



# REPORT TO COUNCIL

## City of Sacramento

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

**Staff Report**  
**May 29, 2007**

**Honorable Mayor and  
Members of the City Council**

**Title: The Railyards – A Progress Report**

**Location/Council District:** East of Sacramento River, just north of the Central Business District in Downtown Sacramento/Council District 1.

**Recommendation:** Informational only and no recommendation necessary. The purpose of this report is to provide an overview of the new plan, receive feedback and present next steps.

**Contact:** Nedzlene Ferrario, Senior Planner, (916) 808-7826

**Presenters:** Gregory Bitter, Principal Planner (916) 808-7816; David Harzoff, Special Projects Manager (916) 808-5835

**Department:** Development Services

**Division:** Current Planning

**Organization No:** 4881

### **Description/Analysis:**

**Issue:** Redevelopment of the Railyards is a high priority public and private collaborative planning effort between the City of Sacramento and Thomas Enterprises. Since the change in ownership from Union Pacific in December 2006, both the City and Thomas Enterprises worked on a new land use & circulation plan (Attachment 2). The purpose of this meeting is to present the new plan, submitted April 6, 2007, including significant changes, the project's progress to date and next steps.

**Policy Considerations:** The proposed project is consistent with the City's Vision and Guiding Principles, the City's Infill Strategy, the City's adopted Sustainability Master Plan and City Council's Strategic Plan focus areas of sustainability and livability, affordable housing, economic development, and culture and entertainment.

**Committee/Commission Action:** None

**Environmental Considerations:** The progress report will not have any negative

effect on the environment and does not constitute a "project" as defined by the California Environmental Quality Act (CEQA Guidelines Sections 15061(b)(3); 15378(b)(2). The Railyards Specific Plan project environmental impact report (EIR) preparation is in progress and due to be released for public input by late July 2007.

**Rationale for Recommendation:** No recommendation necessary. The purpose of the meeting is strictly informational.

**Financial Considerations:** Not applicable

**Emerging Small Business Development (ESBD):** Not applicable

Respectfully Submitted by:   
David Kwong  
Planning Manager

Approved by:   
William Thomas  
Director of Development Services

Recommendation Approved:

  
RAY KERRIDGE  
City Manager

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## ATTACHMENT 1

### BACKGROUND & PROJECT OVERVIEW

**Background information:** In 1994, City Council adopted the Railyards Specific Plan and Facility Element (Resolution 94 - 736), and accompanying infrastructure finance plan known as Railyards/Richards Infrastructure Finance Plan which established development impact fees for the downtown, Railyards and Richards Boulevard Area. On October 14, 2003, the City entered into a Memorandum of Understanding (MOU) to commence a public-private collaborative effort and ensure that the development of the site is consistent with the goals, objectives and policies of the City.

Since the MOU was adopted, there have been several revisions of the land use plan to respond to comments from the City and community. On March 9, 2006, Thomas Enterprises submitted a land use plan for environmental clearance and approval. A Notice of Preparation was released on March 10, 2006, which kick started the application process.

Between March and December 2006 major events relevant to the project are as follows:

- Both Thomas Enterprises and City staff met and collected input from various City, Regional, State and Federal public agencies, Neighborhood Associations, transit operators and advocates, business and community group leaders, and advocacy groups. See Attachment 9 for list of groups that the partnership outreached to.
- Thomas Enterprises & the City held a community workshop on May 17, 2006. Feedback was included but not limited to: better pedestrian and street connectivity; provide for community facilities such as schools, day care facilities, better recreational spaces, mix of housing types and affordability; preservation of the Central Shops; sustainability; establishing destination places such as museums, performing arts theater; celebrating railroad and cultural history, and high quality design.
- Designated portions of the Railyards as a Transit Village Development District and declared the adopted Roma Plan as the Railyards Transit Village Plan. This action enabled the property to be eligible for state funds.
- City and Thomas Enterprises entered in to purchase and sale agreement for the Intermodal site and Track Relocation & Finance Agreement.
- Simultaneous property title transfer from Union Pacific to Thomas Enterprises and City of Sacramento Intermodal site.

On April 6, 2007, Thomas Enterprises submitted the revised land use plan influenced by City staff. City staff will be seeking City Council and public comment about the newly

revised plan during the May 29th City Council meeting. On June 7, 2007, the City will hold a community meeting about the new plan where additional public comment on the new plan is welcome.

**Current Project Overview:**

The 240-acre Railyards Specific Plan proposes a mixed-use urban environment which includes a site for a 32-acre intermodal facility, endorsed as the region’s highest transportation priority, consistent with City Council’s 2004 endorsement and will serve as an anchor for the remaining developable property.

The remainder acreage, currently owned by Thomas Enterprises, includes the following major components:

Residential	10,000 -12, 101 dwelling units
Office	2,337,200 sf
Hotel	1,100 rooms
Open Space	41.16 acres
Retail	1,384,800 sf
Mixed Use (2 <sup>nd</sup> level)	491,000 sf (along Camille Lane and Railyards Blvd).
Historic/Cultural use	485,390 sf

**Overall density: 67 du/acre, range 25 - 300 du/ac**

**FAR: up to 6.0**

Potential land uses include Bass Pro, performing arts facility & educational component, hotels, restaurants, entertainment venues and Railroad Technology Museum. Urban level community amenities include 40 acres of open space/park, pedestrian and bike linkages, urban school and opportunities to celebrate the City’s rail and cultural history. A solar co-generation plant is planned consistent with the City’s sustainability goals. The project proposes to be developed in four phases within a 15-20 year timeframe. Below is the breakdown, phasing diagrams are attached - refer to Attachments 3 to 7.

