluations for pre and post World War II residential and commercial buildings, water conveyance systems, mining and industrial buildings and structures, airports, as well as historic period roads, trails, and railway features. Kathy has experience working in projects located throughout the Central Valley, as well as Sierra Nevada, Southern California, and western Nevada.

Relevant Experience

Guy West Bridge Maintenance and Rehabilitation Project, Sacramento, CA. *Architectural Historian.* As part of the Quincy Engineering team, ESA provided CEQA compliance services for the City's proposed rehabilitation of the Guy West Bridge. Kathy's responsibilities included completion of the Historic Resources Evaluation Report (HRER). This included archival review at state and local repositories, establishing a historic context for Sacramento State University and the Guy West Bridge, and field survey. The project evaluated the 1966 bridge and recommended it eligible for listing in the Sacramento Register and California Register at the local level, due to its associations with the development of Sacramento State University and the surrounding community (Criterion A/a), associations with the life and work of University President Guy West (Criterion B/b), and its high artistic value as a community landmark structure (Criterion C/e).

City of Sacramento Ornamental Streetlights, Sacramento, CA. *Architectural Historian.* The City of Sacramento retained ESA to assess existing ornamental street lights in the Curtis Park and Land Park neighborhoods for their historic significance under state and local register criteria. Kathy's responsibilities included archival research at local repositories, interviews with knowledgeable individuals, and field review. ESA determined the streetlights to not be individually eligible for listing in the National, California, or Sacramento registers, nor were they determined eligible as a district.

Department of Water Resources North Bay Aqueduct Alternate Intake Project EIR, Sacramento, Yolo, Solano and Napa Counties, CA. *Cultural Resources Analyst.* The California Department of Water Resources (DWR) is proposing to construct and operate an alternative intake on the Sacramento River, mostly located in rural portions of Solano and Yolo Counties and connecting to their existing North Bay Aqueduct system pipeline. ESA team is preparing a comprehensive EIR on the proposed facilities and operations, as well as assisting

in Section 106 compliance efforts. Kathy is providing historical resource analysis for the identification and evaluation of historic period resources within the project area. This includes records search, Native American consultation, field survey, and documentation and evaluation of cultural resources. These findings were used in support of both the Section 106 documentation as well as the EIR analysis.

SMF Master Plan Environmental Overview, Sacramento, CA. *Cultural Resource Analyst.* ESA will be providing all environmental services supporting the master planning effort. Kathy's responsibilities included assisting in the documentation of the cultural resources, including the historic context of the airport and surrounding vicinity, identification of historic structures within the airport property, and suggestions for mitigation of impacts to historic period resources.

Downtown Government Center – Merced County On-Call Environmental Services. *Section Writer.* Kathy provided the cultural resources analysis of impacts relating to the construction of the Merced County Downtown Government Center EIR, which included identification and evaluation of potential historic structures within the project area, as well as any impacts to cultural resources resulting from the implementation of the project. This included archival review at local repositories, field survey, documentation of historic buildings and known historic districts, and suggestion of mitigation measures for impacts to cultural resources.

Sacramento Entertainment and Sports Center & Related Development EIR. *Cultural Resource Analyst.* ESA has been retained by the National Basketball Association (NBA) Sacramento Kings' representatives to prepare the EIR for the Sacramento Entertainment and Sports Center & Related Development. Kathy assisted in compiling the cultural resource technical reports and summarizing that information for use in the Cultural Resources Section of the EIR. Kathy also provided technical assistance in the creation of the Archaeological Testing Plan completed for the project, as well as comment response.

Merced River Comprehensive Management Plan and EIS, National Park Service, Yosemite, CA. *Cultural Resource Analyst.* ESA is currently working with the National Park Service (NPS) to prepare a Comprehensive Management Plan for the Merced Wild and Scenic River in Yosemite National Park in California. The project includes the preparation of a draft and final environmental impact statement (EIS), the accompanying Comprehensive Management Plan, and supporting documents, Kathy conducted analysis of proposed plan actions on Historic Buildings, Structures, and Cultural Landscapes within the river corridor. This included documentation of the National Register listed historic properties within the Area of Potential Effect (APE) as well as locally designated historic structures and buildings; determination of impact of over 200 individual actions proposed by the NPS; documentation of effects to historic properties in order to comply with Section 106; and direct communication with the NPS in determining the most effective course of action for analysis.

APPENDIX B

Architectural and Design Drawings

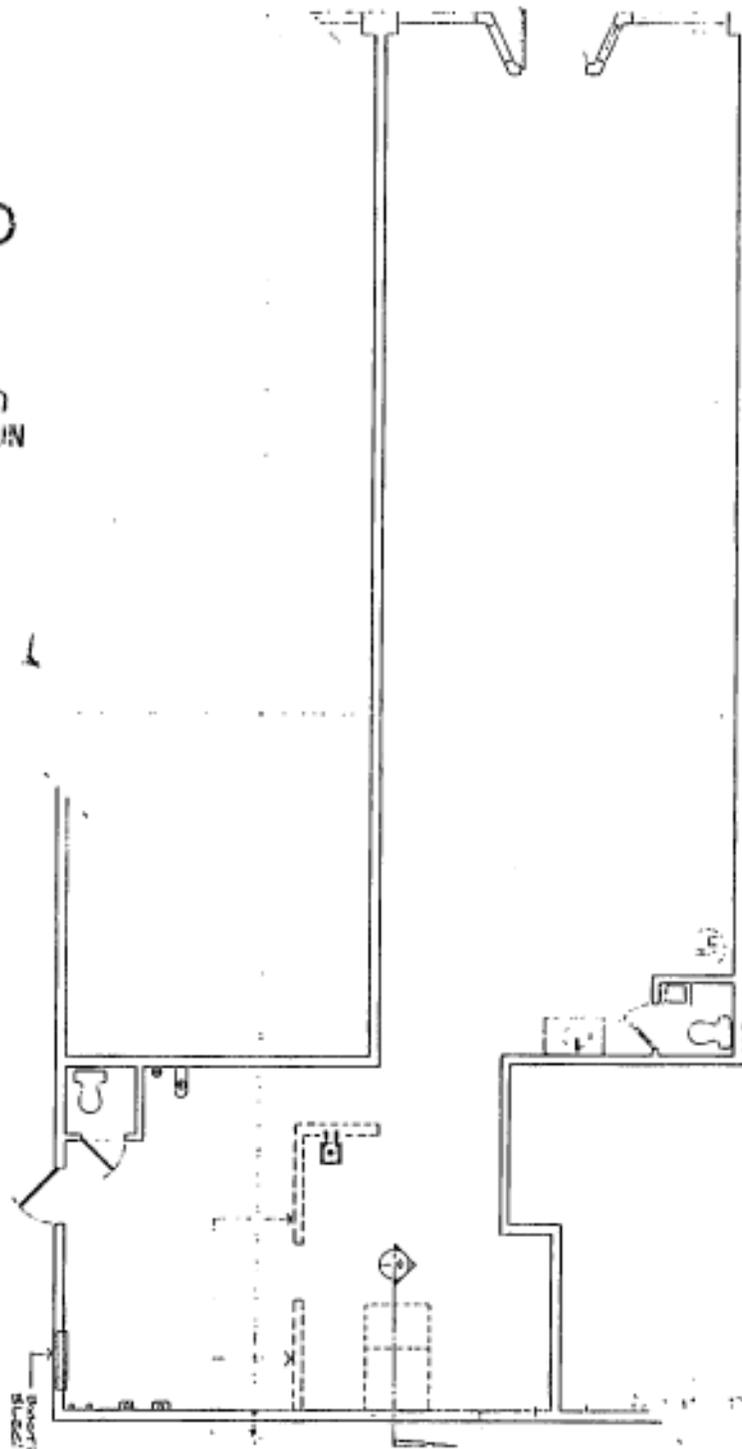
RECEIVED

JAN 6 1992

CITY OF SACRAMENTO
CITY PLANNING DIVISION

P92 001

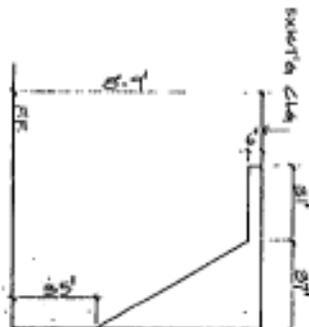
NO SUIT PLAN
SCALE



REMOVE 120' SUMP/DRIVE
SUMP/DRIVE (4 UNITS)

