

This chapter describes the general qualities and character of the open space in the Railyards. All drawings and photographic images represent an illustrative concept of open space on the site. Over time, these concepts may need to be adjusted and refined to respond to actual buildout.

A. Open Space Overview

Open space, as it relates to the Railyards, is broadly defined to capture a wide range of outdoor public spaces for residents, visitors and employees. This includes the Riverfront and associated trails, promenades, water features, and river access; urban plazas within the historic Central Shops; a gathering place among retail uses and cultural and entertainment venues; a 10-acre community park with a variety of attractions; traditional neighborhood parks within a residential area; and pedestrian and bike paths.

Open space forms a key framework system to link the Railyards' districts internally, as shown in Figure 6-1, as well as the Sacramento and American Rivers and the Central City. The framework of plazas, parks and connecting paths will provide the Railyards with a mixture of dynamic open spaces, ranging from civic plazas to passive neighborhood parks, similar to the urban open space components of other great cities.

Parks and plazas provide a number of environmental, psychological and economic benefits in dense urban settings. Parks include spaces for a wide range of passive and active recreational activities, such as playing fields and casual seating spaces, and serve as places of respite from the busy urban environment. Parks can also serve as generators of economic vitality by providing space for farmers' markets, concerts and festivities. Parks, plazas and their trees also serve as lungs for the city: they release oxygen into the environment, consume carbon dioxide, filter pollutants, slow down runoff, muffle urban noise, provide shade, reduce temperatures, counter urban heat island effects and provide wildlife

habitat. For all of these reasons, parks and plazas contribute to a higher quality of life in cities.

For the purposes of this Plan, "open space" is a broad term that refers to all spaces within the Railyards that are not occupied by buildings and are intended to serve a variety of recreational uses. The two primary types of open spaces within the Railyards include parks and plazas.

The term "park" refers to landscaped areas that allow for passive and active recreational activities. Parks may include a variety of elements, including designated areas for specific sports such as baseball diamonds, or playing areas for

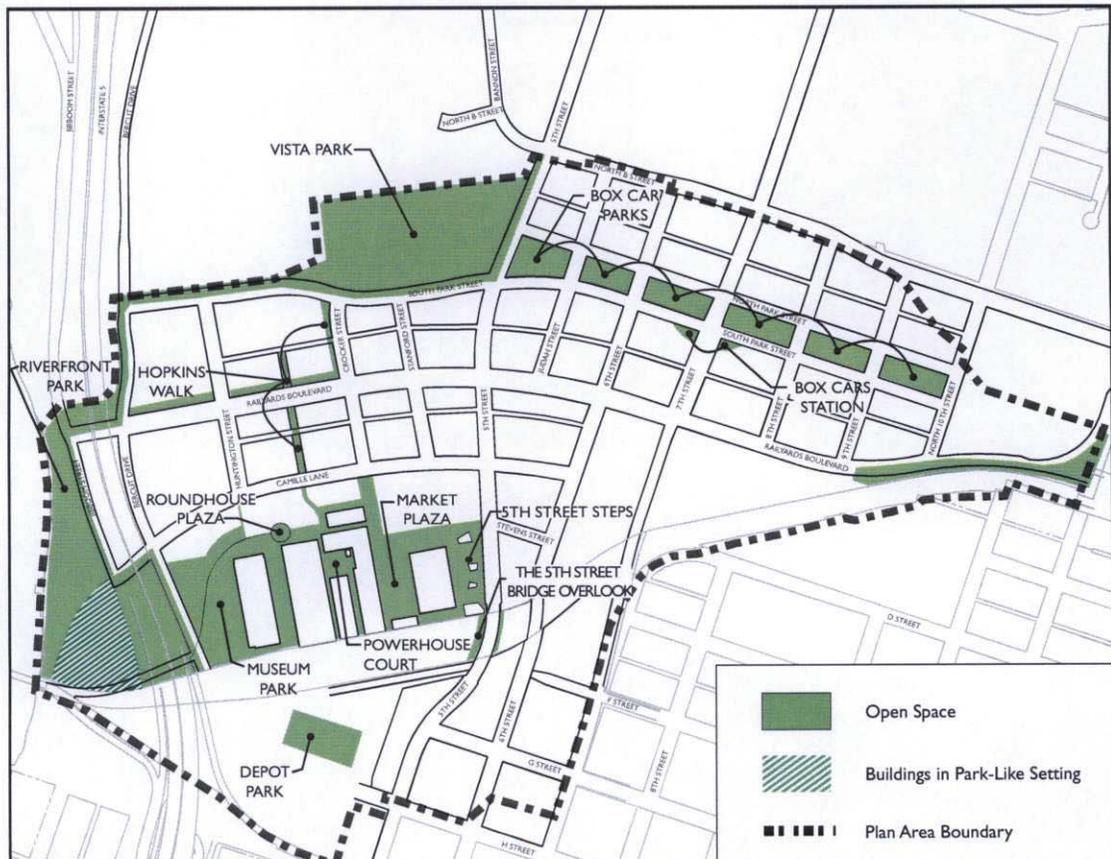


Figure 6-1. Open Space Plan

children with objects such as swing sets. All of the parks described in this Plan are publicly accessible.

A “plaza” is another type of open space that is typically smaller than a park. Plazas are usually located in areas that are more intensely developed than parks. Though they may include plants, trees, and shrubs, most surfaces within plazas are made of hard, non-living materials such as stone, brick or concrete. Plazas are usually bounded by buildings on at least one side, some of which may contain active ground floor uses such as shops or restaurants.

B. Open Space Objectives

One overarching open space objective, which applies to the Railyards site as a whole, is to provide a rich tree canopy, similar to that which already exists on many streets in Downtown Sacramento, along all new streets and open spaces. Additionally, several additional broad objectives for open space have been developed for each of the districts in the Railyards. These district objectives are outlined below.

- ◆ **Depot District.** Provide a clear open space connection between the Railyards and downtown Sacramento.
- ◆ **Central Shops District.** Create a mixture of urban public spaces surrounded by uses such as shops, museums, night clubs, jazz performances, galleries, restaurants, and a potential public market surrounding the historic Central Shops.
- ◆ **West End.** Develop a district that links the entire Railyards project together with pedestrian walkways, urban plazas, parks, and other public spaces, featuring a potential performing arts facility.
- ◆ **East End.** Create a new neighborhood that captures the spirit of the city’s traditional open space-oriented neighborhoods with a central spine/greenway as the primary organizational piece.
- ◆ **Riverfront District.** Develop a district where the Railyards connects to the Sacramento River through innovative design under the freeway that attracts people to the vibrant waterfront and its restaurants featuring spectacular views, a hotel, housing, a and parks and open space.

In addition to these overarching objectives, each district has a series of more specific intentions for the design and function of its open spaces. The character and general nature of the five districts that make up the Railyards, including key open space concept drawings, are described and shown below.

1. Depot District

This district will serve as a transit center and a connection between the Railyards and downtown Sacramento. There are three objectives for open space in the Depot District:

- ◆ Develop a park at the entrance of the Depot that frames the entryway into the Railyards.
- ◆ Provide a public space for public events.
- ◆ Provide easy access, through multiple transportation modes, to public spaces and bike and pedestrian pathways in the Downtown and Railyards area.

The following open spaces feature will be located in the Depot District:

- ◆ **The 5th Street Bridge Overlook.** An elevated park structure is envisioned for the 5th Street railroad overpass, which will help connect the Railyards to Downtown. This park will have 30-foot-wide viewing platforms on either side of the overpass, which will provide ample space for passersby to linger on the bridge while taking in dramatic views of Downtown, the Sacramento River and the Railyards.
- ◆ **Depot Park.** A grand park will provide a civic entry feature at the rail depot that frames the entry to the depot building and the Depot District.

2. Central Shops District

The Central Shops represent the historic core of the Railyards. This location within the Railyards provides close connectivity to Old Sacramento and the Riverfront District. There are four objectives for open space in the Central Shops District:

- ◆ Utilize the historic Central Shops complex and features as a primary design element for public spaces.
- ◆ Celebrate Sacramento's history as a rail center through the use of outdoor spaces and public art that provide educational and interpretive opportunities.
- ◆ Design public spaces in the Central Shops District with unique plazas that define public and private space and other open space forms that accommodate large gatherings.
- ◆ Create inviting, safe and comfortable public spaces integrated with a mixture of shops, a potential museum, music venues, jazz clubs,

galleries, a performing arts theater, restaurants, and a potential farmer's market surrounding the historic Central Shops.

The following open space features will be located in the Central Shops district:

- ◆ **Roundhouse Plaza.** A plaza freshly interprets the original structure and use of the roundhouse while honoring the historic nature of the site and allowing for the potential for the roundhouse to be reconstructed. The plaza is an active space with frequent movement among adjacent uses. The design intent for Roundhouse Plaza is to create an attractive, active and urban park centered in the Railyards for residents, visitors and workers to enjoy.
- ◆ **Powerhouse Court.** This plaza is surrounded on all four sides by historic shops. The plaza should reflect this historic context and largely remain open to facilitate circulation through these spaces.
- ◆ **Market Plaza.** Market Plaza is inspired by its historic context, shaped to encourage movement and visibility between structures. The plaza is active, with pedestrian traffic from food market users, museum attendees and other visitors.
- ◆ **Museum Park.** This park knits the Riverfront Park and the Central Shops together. The portion of the park east of the curving rail line will be similar in character to the central shops open space. The area west of the curving rail will be the transition zone between the shops and the river. This will be a playful and inviting area that will encourage circulation through these spaces and will maintain visibility to the river.

3. West End District

The West End consists of an array of retail, office and residential uses. Open space in this district will provide links to the entire Plan Area and the existing peripheral urban fabric. There are five objectives for the open space in the West End District:

- ◆ Connect downtown, the Railyards and the River via off street trails, pedestrian corridors and parks.
- ◆ Create open space that supports a 24-hour urban live/work environment that celebrates the contemporary culture of Sacramento.
- ◆ Support transit use with pedestrian-oriented development and cross-district bikeways.
- ◆ Provide strong landscape design of public parks and plazas that encourage the patronage of shops, hotels, and other businesses.
- ◆ Provide space for programmed performances and informal outdoor meetings.

The following open space features will be located in the West End district:

- ◆ **Hopkins Walk.** Hopkins Walk is a meandering connection running from the Roundhouse Plaza up through to Railyards Boulevard, to Crocker Street and terminating at Vista Park. The corridor will use a consistent design vocabulary to create a strong link between these districts.
- ◆ **5th Street Steps.** The 5th Street Steps are the first major entry point to the Central Shops once visitors cross the railroad. A grand staircase will mark this entry point into the Shops. 5th Street will widen at this location to create a plaza.