Phase	Acreage net	Residential (units)	Retail (sq ft)	Mixed-use (2 <sup>nd</sup> lvl)	Hotel (rms)	Office (sf)	Historic/Cultural (sf)	Open Space (ac.)
<b>1A (yr 1-2)</b>	28.3	433	291,200	0	0	492,000		.75
<b>1B (yr 3-4)</b>	49.95	340	664,100	277,000	100	0	485,390	17.57
<b>2 (yr 5-9)</b>	21.42	1,364 - 2305	264,500	214,000	500	1,045,200		1.05
<b>3 (yr 10-14)</b>	53.63	3858 - 4585	40,000	0	500	800,000		18.89
<b>4 (yr 15-20)</b>	27.09	4438	125,000	0	0	0		2.90
<b>Total</b>	<b>180.39</b>	<b>10,000 – 12,101</b>	<b>1,384,800</b>	<b>491,000</b>	<b>1100</b>	<b>1,845,200 – 2,337,200</b>	<b>485,390</b>	<b>41.16</b>

**Significant changes to the plan include:**

Grid Street System: The new plan better extends the downtown historic grid pattern and provides seamless transition between the downtown and Richards's Boulevard area. The grid pattern maximizes walkability by creating smaller block sizes and promotes traffic efficiency by providing multiple street connections. Additionally, the new plan proposes to extend 5<sup>th</sup> Street to Richards Boulevard rather than looped to Jibboom Street, thereby providing continuous connection within the Central City.

5<sup>th</sup> and 7<sup>th</sup> Street Couplet: Due to the anticipated high traffic volumes, the addition of a couplet (5<sup>th</sup> Street (northbound) and 7<sup>th</sup> Street (southbound)) would provide better internal traffic circulation by minimizing left turns and carrying traffic capacity through the Central City.

Secondary Levee Alternative: The site is located outside of the 200 year floodplain and an on-site secondary levee provides additional flood protection. The previous plan proposed to retain the secondary levee along North B Street by proposing cul-de-sacs at the base of the levee. However, in order to provide additional street connections to the Richards area, an alternative levee potentially along the east – west roads will be evaluated during the improvement plan phase.

Mixed-use buildings on grade: The retail main street (Camille Lane) will be located at grade, and parking structures will be integrated in to the mixed-use buildings. This new concept supersedes the previous idea that proposed constructing the street over parking garages, and thus reduces construction costs.

Park blocks instead of canal: A series of park blocks averaging 1 acre in size replace the canal concept. The park blocks will provide better recreational space in the high density residential neighborhood compared to the previously proposed Canal Walk.

Jibboom Street Alternative: Similar to the previous plan, the project proposes to remove the elevated portion of Jibboom Street in order to maximize buildable area and open the area towards riverfront development. The new plan includes a new roadway to West Sacramento via I Street Bridge to maintain connection.

Additional housing: Two thousand (2,000) additional dwelling units are proposed compared to the previous plan, offering more housing choices and increased opportunities for affordable housing.

Arena: The land use plan and EIR will include an arena overlay zone that looks at a possible arena site.

Other minor modifications to the new plan include new street names consistent with a Railroad theme, and renaming and modifying the boundaries from six to five districts. The Canal, Sports and Entertainment, and 5<sup>th</sup> Street Emporium Districts have been renamed to East End and West End. Riverfront, Depot District and Central Shops

district names are retained with minor boundary changes. Lastly, a marina is no longer part of the plan.

The following is a land use comparison between the June 2006 (Attachment 10) and current land use plan (Attachment 2).