NON LEAD BATTERIES
WALL TO BE REMOVED

SECTION 0-1
SCALE

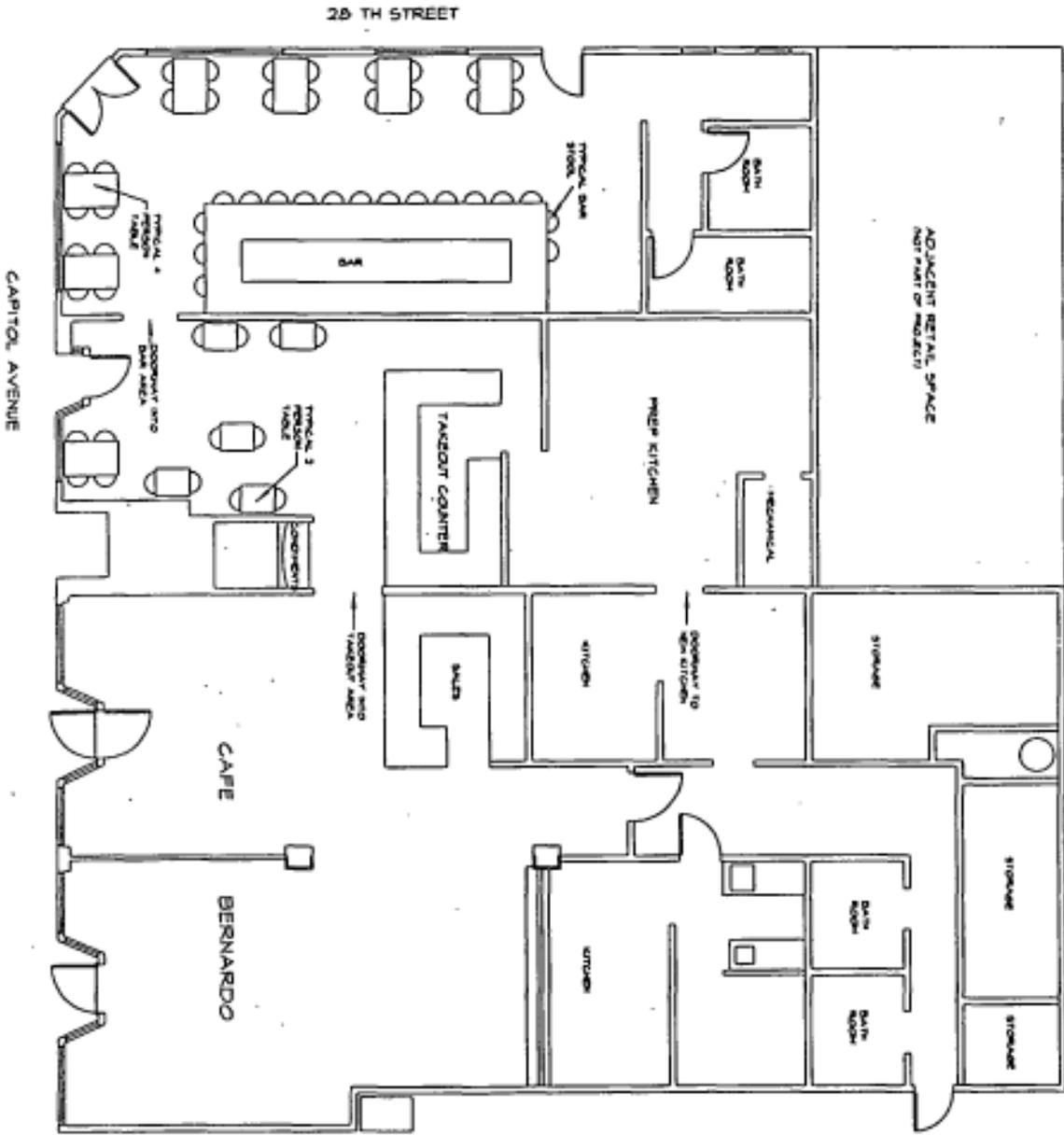


PARKWAY'S TALKER
2720 H STREET
SACRAMENTO, CA
11-22-91
BY
G.E. RYKOFF CO.

001485

P92-001

May 28, 1992



REVISED FLOOR PLAN

ADDED SQUARE FOOTAGE: 2100
ADDED SEATS: 99 TOTAL SEATS: 141

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| SCALE |
| DATE |
| SHEET |
| A2 |

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| REVISIONS |
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CAFE BERNARDO
EXPANSION
2130 CAPITOL AVE.



KAUFMANN
ARCHITECTS

1000 P STREET 28
SACRAMENTO, CA
95811
916-444-7888

APPENDIX C

2730 Capitol Avenue, DPR 523 Form

State of California ¾ The Resources Agency
 DEPARTMENT OF PARKS AND RECREATION
PRIMARY RECORD

Primary #
 HRI #
 Trinomial
 NRHP Status Code

Other Listings
 Review Code Reviewer Date

Page 1 of 4 *Resource Name or #: 2730 Capitol Avenue

P1. Other Identifier: Café Bernardo

***P2. Location:** Not for Publication Unrestricted ***a. County:** Sacramento

and (P2b and P2c or P2d. Attach a Location Map as necessary.)

***b. USGS 7.5' Quad:** Sacramento East **Date:** 1980 T 8N ; R 5E ; ¼ of ¼ of Sec ; M.D. **B.M.**

c. Address: 2730 Capitol Avenue City: Sacramento Zip: 95816

d. UTM: Zone: 10 ; mE/ mN (G.P.S.)

e. Other Locational Data: (e.g., parcel #, directions to resource, elevation, etc., as appropriate) Elevation:

APN 007-0172-020, at the southwest corner of the intersection of Capitol Avenue and 28th Street

***P3a. Description:**

2730 Capitol Avenue is a two-story building encompassing approximately 12,000 square feet on a 6,400 square foot parcel. The building covers the entire parcel except for a narrow covered passageway to the south of the building, separating 2730 Capitol Avenue from the offices at 1308 28th Street. Constructed in the late 1920's, the building is wood-framed with concrete, brick, wood, and stucco exterior walls. The building sits on a concrete foundation, and a metal stairway leads to the second floor through the south alley.

The building at 2730 Capitol Avenue is a two-story building with a flat roof, overhanging eaves, stucco siding on the second story and a brick veneer on the first story. The first floor is divided into four separate bays (three on the northern elevation and one on the eastern elevation), accessing different sections of the restaurant space. Second story windows are wood frame and double hung, most with a three-part design, and topped with modern metal awnings. Brick frames the storefronts, which have recessed doorways with flanking show windows, topped by transoms. There is a modern, clipped corner doorway with a boarded transom window on the northeast corner of the building, topped by a modern neon sign that reads "Monkey Bar." The original fixed windows on the 28th Street elevation have been bricked over. An arched entrance on the Capitol Avenue elevation leads to a recessed door accessing the second story apartments. This entrance, as well as the historic entrance of 28th Street, is flanked with modern classic style columns. A secondary entrance to the apartments is accessed via iron gate leading to metal stairway on the south alley.

***P3b. Resource Attributes:** HP6. 1-3 story commercial building

***P4. Resources Present:** Building Structure Object Site District Element of District Other (Isolates, etc.)



P5b. Description of Photo: 2730 Capitol Ave, facing southwest

***P6. Date Constructed/Age and Sources:** 1928 Historic Prehistoric Both

***P7. Owner and Address:**
 Paragary Restaurant Group
 1403 28th St, Sacramento, CA 95816

***P8. Recorded by:** Katherine Anderson | ESA
 2600 Capitol Ave, Ste 200
 Sacramento, CA 95816

***P9. Date Recorded:** 09/17/15

***P10. Survey Type:** intensive

***P11. Report Citation:** ESA, 2015. 2730 Capitol Avenue Project Historical Resource Evaluation Report. Completed for Pioneer Law Group. September 2015.

***Attachments:** NONE Location Map Sketch Map Continuation Sheet Building, Structure, and Object Record Archaeological Record District Record Linear Feature Record Milling Station Record Rock Art Record Artifact Record Photograph Record Other (List):

BUILDING, STRUCTURE, AND OBJECT RECORD

*Resource Name or # 2730 Capitol Avenue

- B1. Historic Name: none
- B2. Common Name: Café Bernadro
- B3. Original Use: commercial/residential
- B4. Present Use: restaurant/residential

*B5. Architectural Style: brick front commercial

*B6. Construction History:
 1926-28 Original Construction
 1962-64 interior remodeling for office use in all spaces
 1994 expansion of 2728 Capitol Ave into 2724 Capitol and 2730a Capitol
 1995 expansion of 2728 Capitol Ave into 2730 Capitol

*B7. Moved? No Yes Unknown Date: Original Location:

*B8. Related Features:
none

B9a. Architect: unknown b. Builder: unknown

*B10. Significance: Theme: n/a Area: n/a
 Period of Significance: n/a Property Type: n/a Applicable Criteria: n/a

Review of the 1895 Sanborn Fire Insurance map shows the project parcel was undeveloped and surrounded to the west and south by residential structures, with M Street (Capitol Avenue) to the north and 28th Street to the east. The 1915 Sanborn Map shows two residential structures developed on the property, 2726 and 2730 M Street, and the same street signage. County Assessor records for APN 007-0172-020 indicate that the building was constructed in 1924.

Review of Sacramento Building Permit records identified an application by T.R. Shadhural (sic) to construct a framed building at 1306 28th Street and install eight to eleven apartment houses (City Permits, 12/09/1925). The Sacramento City Directory lists Sutter Apartments at 2728 M Street starting in 1928, along with Sutter Beauty & Specialty Shop. Since that time through to the present, the property has consisted of first floor commercial use and second floor apartments.

(See Continuation Sheet)

B11. Additional Resource Attributes: (List attributes and codes)

*B12. References:
 Sanborn Fire Insurance Maps, 1895-1952. Sacramento, California.
 Sacramento City Building Permit Records, 1925-1996
 Sacramento City Planning Commission Meeting Minutes, 1928-1996
 Sacramento Directory Company, 1923-1970. Sacramento City Directory.
 Available in the Sacramento Room of the Central Public Library.

B13. Remarks:

*B14. Evaluator: Katherine Anderson | ESA

*Date of Evaluation: 09/18/15

(This space reserved for official comments.)



***B10. Significance.**

Review of the City Directories identified long-time property occupants including the Sutter Apartments (1928-1970), Pauline Guilieri's Beauty shop (1932-1945), Dr. John Rovane's physician office (1947-1960), R.E. Kellogg's Pharmacy (1947-1960), and the Fort Sutter Hearing Aid Center (1959-1970). Review of archival sources available on Ancestry.com determined that John William Rovane (b. November 1911, d. July 2009) maintained a medical practice in Sacramento for approximately 35 years after serving in the Army during World War II (Sacramento Bee, 07/16/09). Records for Pauline Guilieri (b. July 1896, d. November 1982) indicate that she maintained a long time career as a hairdresser in Sacramento, married Perry Simpson in 1968 (following the death of her first husband, Charles Guilieri in 1959), and died in Sacramento in 1982. Robert Edgar Kellogg (b. March 1911, d. February 2000) worked as a pharmacist in Sacramento from 1932 to 1977 with his retirement.

