REPORT TO COUNCIL
City of Sacramento

24

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

STAFF REPORT
October 23, 2007

Honorable Mayor and
Members of the City Council

Title: The Sacramento 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: Receive and file. The purpose of this meeting is to provide a report back on the progress made relative to the entitlement application, receive feedback and present next steps.

Contact: Nedziene Ferrario, Senior Planner, (916) 808-7826; Gregory Bitter, Principal Planner (916) 808-7816

Presenters: Gregory Bitter, Principal Planner

Department: Development Services

Division: Current Planning

Organization No: 4885

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. The entitlement application is currently in the public review and comment phase and progress reports are periodically provided to keep Council informed.

On September 23, 2007, a status report on the Sacramento Railyards was presented and City Council requested report back on items relative to fees, proposed Inclusionary Housing Strategy, hearing status, and circulation and connectivity between Sacramento and West Sacramento. This report is also intended to inform the Council of main concerns raised during the Joint Commission hearings which includes the proposed process for future Railyards projects, proposed one-way street systems and Design Guidelines improvements. Staff has included discussion of these issues in Attachment 1 and will provide a verbal update of the October 22, 2007 Joint Hearing during the October 23 Council meeting.

On October 3, 2007, the Draft Environmental Impact Report public comment period closed. City staff is currently reviewing the comments and working with its

consultant on preparing the final environmental impact report, which will be completed in early November.

Finally, at the request of the Railyards Ad Hoc Committee, a report back on the Southern Pacific Depot improvements will be provided by City staff before the end of 2007.

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).

Rationale for Recommendation: The progress report does not require City Council to take action on the project. The purpose of the meeting is strictly informational; therefore, a receive and file recommendation is appropriate.

Financial Considerations: Not applicable

Emerging Small Business Development (ESBD): Not applicable

Respectfully Submitted by: David W. Kwong
David Kwong
Planning Manager

Approved by: William Thomas
William Thomas
Director of Development Services

Recommendation Approved:

for RAY KERRIDGE
City Manager

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ATTACHMENT 1

BACKGROUND/DISCUSSION

1. Amount of fees paid by Thomas Enterprises:

   Thomas Enterprises and the City have agreed to share costs on the basis of exclusive or mutual benefit, and in June 2006, City Council approved the parties share the costs of the environmental analysis with the City paying one-third (1/3) and Thomas Enterprises paying two-thirds (2/3). In October 2006, Council approved contracts for the Financing Plan, the Fiscal Impact Analysis, and Civil Engineering, with Thomas Enterprises paying the entire cost.

   A total of $1,429, 265 has been paid by Thomas Enterprises to date which includes master entitlement fees, financing plan and peer review, and two-thirds (2/3) share of the Environmental Impact Report (EIR) consultant costs. Supplemental agreements for additional work necessary for the financing plan and EIR approved by City Council on September 25, 2007 (Resolution 2007-700) totals $301, 015, due October 25, 2007.

   In addition to fees, Thomas Enterprises has agreed to fund a portion of an Economic Development Manager position to forge the public and private partnership, for the year.

2. Hearing Status:

   Since the last hearing before the Council, three additional public hearings occurred: (1) Preservation Director Hearing (September 26, 2007), (2) Joint Public Commission Hearing [October 2, 2007]; (3) Parks & Recreation Commission [October 4, 2007].

   On September 26, 2007, the Preservation Director reviewed the historic district application and concluded that the proposed historic district qualified as a historic district and recommended it to the Preservation Commission. However, the applicant and the Sacramento Historical Society are exploring alternatives to the historic boundaries. The Preservation Commission is scheduled to hear the item on November 7, 2007.

   On October 2, 2007, the City hosted the second Joint Public Commission Hearing with the Planning, Design, and Preservation Commissions. Commissioners were presented specific topics of Open Space, Remediation, and the Future Approval Process. Commissioners raised questions on the design guidelines specificity, one-way street proposals (5th & 7th, Railyards Boulevard (east of 7th Street), North Park & South Park) and the process for future individual projects. City staff also presented revisions to the Specific

Plan and Design Guidelines as a result of Commissioner comments and public input.

On October 4, 2007, based on input from the Commissions, City staff and the applicant presented the open space program to the Parks & Recreation Commission. The Commission was very supportive of the acreage provided and the general concepts demonstrated in the overarching planning documents.

The third and final Joint Public Commission Hearing is scheduled for October 22, 2007. The updated Draft Specific Plan, Draft Design Guidelines and Special Planning District will be presented to the Commissioners on October 22, 2007 and attached to this report.

3. Future Individual Projects Process:

Commissioner concerns regarding the future entitlement process included:

(1) How is this process more efficient?

(2) What is the role of the commissions in guiding future development of these projects?