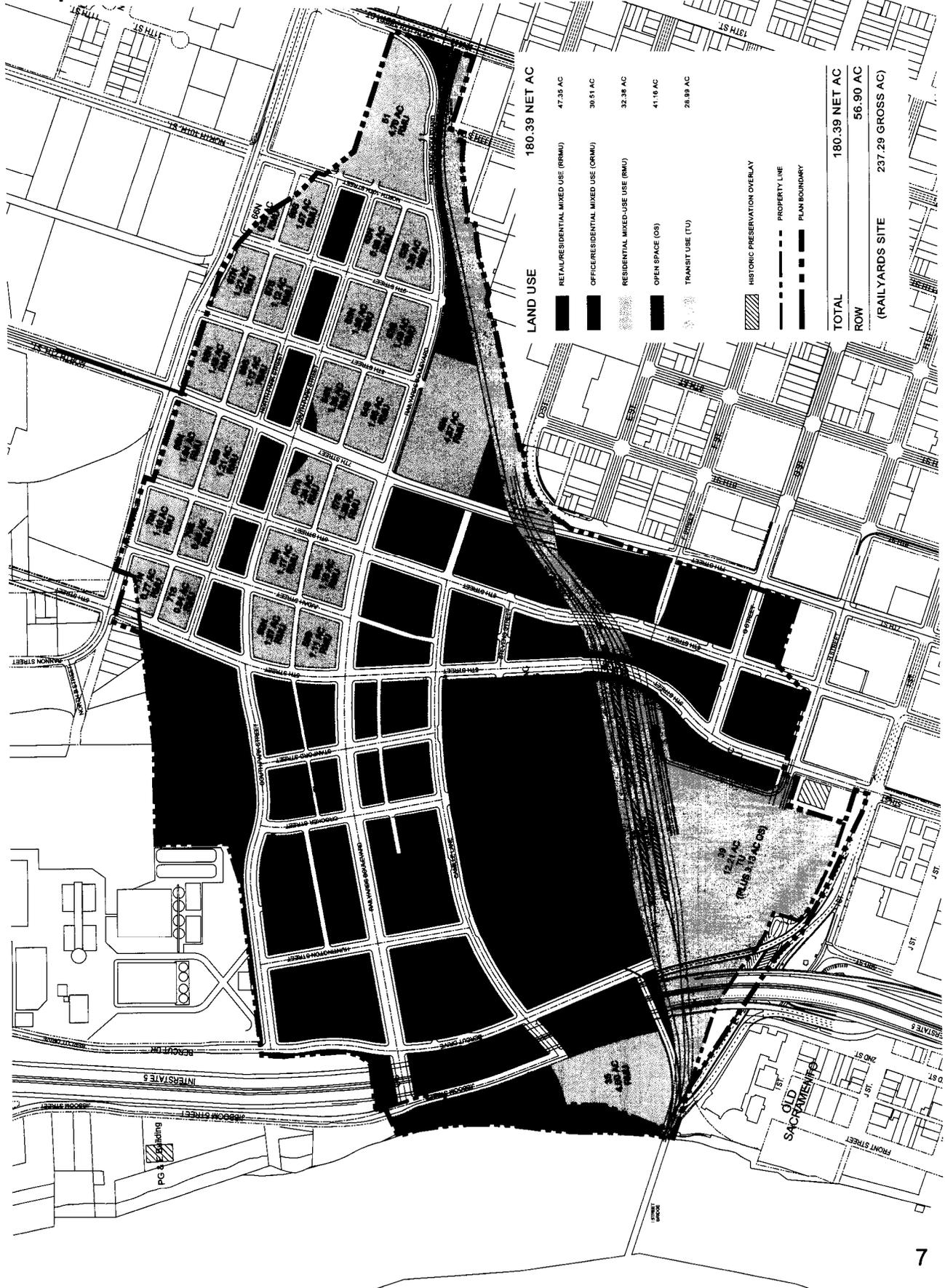
**LAND USE COMPARISON**

Land Use	June, 2006	April, 2007	Difference
Residential Units (du)	7,721-10,676	10,000-12,100	2,279-1,424
Retail (sf)	1,379,000	1,385,000	6,000
Mixed Use (sf)		491,000	491,000
Hotel Rooms	730-1,230	1,100	370-[130]
Office (sf)	0-3,952,500	0-2,337,200	0-[1,615,300]
Historic/Cultural (sf)	434,000	485,000	51,000
Open Space	45 ac	41 ac	[4]
Intermodal/Rail Corridor	32 ac	32 ac	same
Net acres	186 ac	180 acres	[6]

**Entitlements status:** The entitlements requested are amendments to the City General Plan, Central City Community Plan, Richards Boulevard Area Plan & Facility Element, Development Agreement, Zoning, Infrastructure Financing Plan and Inclusionary Housing Plan, and a new Specific Plan and Special Planning District (SPD). In addition, an Air Quality Plan & Master Transportation Management Plan, development standards and design guidelines are currently in progress. In combination, the new Specific Plan, development standards, design guidelines, and SPD will be based upon form-based principles and allow for a streamlined entitlement process.