Sacramento Building Permit records for the various addresses of the parcel include applications for interior renovations: installation of booths for a coffee shop at 1306 28th Street in 1929, the 1945 remodel of 2726 Capitol Avenue completed by Dr. Rovane, remodeling the interior of all addresses between 1962 and 1964 for office or specialty commercial use, and upgrading the electric capacity of the building in 1981. Permit applications for exterior changes include: installation of signage for the various businesses throughout the building's history, and reroofing in 1966. In 1992, a parking waiver application was submitted to the City Planning Commission for a proposed 40 seat restaurant at 2728 Capitol Avenue (City Planning Commission, 01/06/92; 1992 As Built plans included in Appendix B). In 1994, a subsequent parking waiver application described the expansion of Bernardo's Café into the two adjacent tenant spaces (2724 Capitol Avenue and 2730a Capitol Avenue) and requested approval of sidewalk café space (City Planning Commission, 01/13/94; proposed expansion plans included in Appendix B). In 1996, a final application detailed the proposed expansion of the restaurant into 2730 Capitol Avenue (City Planning Commission, 08/08/96; proposed expansion plans included in Appendix B).

As detailed by the architectural plans provided by the building owner, in 1999, the building underwent exterior renovation, including the replacement of the original wooden window frames, replacing the double hung windows with the existing tree-part double hung windows, replacement storefront windows and removal/bricking over of existing fixed windows on the 28th Street elevation, new plaster finish over the existing stucco on the second story, a new brick and iron gate access to the second story apartment on the southern alleyway, relocation of the existing columns to their current locations, new downspouts, and a new wooden flush door at 2730 Capitol Avenue (Vrilakas Architect Builders, 1999).

The following discussion provides an evaluation of 2730 Capitol Avenue under federal, state, and local criteria.

Criterion 1/A/a (Events).

Criterion 1/A/a refers to resources associated with events that have made a significant contribution to the broad patterns of the history of the city, region, state or nation. Research conducted by ESA determined that while the building is associated with the early 20th century development of Midtown Sacramento in the vicinity of Sutter's Fort, the building does not possess a significant or unique association with this development. The introduction of the Pacific Gas and Electric Company streetcar system in 1906 facilitated expansion of residential development (and supporting commercial development) into areas outside of the city core. As transportation to and from these areas became more accessible, residential and commercial development grew to support this increased demand. By 1915 the area surrounding the project parcel had already developed as markedly urban, with the Pacific Gas & Electric Company buildings, the Sacramento Brewery, garages and paint shops, and near complete building out of the remaining surrounding parcels with residential development. As such, by the late 1920s and the building's presumed date of construction, this streetcar led expansion was already well established. 2730 Capitol Avenue represents one of many commercial buildings that provided shops to serve the surrounding community. While the 2730 Capitol Avenue Building was part of the eastern expansion of the City core, and while a contributor to the residential and commercial fabric of its vicinity, it does not possess a significant association with any specific events that have made a significant contribution to the broad patterns of the history of the City or region. As such, based on ESA's evaluation, the building does not qualify as eligible for listing under the California Register on the local level under Criterion 1, the National Register under Criterion A, or the Sacramento Register under Criterion a (association with significant events).

Criterion 2/B/b (Important Persons)

Criterion 2/B/b refers to resources associated with the lives of persons important in our past. Archival research identified various individuals and stores, including long time tenants Dr. John Rovane, Pauline Guilieri, and Robert E Kellogg. Review of available records determined that these individuals are not significant or well known locally, within the state, or nation. As such these individuals would not be considered people significant in the City's or region's past, therefore, based on ESA's evaluation, the building does not qualify as eligible for listing under the California Register on the local level under Criterion 2, the National Register under Criterion B, or the Sacramento Register under Criterion b (association with significant persons).

Criterion 3/C/c-e (Architecture/Engineering/Creative Individual)

2730 Capitol Avenue reflects one of the most common and longest lasting styles of vernacular commercial buildings in the United States: "brick-front commercial." This style dates from the late nineteenth through mid-twentieth century and incorporates office or apartment space above ground floor businesses. Review of records maintained by the City of Sacramento, as well as through local repositories, failed to determine the identity of the architect or builder of 2730 Capitol Avenue. The vernacular structure fails to reflect high artistic values, and does not appear to possess association with an important creative individual or master. While the building does reflect an example of brick-front commercial architecture, it is not a particularly distinctive example of this type. Other buildings in Sacramento, in the vicinity of the project building, also demonstrate this style, including the Paragary Restaurant at 1403 28th Street (1909), a commercial building at 1026 22nd Street (1925), and a commercial building at 2331 J Street (1929). As noted in Roland-Nawi's 2004 report, the building style combining first floor commercial and second floor residential or office space is one of the most common building designs of the late nineteenth and early twentieth century. Nearby J Street in the vicinity of Sutter's Fort showcases many buildings in this style. As the building is not a unique or rare example of this building style, based on ESA's evaluation, it does not qualify as eligible under the California Register on the local level under Criterion 3, the National Register under Criterion C, or the Sacramento Register under Criterion c-e (architectural distinction).

While 2730 Capitol Avenue could be a contributing resource if there were a historic district, it is not individually eligible. As described in the integrity section below, the presence of numerous modern buildings (transit garages, a new hospital, along with modern medical, office, and apartment buildings), along with demolition of nearly all surrounding contemporary commercial and residential development, prohibits the area from qualifying as a historic district.

Criterion 4/D/f (Information Potential)

Criterion 4/D/f asks whether a resource has the potential to yield information important to pre-history or history. With regard to historical information potential, it does not seem likely that the 2730 Capitol Avenue building would yield significant information that would expand current knowledge or theories of design, methods of construction, operation, or other information that is not already known. The property does not appear to be historically significant under Criterion 4/D/f.

Age. 2730 Capitol Avenue dates to 1928, the first appearance of the Sutter Apartments in the Sacramento City Directory, and is 87 years old as of 2015. The property meets the typical age 45-year age threshold for potential eligibility for listing in the California Register, the 50-year age threshold for listing in the National Register, and the 50-year threshold for listing in the Sacramento Register.

Integrity. 2730 Capitol Avenue appears to maintain integrity of location, and some integrity of design, materials, and workmanship. The vernacular building has been adaptively reused, with its interior bays merged to create one commercial space, and retains its second story apartment residences. Review of building permits and architectural plans indicate that the majority of exterior alterations occurred during the 1999 renovation, with the installation of columns, new windows and doors, replacement of show windows and bricking over of original windows, covering of the historic stucco with modern plaster, modern signage, and metal awnings (Vrilakas Architect Builders, 1999). The building has historically been architecturally indistinct, however, and the exterior alterations have not substantially detracted from the structure's original design, and in general, the original appearance of the building is discernible. As such, the property retains a moderate amount of integrity of design, materials, and workmanship.

While the building remains in its original location, its surrounding development has been extensively altered since the building's original construction in the late 1920s. The addition of the transit garages, a new hospital, along with modern medical, office, and apartment buildings, along with demolition of nearly all surrounding contemporary commercial and residential development, has adversely impacted the building's integrity of setting and association. On the block bounded by Capitol Avenue, 27th Street, L Street, and 28th Street, the 2730 Capitol Avenue building is dwarfed by the seven story parking structure to the south, and is neighbored to the south on 28th Street by a single story modern office building. Buildings on the block to the west have been largely removed, and the adjacent site is planned as the future site of the B Street Theater. On the north side of the 2700 block of Capitol Avenue, neighboring properties include a recently constructed medical office building (Sutter Medical Center's Ose Adams Medical Pavilion) and modern apartment complex. The block to the east, across 28th Street, contains a modern bus maintenance facility. To the northeast, the Old Tavern Building sits on a block with the recently completed Sutter Medical Center Anderson Lucchetti Women's & Children's Center, and the modern Buhler Specialty Pavilion.

The ground floor of the 2730 Capitol Avenue building lacks its integrity of feeling, as the various small commercial shops have been replaced with one large restaurant space. Between the physical alteration of the building and the significant alterations to its

CONTINUATION SHEET

surrounding context, the building no longer possesses the physical integrity necessary to reflect a level of historical significance that would support a determination of eligibility for listing in the local, state, or national registers.

While 2730 Capitol Avenue meets the criteria for age, it does not retain sufficient physical integrity or meet the eligibility criteria for listing in the National Register, California Register, or Sacramento Register. As such, based on ESA's evaluation, the property does not qualify as a national, state, or local historical resource.

APPENDIX D

2730 Capitol Avenue, Previous Documentation



Category

Residential

Non Residential

Not Pres. Dist.

Address:

2730 Capitol

SCORE

1 to 10
10 BEING HIGHEST

COMMENTS

| | | | |
|----------------|-----|---|--|
| ED COX | Yes | 6 | If stucco was alteration, did it follow any period of significance? This could be a contributor to a district. |
| KATHLEEN GREEN | Yes | 7 | The store has gone out of business. A anchor business on Capital Ave '96 Altered corner for a bar |
| JOHN PACKOWSKI | Yes | 4 | |
| GLORIA SCOTT | No | 3 | Possible contributor to district doesn't appear individually eligible, more historical context needed. |
| JOHN SNYDER | No | 3 | ALTERED |

| | | | |
|-------------|----|--------|-----------------------|
| TOTAL SCORE | 23 | RATING | 3 yes - 2 no eligible |
|-------------|----|--------|-----------------------|

CENTRAL CITY

SACRAMENTO
HISTORIC RESOURCES INVENTORY

2730 Capitol Avenue

Resource Name/Address

P2. **Location:** Unrestricted a. **County:** Sacramento

b. **USGS 7.5' Quad:** Sacramento East, Calif.,

Date: 1951, photorevised 1980

c. **Address:** 2730 Capitol Avenue

City: Sacramento

ZIP: 95816

e. **Other Locational Data:** APN — 007-0172-020

P3a. **Description:**

Architectural Style: No Style

Appearance: This two-story building has a flat roof with overhanging eaves and stucco siding. Second-story windows are double-sashed; most have a three-part design. Brick frames the storefronts, which have recessed doorways, flanking show windows, and boarded or painted transoms over both. Centered on the Capitol Avenue elevation is an arched entrance to the apartments above. One storefront has recently sprouted classical columns, but generally alterations are minimal. The property's boundary is its current parcel. Related feature: None.