4. East End District

This district occupies the northeast quadrant of the Railyards. Open space will support the district's primarily residential character and provide a clear connection to the areas north of the Railyards. The open spaces in the East End will also draw visitors from elsewhere in the Plan Area and the Sacramento region. There are five objectives for the open space in the East End District:

- ◆ Create open space that supports a new residential neighborhood that is designed in the spirit of the city's traditional parks within urban neighborhoods.
- ◆ Reinforce the concept of a transit-oriented neighborhood.
- ◆ Create a dynamic linear space for residents to gather, walk, exercise and relax.
- ◆ Mass buildings to step back from public parks in order to ensure sunlight throughout most of the day and to create a more expansive feel for the public space.
- ◆ Create a strong connection between the Railyards and the Richards Area.

The following open space features will be located in the East End district:

- ◆ **Box Car Parks.** Box Car Parks, the East End's defining open space element, is a series of six block-sized parks that, together, form a linear open space that extends from 5th Street, where it connects to Vista Park, to North 10th Street. These parks include a wide array of outdoor seating spaces and are lined with large-canopy shade trees, which provide shade from the hot summer sun. Box Car Parks also serves as an important pedestrian and bike corridor.

- ◆ **Vista Park.** Vista Park responds to the existing grades with sculptural landforms that shape functional spaces. A playing field and amphitheater nestle into the edges of the landform, creating space for performances and play. The park is informal in character, using spare materials and a planting palette that highlights the landform as the main element in the park.
- ◆ **Box Cars Station.** Box Cars Station will be an active plaza and expanded streetscape in the center of the East End District. It will serve users from the nearby light rail train stop, local residents, city residents and other visitors. Box Cars Station will be a gathering space with small areas for outdoor dining, informal performances and other lively activity.
- ◆ Activate the waterfront with open space and pedestrian and bike access.
- ◆ Implement the Sacramento Riverfront Master Plan, including reaching across the river to West Sacramento.
- ◆ Create a regional scale open space amenity.
- ◆ Celebrate the historical significance by including a national monument at the terminus of the transcontinental railroad.

The following open space feature will be located in the Riverfront district:

- ◆ **Riverfront Park.** Riverfront Park is a linear park that combines riparian planting with active uses, water access and smaller gathering spaces. The park allows for a mix of active and passive uses that will draw users from all districts and from around the city.

5. Riverfront District

The Riverfront District will connect the Railyards to the Sacramento River, providing the city with an opportunity to reclaim a part of its geographical history with a reinvigorated waterfront, replete with restaurants featuring spectacular views, a hotel, housing, parks and open space. To utilize this open space and the trails along the American River Parkway, this District emphasizes pedestrian and bicycle access. There are six objectives for the open space in the Riverfront District:

- ◆ Connect the Railyards to the waterfront with restaurants, hotels, housing, parks and open space.
- ◆ Celebrate reclaiming part of Sacramento's geographical history.

6. Additional Open Space Elements

In addition to these programmed open space elements, the Railyards will also include a number of additional open spaces that serve as green connections between the specific open space features already discussed in this chapter. There are two objectives for these open spaces:

- ◆ Connect programmed open space features to one another.
- ◆ Provide pedestrian and bicycle access between open space elements, minimizing the number of at-grade street crossings that might pose a potential conflict of bicycles and pedestrians with vehicles.

One of these additional spaces is located on the southern side of Railyards Boulevard, between 9th Street and North 12th Street. The other is an L-shaped green link in the northwestern portion of the Plan Area that links Riverfront Park to Vista Park.

The following open space feature will be located in the Railyards:

- ◆ **Chinese Garden.** A Chinese Garden will be included to help commemorate the importance of the Chinese to Sacramento's history. A Chinese Garden will provide an interesting open space and build on the concepts of education and history in the Railyards. A monument will be a central component of the Chinese Garden.

The following open space feature will weave throughout the entire Railyards area:

- ◆ **Interpretive Walk.** A final open space component proposed is an interpretive walk connecting historic points of interest between Alkali Flat, the Railyards and Old Sacramento. The pedestrian walk will celebrate the history of Sacramento and enrich the pedestrian experience by providing an educational component. The specific location and route of the interpretive walk has not yet been determined.

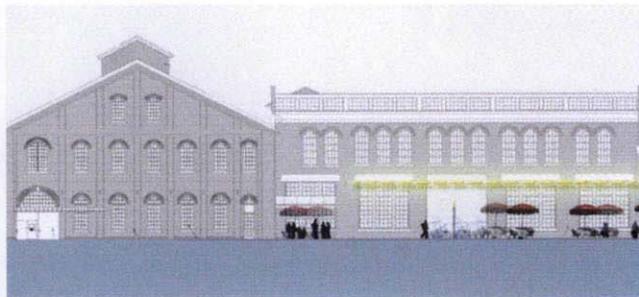
Please see Chapter 3 of the Railyards Design Guidelines for more detailed information regarding the design of open spaces within the Railyards.

C. Open Space Stories

The Railyards' open spaces are organized around three primary stories.

1. History and Education

In addition to being a place to live, work and play, the Railyards will include both historical and educational components that can be integrated into open spaces. Visitors to the site will be able to experience the Central Shops and develop an understanding of what life was like during the early years of Sacramento.



History

The Central Shops provide a vibrant core for the project, meshing retail, a market, restaurants and plazas. One of several areas that creates a unique space for children to play and gather.



Learn

Museum Park will have space for kids to play and learn near the Central Shops. A large plaza will provide space for gathering and celebration.

2. Culture and Entertainment

Celebrating the indomitable spirit that overcame flood and fire to build a city and moved mountains to build a railroad, the cultural and entertainment core bursts with opportunities for the exploration of Sacramento's unique history through recreational and interpretive activities.



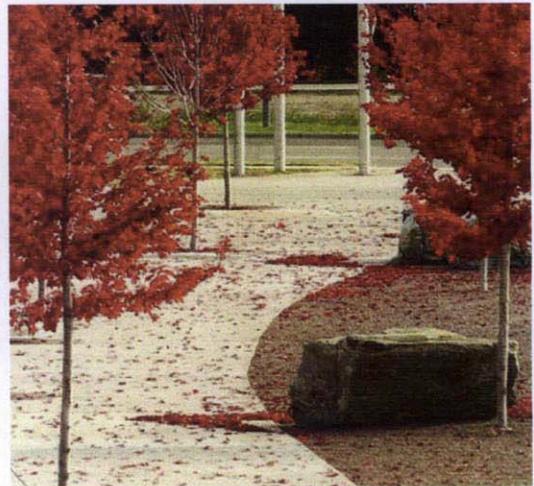
Market

The heart of the Central Shops, Market Plaza is a gathering spot for restaurant goers, market shoppers, museum visitors and anyone looking to relax, have fun and take in the historic surroundings in an energizing environment.



Performance

Vista Park will be a gathering spot for performances and events. It may include an amphitheater that could double as a sports field to maximize the potential of the space.



Celebration

A concourse of urban plazas link the site, emphasizing the public act of coming, moving, or flowing together as they move between the different cultural and entertainment destinations.

3. Parks, Rivers and Parkways

Residents and visitors alike will be able to choose from a wide variety of open spaces where they can spend their time: whether they want to go for a stroll in Box Car Parks, throw a frisbee in Vista Park, go for a jog along the river in Riverfront Park, or catch a movie in Museum Park, the open spaces in the Railyards will offer something for everyone. A strong pedestrian network will provide easy access, as will a series of strategic connections that facilitate movement within the site, the city and the region.



Stroll

Source: EDAW, Inc.

Hopkins Walk is a series of urban street parks along Huntington Street, Railyards Boulevard and Crocker Street that will provide a pedestrian- and bicycle-oriented environment for enjoying mixed commercial and entertainment establishments in the district.



Gather

Source: EDAW, Inc.

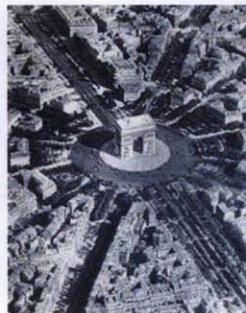
Box Car Parks is a meeting place for residents, office workers, and site visitors. Toss a ball at the green, meet friends for lunch, walk the dog, have a picnic... the space is versatile, inviting and vibrant.



Relax

Source: EDAW, Inc.

The public gathering spaces & trails in Vista Park will offer residents and visitors a variety of relaxing, restorative spaces. Visitors to the park will enjoy its versatility, whether they choose to catch a music performance, play ball, or take in the views while bicycling through the park.



Connection

Source: EDAW, Inc.

Box Car Parks connect several districts in the project, with a unique design and clear circulation and signage.



Source: EDAW, Inc.

Connection

River Park will connect the project to the city and the region. Using the guidelines established in the Sacramento Riverfront Master Plan, the park will celebrate the river.



The unique location of the Railyards site allows for development of the Plan Area to serve as both a major transportation hub and as a connector, reestablishing continuity in the urban fabric between Downtown, Alkali Flat and the Richards Boulevard area. The Railyards site currently occupies an area equivalent to 60 downtown blocks, within which there is only one through street, resulting in congestion points along major corridors leading to the downtown. The street network shown in this Plan is designed to accommodate the significant volume of new traffic that new development within the Plan Area will generate. It also offers a major opportunity to improve traffic distribution within the Downtown.

In addition to completing the Central City's circulation system, development of the Railyards site will reinforce the Downtown as a regional transportation hub. The Railyards area has played an historic transportation role within the City and region. Development of the Railyards site will play this role once again by establishing a regional transportation interchange point at the proposed Sacramento Intermodal Transportation Facility (SITF). This opportunity will build upon the success of Amtrak and Capitol Corridor services and encourage the development of a comprehensive intercity and commuter rail network. The Downtown-Natomas-Airport (DNA) light rail extension will also traverse the site along 7th Street, providing a connection to the existing light rail service which currently terminates at the Depot building.

This chapter describes circulation and streetscape features within the Plan Area, as well as regional transportation connections that will be provided at the SITF. Development of all streets within the Plan Area will conform to the City of Sacramento's *Traffic Calming Guidelines* and *Pedestrian Friendly Street Standards*.