April 2007 Land Use Plan

ATTACHMENT 2



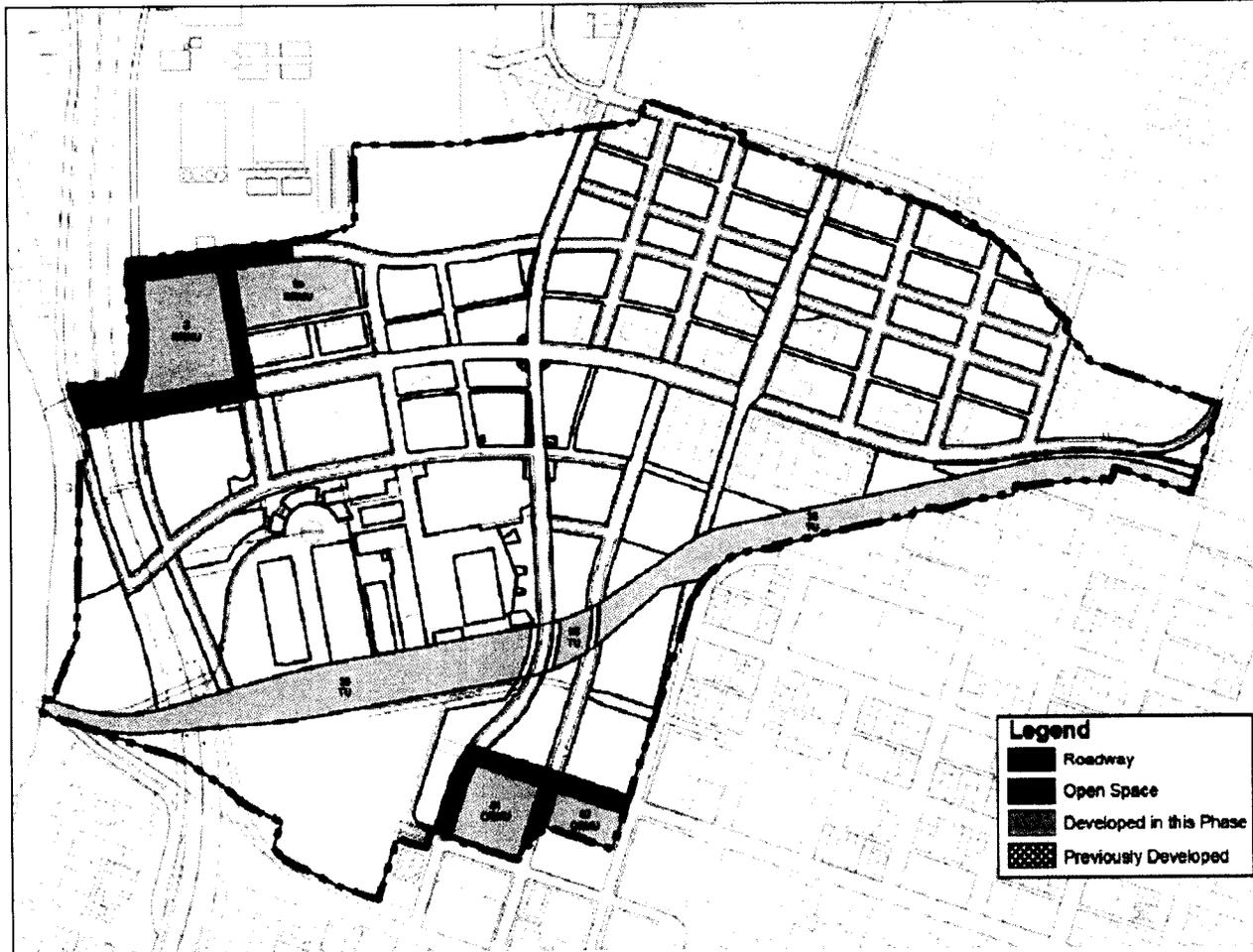
**April 2007 Land Use Plan - details**

Residential	10, 000 -12, 101 units
Office	2, 337, 200 sf
Hotel	1,100 rooms
Open Space	41.16 acres
Retail	1, 384,800 sf
Mixed –Use 2 <sup>nd</sup> level	491,000 sf
Historic Cultural use	485,390 sf
Intermodal/Rail corridor	32 acres

Total acreage (net)	180.39
ROW (ac)	56.90
Total acreage (gross)	237.29

**Phase 1A, Year 1-2**

**ATTACHMENT 3**



**Phase 1 A**

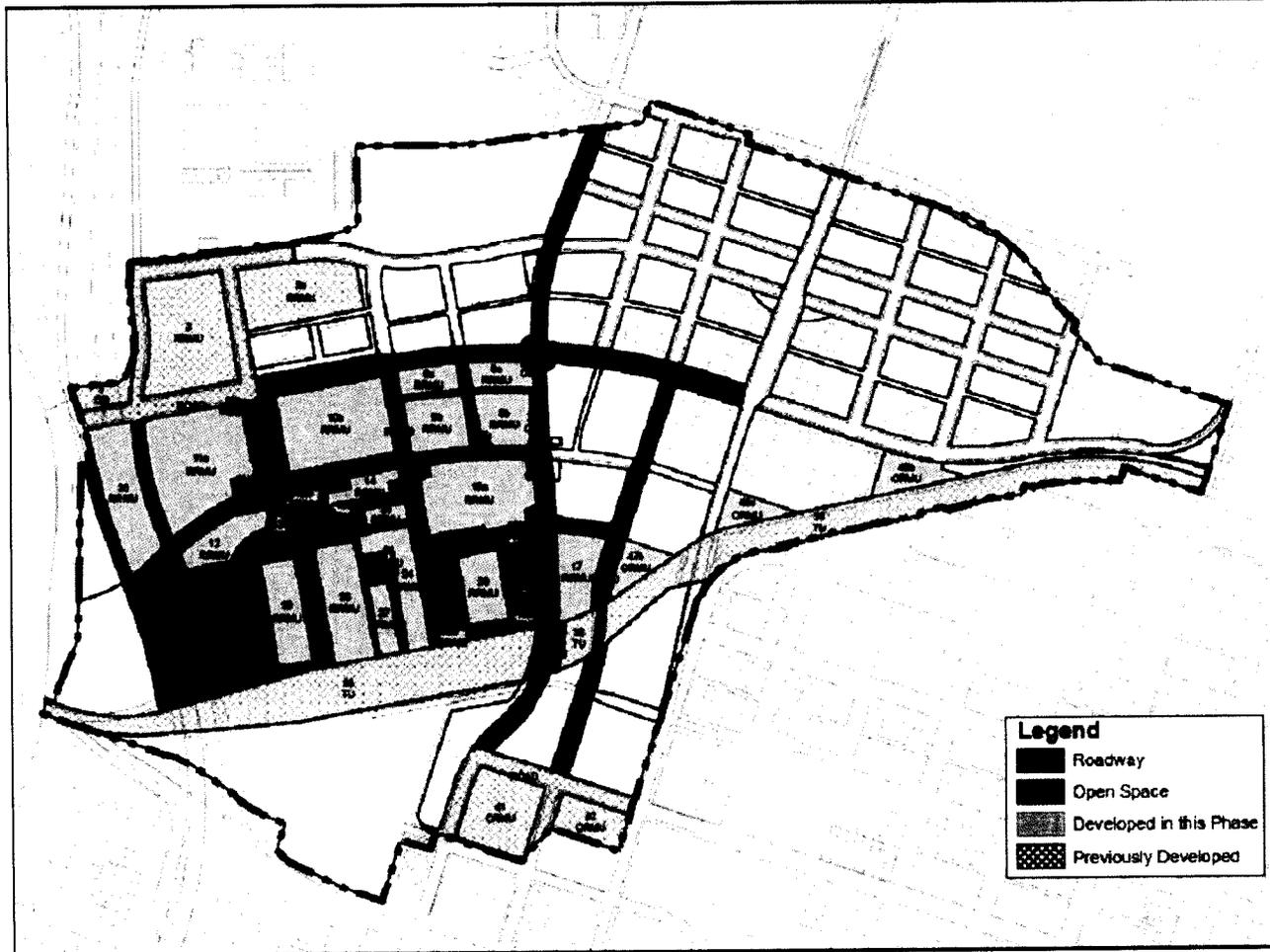
**Year 1- 2 (upon commencement of construction)**