Historical Information:

P3b. **Resource Attributes:** HP6—Store

P4. **Resources Present:** Building



P5b. **Description of Photo:**

Front Elevation / May 1994

Roll & Frame — 20 2

P6. **Date Constructed:**

1926 Factual

P7. **Owner and Address:**

Lowell E. and Virginia R. Renz

2210 21st Street

Sacramento, CA 95818

P8. **Recorded by:**

Donald S. Napoli / CHMD

Redevelopment Agency

City of Sacramento

P. O. Box 1834

Sacramento, CA 95812-1834

P9. **Date Recorded:** 2/26/96

P10. **Type of Survey:** Reconnaissance

P11. **Report Citation:** City of Sacramento. Redevelopment Agency. "Central City Historic Structures Inventory," March 1996.
DPR 523A - Test (1/95)— Attachments: None

State of California — The Resources Agency
 DEPARTMENT OF PARKS AND RECREATION
PRIMARY RECORD

Primary #: _____
 HRI # _____
 Trinomial _____
 NRHP Status Code: _____
 Other Listings _____
 Review Code _____ Reviewer _____ Date _____

*Resource Name or #: 2730 Capitol Avenue
 P1. Other Identifier: Café Bernardo
 *P2. .Location: *a. County Sacramento
 b. Address 2730 Capitol Avenue
 *c. City Sacramento Zip 95816
 d. UTM: N/A
 e. USGS Quad: Sacramento T R
 *f. Other Locational Data (APN #): 007-172-020
 *P3a. Description:

The building was surveyed in 1996 as a part of the downtown survey, but it was not evaluated. In subsequent evaluation by a survey review committee appointed by the City Design Review and Preservation Board the building was deemed eligible for local listing. It is a good example of its vernacular commercial type, of which there are few remaining examples in Sacramento. Although the building has been adaptively reused, it retains its major characteristic features and is clearly recognizable as to its style, period and former use. It is potentially eligible for listing in the California Register of Historical Resources.

This brick faced, stucco commercial building was constructed in 1926. It is a late example of the "Brick Front" store type, one of the most common and longest lasting styles of vernacular commercial structures in the U.S. Often located in larger cities in residential or semi-residential neighborhoods, buildings, like this one, shared the residential scale of adjacent dwellings. In its two-story version, the lower story, with large display windows was devoted to retail business while the second story was occupied by office or apartment units. This building has a typical flat roof with overhanging eaves and brick veneer. Upper story fenestration consists of alternating tri-partite center windows with sidelights and single one-over-one double hung windows. On the lower story the commercial units are divided into three slightly asymmetrical bays, each with an entry door, flanked by three-quarter length display windows. On the eastern

most bay the entry door is angled on the corner of the building. A centrally located arch with a recessed entry door provides access to the upper story apartments.

P5. Photograph or Drawing (Photograph required for buildings, structures, and objects.)



*P3b. Resource Attributes: HP6

*P4. Resources Present: Building Structure Object Site District Element of District

P5b. Description of Photo:
 North façade/view south

*P6. Date Constructed/Age:
 1926 78 years documented
 Prehistoric Historic Both

*P7. Owner and Address:

Sacramento, CA 95816
 *P8. Recorded by: [Updated]
 Carol Roland
 Roland-Nawi Associates
 4829 Crestwood Way
 Sacramento, CA 95822

*P9. Date Recorded: March 17, 2004

*P10. Type of Survey: Intensive Reconnaissance Other

Describe: Update of exiting survey data

*P11. Report Citation: Sutter Medical Center Master Projects and Trinity Cathedral Project Environmental Impact Report

*Attachments: NONE Map Sheet Continuation Sheet Building, Structure, and Object Record Linear Resource Record Archaeological Record District Record Milling Station Record Rock Art Record Artifact Record Photograph Record Other (List):

BUILDING, STRUCTURE, AND OBJECT RECORD

*Resource Identifier: 2730 Capitol Avenue .

*NRHP Status Code: 3D

B1. Historic Name: N/A

B2. Common Name: Café Bernardo

B3. Original Use: Retail Store w/ upper residential

B4. Present Use: Bar and Restaurant w/ upper residential

*B5. Architectural Style: Vernacular brick front store

*B6. Construction History:

Built in 1926. Tuscan columns which flank the centrally located second floor entry were added at a later date.

*B7. Moved? No Yes Unknown

Date: N/A Original Location: same

*B8. Related Features: none

B9a. Architect: unknown

B9b. Builder: unknown

*B10. Significance: Theme: Downtown/Commercial

Area: Local/Sacramento

Period of Significance: -

Property Type: Neighborhood commercial

Applicable Criteria: A1/C/3

The building was identified in the city's official downtown survey (1994-96) as eligible for local listing and is potentially eligible for listing in the California Register of Historical Resources.

B11. Additional Resource Attributes: N/A

B12. References: County Assessor Maps and Roll Books, Sanborn Fire Insurance Maps, City Building Permits, City Directories, Sacramento City Survey 1994

Remarks: N/A

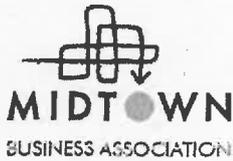
B14. Evaluator: Carol Roland, Ph.D.
Roland-Nawi Associates: Preservation Consultants
4829 Crestwood Way
Sacramento, CA 95822

B 15. Date of Evaluation: March 17, 2004

(Sketch Map with north arrow required.)



(This space reserved for official comments.)



919 20th Street
Sacramento, CA 95811

916.442.1500
916.442.1535
info@mbasac.com
exploremidtown.org

November 13th, 2015

City of Sacramento Planning Department
300 Richards Blvd, 3rd Floor
Sacramento, CA 95811
Attn: Stacia Cosgrove

Re: Support for Paragary Group Hotel Development at 2726 Capital Avenue

As Executive Director of the Midtown Business Association (MBA), I am writing to express MBA's support for the Paragary Group hotel development at 2726 Capital Avenue.

MBA enthusiastically lends its support to this project for a number of reasons. First, this project will be the only traditional hotel in Midtown, and is a much needed addition to retain the tourists who are visiting the area for dining, arts and events. The tourist traffic to the Midtown area will only increase with the building of the arena, and this will allow visitors increased options for upscale lodging.

Second, this hotel will provide much needed corporate event space, which is currently limited in Midtown. With the increased interest in the area for development and investment, additional options for visiting corporations and guests are desirable.

In addition, the Sutter Hospital expansion has created a need for lodging of patient families who are not from the area. Many of these patients are receiving multiple days of out-patient treatment, and it is more cost efficient for the hospital to place patients in a hotel in between scheduled treatments and minor procedures.

Lastly, this project meets many critical priorities for MBA by activating the adjacent alley, increasing density, retaining local retail with Café Bernardo, supporting the arts and ensuring the success of a large regional employer (Sutter Hospital), and major arts partner (B Street Theater).

If we can be of assistance to you, we would welcome the opportunity to help. I can be reached directly at 916-442-1500 or via email at emily@mbasac.com. I look forward to hearing from you.

Sincerely,

A handwritten signature in blue ink, appearing to read "Emily Baime Michaels".

Emily Baime Michaels
Executive Director

CC: Steve Hansen, Sacramento City Council
Randy Paragary, PRG
Sutter Business Improvement Association (SBIA)

Michael Hanebutt

From: Matthew Piner <sactomna@gmail.com>
Sent: Friday, December 11, 2015 10:06 AM
To: Michael Hanebutt
Cc: Jeffrey Brooks; Winfred DeLeon; Jeffrey Heeren; Kourtney Burdick; Steve Hansen; Ryan DeVore; Joy Patterson; Stacia Cosgrove; Zarah Lacson; Melissa Anguiano; Leslie Fritzsche; Tom Buford; Dana Mahaffey; King Tunson; Jim McDonald; Remi Mendoza; Linda Tucker; Yvonne Riedlinger; Mark Griffin; Sheri Smith; Diane Morrison; Mary de Beauvieres; dmlj@pge.com; William Wann; pphille@airquality.org; jhurley@airquality.org; sasdevservices@sacsewer.com; armstrongro@sacsewer.com; Evan Compton; Janice Conerly-Coleman; John.yu@smud.org; matthew.schaedler@smud.org; kim.bates@smud.org; jack.graham@smud.org; Bridgette Williams; Timothy Dailey; Kevin A. Hocker; Joe Benassini; Sompol Chatusripitak; Inthira Mendoza; Yanelis Rios; Mark Dilley; Josh Cannon; bvandermeer@bizjournals.com; rlillis@sacbee.com; mglover@sacbee.com; tbizjak@sacbee.com; bshallit@sacbee.com; rob@sactownmag.com; alofaso@sbcglobal.net; todd.s.kaufman@gmail.com; Bruce Monighan; Luis Sanchez; Roberta Deering; tcanfield@sacrt.com; cpair@sacrt.com; maitozac@saccounty.net; rmeagher@surewest.net; cholm@walksacramento.org; jim@sacbike.org; jordan.lang@att.net; joshua@regionbusiness.com; Emily Baime; preservationsacramento@gmail.com; Ty Hudson (thudson@unitehere.org); Angela Tillotson
Subject: Re: P15-067 Fort Sutter Hotel: Project Routing Additional Material

Michael and Community -

Seems if a firm is paid by an owner with an agenda, the outcome is fairly easy to predict as an advocacy piece. Lots of pages of words and interesting history, but the conclusion is no surprise. With our Preservation Program, that's the game, and these consultants are happy for the work.