A. Roadway Network

The Plan provides a comprehensive, context-sensitive local street network within the Railyards site that will connect to the currently fragmented Central City street network. Streets are organized in a hierarchy consisting of Boulevards, Major streets, Main streets, Minor streets and Residential streets, each with specific objectives for use and physical design characteristics and

standards to satisfy those objectives. Important new roadways that will be built in the Plan Area include Railyards Boulevard, which will run east/west through the center of the site, as well as 5th and 7th Streets, which form a street couplet that will extend north/south across the Plan Area to connect with existing streets in the Richards Boulevard area. Other important new streets include 6th Street and the South Park/North Park Couplet. Roadways that will be extended, expanded or modified to provide direct access into the Railyards site include Bercut Drive, Jibboom Street, G Street, H Street, as well as North B Street and North 10th Street.

In addition to providing improved circulation within the site and to adjacent neighborhoods, the local roadway network will also serve to connect the Railyards site to one of the region's most important pieces of transportation infrastructure: Interstate 5, which runs north-south through the western end of the Plan Area and plays an important role in organizing the site. It separates the more urban and mixed-use districts east of the interstate, including the West End and the Central Shops, from the more open-space oriented Riverfront District. Interchanges at Richards Boulevard and at I Street will provide the closest access points to the interstate. While the Richards Boulevard interchange will be accessed via Bercut Drive and 5th Street, the I Street interchange will be reached via 7th Street. Also, vehicles exiting the interstate at J Street will be able to reach the Railyards area by way of 5th Street.

This section will describe the specific features of streets in the Plan Area, including their intended

function, design characteristics and associated streetscape elements. Figure 7-1 provides a circulation diagram for the entire Plan Area. Figure 7-2 keys the locations of street sections found later in the chapter, and Table 7-1 describes the on-street parking and bicycle facilities to be allowed or located on each street.

1. Boulevard

Railyards Boulevard is the primary east/west street in the Plan Area traversing both the West End and East End districts, bisecting the Plan Area roughly down the middle. Railyards Boulevard is proposed as an extension of 12th Street/SR-160 and will provide a key east/west linkage within the Plan Area and to the north/south roadways

(i.e. 5th, 7th and 10th Streets) that lead to downtown and the Richards Boulevard area. It will enter at the northeast corner of the Plan Area, at the intersection of 12th Street just south of its intersection with North B Street.

Railyards Boulevard will exhibit a “boulevard” character with wide travel paths flanked by wide sidewalks and large shade trees. In addition to accommodating large volumes of vehicle traffic, it also has either Class I or Class II bicycle lanes along its entire length and serves as a primary access route for bicyclists. West of 7th Street, Railyards Boulevard has a right-of-way of 103 feet, including three travel lanes, two traveling westbound and one traveling eastbound, a turn-

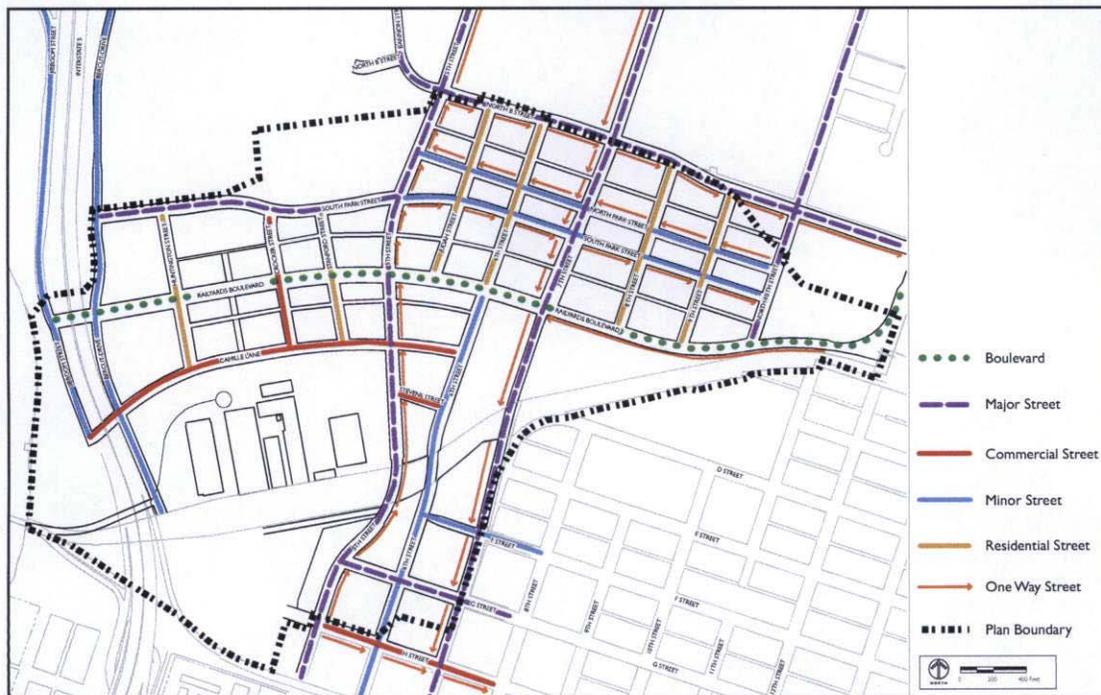


Figure 7-1. Circulation

ing lane and bicycle and parking lanes on both sides of the street. A typical cross-section of this section of the boulevard is shown in Figure 7-3. Between 7th Street and North 10th Street, Railyards Boulevard narrows by 20 feet and becomes a one-way roadway with three lanes of traffic traveling westbound into the center of the Plan Area. A typical cross section for that portion of the roadway is shown in Figure 7-4.

The elevation of the street will remain mostly constant across the site, and the street will curve gently as it progresses from east to west through the West End and East End. In terms of land use, Railyards Boulevard is generally lined with

residential buildings with ground floor retail, while buildings in the West End have a more substantial amount of office and commercial on upper stories. Fire and police facilities will also be located on this street.

2. Major Streets

Together with Railyards Boulevard, Major streets in the Railyards area are the primary travel routes for vehicles, bicycles and pedestrians traversing the site. Most Major streets connect directly to major destinations outside of the Plan Area. Some, such as the South Park/North Park Couplet, described below, serve to highlight prominent public spaces within the Railyards site.

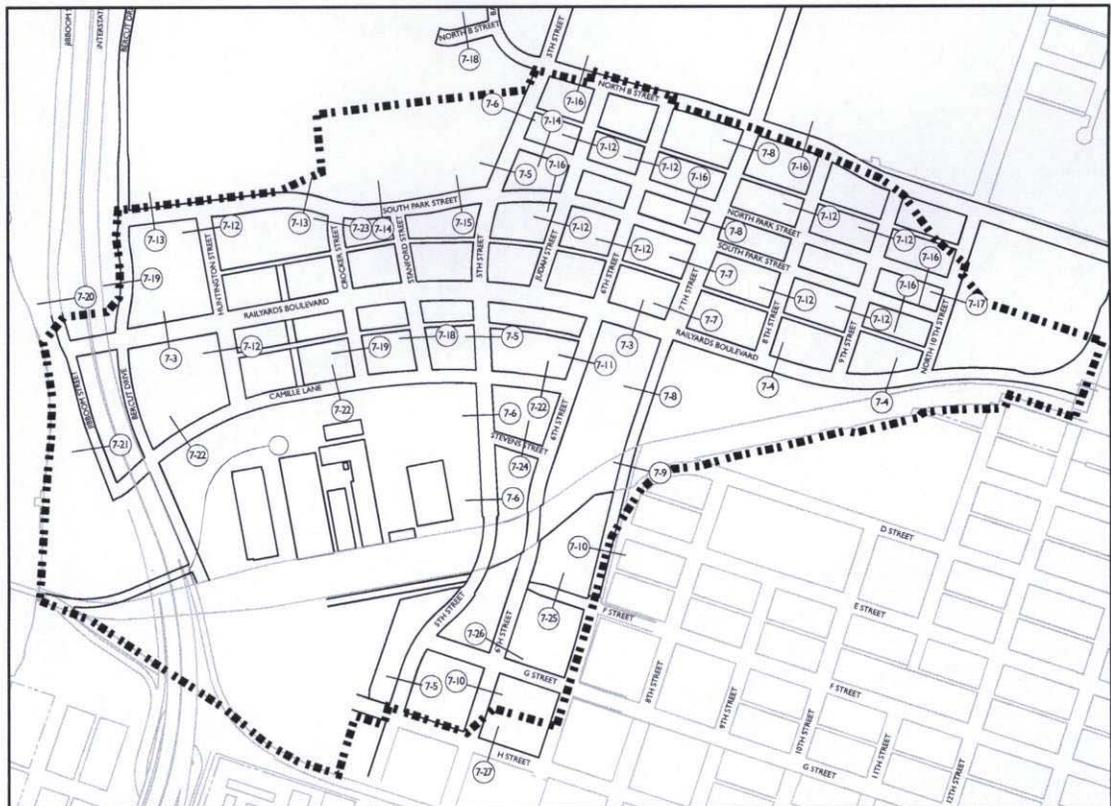


Figure 7-2. Section Key Plan

TABLE 7-1 BICYCLE PATHS AND PARKING FACILITIES BY STREET

Street	Bicycle Paths	Parking Facilities	Figure
Boulevard			
Railyards Boulevard - west of 7 th Street	Class II, both sides	Parallel, both sides	7-3
Railyards Boulevard - east of 7 th Street	Class II on north side; Class I on south side	Parallel, one side	7-4
Major Streets			
5 th Street - north of Camille Lane	Class II, east side	Parallel, both sides	7-5
5 th Street - between railroad overpass and Camille Lane	Class II, east side	Parallel, both sides	7-6
7 th Street at LRT Platform - between Railyards Blvd. and South Park Street	Class II, one way	None	7-7
7 th Street - north of South Park Street	Class II, west side	None	7-8
7 th Street Underpass at UPRR Crossing	Class I on west side	None	7-9
7 th Street - between F Street and UPRR Crossing	Class I on west side	None	7-10
6 th Street - between railroad overpass & Railyards Blvd.	Class II, both sides	None	7-11
South Park Street - west of 5 th St.	Class II, both sides	Parallel, south side, except in 7-14	7-13, 7-14, 7-15
South Park/North Park Couplet	Class II, north side	Parallel, both sides	7-16
North 10 th Street	Class II, both sides	None	7-17
North B Street	Class II, south side	Parallel, both sides	7-18
Bercut Drive	None	None	7-19
Jiboom Street - between Richards Blvd. and Railyards Blvd.	Class II, both sides	Parallel, west side	7-20
Jiboom Street - between Camille Lane and Railyards Blvd.	Class II, both sides	Parallel, west side	7-21
Main Street			
Camille Lane	Class III	Parallel, both sides	7-22
Minor Streets			
Huntington Street (West End)	None	Parallel, both sides	7-12
Crocker Street (West End)	Class III	Parallel, both sides	7-23
Stanford Street (West End)	None	Parallel, both sides	7-12
Stevens Street (West End)	None	None	7-24
Judah Street (East End)	None	Parallel, both sides	7-12
6 th Street - between Railyards Blvd. & North B. St. (East End)	Class III	Parallel, both sides	7-12
8 th Street (East End)	None	Parallel, both sides	7-12
9 th Street (East End)	None	Parallel, both sides	7-12
F Street (Depot District)	None	None	7-25
G Street (Depot District)	Class II, both sides	Parallel, both sides	7-26
H Street (Depot District)	None	None	7-27