Residential	433 units
Retail	291, 200 sf
Mixed Use 2 <sup>nd</sup> level	0
Hotel	0
Office	492, 000 sf
Open Space	0.75 ac
Parking	2350 spaces

**Total acres                      28.3 ac**

Phase 1B, Year 3-4

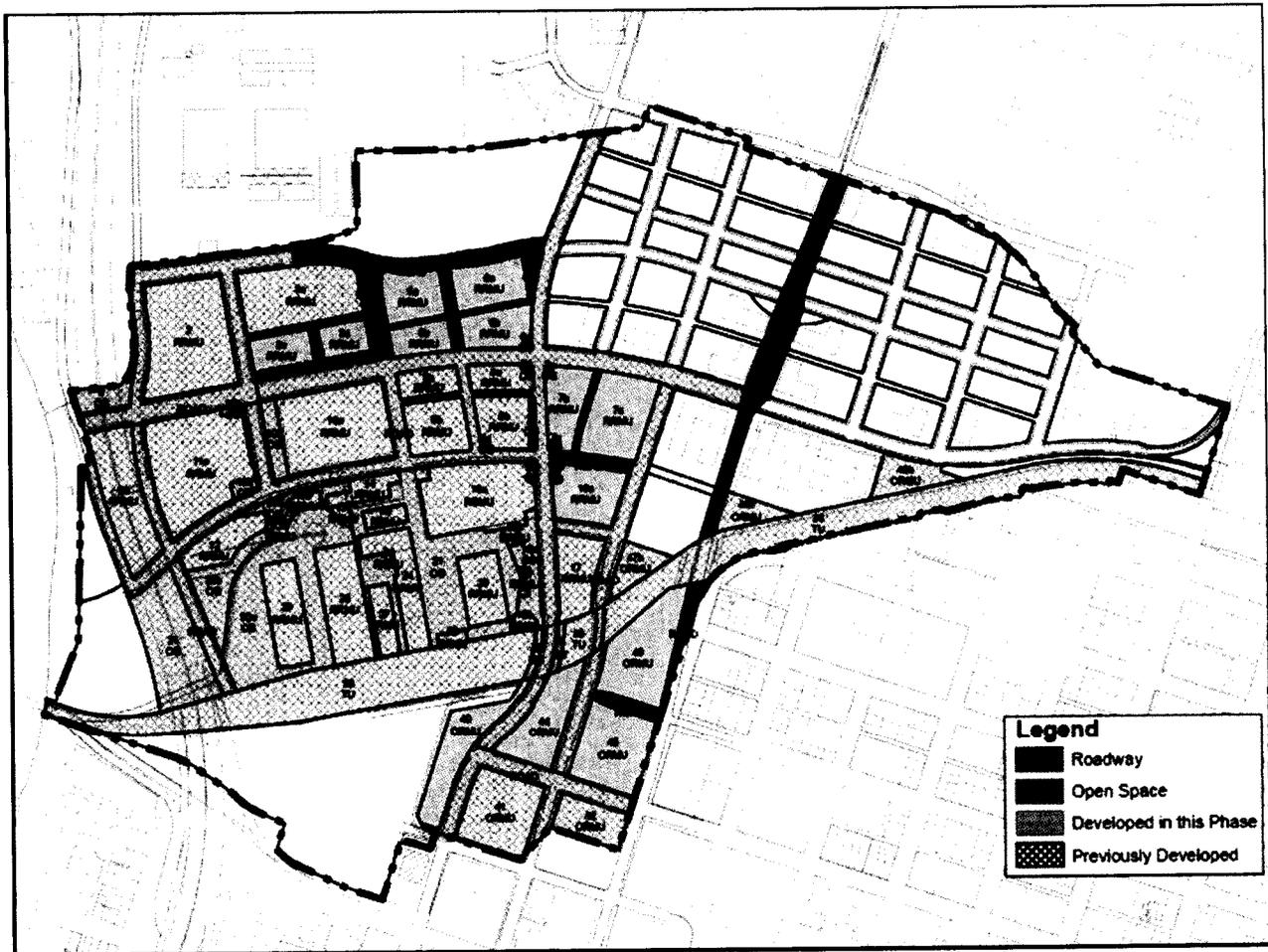
ATTACHMENT 4



<b>Phase 1 B</b>	<b>Year 3- 4</b>
Residential	340 units
Retail	664,100 sf
Historic/Cultural	485, 390 sf
Mixed Use 2 <sup>nd</sup> level	277,000 sf
Hotel	100 rooms
Office	0 sf
Open Space	17.57 ac
Parking	7350 spaces
<b>Total acres</b>	<b>49.95</b>