(3) Why is the appeal to the Council?

City staff has worked to utilize the commissioners' comments and incorporate them as appropriate in the proposed process flowchart (Attachment 3). The specific answers to these questions are as follows:

(1) The proposed process contains several efficiencies while not reducing the opportunity for public involvement or comment. In the current structure, most allowed uses in the downtown must go through (A) a special permit and, if necessary, a subdivision map approval and appeal process (with the Planning Commission and City Council) and (B) a design review approval and appeal process (Design Commission and City Council). Furthermore, state law requires the ability of subdivision maps to be appealed to the City Council. These separate processes can result in a lengthy, uncoordinated process that creates a level of uncertainty for both the City and project applicants.

The process as proposed combines several elements of these processes into one approval and appeal process. As described previously, the process utilizes standard early notification procedures and results in a Planning Director hearing for use, design, and a map (if required). An appeal on any of these items would then go directly to City Council. The reason for this direct appeal is to avoid the potential for multiple appeals

before multiple bodies for parts of the same project. To make the overall process more efficient, this structure allows for all appeals to be heard at one time before the City Council. The Council has the benefit of utilizing the governing policy documents reviewed and developed by the experts on the Commissions to assist with any appeal review.

(2) The role of the Commissions in the process is two-fold. First, the Commissions are responsible for shaping the over-arching policy documents that establish the requirements for all future projects in the Railyards. Second, with the revised proposed process, on every project, there will be a pre-application public hearing before the relevant commission to get input and direction on the specific project proposal. Attachment 3 to this staff report contains a flow chart of the proposed structure.

(3) As explained above, there can be multiple appeals on typical downtown urban projects. Generally, all these appeals can end up at City Council for consideration. These multiple appeals can create confusion, cause delay, and result in uncertainty for both the City and project applicants. The process staff is proposing, maintains a role for the commissions and the ability of the City Council to consider projects on appeal. This also is one of the benefits to establishing the over-arching policy documents for this project, which establish a clear framework to guide not only subsequent approvals by the Planning Director, but also subsequent appeals to the City Council.

4. Inclusionary Housing Strategy:

The Railyards is the only property in the City of Sacramento subject to City's Mixed Income Housing Ordinance and California Community Redevelopment Law. In October, Thomas Enterprises submitted an inclusionary housing strategy, which would provide 15% of the housing units to be affordable and will be consistent in large part with the City's Inclusionary Housing goals and strategies. For rental products, the plan proposes 10% very low and 5% low income units and the for sale product will be 10% moderate and 5% low income. Modification of the affordability levels present an opportunity to provide homeownership to moderate income levels, an income group which represent the Central City's workforce and typically find homeownership a challenge.

The higher affordability standards are an economic necessity given the density of the for-sale projects and the costs of vertical construction. The Housing Plan assumes the use of SHRA set aside funds generated by the proposed Railyards Redevelopment Project as well as the Use of Housing Trust Funds. The plan is designed to be flexible to meet the housing affordability requirements of the state bond funds. The Housing Plan also

addresses special needs, SRO and senior housing issues.

The proposal also provides for longer duration for affordability covenants (55 years for rental units and 45 years for ownership units) in contrast with the Inclusionary Housing Ordinance's affordability covenant duration for only 30 years. The mix, siting, phasing and design of each project will be subject to subsequent plan approvals at the discretion of the Planning Director consistent with Section 17.190.110 in conjunction with the future Urban Permit process.

The proposal, prepared by the applicant, is under review and discussion between the City and Sacramento Housing and Redevelopment Agency. A copy is attached (Attachment 3).

5. <u>One-way vs. two-way streets:</u>

Railyards proposes use of 3 sets of one way streets, 5th and 7th, South Park and North Park, and Railyards Boulevard west of 7th to facilitate traffic flow within the plan area, between downtown and River District. The concerns relative to one-way streets are focused on the high speed that it typically encourages, pedestrian safety and loss of the urban village feel due to the higher speed travel. Such concerns have been expressed during the 2 way conversion studies in the Midtown area. Essentially, the use of one-way streets in Railyards is appropriate due to the higher densities and mass proposed are comparable to the Central Business District rather than the smaller scale Midtown environment. Additionally, the one-way streets require less right-of-way width, promotes shorter pedestrian crosswalks and preferred over the previous plan which contained 6 lane boulevard. Support for the one-way streets were expressed during the June 7 community meeting, the City & County Bicycle Advisory Committee and more specifically, the U.S. District Court and U.S. Marshals Service indicated a preference for 5th Street being made one-way northbound due to security reasons regarding the federal courthouse. Additionally, attached is a memo from City's traffic consultant highlighting the advantages and disadvantages of one-way streets. (Attachment 4).