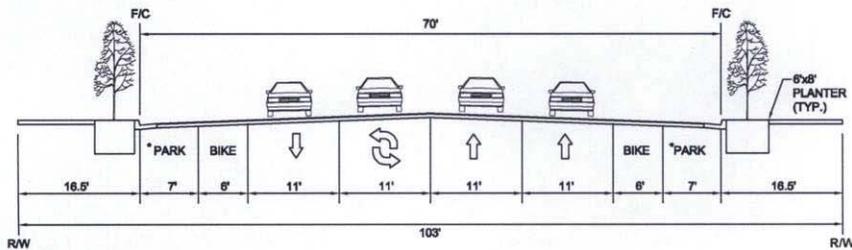


Figure 7-3. Railyards Boulevard - west of 7th Street (looking west)

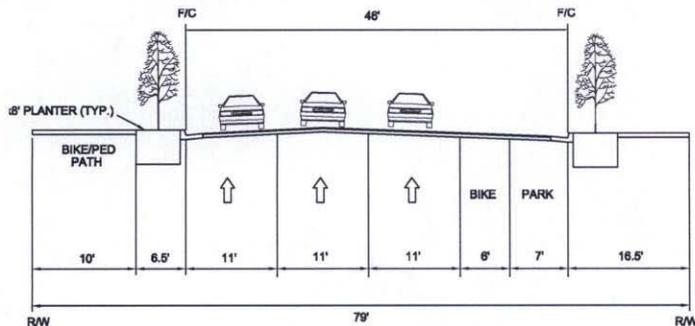


Figure 7-4. Railyards Boulevard - east of 7th Street (looking west)

a. 5th Street

5th Street is a one-way, northbound transportation artery and the primary circulation route for vehicles traveling northbound across the Plan Area. It will form a major roadway couplet with 7th Street, which will carry vehicles southbound, as described below. 5th Street runs through the center of the Railyards site, bridging the distance between the Richards Boulevard area to the north and the existing Downtown to the south by connecting H Street to North B Street. 5th Street draws Downtown north and effectively removes the visual and physical barriers between Downtown and its northern neighborhoods. As it moves through the Railyards site, 5th Street is bordered by residential, commercial, office, and retail uses.

The street will extend from its current terminus at H Street and will provide improved access to the SITF. To provide a continuous pedestrian linkage between the Downtown into the south-

ern and northern portions of the Railyards site, 5th Street and its fronting structures will begin a gentle rise at I street. Sidewalks crossing over the railroad will be sloped gently enough and engineered specifically to ensure compliance with the Americans with Disabilities Act (ADA). The roadway reaches a maximum street-level elevation as it extends over the relocated Union Pacific rail corridor. It then returns to grade level at Camille Lane, a pedestrian-oriented street which provides access to the Riverfront and much of the West End. North of Camille Lane, 5th Street intersects with Railyards Boulevard and the South Park Street/North Park Street couplet. 5th Street rises to meet the higher elevation of Vista Park before exiting the Plan Area at North B Street.

In addition to being a primary route for vehicle travel, 5th Street will have wide sidewalks with landscaped planting strips for its entire length (with the exception of the bridge span) and will therefore serve as an attractive route for pedestrians walking between Downtown and the Railyards. Parking lanes on both sides of the street will help to separate pedestrians from the fast-moving auto traffic on the street. A common design language will run the length of the street, serving as a unifying element for the Depot, Central Shops and West End districts. The streetscape should be grand in scale, commensurate with the size and function of this street. Typical cross sections of 5th Street are shown in Figures 7-5 and 7-6.

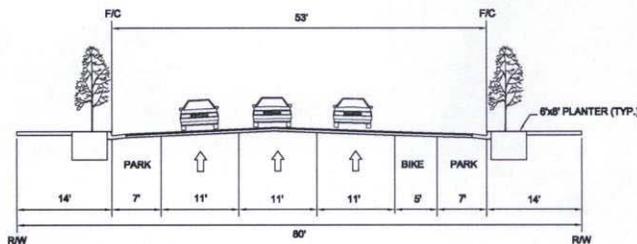


Figure 7-5. 5th Street North of Camille Lane (looking north)

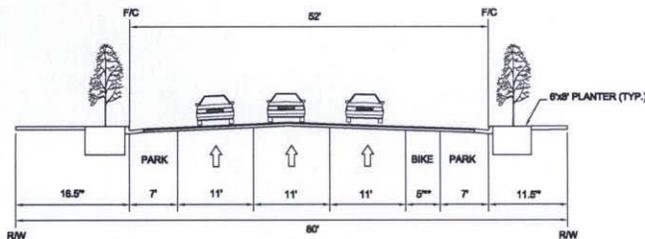


Figure 7-6. 5th Street South of Camille Lane (looking north)

b. 7th Street

In addition to being envisioned as the primary thoroughfare for southbound vehicles moving across the Plan Area, 7th Street is also the proposed alignment for the DNA Light Rail Line, which will eventually carry passengers from Downtown to the Sacramento International Airport. Three travel lanes will carry cars southbound on 7th Street from the Richards Boulevard area to Downtown, serving as the primary transportation link to the East End District for individuals arriving from points north of the site.

While 5th and 6th Streets pass over the relocated Union Pacific rail corridor, traffic on 7th Street is carried underneath the tracks through an existing underpass that will be reconfigured to accommodate three southbound travel lanes and two sets of light rail tracks. The southbound LRT track will be accommodated within the eastern-most auto lane, which will be shared by trains and cars. A Class I pedestrian/bike path along 7th Street stays at-grade at E Street, and is planned to be extended and elevated as an overpass over the heavy rail corridor. In this segment, vehicu-

Traveling southbound from the Richards Boulevard area, vehicles will enter the Plan Area at North B Street, immediately encountering high-rise residential mixed-use blocks. Buildings on either side of the street quickly taper downward in height as they near Boxcar Parks, the linear open space which is bounded by North Park Street, North 10th Street, South Park Street and 5th Street.

The right-of-way on 7th Street varies, but includes between two and three travel lanes, the two LRT lanes, one of which is designed as a mixed-flow lane for cars and trains, a Class II bicycle lane and wide sidewalks/planting strips. 7th Street becomes widest between South Park and Railyards Boulevard, the proposed location for the Railyards LRT stop. As shown in Figure 7-7, the right-of-way is 115 feet for that block and includes wide planting strips, a bicycle lane and two 12-foot LRT platforms in addition to three travel lanes. A typical street section for 7th Street north of South Park Street is shown in Figure 7-8.

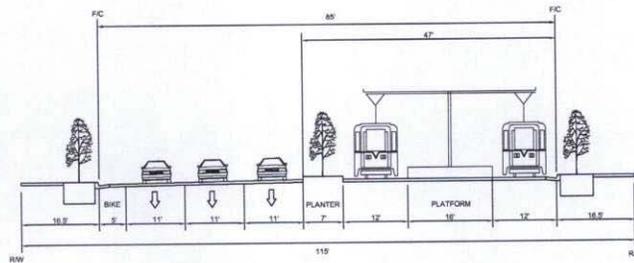


Figure 7-7. 7th Street at LRT Platform (looking north)

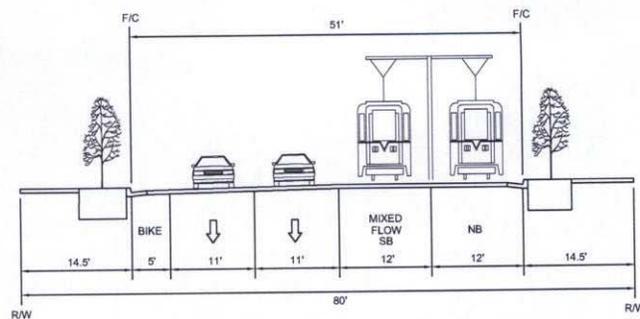


Figure 7-8. 7th Street North of South Park Street (looking north)

lar traffic will share the western-most lane with the DNA light rail line. Figure 7-9 illustrates a cross-section through the street at the underpass. A typical cross-section through the southern portion of the street is shown in Figure 7-10.

Most pedestrian activity across the heavy rail corridor is likely to migrate to 5th and 6th Streets, which are better integrated into the street network, and fronted by more pedestrian-oriented uses. However, the portions of 7th Street between Railyards Boulevard and Boxcar Parks will be an important nexus of pedestrian activ-

ity, with a steady flow of passengers embarking and disembarking from the trains. These blocks should receive special attention in terms of streetscape design.

c. 6th Street

While 5th and 7th Streets will serve as the primary north/south conduits for traffic moving north and south across the Plan Area, 6th Street will be a slower-moving, more pedestrian- and bicycle-friendly alternative. 6th Street enters the Depot District at I Street, proceeds over the realigned railroad tracks via a bridge, and con-

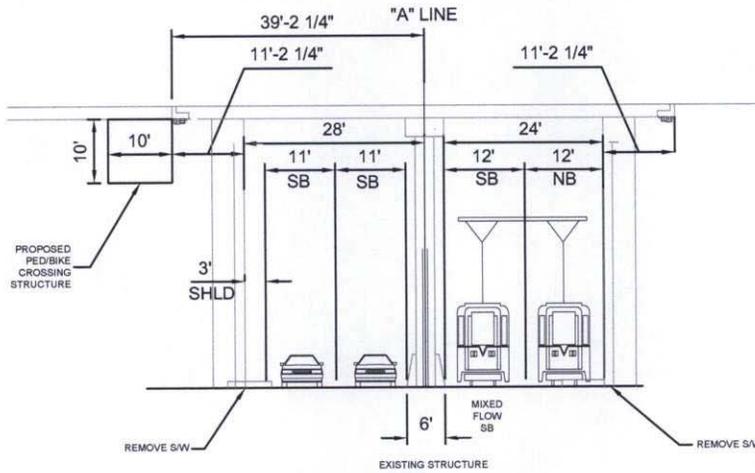


Figure 7-9. 7th Street at UPRR Crossing (looking north)

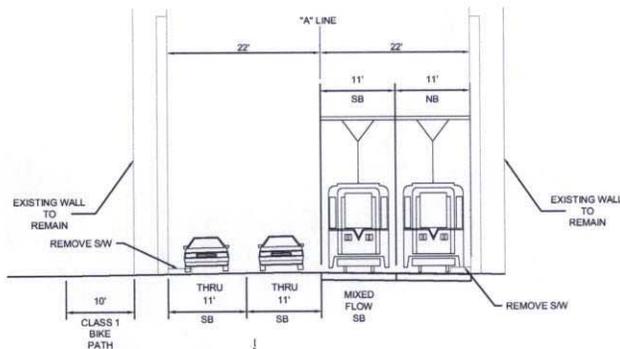


Figure 7-10. 7th Street Between F Street and UPRR Crossing (looking north)
4th Street Between UPRR Crossing and Railyards Blvd. (looking north)

nects to Camille Lane before intersecting with Railyards Boulevard. In contrast to 5th and 7th Streets, which provide access to the Richard Boulevard area, 6th Street terminates at North B Street, a one-way eastbound thoroughfare and is thus destined to carry far less traffic. Land uses generally include mixed use buildings with office, retail and residential in the West End District and residential buildings with ground floor retail in the East End.