**Phase 2, Year 5-9**

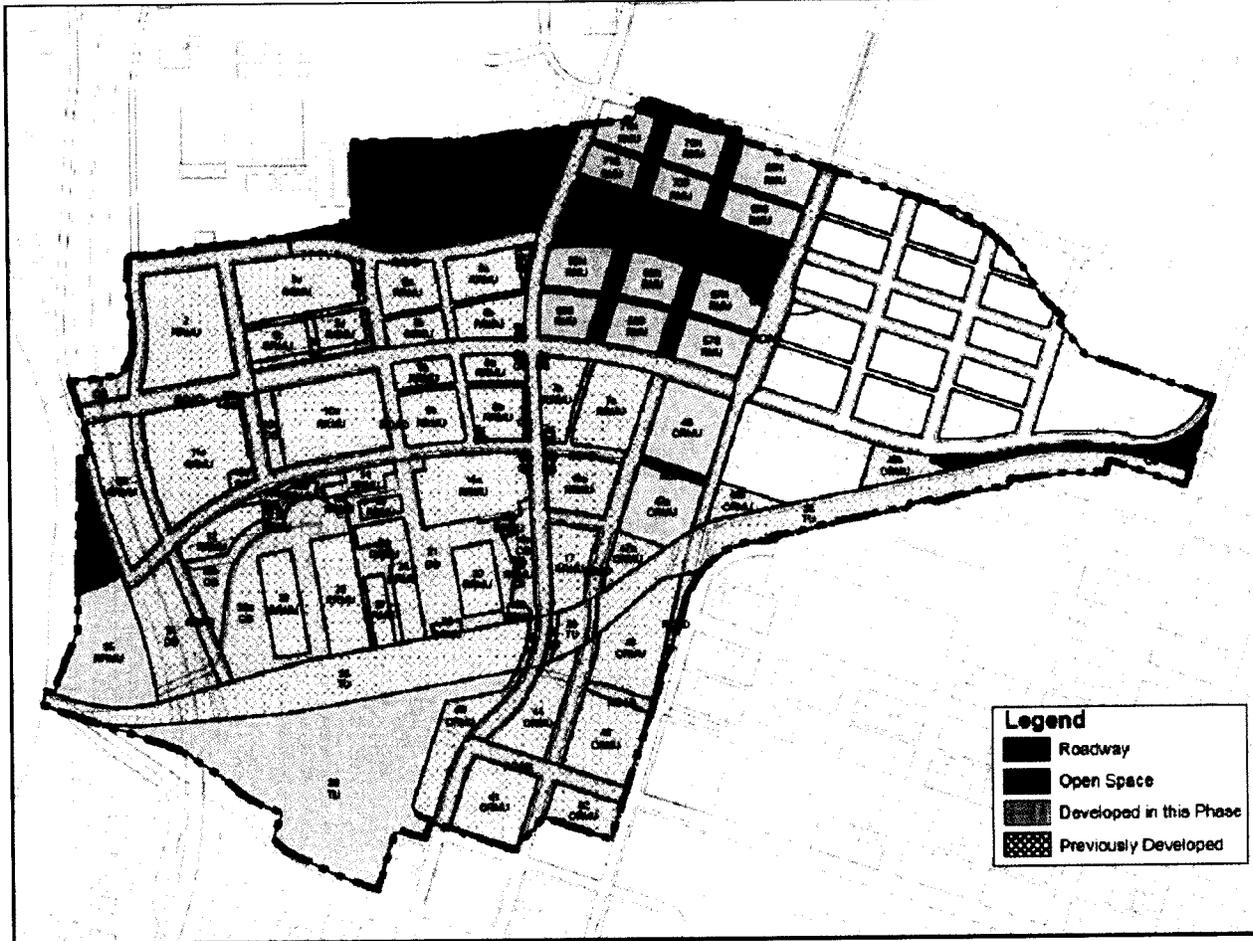
**ATTACHMENT 5**



<b>Phase 2</b>	<b>Year 5-9</b>
Residential	1,364 – 2,305 units
Retail	264, 500 sf
Mixed –Use (2 <sup>nd</sup> level)	214, 000 sf
Hotel	500 rooms
Office	1, 045,200 sf
Open Space	1.05 acres
<b>Total</b>	<b>21.42 acres</b>