6. <u>Circulation & connectivity between Sacramento and West Sacramento:</u>

Ensuring and promoting connectivity and circulation with West Sacramento has been a fundamental concept in the Specific Plan. The plan calls for the opening of the Riverfront by removing the Jibboom Street Viaduct, introducing mixed-use and 2 high-rise towers (350-450 feet height maximum) along the riverfront. The plan creates a dynamic pedestrian environment, activates the urban waterfront and connects Old Sacramento Historic District to the Railyards and I Street serves as a natural compliment to the City of West Sacramento's Riverfront Promenade. In addition, the circulation plan

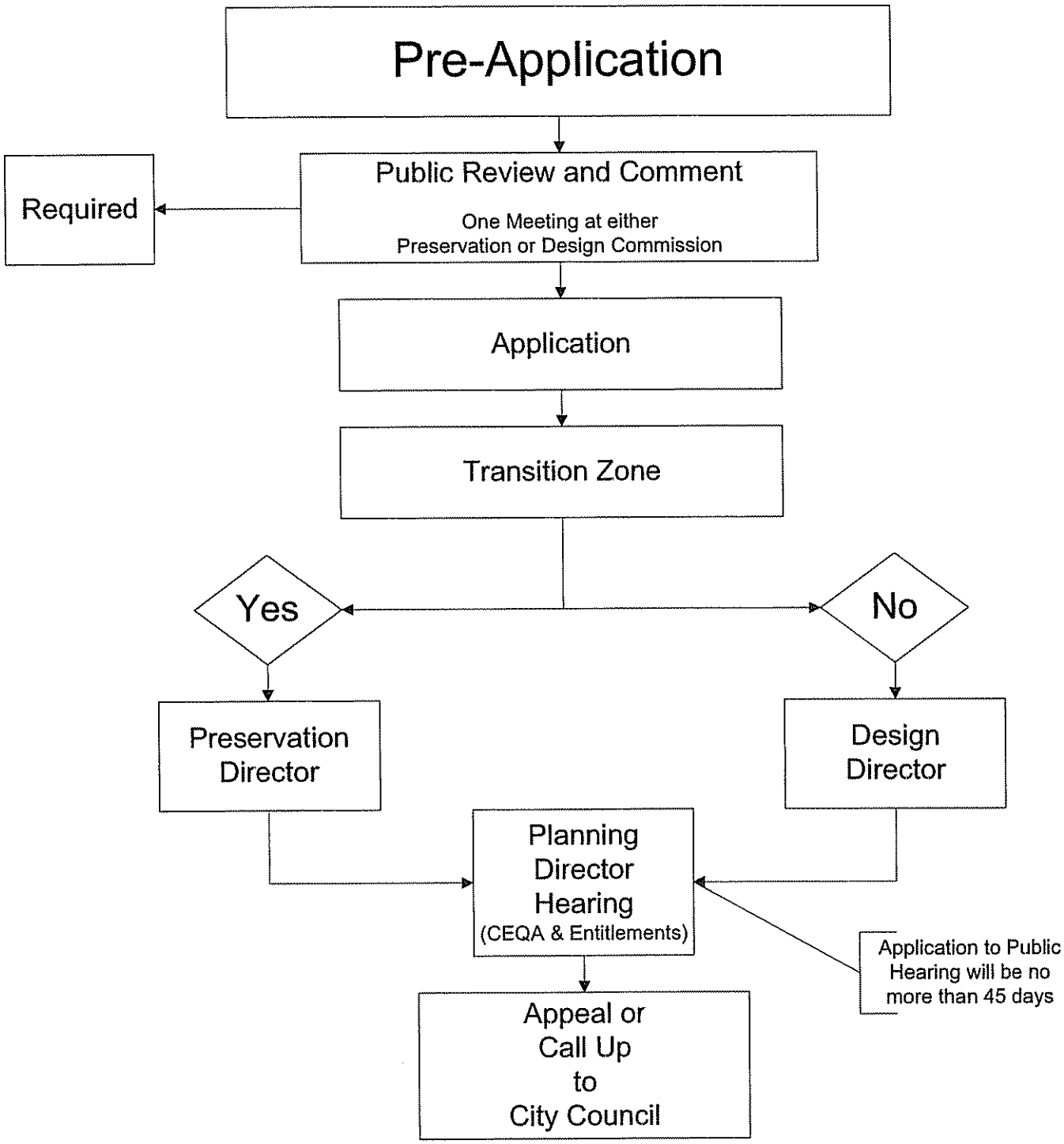
calls for maintaining connectivity with West Sacramento over the I Street Bridge via the extension of Bercut Street on the east side of I-5. This provides the benefit of maintaining vehicular connectivity while also promoting pedestrian and bicycle connectivity. The applicant will present an overview during the October 23 public hearing.