South of Railyards Boulevard, 6th Street has a right-of-way of 80 feet, which includes two travel lanes, a center turning lane, as well as Class II bicycle lanes, parking lanes and sidewalks with planting strips on both sides of the street. A typical cross-section for the southern portion of 6th Street is shown in Figure 7-11. The characteristics of a typical residential street, such as 6th Street north of Railyards Boulevard are presented in Figure 7-12.

d. South Park Street-West

In the western part of the Railyards site, South Park Street is an important travel route, providing access between Bercut Drive and 5th Street for vehicles, pedestrian and bicyclists. As shown in Figures 7-13, 7-14 and 7-15, there is an off-street (Class I) bicycle lane on the north side of the street and a wide sidewalk and planting strip on the south side of the street, which is designed to accommodate large shade trees. There is on-street parking on the south side of the street, with the exception of the half block west of Crocker, shown in Figure 7-14.

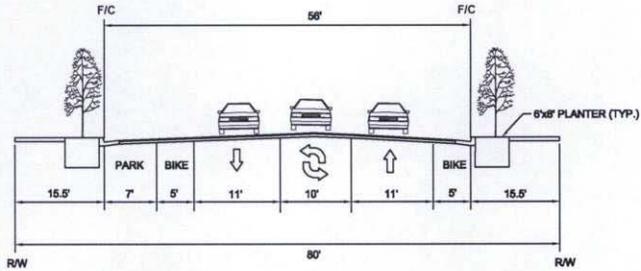


Figure 7-11. 6th Street UPRR to Railyards Blvd. (looking north)

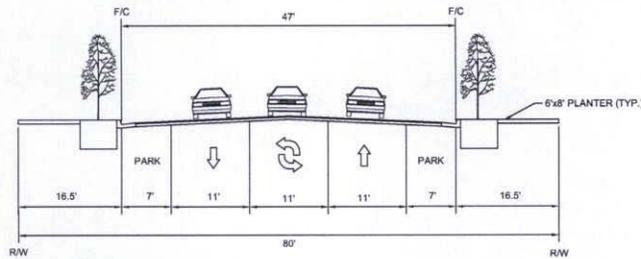


Figure 7-12. Local Residential Street
Locations: 6th Street Between Railyards Blvd. and North B. Street; Judah Street Between Railyards Boulevard and North B Street; Huntington Street; Stanford Street; 8th Strteet; 9th Street

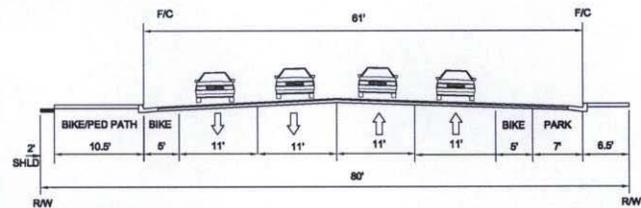


Figure 7-13. South Park Street Between Bercut Dr. and Crocker St. (looking east)

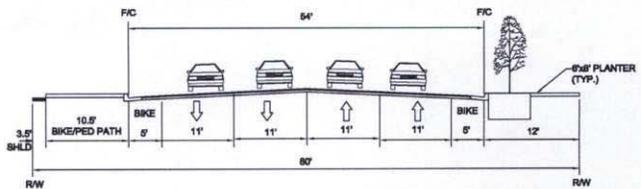


Figure 7-14. South Park Street Between Crocker St. and Stanford St. (looking east)

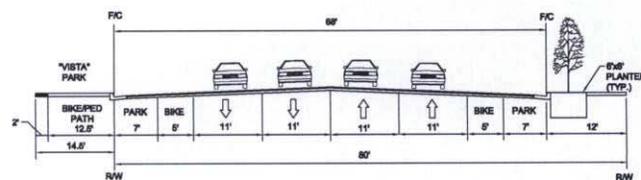


Figure 7-15. South Park Street Between Stanford Street and 5th Street (looking east)

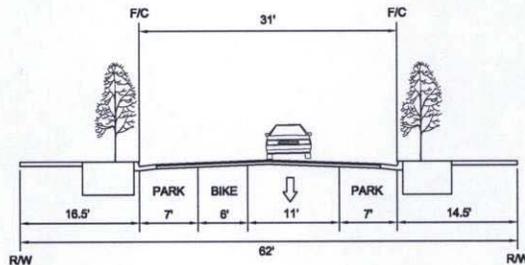


Figure 7-16. The South Park/North Park Street Couplet

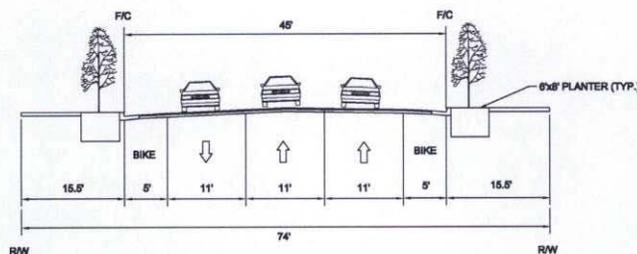


Figure 7-17. North 10th Street (looking east)

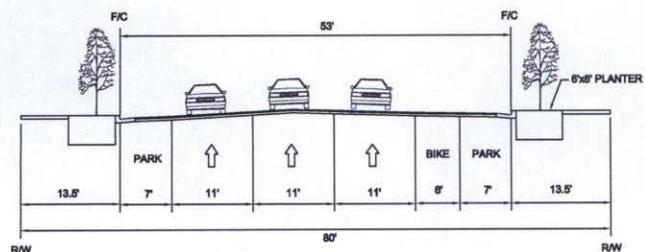


Figure 7-18. North B Street (looking east)

e. South Park/North Park Couplet

In the eastern part of the Plan Area, South Park Street and North Park Street form an important street couplet that runs east/west through the center of the East End District. These one-way streets, which respectively serve as the southern and northern borders of Boxcar Park, have a single one-way travel lane, a Class II bicycle lane and parking lanes on both sides of the street. A cross-section through this part of South Park and North Park streets is illustrated in Figure 7-16.

f. North 10th Street

North 10th Street, which begins at Railyards Boulevard and exits the Plan Area immediately north of North Park Street, provides access to the Richards Boulevard area to the north from the eastern-most corner of the East End District. As Figure 7-17 shows, North 10th Street has two lanes for northbound traffic, one lane for southbound traffic, bike lanes on both sides of the street, and wide sidewalks with planters spaced at regular intervals.

g. North B Street

North B Street is an important one-way thoroughfare that runs along the northern border of the East End District. In addition to three eastbound travel lanes, the roadway also has a 6-foot Class II bicycle lane and 7-foot parking lanes on both sides of the street. Figure 7-18 shows a typical street section of the street.

h. Bercut Drive

Bercut Drive, an existing roadway, will be a primary westerly outlet for Railyards Boulevard. The street, which currently begins near its future intersection with Railyards Boulevard and extends north of Richards Boulevard, runs along the eastern edge of Interstate 5, which is elevated as it travels through the Plan Area. Bercut will be extended southward to meet the northern fork of I Street as it exits the I Street Bridge. Bercut will have two travel lanes, one in each direction and central turning lanes for most of its length. Bercut will also have a wide sidewalk on the east side of the street, with trees located in planters interspersed at regular intervals, and a Class I bicycle and pedestrian path on the west side of the roadway. A typical cross-section of Bercut Drive is shown in Figure 7-19.

In the early stages of development, Jibboom will remain as an elevated roadway. At a future date, the viaduct will be removed. At that time, Bercut will be extended to the rail easement and a connector to the I Street Bridge will be built.

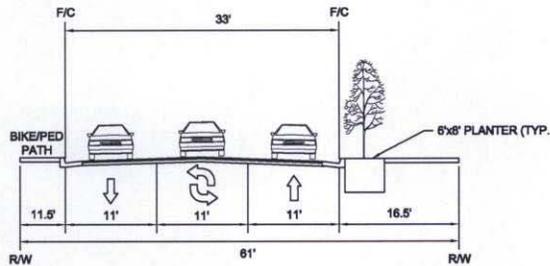


Figure 7-19. Bercut Drive Between Camille Lane and South Park Street (looking north)

i. Jibboom Street

Currently, Jibboom Street begins at the I-5/Richards Boulevard interchange north of the Plan Area, runs south along the riverfront and is elevated to connect with the I Street Bridge, where it ends. Between Camille Lane and Railyards Boulevard, Jibboom will have two travel lanes, one in each direction, Class II bicycle lanes in both directions and a parking lane on the west side of the street, as shown in Figure 7-20. There are no sidewalks along this portion of Jibboom. North of Railyards Boulevard, Jibboom will have a sidewalk on the east side of the street, immediately adjacent to the elevated Interstate 5. This portion of the street is shown in Figure 7-21.