I like the idea of the Hotel and the design looks great, but it is a shame to lose yet another old building, despite the reasoning. I guess one way to see it is as new history being written — and hopefully a building that will be worth caring about 100 years from now.

Is there at least a chance to look into some deconstruction and salvage of old doors, trim, lumber, hardware, fixtures, etc. - especially from the upstairs interiors?

Even in 1928, they were using old growth timber that just isn't available anymore. It can also remove a lot of lead paint without having to crunch it to dust or put in landfill. The framing material in particular can be a gold mine for craftsmen and yield some beautiful raw material for various projects.

I know of a process that can allow for a tax write off if the materials are donated - via The "[Reuse People](#)" using one of their certified contractors (they have them in the area).

The materials could be used in the hotel (furnishings, etc.) and in the local building community.

It makes for a good story anyway, and might make some sense economically - the write-off can help pay for the difference in cost between the building being munched to toothpicks with a claw vs. deconstruction... It will also help the project with waste diversion credits, etc. - or is this already the plan?

Thanks,
Matthew Piner

Michael Hanebutt

From: Beth Campbell <belloq@gmail.com>
Sent: Tuesday, December 15, 2015 12:32 PM
To: Michael Hanebutt
Subject: Fwd: P15-067 Fort Sutter Hotel: Project Routing - 2730 Capitol Avenue - feedback requested

----- Forwarded message -----

From: Beth Campbell <belloq@gmail.com>
Date: Tue, Dec 15, 2015 at 12:31 PM
Subject: Re: P15-067 Fort Sutter Hotel: Project Routing - 2730 Capitol Avenue - feedback requested
To: Marshall New Era <marshall.newera@gmail.com>

I think this is an absolutely terrible idea. I'm not sure why our neighborhood association is weighing in on it in the first place, given its location, but the building has been identified as historic in the past so this seems incredibly shady to me. Moreover, if I lived in that mixed-residential area, I would be very upset about this, and I'd be LIVID if outside groups were weighing in with their approval without considering the needs and wishes of immediate neighbors. The Sutter area does need a hotel but there are better locations than this one. That is a great old building, it is appropriately sized for the neighborhood, and it houses thriving businesses. We have vacant lots and blight in that area that would be better suited for hotel space. A hotel there would turn that stretch of Capitol into a tunnel, and given that there are houses barely a block away, that would be extremely unfortunate.

Frankly I think MS/NEP should mind its own business on this one, but if you do weigh in, it should be to oppose. I will send these thoughts to the appropriate people at the city.

On Tue, Dec 15, 2015 at 12:25 PM, Marshall New Era <marshall.newera@gmail.com> wrote:

Attached is the application submitted by Randy Paragary regarding 2730 Capitol Avenue (Cafe Bernardo location). Comments to the application are due 1/8/16.

George Raya and I met with Mr. Paragary a few weeks ago and here are a few things that I'd like to share.

1. The goal of the hotel is to provide a nice comfortable place for family of people needing the services of Sutter Hospital. The recent news coverage called this a boutique hotel. No hotel partner has been announced yet.
2. Cafe Bernardo will be closed during the construction of the building but would re-open when the hotel opens.
3. According to the attached report, the building does not have historic significance. Here is a quote from the conclusion of the report: ""While 2730 Capitol Avenue meets the criteria for age, it does not retain sufficient physical integrity or meet the eligibility criteria for listing in the National Register, California Register, or Sacramento Register. As such, based on ESA's evaluation, the property does not qualify as a national, state, or local historical resource."

The Board would like to know your thoughts on the project. Thank you.

Julie Murphy



12/31/2015

VIA EMAIL

Michael Hanebutt, Assistant Planner
City of Sacramento
Community Development Department
300 Richards Blvd, 3rd Floor
Sacramento, CA 95814

RE: Fort Sutter Hotel (P15-067)

Dear Mr. Hanebutt:

WALKSacramento has reviewed the project routings for the Fort Sutter Hotel (P15-067) proposed for the southwest corner of Capitol Avenue and 28th Street in Midtown. The application proposes a mixed-use project with a restaurant, bar, hotel lobby, and services on the ground floor and five floors of guest rooms.

Development projects that lead to more walking and active travel are critical to our community's future. Human beings need moderate exercise, such as walking, for about 30 minutes a day in order to prevent the development of chronic disease and overweight. Just over one-third of the population in the Sacramento region is active at this minimal level, often due to limitations placed by a built environment not suited to walking and other types of physically active travel.

Although the Fort Sutter Hotel will be occupied mainly by short-term guests from outside the Midtown community, the bar and restaurant are sure to attract locals as well. Several features of the project can help hotel guests maintain their healthy lifestyles and incorporate walking and bicycling to their destinations or to transit, instead of driving while also supporting local pedestrian activity in and around the project site.

First, Fort Sutter Hotel is located within the Midtown district; the center of the City's art, music, and food scene. It is centrally located and will provide convenient access to transit. The project site is within walking distance of shops, restaurants, office buildings, a hospital, and state historic park, making it convenient for hotel guests to walk or bike to nearby destinations.

Second, the smaller building setback, shade trees, sidewalk dining areas, activated facades, and streetscape design are pedestrian oriented, improving walkability and the pedestrian experience. The building façade along Matsui Alley and the alley itself lack the pedestrian features and streetscape design that activate the building fronts along 28th Street, Capitol Avenue, and the pedestrian walkway. **WALKSacramento recommends activating the eastern portion of the**

project along Matsui Alley with pedestrian oriented lighting, pedestrian walkways, and stairwell enhancements. Stairs are associated with light to moderate physical activity and can provide users a more active alternative to elevators. WALKSacramento recommends providing handrails, signage, wall art, windows in stairwell doors, and carpeted floors in stairwells to make the stairwells an extension of each floor. Stairwell enhancements can make the stairs more attractive to guests. **WALKSacramento recommends providing windows in the stairwell to bring in natural light and provide a passive view of the street.** Hotel guests using the stairwell will be the “eyes-on-the-street”, providing natural surveillance of the Alley and improving the safety of the space.

Third, pedestrian access and connectivity is provided along and through the site with a pedestrian walkway on the project site and sidewalks along 28th Street and Capitol Avenue. The pedestrian walkway connects the project site to the parking garage to the east and future theater to the south. Hotel, bar, and restaurant guests will be able to make short and safe walking trips to adjacent sites. There are no symbols on the site plan that depict lighting fixtures on the site. **WALKSacramento recommends adding pedestrian scale lighting along 28th Street, Capitol Avenue, the pedestrian walkway, and through Matsui Alley.** Lighting for pedestrians will improve safety during nighttime trips especially to and through the Alley which will have vehicle access for hotel check-in and drop-off. **WALKSacramento recommends providing a pedestrian connection from the pedestrian walkway to the parking garage.** A marked pedestrian walkway in Matsui Alley will signal to motorists to expect pedestrians. Guests visiting the project site or future movie theater will have safe and convenient access through the site to the parking garage.

Fourth, the site plan depicts two locations for bicycle parking each with two bicycle racks. Each bicycle rack is located in an easily accessible area within view of bar or restaurant guests. There appears to be no area provided for long-term bicycle parking. **WALKSacramento recommends providing sufficient, safe, and convenient long-term bicycle lockers on-site for employees and hotel guests.**

WALKSacramento is working to support increased physical activity such as walking and bicycling as well as helping to create community environments that support walking and bicycling. The benefits include improved physical fitness, less motor vehicle traffic congestion, better air quality, and a stronger sense of cohesion and safety in local neighborhoods.

Thank you for your consideration of these comments and recommendations. If you have questions or need additional information, please contact me at (916) 446-9255 or mtomuta@walksacramento.org.

Sincerely,

Mihaela Tomuta
Project Manager

Attachment: Development Checklist for Biking and Walking

DEVELOPMENT CHECKLIST for BIKING and WALKING

*Prepared by WALKSacramento and SABA (Sacramento Area Bicycle Advocates)
September 2012*

This checklist is provided to give an indication of design, engineering, and policy elements that we consider when reviewing development projects.

POLICIES

- Walking and biking is a priority
- Adopted a policy to develop a full multi-modal and ADA accessible transportation system

Project Review and Comment

POLICY CONSIDERATIONS

- Pedestrian Master Plan
- Bicycle Master Plan
- Regional Blueprint
- Regional Blueprint Consistent General Plans
- Adopted Climate Action Plans
- Subdivision ordinances to support pedestrian and bicycle access and safety
- Zoning ordinance to support pedestrian and bicycle access and safety

ENGINEERING

- SIDEWALKS & BIKELANES ON BOTH SIDES OF MAJOR ROADWAYS
 - Pedestrian Level of Service "C" or better on arterials
 - Bicycle Level of Service "C" or better on arterials
- SAFE CROSSINGS FOR PEDESTRIANS
 - every 300-600 feet on major arterials
 - well lit, marked crosswalks
 - audible signals & count-down signals
 - median refuge islands
- SPEED MANAGEMENT
 - Speed limits based on safety of pedestrians and bicyclists
 - Implement "road diets" where there is excess lane capacity
- STREET DESIGN STANDARDS
 - Maximize pedestrian and bicyclist safety
 - Sidewalks buffered by trees and landscaping on major arterials
 - Vertical curbs
 - 5' minimum sidewalk widths, 8' in front of schools
 - 6' minimum bike lanes on busy streets

- ❑ INTERSECTIONS
 - Median refuge islands for pedestrians
 - Signal timing to enable safe passage
 - Signal detection for bicyclists
 - Crossings on all 4 legs of intersections

- ❑ ELIMINATE BARRIERS
 - Freeway, railroad, river and creek crossings
 - Obstructions in sidewalks and bike lanes