7. Proposed Design Guidelines Improvements:

Commission members had questions regarding the Design Guidelines and the level of specificity contained therein. Some of the commissioners questioned whether the Design Guidelines contained the necessary specificity to ensure that subsequent projects would be well designed and of high quality while understanding the need to allow flexible development standards in an urban environment. City Staff and Thomas are worked to identify and strengthen certain components of the Design Guidelines where appropriate. Examples of this include changing some of the "should" guideline statements to "shall" statements, strengthening general principle statements, and including additional clarity through graphics and additional guidelines where appropriate. A sample of these improvements is shown in redlined versions included in Attachment 5.

Attachment 2

Proposed Railyards SPD Entitlement Process



Attachment 3

[DRAFT] INCLUSIONARY HOUSING PLAN
The Railyards
October 16, 2007

Introduction

The City of Sacramento Mixed Income Housing Ordinance, Municipal Code Chapter 17.190 ("Inclusionary Housing Ordinance"), sets forth affordable housing requirements for new growth areas (the "Inclusionary Requirement"). Pursuant to section 17.190.110 (B) of the Inclusionary Housing Ordinance, an Inclusionary Housing Plan must be approved prior to or concurrent with the approval of legislative entitlements for the Project. This document constitutes the Inclusionary Housing Plan for the Project and its approval shall obviate the need for any further permits or approvals with respect to the parameters of the Project's Inclusionary Requirement.

Subsequent approvals for the Project will be consistent with the Inclusionary Housing Plan, and development of further detail concerning such items as the siting, mix and phasing of affordable residential units shall, pursuant to section 17.190.110 of the Inclusionary Housing Ordinance, be set forth in an Inclusionary Housing Agreement(s) executed by the Developer and the Sacramento Housing and Redevelopment Agency ("SHRA") and recorded against all the residential land in the Project. The Inclusionary Housing Agreement(s) and any amendments to the Inclusionary Housing Plan shall be consistent with the Development Agreement and the Railyards Special Planning District.

Thomas Enterprises is the owner and developer (the "Developer") of certain real property in the City of Sacramento known as The Railyards, an urban infill mixed-use redevelopment project which will include up to 12,000 high density housing choices (the "Project"). The Project is located within the current Richards Boulevard Redevelopment Area and the proposed Railyards Redevelopment Area.

Standards for Rental and Ownership Housing

The Developer will comply with the Inclusionary Housing Ordinance for the Project, as follows. The Developer acknowledges the "standard" Inclusionary Requirement of ten percent (10%) very low income units and five percent (5%) low income units, for a total of fifteen percent (15%) affordable units within the Project (the "Inclusionary Units"). Developer will meet this standard for rental units. Because the Project must also comply with the Community Redevelopment Law, California Health and Safety Code Section 33330, *et seq.* (the "CRL"), rental Inclusionary Units provided for the Project will remain affordable for 55 years pursuant to the CRL, rather than for 30 years as provided in the Inclusionary Housing Ordinance.

The Inclusionary Housing Ordinance provides an "alternative" standard for certain ownership units. Pursuant to section 17.190.065 of the Inclusionary Housing Ordinance, multifamily residential condominium projects of 200 or fewer units may obtain a special permit to provide five percent (5%) very low income units and ten

percent (10%) low income units. The City acknowledges that condominiums within the Railyards Project will qualify for the ratio of very low to low income units set forth in section 17.190.065. However, it is not economically feasible to provide ownership housing at the density proposed for the Project at the income levels specified in the Inclusionary Housing Ordinance. At a workshop before the City Council and the SHRA in May 2007, City and SHRA staff acknowledged that economic reality by emphasizing the need for a "modest" or moderate income homeownership program in the Central City as well as the need for increased public investment in affordable housing. Therefore, if the Developer provides ownership units, the ownership alternative is modified to require five percent (5%) Low Income Units and ten percent (10%) Moderate Income Units. Pursuant to the CRL, ownership Inclusionary Units will remain affordable for 45 years rather than the 30-year requirement in the Inclusionary Housing Ordinance. No special permits or further approvals shall be necessary for the modified standard with respect to for-sale Inclusionary Units within the Project.

Number, Affordability Levels, and Tenure of Inclusionary Units

The total build-out of residential units in the Project has not yet been finalized. Based on current Project proposals of a total of 12,000 dwelling units, the Inclusionary Requirement is 1800 units. Under the standard requirement, 1200 Very Low Income Units and 600 Low Income Units of rental housing could be provided. If the Developer provides multifamily condominiums, the percentages and qualifying income levels will be adjusted as described above. Acceptance of this Plan constitutes approval of those adjustments. Furthermore, if the Project approvals are amended to increase or decrease the number of dwelling units in the Project, this Plan will be adjusted to reflect a number equal to the stated percentages of the adjusted number of dwelling units.