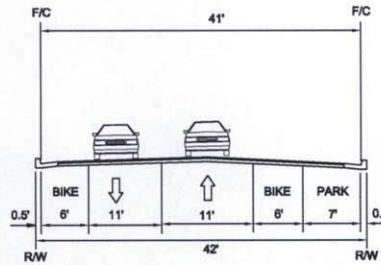


Figure 7-20. Jibboom Street Between Richards Blvd. and Railyards Blvd. (looking south)

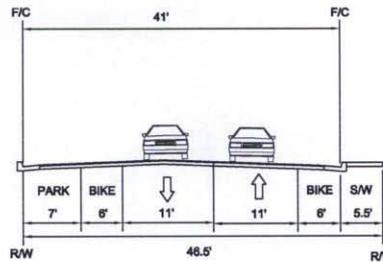


Figure 7-21. Jibboom Street Between Camille Lane and Railyards Blvd. (looking north)

3. Main Street

Camille Lane is the primary pedestrian-oriented commercial street in the Plan Area, and will be lined with one and two stories of retail and entertainment facilities and loft housing or office space above. These characteristics distinguish it as a “Main Street.” Camille Lane will run east to west from Jibboom Street in the Riverfront District to 7th Street, the dividing line between the West End and East End Districts. The street curves gently as it moves across the site and is bordered primarily by residential, commercial, office and retail uses. Camille Lane has a right-of-way of 70 feet, which includes two wide travel lanes, parking lanes on both sides and wide sidewalks. A typical cross-section of Camille Lane is shown in Figure 7-22.

Though it does not have striped bicycle lanes, Camille Lane is a designated bicycle route (Class III) and its wide travel lanes are designed to allow vehicles and bicycles to comfortably share the roadway. Additionally, a streetcar route along Camille Lane may be considered at a future date, but only if power is supplied under the roadway, thereby avoiding the use of overhead wires.

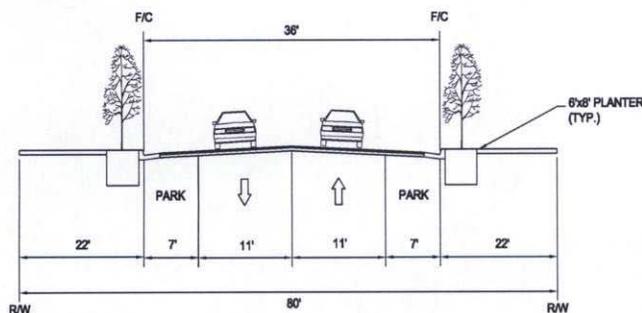


Figure 7-22. Camille Lane typical section

4. Minor Streets

Several Minor streets will stretch between the Major roadways in the Railyards area, providing greater internal connectivity within the site. They will also make some parcels more accessible, allowing for more service and parking entrances and fewer curb cuts on the major pedestrian-oriented streets. Traffic originating off-site will remain on the Major streets and Boulevards that are intended to direct traffic through the Railyards site and off Minor streets, most of which are primarily residential. Minor streets are described by district below.

a. West End

The small block pattern of Downtown will be continued in the West End and East End districts, providing a multiplicity of local routes and access points. A typical cross-section through a Minor street in the West End, illustrated earlier in this chapter by Figure 7-12, has a right-of-way of roughly 70 feet and includes one travel lane in each direction, a central turning lane, parking lanes on both sides of the street and sidewalks with landscaped medians. In the West End, Minor streets will mostly provide access to mixed-use buildings. Minor streets in the West End District, including Huntington Street, Crocker Street and Stanford Street, begin at Camille Lane and terminate at South Park Street. Crocker and Stevens Streets have different configurations from other Minor streets in the West End District. Typical cross-sections for those streets are shown below in Figures 7-23 and 7-24.

b. East End

As in the West End, Minor streets in the East End will offer a quiet pedestrian-friendly environment, lined with trees and wide sidewalks and will primarily provide access to residential buildings. Minor streets in the East End District, including Judah Street, 6th Street (north of Railyards Boulevard), 8th Street and 9th Street begin at Railyards Boulevard and terminate at North B Street, the northern boundary of the Plan Area.

c. Depot District

The Minor streets in the Depot District serve as local connectors to the primary north/south thoroughfares that traverse the Railyards site, including 5th, 6th and 7th Streets. They also provide access to the numerous office/residential mixed-use blocks that are south of the relocated railroad corridor. Minor streets in the Depot District include Stevens Street, F Street, G Street and H Street. F Street, G Street and H Street, shown below in Figures 7-25, 7-26 and 7-27 respectively, extend the Downtown Grid into the Depot District, thereby integrating the Plan Area into Sacramento's existing urban fabric.

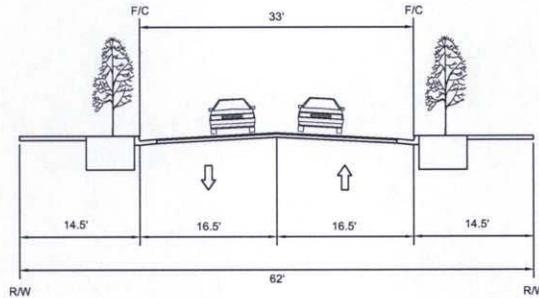


Figure 7-24. Stevens Street

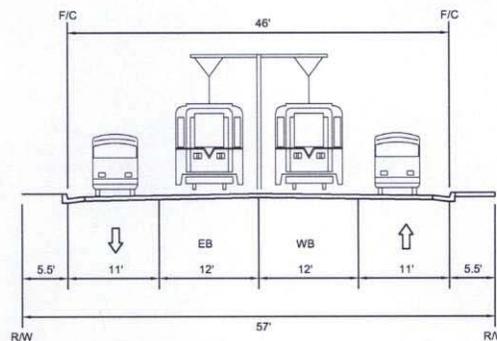


Figure 7-25. F Street

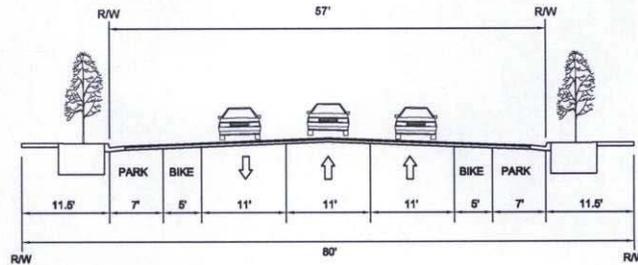


Figure 7-26. G Street (looking west)

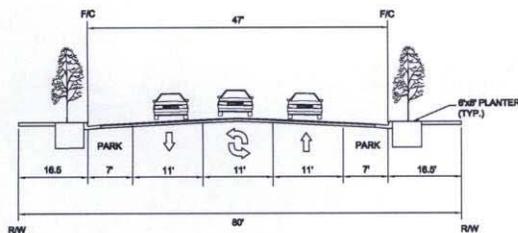


Figure 7-23. Crocker Street

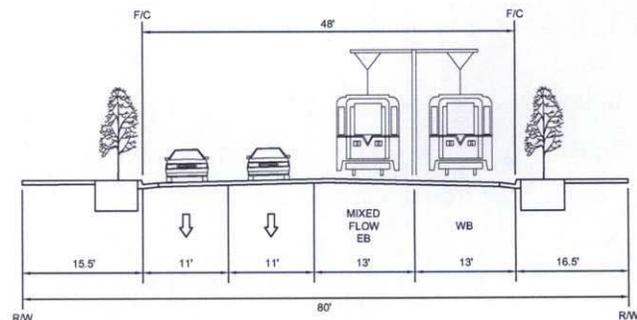


Figure 7-27. H Street (looking west)

B. Parking

Most parking serving development in the Specific Plan Area will be accommodated in structures in the central portions of blocks that are integrated with the buildings they serve. This will result in parking structures that are “wrapped” with other uses, so that only active residential, commercial and office buildings face most streets.

There will also be stand-alone parking structures built in the Specific Plan Area, which will be specifically intended to support the retail and commercial spaces in and around the Central Shops and Railyards Boulevard areas. These structures will support a “park once” strategy for the Specific Plan’s core retail and entertainment

area. Under this strategy, patrons arriving in the area by car will be encouraged to park once in a centrally-located garage, and will then be able to walk to multiple destinations within the area, thereby minimizing inter-area auto trips. The development of centralized parking structures will also ensure that visitors know where to find parking in the area, thereby minimizing the need for motorists to circle the area looking for a parking space.

Conceptual locations and capacities for potential parking structures are shown in Figure 7-28. These locations and capacities may be moved or changed slightly as the Specific Plan is developed, provided that the overall resulting traffic patterns and impacts considered in the Specific Plan EIR do not change.

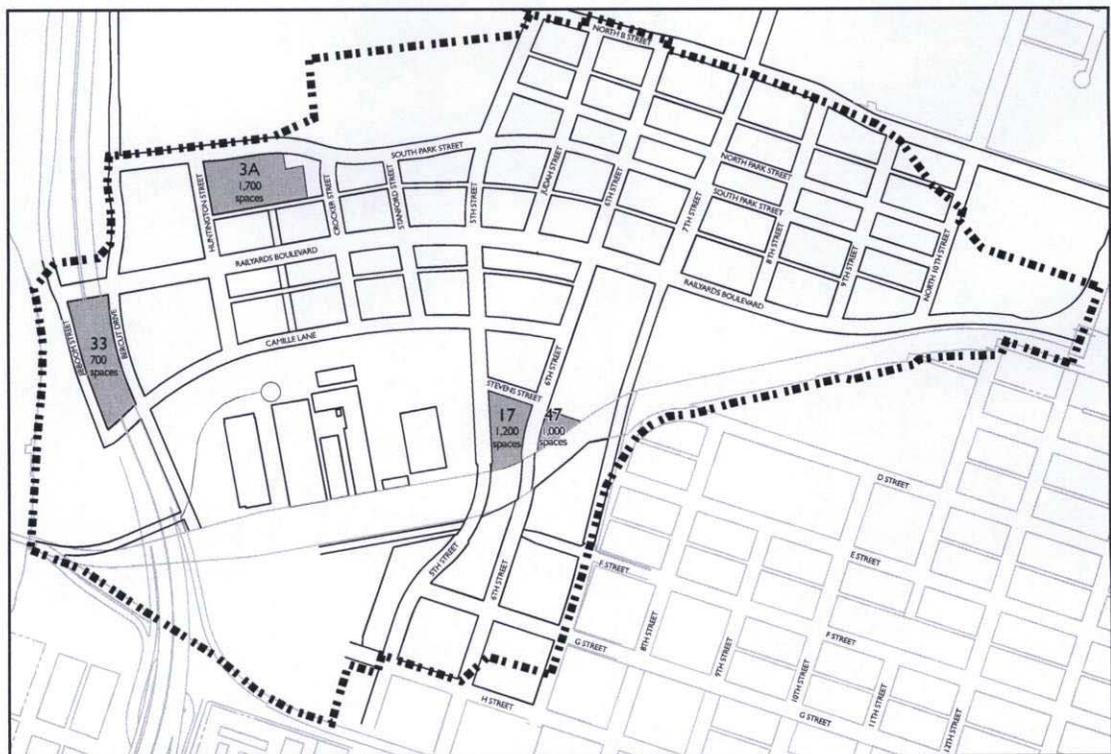


Figure 7-28. Conceptual Parking Structure Locations and Capacities

C. Pedestrian and Bicycle Circulation

Streets, blocks and land uses in the Specific Plan Area will be laid out in ways that make walking and bicycling attractive. Streets will generally be lined with comfortable pedestrian amenities such as attractive shade trees, street furniture and pedestrian scaled lighting to create a cozy urban atmosphere. Buildings will be built to the lot line, thereby providing a sense of enclosure to passersby on the street level. Where appropriate, pedestrian pathways will be separated from auto circulation routes. When the two meet at intersections, a change in grade and materials will occur to emphasize the conflict point and to improve visibility and safety. Lighting will be provided for safety and to heighten nighttime visibility.