**Phase 3, Year 10-14**

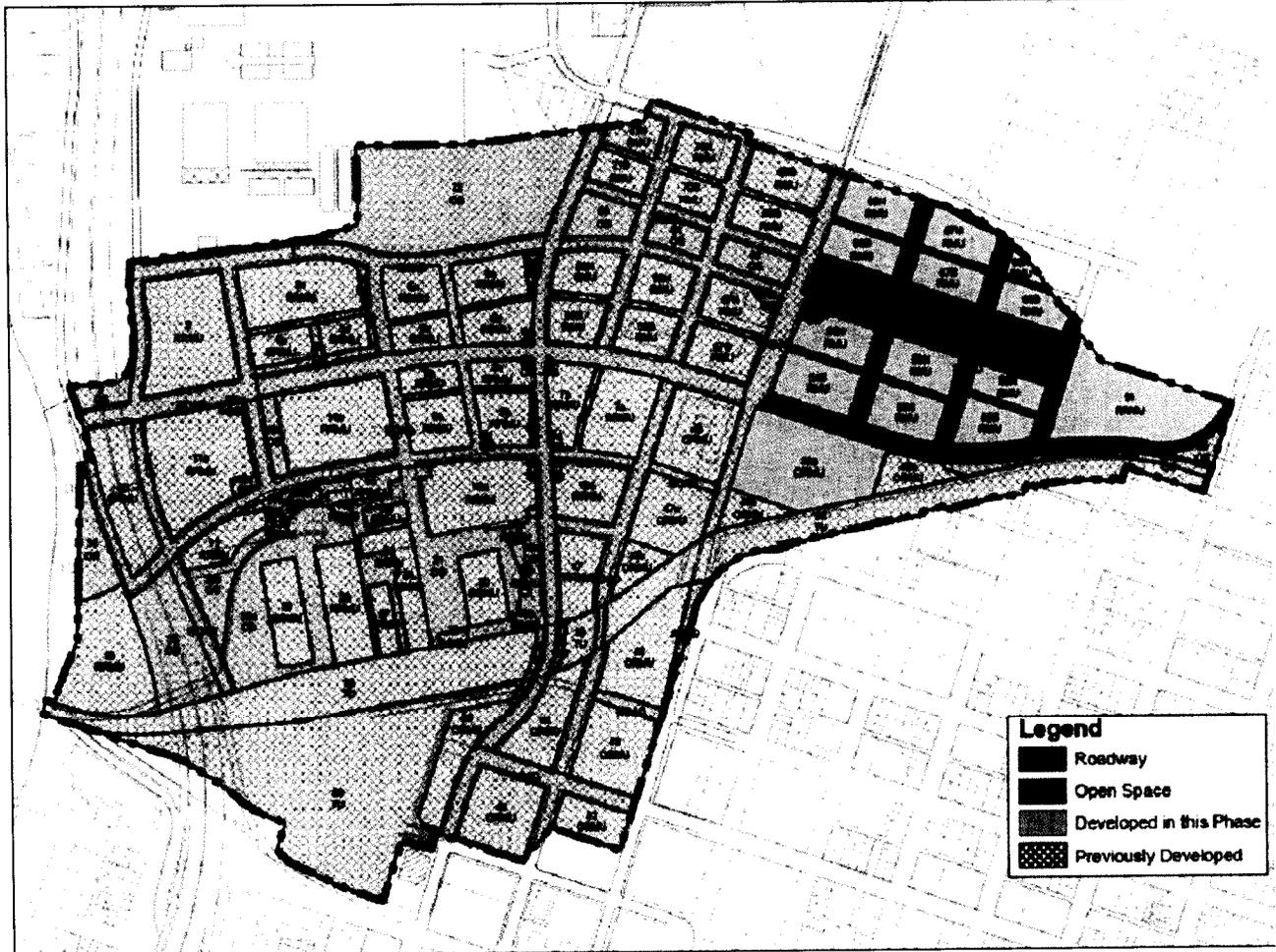
**ATTACHMENT 6**



<b>Phase 3</b>	<b>Year 10 – 14</b>
Residential	3, 858 – 4, 585 units
Retail	40, 000 sf
Hotel	500 rooms
Office	800,000 sf
Open Space	18.89 acres
<b>Total acreage</b>	<b>53.63 acres</b>

**Phase 4, Year 15-20**

**ATTACHMENT 7**



**Phase 4      Year 15 - 20**

Residential      4,438 units  
Retail            125, 000 sf  
Open Space      2.90 acres

**Total acreage    27.09 acres**

**ATTACHMENT 8**

**The Railyards Specific Plan  
Project Schedule**

New Plan Received	April 07
Draft Environmental Impact Report (EIR)	July 07
Draft Infrastructure Finance Plan Complete	October 07
Final EIR	October 07
Public Hearings	October 07
Groundbreaking	2009