The Inclusionary Housing Plan, which offers a mix of housing products affordable to a variety of households at different income levels, is supported by strong policy considerations. The California Redevelopment Association has reported on Californians who "make decent wages as nurses, teachers, public safety workers, retail employees, and similar occupations, but still struggle...due to the high cost of housing." The Project offers the potential of a significant component of for-sale Moderate Income Units, in addition to Very Low Income Units, rather than targeting one income group exclusively. Furthermore, the Project provides significant opportunities for new home ownership, which realistically cannot be offered at less than moderate income affordability levels. The City has acknowledged such market realities, not only at the May 2007 workshop, but also as evidenced by the Inclusionary Housing Ordinance's less stringent affordability percentages for multifamily residential condominiums.

Special Needs Housing

The Developer intends to provide special needs housing as part of the Project. Sacramento Mayor Heather Fargo has noted that "affordable housing also includes an often forgotten segment of the population's special needs housing," including housing for

the elderly, emancipated youth and disadvantaged young adults, and those coping with illness and disabilities, and the California Legislature has recognized the importance of fulfilling this need, as well as the benefits provided to cities and residents s from such housing, by including senior housing developments and special needs housing programs in legislation providing density bonuses, loan programs, or other development incentives. The Developer shall receive full credit toward the Inclusionary Requirement by providing senior and special needs housing. In addition to other density bonuses applicable to the Project pursuant to law, the Developer shall receive a twenty-five percent (25%) density bonus for the provision of senior and special needs housing.

Proposition 1C Grant Requirements

Effective August 24, 2007, the Infill Incentive Grant Program of 2007, Health and Safety Code section 53545.12, *et seq.*, permits funds approved pursuant to State Proposition 1C to be used for capital outlay grants to qualifying urban infill residential and mixed-use projects. The program requires that fifteen percent (15%) of the dwelling units be affordable. Rental units must be affordable to households earning no more than sixty percent (60%) of area median income, and ownership units must be affordable to households earning no more than one hundred twenty percent (120%). In the event that Developer receives a capital outlay grant, this Inclusionary Housing Plan will be amended to ensure compliance with the Infill Incentive Grant Program requirements as well as continued compliance with the Inclusionary Housing Ordinance and the CRL.

Transit Oriented Development Housing Program

Health and Safety Code section 53560, *et seq.*, provides low-interest loans, grants, or a combination of the two, to qualifying housing developments and infrastructure projects to stimulate production of housing near transit stations. Threshold requirements for application include the provision of at least fifteen percent (15%) of the total residential units as affordable rental and/or ownership units with affordability covenants lasting 55 years. During the application process points are awarded for the affordable units, among other items. The number of points awarded depends on the affordability level, which can range from twenty percent (20%) up to one hundred twenty percent (120%) of area median income. The TOD Housing Program regulations are still being promulgated and may be revised before they are adopted. In the event that the Developer adjusts the number, type, or affordability level of the Inclusionary Units pursuant to the adopted TOD Housing Program, this Inclusionary Housing Plan will be amended to reflect the adjustments.

Unit Size

The sizes of Inclusionary Units have not yet been determined, but will accommodate households of diverse sizes, in conformity to the Inclusionary Housing Ordinance.

Location

The Inclusionary Units will be provided on the Project site, in either free-standing buildings or in buildings containing market rate units, to be determined at the Developer's sole discretion but in conformity to the requirements of the Inclusionary Housing Ordinance. However, the City and the Developer may agree to locate certain of the Very Low Income Units outside the Project Site, in a location identified by the SHRA as suitable sites for affordable housing, including but not limited to potential sites within the Central City and Richards areas. Siting of the on-site units and their buildings shall be at the Developer's discretion, in compliance with City Municipal Code section 17.190.050 (A) (2).

Phasing

The Inclusionary Housing Ordinance provides for development of the Inclusionary Units concurrently with the phasing of the Project unless otherwise provided in the Inclusionary Housing Plan. However, the City and the SHRA have proposed to construct one hundred fifty (150) very low income efficiency apartments, to be subsidized by the SHRA with no Developer contribution, at 7th and H Streets, within the boundaries of the Railyards Project Area. Such construction meets the City's goals under its Residential Hotel Ordinance. The City and the SHRA have offered a credit to the Developer of the 150 affordable units toward residential phase 1 of the Project, which Developer accepts. Accordingly, Developer shall have no obligation to develop Inclusionary Units in residential phase 1, and the units so constructed by the City and the SHRA shall be credited against Developer's total Inclusionary Requirement.