A comprehensive network of plazas and open spaces will contribute to the variety and interest experienced by pedestrians at the Railyards site. Figure 7-29 shows pedestrian zones, which include public plazas, sidewalks, promenades and special open space features. The East End District will include pedestrian paths through the linear Boxcar Park that cuts through the center of this district. From 5th Street, a series of plazas and pedestrian alleys unfold on Railyards Boulevard, and pedestrians can access the Central Shops district at multiple points on Camille Lane. An intricate network of pedestrian paths and alleyways will provide circulation among the historic Central Shops. The Central Shops District will have no city streets or alleys, therefore street standards will not be required. The pedestrian network of the Central Shops district will also

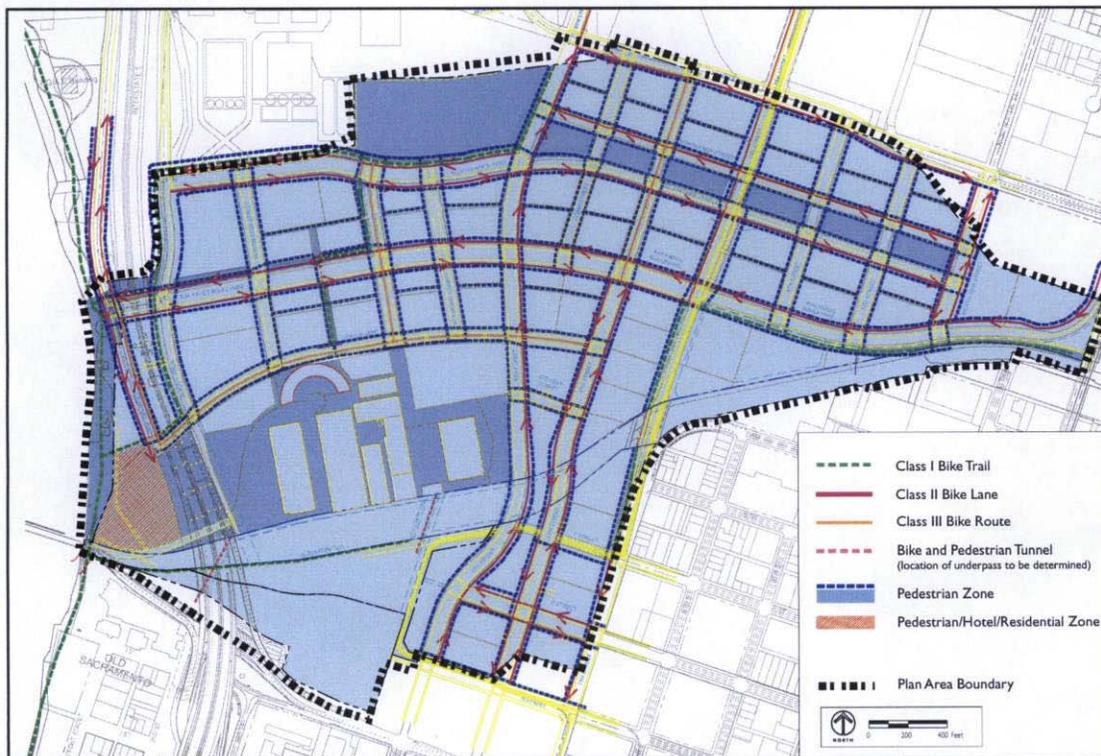


Figure 7-29. Bicycle and Pedestrian Network

be directly connected to the Depot District via a tunnel system. Walkability along the Riverfront will also be enhanced with the removal of parts of Jibboom Street and the development of new uses. A well-designed wayfinding program will ensure that visitors moving around the Plan Area on foot can easily find their way around.

Bicyclists will find the Specific Plan Area similarly accessible. The Specific Plan calls for a network of on- and off-street bicycle paths. Class II bikeways will travel both ways on Railyards Boulevard, 6th Street, Crocker Street, F Street and G Street; Class II bicycle lanes will travel in one direction on 5th Street, 7th Street, South Park Street, North Park Street, North B Street, Jibboom Street and Bercut Street. Off-street Class I pathways for bicycles and pedestrians will extend across the site in several places, including South Park Street west of 5th Street, through the Big Four Bend and along the river, just west of Jibboom Street. Finally, Camille Lane is also designated as a bicycle route where bicycles and cars share a wide travel lane. Bicycle parking will be located close to all development. Figure 7-29 provides an overview of the bicycle network in the Plan Area.

D. Transit Systems

Given its location and potential for becoming a major live/work site in the Sacramento region, the Railyards site is also well positioned to serve as a regional transportation hub. Multiple modes of transportation converge in the Railyards Plan Area, including passenger rail, freight rail, light rail, local and regional bus service and freeway

vehicular traffic. The Plan ties many of these modes together at the proposed SITF. This section describes the various transit options available to the site and the potential for the SITF to transform the nature of transportation into downtown Sacramento and the Railyards area.

1. The Sacramento Intermodal Transit Facility (SITF)

The success of transit is strongly dependent upon the level of convenience that is offered to the patron. The most direct service with the fewest mode changes will enjoy the highest levels of ridership. Where mode changes are required, transfers need to be direct and convenient, both in terms of scheduling and proximity. The ability to provide multiple transit options at transfer points increases the level of synergy between modes and convenience for riders.

This Specific Plan includes the City's plan for the creation of a regional transportation terminal referred to as the SITF that can provide this synergy. The SITF will also build upon the State's commitment to increased commuter and intercity rail service, as well as the region's objective for expanding its light rail system, all of which will accommodate increased ridership and allow for future implementation of a high-speed rail system. The Intermodal Facility will provide a direct connection between the transit systems operated by Amtrak, Capitol Corridor, and the San Joaquin Corridor intercity rail services, intercity bus services including Greyhound, the Sacramento Regional Transit District's local light rail and fixed route bus services and other local public transit systems, as well as regional bus and local shuttle services serving the downtown area. The design of the Intermodal Facility will offer

the transit patron direct and convenient access to virtually all regional transit modes. The location of the Intermodal Facility within the Plan Area will also serve as a major catalyst for adjacent development, including employment centers and residential uses, all within close walking distance to the Intermodal Facility and Downtown Sacramento.

The SITF will ultimately include two to three dedicated through-mainline-freight tracks that will provide access to four dedicated passenger tracks within the SITF. Two passenger platforms will provide access to the passenger trains that will range in length from approximately 600 to 1,400 feet. Since the passenger tracks will be situated on the interior of the rail corridor with freight tracks on the outside, the passenger rail platforms will be grade-separated from all roadways and bicycle and pedestrian corridors. Connections to the Depot building and light rail platforms will be provided by walkways, stairs and ramps, and possibly escalators and elevators. Passenger services will be distributed throughout the buildings and concourse comprising the SITF, including the historic Southern Pacific Railroad Depot building, the concourse and possibly a new passenger terminal adjacent to the passenger platforms and bus bays. Passenger services will include ticketing and information services for all transit modes, and travelers' assistance, baggage handling, and passenger waiting areas. In addition, passenger amenities such as restaurants, news, magazine and book stores, fast food services, retail services and a hotel may also be provided as part of or surrounding the SITF.

Convenient patron parking will be provided in close proximity to the SITF. Additional parking options can be made available, including satellite parking lots with shuttle service to the SITF in the event that additional parking is needed.

In addition, the SITF will provide convenient and secure bicycle parking within close proximity of the light rail platform. The number of locked bicycle racks will be monitored to ensure that there is adequate storage to meet the demands of transit patrons. A bicycle station may be provided that offers additional amenities for bicyclists and attendant parking.

2. Passenger Rail

The Capitol Corridor intercity train service currently operates approximately 32 trains a day to the station and may expand service due to increasing passenger traffic. Amtrak is under contract with Capitol Corridor to operate that service and also operates eight trains on the San Joaquin route to Bakersfield, in addition to two roundtrip long-haul interstate passenger trains, the Coast Starlight and the California Zephyr, that traverse the Plan Area in each direction every day.

Sacramento continues to experience an increasing demand for transportation services. Ridership on the Capitol Corridor intercity train service grew by 172 percent between 1998 and 2005, from 463,000 to 1.3 million passengers annually, making it the third busiest intercity route in the U.S. In response to this surge in ridership, the Capital Corridor added eight trains to its daily service, from 24 trains in summer 2006 to 32 trains per day currently. Amtrak's

long distance inter-city service is also expected to grow, which would justify an increase in the number of trains serving the region. While these continued increases in ridership and number of trains will benefit regional mobility, they will exacerbate operational limitations in the current facility. Rail providers have identified a need for approximately 60,000 square feet of space for ticketing, passenger servicing, and baggage handling and administration. The Depot building and current track alignments are not conducive to accommodating the numbers of projected passengers. While some transportation services can remain in the Depot building, transportation operators have determined that a new enlarged rail passenger station and relocation of the exist-

ing mainline freight tracks would accommodate forecasted passenger and operational needs.

a. Track Relocation

Between the I Street Bridge and the 7th Street overcrossing, the existing two mainline Union Pacific Railroad tracks are planned to be relocated northward, just south of the Central Shops and a third freight track may be added. The new track alignment has been carefully considered by the service providers to account for and incorporate operational and passenger demands, geometric limitations and planned land uses, as well as the goals and objectives in this Plan. This track relocation, shown in Figure 7-30, is a key component of the Specific Plan. In the short range,



Figure 7-30. Track Relocation

facilities implemented for track relocation would also function for the long range Intermodal. The track relocation has been designed so that:

- ◆ Conflicts between passengers and trains at grade are eliminated.
- ◆ Platforms and queuing areas provide for quick and direct access to trains.
- ◆ Baggage does not crowd out passengers on the platforms.
- ◆ Grade-separated connections to light rail, local bus, intercity bus services and to the existing station are provided by ramps and walkways.
- ◆ The new track configurations are aligned to achieve maximum use and efficiency.
- ◆ New track configurations serve the State Railroad Museum and the proposed Railroad Technology Museum efficiently.
- ◆ Land remains available for future development to support the Intermodal facility.
- ◆ Integrate the Railyards area into the fabric of the existing Central City. The Railyards have historically been isolated from the City, now the opportunity exists to integrate them from all points, not just downtown, into a seamless patch of the City fabric.

b. Platform Design

Transportation operators have indicated that in order to meet the increased ridership and serve the needs of long distance trains (baggage, food, mail and express), longer trains and a greater frequency of service will be needed. To accommodate the longer trains, as well as the greater number of trains, additional longer, straight platforms are required. Currently, the two passen-

ger platforms at the Sacramento Valley Station are 950 feet in length. Intercity rail operators and Amtrak have indicated a need for a total of at least three straight passenger platform lengths of 1,200 feet and 1,400 to 1,600 feet, respectively. Straight platforms are imperative in order for crewmembers to open all doors in the train concurrently and have maximum visibility and ensure that passengers are entering and exiting the trains safely.