NEW DEVELOPMENT – REQUIRE

- ❑ Walking & bicycling circulation plans for all new development
- ❑ Direct and convenient connections to activity centers, including schools, stores, parks, transit
- ❑ Mixed uses and other transit supporting uses within ¼ mile of light rail stations or bus stops with frequent service
- ❑ Minimum width streets
- ❑ Maximum block length of 400'
- ❑ 4-lane maximum for arterials; Recommend 2 lanes wherever possible

NEW DEVELOPMENT – DISCOURAGE

- ❑ Cul-de-sacs (unless it includes bike/ped connections)
- ❑ Gated and/or walled communities
- ❑ Meandering sidewalks
- ❑ Inappropriate uses near transit (gas stations, drive-thru restaurants, mini storage and other auto dependent uses)

BUILDINGS – REQUIRE

- ❑ Direct access for pedestrians from the street
- ❑ Attractive and convenient stairways
- ❑ Bicycle parking – long & short term
- ❑ Shower & clothing lockers

OLDER NEIGHBORHOODS

- ❑ Improve street crossings
- ❑ Reduce speeds
- ❑ Provide new connections
- ❑ Create short cuts for walkers and bicyclists by purchase of properties or other means
- ❑ Provide sidewalks on both sides of major streets

Policy Review and Comment

ENFORCEMENT & MAINTENANCE

- ❑ Enforce speed limits
- ❑ Enforce crosswalk rules – conduct crosswalk sting operations
- ❑ Enforce restrictions against parking on sidewalks
- ❑ Enforce bicycle rules including riding with traffic, lights at night, stopping at red lights
- ❑ Implement CVC 267 setting speed limits based on pedestrian and bicyclist safety
- ❑ Sweep streets and fix hazards
- ❑ Repair and replace broken sidewalks

EDUCATION

- ❑ Train staff on pedestrian and bicycle facility design.
- ❑ Train development community about pedestrian and bicycle planning and safety issues
- ❑ Bicycle skills training

FUNDING

- ❑ Include pedestrian and bicycle facilities in capital improvement programs
- ❑ Include pedestrian and bicycle facilities as a part of roadway widening and improvement projects
- ❑ Support Measure A pedestrian and bicycle facility allocation
- ❑ Set priorities based on safety and latent demand
- ❑ SACOG Community Design grants & Bike/Ped grants
- ❑ California Bicycle transportation Account
- ❑ Safe Routes to School

www.walksacramento.org

WALKSacramento
909 12th Street, Suite 203
Sacramento, CA 95814
(916) 446-9255

www.sacbike.org

Sacramento Area Bicycle Advocates
909 12th Street, Suite 116
Sacramento, CA 95814
(916) 444-6600



**SACRAMENTO AREA
BICYCLE ADVOCATES**

909 12th St, Ste. 116
Sacramento, CA 95814

sacbike.org
saba@sacbike.org
916 444-6600

January 6, 2015

Michael Hanebutt, Assistant Planner
City of Sacramento, Community Development Department
300 Richards Boulevard, Third Floor
Sacramento, CA 95811-0218
mhanebutt@cityofsacramento.org

Subject: Planning Application for Fort Sutter Hotel (P15-067)

Dear Mr. Hanebutt:

Thank you for sharing the subject application packet with us. We like much about the proposed project. Its design promises to generate much street-side energy with its focus on an excellent pedestrian experience. Both of the streets on which the site is located are key bicycling routes because of low traffic volumes and speeds: 28th Street provides key north-south bicycling access along the east end of the downtown-midtown grid and Capitol Avenue provides key east-west bicycling access from the Capitol through the middle of the grid to East Sacramento. We appreciate that the hotel check-in and vehicular drop-off are proposed to be located in the alley behind the project where they will avoid conflict with bicycling on the adjacent streets.

Bicycle Parking. The proposed office, restaurant, and hotel uses of the project require it to provide at least 7 long-term bike parking spaces and at least 6 short-term bike parking spaces. The Ground Level Plan of the application shows bike racks in the planter strip between the street and the sidewalk. These racks are in excellent locations to be convenient to the street and in view of building customers and staff. The plan, however, does not show the proposed location of the long-term spaces where they will provide secure and accessible bike storage for employees of the hotel, many of whom will presumably live in or near the midtown area.

Bicycle Access to the Project Site. As mentioned above, bicycling access to the project site is excellent because of the bicycle friendly, low-traffic-stress streets on which it is located. Many customers of the proposed restaurant and bar uses will enjoy biking there. We encourage the project applicant to work with City Transportation Division staff to ensure operations of the project (e.g. vehicular access) do not deteriorate bicycling conditions along the project's street frontages.

SABA works to ensure that bicycling is safe, convenient, and desirable for everyday transportation. Bicycling is the healthiest, cleanest, cheapest, quietest, most energy efficient, and least congesting form of transportation.

Thank you for considering our comments.

Sincerely,

Jordan Lang
Project Analyst

CCs: Paul Philley, SMAQMD (pphilley@airquality.org)
Fedolia Harris, Sacramento Interim Alternative Modes Coordinator (fharris@cityofsacramento.org)

Michael Hanebutt

From: Marshall New Era <marshall.newera@gmail.com>
Sent: Monday, January 11, 2016 12:49 PM
To: Michael Hanebutt
Subject: COMMENTS - P15-067 Fort Sutter Hotel: Project Routing

Mr. Hanebutt:

The Board for the Marshall School/New Era Park Neighborhood Association offers its support for the Fort Sutter Hotel project. The addition of the hotel, along with the relocation of the B Street Theater on Capitol Avenue, will have a positive impact on this block of Midtown.

A good quality hotel will provide much needed respite for families visiting patients at Sutter Hospital. It will also provide a resource to residents in Midtown that need a place for friends and family to stay. We would also ask that a demolition permit not be issued for the buildings until after financing is secured on the project.

George Raya & Julie Murphy

Co-Chairs



PRESERVATION SACRAMENTO

(916) 202-4815 - PO Box 162140, Sacramento CA 95816 - info@preservationsacramento.org - PreservationSacramento.org

To: Michael Hanebutt, Assistant Planner
Members of the City of Sacramento Planning & Design Commission

February 9, 2016

RE: P16-067, Fort Sutter Hotel; Eligibility of Fort Sutter Apartments for Sacramento & California Register

The Board of Directors of Preservation Sacramento recommends that the City of Sacramento pursue further investigation into the potential effects on historic resources as a result of the proposed project, Fort Sutter Hotel. We consider the historical resources evaluation performed by ESA to contain several inaccuracies that minimize the property's clear eligibility for the Sacramento Register and California Register, and thus consideration as a historic resource for purposes of CEQA. Also, environmental review of the project must take into consideration the project's potential effects on the historic building across the street from the project site (the Sacramento Brewery/Old Tavern Building.) Because of these potential and unavoidable negative effects on historic resources, we recommend that the City of Sacramento require a full Environmental Impact Report be conducted in order to properly investigate the effects of this project under the California Environmental Quality Act.

The building, 2730 Capitol Avenue, was surveyed and determined eligible for local listing in 1996, and considered a historic resource in 2003 as part of the Sutter Hospital EIR. The applicant's claim that the property does not qualify for the Sacramento Register or California Register based on revision of the Sacramento Register in 2001 does not sustain scrutiny when compared to current Sacramento Register criteria and comparable listed landmark properties found in the City of Sacramento.

Significance of the property under Criterion i and iii of the Sacramento Register are clearly explained, but downplayed by the consultant's analysis. The building does not have to be the initiator of change in the neighborhood in order to have significance under Criterion 1 of the California Register or Criterion i of the Sacramento Register; the building's construction as a response to high property values in proximity to streetcar lines along 28th Street and M Street constitutes an element of the broad patterns of Sacramento history. Nor, as the analyst describes, does a property have to be associated with specific events in order to be associated with the broad patterns of history. This building represents one of many commercial buildings that arose in response to Sacramento's streetcar network, but today it is one of the few survivors of its type in this part of the city.

Eligibility under Criterion iii/3 is evident in the architectural features of the building's second story, which show strong influences of Craftsman and Prairie architecture, including the tripartite windows and broad cornice, which contradicts the consultant's contention that the property is solely "vernacular" in style. The building is comparable in scale, design and architectural distinction to other buildings in Sacramento that are currently listed landmarks, including 1208 J Street (Emigh Hardware), 1624-1630 J Street (Kost Building), 1700 J Street (R.H. Black Package Grocery Company), 2131 K Street (J.F. Giovanetti Groceries), or 1801 Capitol Avenue. Thus, the consultant's contention that the property could only be eligible as a contributor to a district, rather than an individual landmark, is not supportable—clearly, buildings of comparable or smaller size, scale and proportion are eligible as landmarks under current criteria. Like the Fort Sutter Apartments building, these one or two story commercial buildings were occupied primarily by local businesses with local significance, often their architect or designer is



PRESERVATION SACRAMENTO

(916) 202-4815 - PO Box 162140, Sacramento CA 95816 - info@preservationsacramento.org - PreservationSacramento.org

unknown, and the style of many of these buildings is vernacular and utilitarian, sometimes to a greater extent than the Craftsman/Prairie influenced Fort Sutter Apartments.