Marketing

The Inclusionary Housing Ordinance does not provide specific requirements for marketing of the affordable units. Developer shall use newspaper and Internet advertising, a toll-free telephone number, and signage to market the Inclusionary Units. Information about Inclusionary Units will also be available in the on-site marketing office. Developer will comply with any marketing requirements that may be imposed pursuant to State law.

Financing

The Developer is dependent upon use of the SHRA Low and Moderate Housing Fund to produce Inclusionary Housing, including a commitment by the SHRA to utilize housing set-aside funds from outside the Project Area, and all available public funding sources and incentives pursuant to the Community Redevelopment Law, the City Mixed Income Housing Ordinance, the Housing Trust Fund, and other Federal, State, and local law. The City and the SHRA shall dedicate all tax increment generated from the Project Area and set aside for housing exclusively to finance projects built to satisfy the Inclusionary Requirement for the Project Area, until such time as all required Inclusionary Units for the Project, whether on or off-site or within or without the Project

Area, have been completed. The City and the SHRA will provide available funds from other redevelopment project areas if necessary to assist the Developer in meeting the Inclusionary Requirement.

Pursuant to the 2004 First Amendment to the Memorandum of Understanding between the City and Developer's predecessor in interest, the City agreed to favorably consider offsetting any City Housing Trust Fund Fees otherwise applicable to non-residential portions of the Project against the inclusionary housing provided by the Project as a whole. Accordingly, no Housing Trust Fund Fees will be assessed on the non-residential portions of the Project. In the event that the City Housing Trust Fund Fee is modified, in any amount and is imposed in the Project Area, all revenue generated from such fees shall be used to provide Inclusionary Housing within the Project Area or, if outside the Project Area, housing that is deemed to satisfy the Project's Inclusionary Housing Requirement.

Waiver of Development, Financing, and Administrative Fees

Pursuant to City Municipal Code section 17.190.040, the Developer has requested inclusionary incentives as defined therein to offset the cost of the Inclusionary Requirement. The City shall make available to the Developer a program of waiver of development fees, administrative fees and financing fees for the Inclusionary Units, including without limitation school facility fee reimbursements from the California Housing Finance Agency to offset any school fees paid for the Project and waiver and/or deferral of regional sanitation impact fees, and waiver of or credit for City Housing Trust Fund Fees. In the event that any applicable fees are not waived outright, City shall reduce the amount or defer the payment of such fees to the fullest extent possible in order to offset the Developer's cost of the Inclusionary Requirement.

Amendment and Administration of Housing Plan

This Inclusionary Housing Plan shall be administered by the City Planning Director with the advice of the Executive Director of the SHRA. The Planning Director may make minor administrative amendments to the text of this Plan as provided in City Municipal Code section 17.190.110 (B) (3) (d).

180 Grand Avenue, Suite 250
Oakland, CA 94612
www.dowlinginc.com

510.839.1742 x117
510.839.0871 fax
mbowman@dowlinginc.com

Dowling Associates, Inc.

Date: October 18, 2007

Memorandum

To: Fran Halbakken, City of Sacramento

cc: Jesse Gothan, City of Sacramento

From: Mark Bowman, P.E.

Subject: Railyards One-Way Street System Attributes P04000

After evaluating the original two-way street system proposed for the Railyards Project, we have learned that there are some advantages and disadvantages of developing at least some one-way streets through the project area as described below.

ADVANTAGES

Narrower Right-of-Way: A two-way street system would need to have at least some six lanes streets with dual left-turn lanes at some intersections - 8 lanes of traffic! And still there would be congestion. One-way streets would provide equivalent service with three basic lanes and perhaps an additional turn lane at the intersections. Where a right turn lane may be needed to accommodate peak hour traffic demand, on-street parking could be temporarily prohibited.

Shorter Pedestrian Crosswalks: The narrower streets at intersections would provide quicker crossings for pedestrians. If the streets are half as wide, the pedestrians crossing time would also be half.

Shorter Wait Time for Pedestrians: Pedestrians at the intersection of one-way street intersections typically wait about half as long as pedestrians at the intersection of two-way streets. Signals at the intersection of two-way streets typically have 8 phases running in concurrent pairs (the equivalent of 4 phases). The intersection of two one-way streets typically has signals with 2 phases resulting in cycle lengths about half the length of two-way street intersections. With just two phases pedestrians charting a diagonal path through a grid street system can choose to cross either street with a pedestrian signal displayed, resulting in much less delay along the route of travel.

Better Pedestrian Compliance with Traffic Control Devices: Pedestrians are more likely to wait for a pedestrian signal if the wait time is less.

Fewer Conflicting Traffic Movements for Pedestrians: Pedestrians and bicyclists have fewer potential conflicting traffic movements to be concerned about with one-way streets.