**Public Outreach Groups & Participants**

**ATTACHMENT 9**

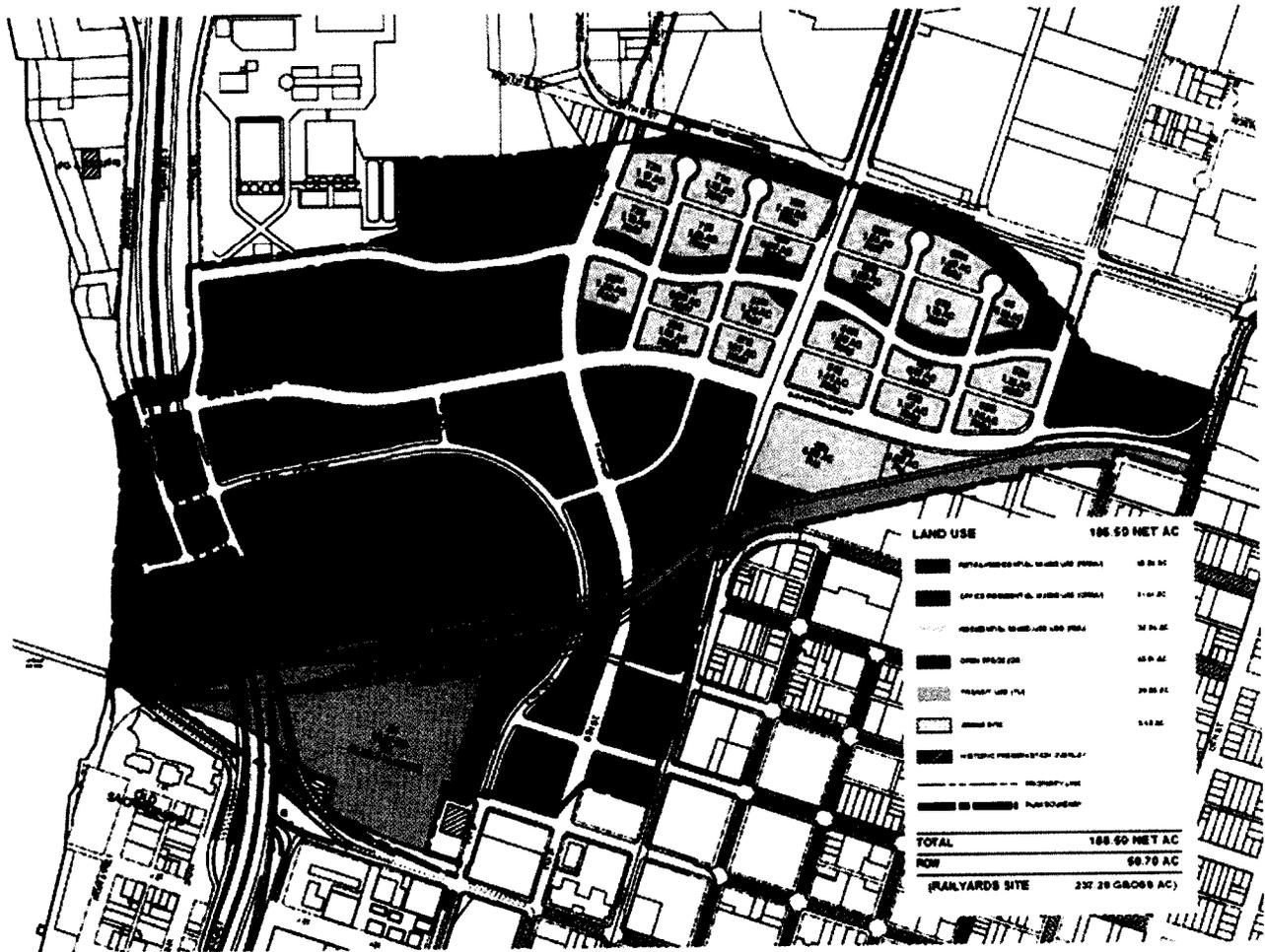
Workshop participants or groups the partnership outreaches to includes, but is not limited to, the following:

ACB Capital Chapter, Council for the Blind  
Alkali Flat Redevelopment Advisory Committee  
Alkali Mansion Historic Neighborhood  
American Institute of Architects  
Asian Pacific Chamber of Commerce  
Association of Commercial Real Estate  
California State Parks and Recreation  
Caltrans  
Capitol Area Development Authority  
Capitol City Preservation Trust  
Capitol Corridor  
Center for Creative Land Recycling  
Chinese American Community  
City of West Sacramento  
Construction Specifications Institute  
Design Review and Historic Preservation Board  
Downtown Riverfront Committee  
Environmental Council of Sacramento  
Federal Judges and other Federal Court House occupants  
Friends of Light Rail and Transit  
Jane Jacobs Reading Group  
Labor representatives  
Leadership Sacramento  
Los Rios  
Neighborhood Area Leadership Groups Area 1 – 4  
Neighborhood Associations within Area 1  
Planning Commissioners  
Preservation Roundtable  
Property owners and businesses within 1000 feet of the subject property  
Realtors  
Regional Transit  
Regional, State and Federal staff and officials  
River District PBID  
Sacramento Area Bicycle Advocates  
Breathe California  
Sacramento Area Cities for Regional Growth  
Sacramento Area Council of Governments  
Sacramento Convention and Visitors Bureau Board  
Sacramento County Board members and staff  
Sacramento Downtown Partnership  
Sacramento Housing Alliance

Sacramento Metro Chamber of Commerce  
Sacramento Old City Association  
Sacramento Regional Arts groups  
Sacramento State University  
Sacramento Unified School District  
Save Our Rail Depot Coalition  
SMUD  
Tour of site with Alkali representatives  
Tours of the site with various community groups  
UC Davis  
Union Pacific Rail Operations  
Urban Design Alliance  
Urban Land Institute  
Valley Vision  
Walk Sacramento  
West Sacramento Chamber  
West Sacramento Rotary Club

June 2006 Land Use Plan

ATTACHMENT 10



Residential	7, 721 -10, 676 units
Retail	1,379,000 sf
Hotel	730-1230 rooms
Office	3,952,500
Historic Cultural	434,000
Open Space	45 acres
Arena site	8.5 acres
Intermodal/Rail corridor	32 acres
Total acreage (net)	186.59
ROW (ac)	50.70
Total acreage (gr)	237.29

**ATTACHMENT 11**

**(Placeholder for PowerPoint presentation)**