Historic integrity of the project is high. The consultant claims that the property has lost historic integrity, due to consolidation of several storefronts into a single storefront, and alteration of ground floor entrances. However, Monkey Bar and Café Bernardo legally exist as two separate businesses. The dual entrances to Café Bernardo along Capitol Avenue, and the corner entrance and Capitol Avenue doors to Monkey Bar still read from the street as a total of four entrances, while a fifth entrance, arched main entrance to the upstairs apartments on Capitol Avenue, provides visual separation between the retail establishments. A sixth entrance on 28th Street, while used only as a fire exit, retains the appearance of multiple storefronts on the eastern facade. Minor ground floor alterations, very common in two-part commercial buildings of this sort, are not usually considered a compromise of the building's overall integrity, because the dominant visual characteristics of this building style is the upper story and roof line, which retains a high degree of integrity and has undergone minimal alteration. Thus, differing commercial tenants and the resulting minor interior alterations do not result in a loss of historic integrity that disqualify the building from listing. Documented alterations to the property, including windows and exterior stucco, were generally replaced in kind rather than altered in style or materials, thus there is commonality of materials and design, reinforcing integrity in those aspects. Some of the buildings around the property have changed over the years, but the location is still consistent. The neighborhood around the project site has been a densely populated urban setting on the original Sacramento street grid since the period of the building's construction; in fact, the population of Sacramento's central city was comparable to its current population; approximately 40,000 then vs. about 35,000 today. The transportation facility across the street was a transportation facility when the building was built, intended for streetcars rather than buses, but with similar urban character and architectural scale. The historic building located on the opposite corner also helps reinforce integrity of setting, but is not mentioned at all in the integrity analysis; this exclusion is a serious oversight as it is the Old Tavern building, expanded vertically at about the same time this building was constructed, that provides the clearest architectural counterpoint to the Fort Sutter Apartments on the opposite corner, via its distinctive corner entrance.

In summary, we strongly urge city staff and the Planning Commission to recognize that the Fort Sutter Apartments is eligible for the Sacramento and California Registers, and require a full Environmental Impact Report in order to consider the effects of this project on the historic resources upon and adjacent to the site. The consultant's report has minimized or ignored many of the building's character-defining features and remaining integrity within the neighborhood context of the existing building. The cumulative impacts of multiple projects in this neighborhood over the years must be accounted for, including recognition of a previously identified and still eligible historic resource, and a listed historic building in the project's shadow. These issues must be addressed as part of the environmental review necessary for the project to move forward.

Preservation Sacramento Projects Subcommittee
William Burg, Projects Subcommittee Co-Chair
Karen Jacques, Preservation Co-Chair
Patrick Stelmach, Planning Co-Chair

Michael Hanebutt

From: Karen Jacques <threegables1819@gmail.com> on behalf of Karen Jacques <threegables@macnexus.org>
Sent: Thursday, February 11, 2016 10:15 AM
To: Bodipo-Memba Jose; Burchill Kiyomi; Burke Cornelius; Chandler Edmonds; Covill Douglas; Kaufman Todd; LoFaso Alan; Lucien Darryl; Mack Kim; Pluckebaum Phil; Rodgers Matthew; Teat Darrell; Yee Joe
Cc: Michael Hanebutt
Subject: P16-067 Fort Sutter Hotel

Dear Chair LoFaso and Commission Members

Re: P16-067 Fort Sutter Hotel

I cannot attend tonight's Commission meeting. As a member of the Preservation Sacramento board (Preservation Chair), I strongly support the comments submitted by our board regarding the building at 2730 Capitol being an historic resource and, thus, triggering the need for an EIR for the proposed Fort Sutter Hotel project. I also wish to express comments as a former resident (28 years) of the neighborhood immediately adjacent to the proposed project and founder and first chairperson of the neighborhood association there (Midtown Neighborhood Association, formerly Winn Park/Capitol Avenue) the boundaries of which extend east to 29th Street.

I have no problem with a hotel use at this site and would have no problem with the proposed project if it did not involve the demolition of 2730 Capitol. That building is a much loved part of the neighborhood and one of a small number of such buildings still remaining in Sacramento.

As the result of the Sutter expansion, the eastern portion of the Midtown Neighborhood lost many of the old buildings that originally defined it and gave it character. Those losses included the original Sutter Hospital and a Victorian cottage that was located on 27th Street where the Sutter Garage now stands and was a City Landmark. Their loss makes 2730 Capitol all the more important as an architecturally intact reminder of what once was. It is buildings like 2730 that make neighborhoods unique and create a sense history and of place. Their loss is always a blow. The demolition of 2730 Capitol and construction of the new hotel is one more step in the loss of Midtown Neighborhood's uniqueness and history.

At one time the applicant had talked about converting the second floor residential portion of 2730 Capitol to hotel rooms and then building additional hotel space on the property he owns directly behind it. That would have been a much better alternative but, unfortunately one that he did not pursue.

Given that 2730 Capitol is a potential historic resource and given the negative impact its loss will have on the adjacent neighborhood, the proposed project merits a full EIR that identifies and mandates mitigations for its demolition.

Thank-you for this opportunity to comment.

Sincerely,

Karen Jacques

March 18, 2016

Planning and Design Commission
City of Sacramento
300 Richards Boulevard, 3rd Floor
Sacramento, CA 95811

Re: Support for Paragary Hotel

Members of the Planning and Design Commission:

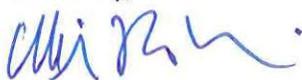
On behalf of Sutter Health Valley Area, I am writing to lend our support for the newly proposed Paragary hotel development. Once complete, this six story hotel will be located at 28th Street and Capitol Avenue in Midtown Sacramento, directly across the street from the state of the art Anderson Lucchetti Women's and Children's Center and the entire Sutter Medical Center, Sacramento (SMCS) campus. We are so supportive of this development that we've pledged to provide access to our Sutter Community Parking Garage, which boasts 500+ parking spaces, to hotel patrons and staff.

This proposed 107 room hotel will provide convenient lodging for patients, and the family members of patients, who are receiving care at SMCS. Lack of nearby hotel options for our patients and their families has been a top issue of concern at SMCS; therefore, we strongly support the development of a hotel of this caliber in Midtown Sacramento. It would be a major asset to our hospital if patients and their families were able to simply walk across the street to receive care or visit a loved one in the hospital.

In addition to more than 100 hotel rooms, this development would also be home to a new Café Bernardo restaurant, which would undoubtedly serve as one of the most popular locations to have breakfast, lunch or dinner in Midtown Sacramento. A first class, mixed-use development of this kind that draws people into our economic core is the exact type of project we need in our community.

As one of the Sacramento Region's oldest headquartered companies, with a long history of championing important community projects, we are proud to support the development of the new Paragary hotel project in Midtown Sacramento. This project will not only encourage economic development in our community and provide much needed lodging near our campus, but will make Midtown Sacramento and the area surrounding Sutter Medical Center Sacramento a thriving place to live, work and play.

Sincerely,



Michael Cohill, CEO
Sutter Medical Center, Sacramento

Midtown Neighborhood Association

Creating a strong community and a clean, safe and thriving neighborhood through partnerships

P.O. Box 162555
Sacramento, CA 95816-2555
916-704-4063
Email: sactomna@gmail.com
www.midtownsac.org



March 28, 2016

Michael Hanebutt, Assistant Planner
City of Sacramento, Community Development

VIA EMAIL

Subject: Support for Fort Sutter Hotel Project (P15-067)

Based on community comments and review of community benefits and concerns the project received on our website, the Midtown Neighborhood Association's interim board supports the Fort Sutter Hotel project (P15-067) that is proposed for the corner of 28th Street and Capitol Avenue.

A hotel in this location makes sense. Sutter Hospital is Northern California's largest neonatal intensive care unit, and having a hotel across from the hospital will allow families to stay closer to their loved ones. People staying at the hotel will likely visit the new B Street Theater and nearby shops, restaurants and entertainment venues, bringing further economic benefits to our community. This nightlife will bring 24-hour movement of people on the street, thus likely improving safety. Furthermore, the plans for an outdoor patio and pedestrian connection to the B Street Theatre would seem to make the buildings seamless, enhance the block, and provide the community more opportunity to enjoy the outdoors.

Moreover, those of us who live in Midtown will have a quality hotel option to suggest to visitors—one that is nearby. We acknowledge that the current building, an old one, at the proposed location holds a warm spot in the hearts of many Midtowners and visitors to the area, and the loss of the apartments above the current building is unfortunate. We believe, however, the overall benefits the hotel will bring to the community outweigh the loss of the current structure.

We do request that any material from the existing structure, especially unique items that can be used in restoration projects, be salvaged and diverted from ending up in a landfill, if possible.

In addition, the proximity to Sutter's parking garage provides an added potential benefit of bringing visitors without negatively affecting resident parking. We understand the parking garage can be full during the day, so we request the city to review the parking details in light of the Sutter Medical Center's plans for additional parking and the developer's plan to secure a parking arrangement with Sutter. Since many hotel guests may already park in the area to visit the medical center during the day, and since other hotel guests are likely to park mostly at night, we suspect the plan to share existing garage space is likely merited.

March 28, 2016

Mr. Michael Hanebutt

Subject: Support for Fort Sutter Hotel Project (P15-067)

Page 2

As a newly reactivated association, we have not had the time to host a community presentation with the project applicant. We did, however, post the project information and City staff report on our website and on Facebook for more than two weeks and allowed public comments. Our Facebook page has nearly 600 "likes," and our website has averaged around 250 unique weekly visitors lately, about half of whom have viewed our land developments page. During that time, the project received 10 "likes" and no comments. The project was viewed more than 100 times on our Facebook page and received three comments from people who live within our association's boundaries, one of whom is one of our board members who supports the project and two residents who are opposed and addressed their concerns to the Planning Commission in February.

We would also like to note that one of our interim board members works for a company that does business with the applicant and therefore recused himself from discussing the project with the rest of the board.

Thank you for the opportunity to comment on this project.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Angela Tillotson', with a long horizontal flourish extending to the right.

Angela Tillotson
Interim Chair

Midtown Neighborhood Association

P.O. Box 162555, Sacramento, CA 95816-2555

Phone: 916-704-4063 • Email: sactomna@gmail.com • www.midtownsac.org

Michael Hanebutt

From: Bill Blake <BBlake@BStreetTheatre.org>
Sent: Thursday, April 07, 2016 4:44 PM
To: Michael Hanebutt
Cc: Randy Paragary; jeffrey@pioneerlawgroup.net; Buck Busfield
Subject: B Street Supports Hotel plan

Mr. Hanebutt - on behalf of B Street Theatre I would like to express our support of the proposed hotel project at 28th and Capitol Avenue. We believe it will be an excellent compliment to our new location and will help create a truly mixed use neighborhood.