JPH: l:\city council\cc reports\2007 submitted reports\102307\final reports\railyards progress report\memo from dowling.doc

Railyards One-Way Street System Attributes
October 18, 2007

LRT Station Proximity to Activity Centers: A one-way 7th Street would allow the station for the NB tracks to be placed directly adjacent to storefronts on the east side of 7th Street. A two-way system would place the stations in the median separated from storefronts by two or more lanes of traffic.

Better Interface with the Existing Downtown Street Grid: The previous analysis showed very high delays where two-way Railyards streets connected to one-way Downtown streets. The delays were reduced considerably with one-way streets.

Support from U.S. District Court and U.S. Marshals Service: Comments on the DEIR indicated a preference for 5th Street being made one-way northbound due to security reasons regarding the federal courthouse.

DISADVANTAGES

Out of Direction Travel: There is a certain amount of out of direction travel required for a one-way street system compared to two-way streets. One-way street systems take some getting used to, but people in Sacramento are already familiar with one-way streets. Most heavily urbanized central business districts have one-way street systems.

Potentially Higher Speeds: One-way streets a perceived to carry higher speed traffic than two-way streets and may not feel as calm. However, speeds can be more easily controlled with one-way streets where traffic progression speeds only have to be set in one direction. Speeds on two-way streets are more difficult to control with signal timing because control in one direction sometimes creates incentives to race to catch a green light in the other direction.

Early Construction of Some Streets: Phasing the construction of one-way streets would require careful planning and may require construction of some street segments earlier than might otherwise be required with two-way streets. The northern portion of 5th Street may need to be constructed earlier with a one-way street system than with a two-way system to provide a northbound companion to southbound 7th Street.

Coordination with RT: Conversion of existing two-way streets (7th Street) to one-way would require close coordination with the LRT extension to avoid the need to relocate LRT tracks when 7th Street is converted to one-way.

Attachment 5

5 HISTORIC RESOURCES

This chapter provides a summary of the historic resources found within the Railyards Plan Area and addresses rehabilitation and adaptive reuse of those resources. It also addresses guidelines for new development adjacent to these resources. Historic context and background information on these resources in the Plan Area are contained in the Sacramento Railyards Specific Plan.

A. INTRODUCTION

The City recognizes the aesthetic and cultural importance of its historic resources and the contributions they make to Sacramento's character, identity and economic vitality. Therefore, all projects involving historic resources identified below shall comply with the Secretary of the Interior's Standards for the Treatment of Historic Properties. The City's Historic Preservation Chapter, 17.134~~,~~ of the City Code, and the California Environmental Quality Act, as well as federal agencies, have adopted these Standards for use involving review of projects involving historic and cultural resources.

There are two major groups of historic resources on the Railyards site: the Central Shops Historic District and the Sacramento Southern Pacific ~~Railroad Sacramento~~ Depot. The Sacramento Railyards Specific Plan discusses additional historic resources~~ such as potential archeological resources, historic traces and subsurface resources~~. This chapter of the Railyards Design Guidelines focuses on existing historic resources identified as being preserved as part of the Specific Plan.

There are two goals concerning historic resources at the Railyards site: to ensure that the adaptive reuse of historic resources is done in an appropriate and sensitive manner, and to ensure that the scale, massing and character of new construction near to historic resources will not adversely affect the historic resources. To this end, the Specific Plan delineates two special districts in the vicinity of the Central Shops: the Central Shops Historic District, and the Transition Zone. The Depot building is not located in either of these areas, and it has a separate set of guidelines for its preservation and for new construction adjacent to it. Figure 5-1 shows the location of the Central Shops Historic District, the Transition Zone and the Depot building.

1. Central Shops Historic District

PRINCIPLE: Preservation and adaptive reuse of any historic resource within the Historic District shall follow the Secretary of the Interior's Standards for the Treatment of Historic Properties.

Background and Intent

The proposed boundary[IS1] of the Central Shops Historic District is shown in Figure 5-1. This boundary includes all of the buildings and significant historic resources associated with the Central Shops. The creation of this district and associated guidelines will ensure preservation of the character-defining ~~aspects~~features of this extremely significant resource. Following is the list of Standards for Rehabilitation from the Secretary of the Interior's Standards for the Treatment of Historic Properties. All work involving changes, repairs, rehabilitation or adaptive reuse within the Historic District shall follow these Standards. Where any conflict arises between the~~se guidelines~~ Secretary of the Interior Standards ~~-~~and other guidelines in this document, these ~~-guidelines~~Standards shall apply. ~~The Secretary of the Interior Standards also include Reconstruction, Conservation and Preservation Standards and the applicable Standard for each project will depend on the type of resource and the scope of work.~~

Standards for Rehabilitation

A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.

The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided

Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken

Changes to a property that have acquired historic significance in their own right will be retained and preserved

Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved

Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.

Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.

Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

2. *Transition Zone*

PRINCIPLE: Ensure that new construction, landscape~~-plansing~~, and additions, alterations, or other improvements adjacent to the Historic District complement the Central Shops' historic resources~~, and in compliaynce with the Secretary of the Interior's Standards for the Treatment of Historic Properties, as applicable~~.

Background and Intent

The boundary for the Transition Zone is shown in Figure 5-1. Guidelines for this zone apply to new construction. In order to ensure that the character-defining elements of the historic Central Shops are preserved, it is important that new construction adjacent to and nearby the historic resources is designed with sensitivity to context, scale, materials and expression. Where any conflict arises between these Secretary of the Interior ~~guidelines~~Standards and other guidelines in this document, these ~~guidelines~~Standards shall apply.

Guidelines

New ~~neighboring~~ buildings ~~should~~shall respect the fabric of historic buildings ~~by setting back~~eing placed a minimum of 20 feet from any historic building.

The height of historic buildings ~~should~~shall be ~~considered and~~ respected by setting neighboring buildings height at the same level~~,~~ ~~or~~ by establishing an upper floor setback, or with other design treatments, and by conforming with the maximum building heights shown in Figure 5-2 of the Specific Plan.

The massing of neighboring buildings ~~should~~shall be compatible with the scale and delineation of the massing of the historic buildings, and elevations should respect the datum lines of architectural elements of adjacent historic buildings. New structures on parcels adjacent to the historic Central Shops shall refer to the historic buildings for guidance on massing and composition~~, with allowances given for odd or irregularly shaped parcels necessitating nonconforming massing to achieve program~~.

~~Neighboring~~ New buildings, streetscape and plaza designs should incorporate contemporary versions of elements used on historic resources, such as window detailing, materials, building ornament, paving, furniture, signs and lighting. New features should be distinguishable from historic structures and features and should not create a false sense of historical or architectural authenticity.

Open spaces in the Transition Area shall be designed following the specific design guidance found on pages 3-5- through 3-56 of these Design Guidelines. A map of the areas delineated on these pages is to the right.

New buildings in the Transition Zone shall be designed to be slender or modulated to allow intermittent views into the Central Shops Area from the I-5 Freeway, Camille Lane and Fifth Street.

Windows and balconies on new buildings in the Transition Zone shall allow views to the Central Shops Area.

~~Open space, landscape and signage within this District should be compatible with the design of these elements within the abutting Central Shops Historic District.~~

3. Sacramento Depot Building

PRINCIPLE: Preservation and adaptive reuse of the Sacramento Depot building and contributing ~~structures~~resources shall follow the Secretary of the Interior's Standards for the Treatment of His-

toric Properties, and new construction near the Depot shall ~~complement~~respect the ~~historic~~ character-defining features of the Depot building listing.

Background and Intent

The location of the Sacramento Depot is shown in Figure 5-1. The Sacramento Depot building was built in 1925 and it was listed in the National Register of Historic Places in 1975. The Depot building and the nearby Railway Express Agency (REA) building are both listed on the Sacramento ~~r~~Register. The future of the Depot building is subject to City plans to create the Sacramento Intermodal Transportation Facility (SITF), which could involve relocating the Depot building. The REA building is outside the Specific Plan Area and these guidelines do not apply to the REA building. However, both of these structures have a strong urban design presence in massing, composition, scale of fenestration and materials, which ~~should~~shall influence the design of development nearby. Although the surroundings have been altered considerably since the buildings were constructed, new construction adjacent to these structures ~~should~~shall respect the character-defining features of both buildings. Where any conflict arises between these Secretary of the Interior ~~guidelines~~Standards and other guidelines in this document, these ~~guidelines~~Standards shall apply.

Guidelines

All work involving changes, repairs, rehabilitation or adaptive reuse of the Sacramento Depot building and contributing structures identified in the building nomination~~, including relocation of the tracks and any associated activities~~, shall use the Standards for Rehabilitation in the Secretary of the Interior's Standards for the Treatment of Historic Properties.

The existing historic Depot building, its character-defining features, original planting elements and surrounding public spaces shall be used for cues in designing public open spaces and plazas surrounding the building.

New neighboring buildings ~~should~~shall respect the character of the Depot building by setting back a minimum of 20 feet.

The height of historic buildings shall be considered and respected by setting neighboring buildings height at the same level, by establishing an upper floor setback, or with other design treatments.

New structures on parcels adjacent to the historic Depot ~~should~~shall refer to the building for guidance on massing and composition, with allowances given

for odd or irregularly shaped parcels necessitating nonconforming massing to achieve program.

The scale, materials and details for new structures in the Depot District adjacent to the historic Depot and REA building ~~should~~shall respect the character-defining features of those structures.