We are also very pleased with the proposed design that had been shared with us by Mr. Paragary and Mr. Vrilakas, who is also our architect.

In short, we love this project! And are excited to be sharing the block with it.

Many thanks,

Bill Blake

Bill Blake
B Street Theatre

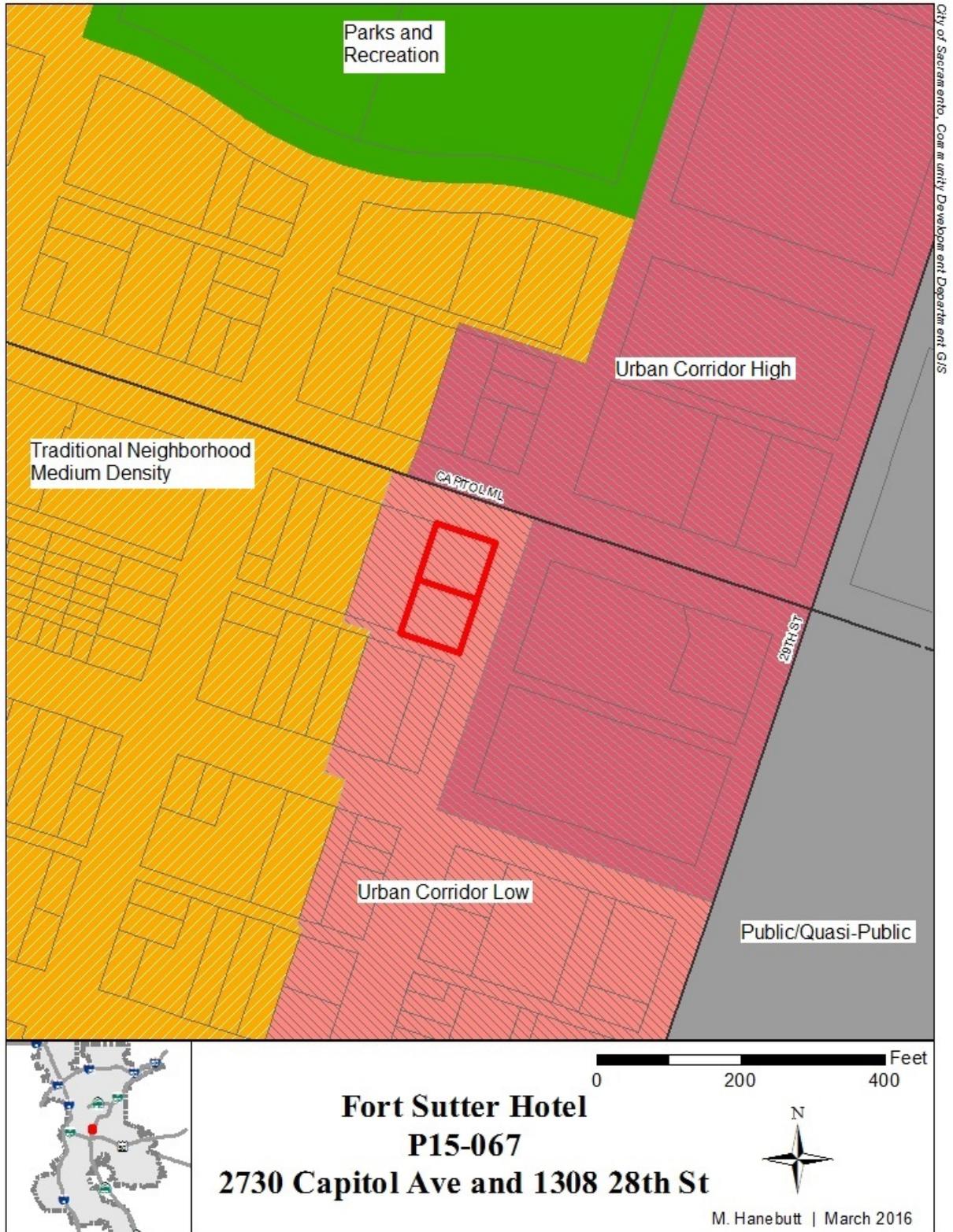
Sent on the fly from my mobile device. Please forgive typos!

Disclaimer: This electronic message and all contents contain information from the B Street Theatre which may be privileged or confidential. This email and any files transmitted with it are private and intended solely for the use of the individual(s) to whom they are addressed.

Aerial and Zoning Map



General Plan Map



Central City Neighborhood Design Guidelines

A. SITE PLANNING

1. Placemaking

Principle: Create clearly defined spaces that satisfy gathering and privacy needs of people at various scales appropriate to the role of the project in the community.

2. Location of Structures

Principle: Locate structures to create usable outdoor places and continuity of desirable characteristics of adjoining structures along the street face.

3. Public and Semi-Public Open Space

Principle: Design common open spaces to support placemaking needs of the project.

4. Entries

Principle: Provide clearly defined site and building entries that are in scale with the proposed project, and that relate directly to the street frontage(s).

5. Pedestrian Edges

Principle: Provide pedestrians with the greatest possible sense of safety, comfort, aesthetic pleasure, and connection to building activities at edges where structures adjoin the public area, and along internal circulation of the project.

6. Garages/Parking/Driveways/Service Access

Principle: Design garages, parking areas, driveways, and service access to minimize their impact on pedestrians and diminish visibility from the street.

7. Observation/Visibility

Principle: Design projects to build in safety with maximum visibility and opportunity for observation, as well as ensuring adequate sight distance in circulation systems.

B. SITE DESIGN

8. Urban Planting

Principle: Support placemaking goals by providing plantings which complement and are consistent with surroundings and provide a pedestrian-friendly environment.

9. Softscape

Principle: Incorporate landscaping that includes a variety of trees, shrubs and other plantings appropriate to Sacramento.

10. Paving/Hardscape

Principle: Support placemaking goals and the project design concept with paving and hardscape materials selected to best complement materials, textures, and color of proposed structures, and to enhance the proposed landscaping.

11. Preservation of Trees/Street Trees

Principle: Retain existing street trees and trees on sites that have been determined to be of significant value in contributing to the final landscape design.

C. BUILDING CHARACTER AND QUALITY

12. Design Concept

Principle: Provide a coherent design concept appropriate in scale, consistent with the palette of materials, textures, and colors, and achieving continuity on all faces.

13. Relationship to Surroundings

Principle: Reinforce the importance and continuity of public spaces (streets, plazas, etc.) by harmonizing with other neighboring structures.

14. Scale/Height/Massing

Principle: Make a building or group of buildings compatible with its surroundings through the 1) Rhythm of spaces between buildings, 2) Building scale, mass, and setbacks, 3) Building orientation and relation to the street, and 4) Continuity of storefront on commercial streets.

15. Level of Detail and Articulation

Principle: Incorporate the scale and level of detail that is typical of well designed buildings in the surrounding area.

16. Integrate Corporate Identity

Principle: Make corporate identity secondary in the design of projects, and consistent with the architecture of the surrounding community. Make corporate identity secondary in the design of projects, and consistent with the architecture of the surrounding community.

17. Expression of Function

Principle: Express the function inside and outside of buildings through articulation of volume, fenestration, details, textures, colors, or other means.

18. Quality of Design and Detailing

Principle: Provide a high quality of craftsmanship and permanence expressed through design and detailing.

19. Materials/Textures/Colors

Principle: Incorporate complementary materials of the highest quality, with material textures and colors selected to further articulate the building design.

D. LIGHTING

20. Compatibility with Project Design

Principle: Provide exterior site and building lighting with proposed light fixture scale, design, and color selected to best complement the character and design of the project.

21. Site Lighting

Principle: Provide site lighting with a scale, design, and color that best complements the character and design of the adjacent structure and supports Placemaking goals.

E. SIGNAGE

22. Addresses

Principle: Provide commercial and residential addresses that are clearly readable from the street and illuminated.

23. Pedestrian Orientation

Principle: Orient all signage to the pedestrian.

24. Quality Design and Construction

Principle: Integrate signs of high quality materials consistent with the design of the project.

F. EQUIPMENT, UTILITIES, AND SERVICE ACCESS

25. Integration

Principle: Integrate into the design of the project as much as possible the mechanical, irrigation, plumbing, electric, antenna, solar devices, louvres, trash enclosures and other equipment.

26. Noise and Odor

Principle: Service, storage, trash, and loading functions should not be located in a position so as to negatively impact adjacent properties.

27. Service Access

Principle: Locate and design loading facilities and other service access requirements for the project in a manner that does not diminish the safety and comfort of pedestrians or bicyclists.

28. Screening

Principle: When integration is not possible, screen mechanical, irrigation, plumbing, electrical, antenna, solar devices, louvres, trash enclosures and other equipment from view.

G. MIXED-USE STRUCTURES

29. Articulation of Uses

Principle: Delineate types of uses in a mixed-use building through building massing and placement of fenestration.

30. Utilities/Services/Acoustics

Principle: Locate and screen utilities and services to eliminate unattractive conditions for occupants of all uses and combine utilities and services where feasible.

H. OUTDOOR CAFES

31. Streetscape Integration

Principle: Design outdoor/sidewalk cafes with elements that complement the design and character of adjacent structures, and that enhance existing streetscape.

I. PUBLIC IMPROVEMENT GUIDELINES

32. Prototypical Street Standards

Principle: Design street improvements to balance efforts to accommodate future traffic volumes and to enhance pedestrian safety.

33. Prototypical Bulbing at Major Streets

Principle: Design street intersection improvements to enhance pedestrian safety and access at streets with large traffic volumes and with a substantial number of pedestrian crossings.