Service providers have also indicated that safety, customer convenience and liability issues are critically important for the future SITF. Constructed in conjunction with track relocation, fully grade-separated, ADA-compliant route, with an underpass accessible via ramps will be provided for passengers walking from the Depot building and new terminal station facilities to the loading platforms. The connection would also provide a pedestrian connection to the Railyards development and Central Shops areas north of the rail corridor, which would serve the general public in addition to transit passengers. Platform access must be centrally located so as to minimize the passenger walking distance from the station buildings to the platforms. The arrangement of the buildings and platforms must encourage convenient passenger access for pick-up and drop-off areas, including sufficient access for local public transit bus operations, intercity bus connections, waiting room, baggage drop-off, pick-up, ticketing and other passenger services.

3. Light Rail

Light rail service is currently provided at the Sacramento Valley Station and is planned to be extended through the Plan Area. Long term, the

Amtrak Folsom light rail line would continue to terminate at the Depot while the new Downtown Natomas Airport (DNA) line would extend along 7th Street into the Plan Area. In 2003, the Sacramento Regional Transit District adopted the Locally Preferred Alternative for the DNA line, which will traverse the Plan Area along 7th Street, connecting to Richards Boulevard, traveling west along Richards Boulevard towards the Interstate 5 freeway, crossing the American River, extending north through Natomas and terminating at the Sacramento International Airport.

This expanded light rail line will be called the Sacramento Downtown/Natomas/Airport (DNA) LRT. This Plan identifies a new light rail station at 7th and South Park Streets. Also, the existing station, currently situated behind the Depot building, will be relocated as part of the SITF project. It will be reoriented in a north-south direction on the east side of the site north of H Street. Northbound out of the SITF the light rail tracks will follow a F Street alignment to 7th Street. An alternative “bypass” would be provided on 7th Street between H and I Streets that would be used initially and when operations adjacent to the Federal Building are restricted. Figure 7--31 illustrates the existing and planned light rail routes through the Plan Area.

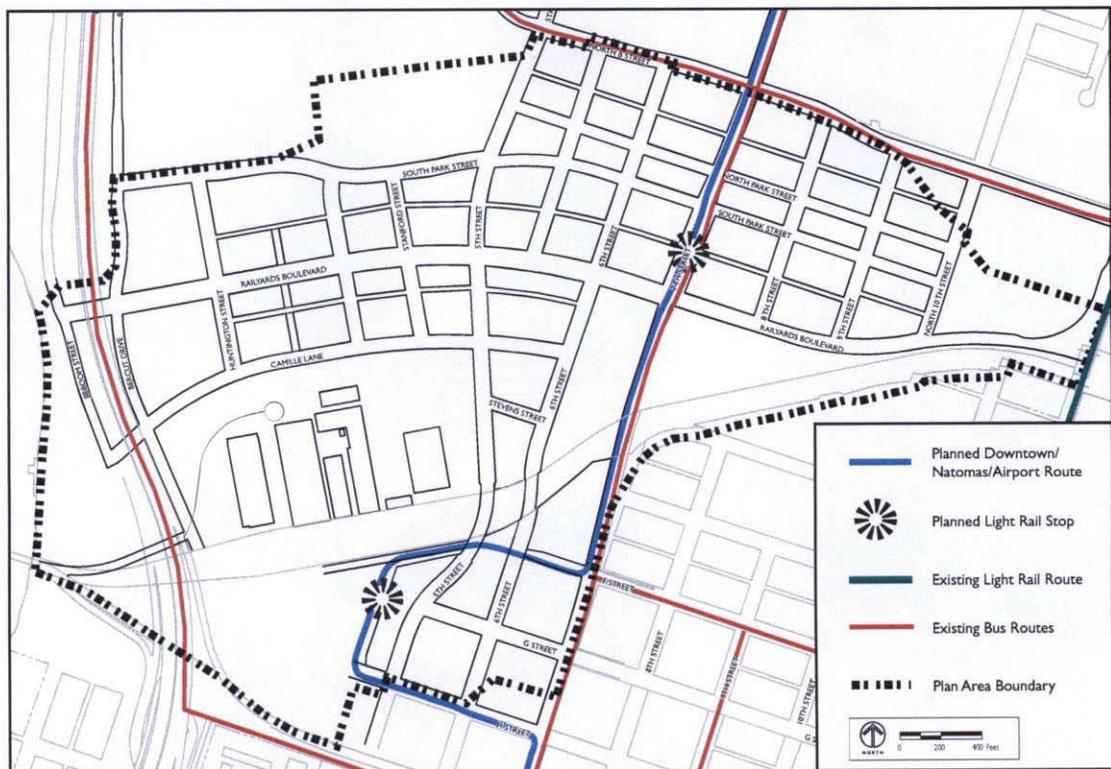


Figure 7-31. Transit Routes

The DNA light rail extension will play a central transportation role within the Plan Area, and will ultimately provide a direct connection between City of Folsom, downtown, the SITF, the Natomas communities and the Sacramento International Airport. Higher density residential and commercial land uses are designated along the light rail line to generate transit ridership.

4. Local and Regional Bus Service

The Railyards area is well served by the Sacramento Regional Transit District as well as other regional bus service providers. Seventeen bus routes stop at either F Street or G Street on 7th Street and an additional 10 bus routes stop on J Street between 3rd and 6th Streets. The ultimate bus system serving the Plan Area will consist of Regional Transit bus operations connecting at the SITF and extensions within the Plan Area between Richards Boulevard and the downtown, with transit services provided by Regional Transit and other municipal operators in the region that serve Downtown Sacramento. 7th Street will be designated as a transit-priority street connecting downtown with Richards Boulevard. Figure 7-31 provides a diagram of existing bus routes near the Plan Area.

5. Downtown/Riverfront Streetcar Study

A partnership including the cities of Sacramento and West Sacramento, the Sacramento Regional Transit District and the Yolo County Transit District has studied the potential of introducing a streetcar route that would connect Downtown West Sacramento to Downtown Sacramento. The partnership has concluded that a streetcar line is feasible and recommends moving forward with preliminary environmental engineering and environmental analysis. The streetcar is envi-

sioned as an “urban circulator” and a “pedestrian accelerator,” and is intended to support the pedestrian-oriented downtowns and waterfronts in the two cities that it would connect. The preferred alignment for the streetcar is shown in Figure 2-3 (Transportation Context).

E. Freight Rail

Presently, Union Pacific, Amtrak and Capitol Corridor intercity trains operate at the Sacramento Valley Station. Union Pacific currently operates more than a dozen freight trains on the main line through the Railyards site each day. Union Pacific has agreed to move its freight tracks to a location immediately south of the Central Shops to straighten the alignment to increase the efficiency, capacity and safety of the freight operations. The freight tracks will be on the outside of the new rail corridor with the passenger tracks and platforms in the middle. Local switching operations occur on spurs to connect to the main line.

This chapter provides a summary of the major utilities and infrastructure needed to support the development envisioned for the Railyards area, and describes the approach to providing the various key public services that will be demanded by future residents, employees and visitors. This chapter is intended to be integrated with the Railyards Infrastructure Financing Plan and the development agreement between the City and the Railyards property owner that will address in more detail the phasing and financing of utilities and infrastructure. This Specific Plan also presents a development framework that is consistent with the uses and development anticipated in the Facilities Element of the Richards Boulevard Area Plan.

A. Infrastructure

The infrastructure plan for the Railyards site provides for the orderly and cost-effective construction of utilities, taking into account the long-term development objectives for the Plan Area and the need for the upgrading of existing utility systems in the Central City. The Plan also addresses key environmental considerations related to water conservation, water quality, and energy conservation. The infrastructure systems described in this section are conceptual in nature and could change over the timeframe of the Specific Plan based on changes in technology and the precise locations and intensities of future development.

The redevelopment of the Plan Area and its transformation from a predominantly industrial pattern of uses into a mixed-use residential and retail development with urban densities will require significant improvements to the existing utility systems, which are largely nonexistent. These improvements will require coordinated staging between private and public development to ensure that adequate capacity is provided and to allow for the financing of the major public infrastructure facilities.

1. Water Supply

a. Existing Water Supply

Water service in the Central City area, including the Railyards site, is provided by the City of Sacramento. Recent expansions of the two City Water Treatment Plants have increased the maximum capacity of these facilities and well field to 290 million to 390 million gallons per day (mgd), depending on flows in the American

River. Current and planned future water supply is estimated to be adequate to serve the planned level of development in the Railyards area.

In accordance with California Senate Bill 610 (Chapter 643, Statutes of 2001), the City prepared a water supply assessment, included in the Specific Plan Environmental Impact Report, to provide a detailed assessment of the projected water demands from the planned land uses in the Railyards site and the availability of current and projected future water supply to meet those demands.

b. Proposed Water Distribution System

Although existing water supply infrastructure is in place along 7th Street, into the Sacramento Valley Station and the Central Shops, most of the Railyards site lacks a water distribution system. Existing water mains on railroad property will be abandoned. All new distribution mains will serve the new development. Both existing and proposed transmission mains will support the distribution system.

The City currently has twin 30-inch diameter water transmission mains that traverse through the west side of the Railyard property. These pipelines are critical conduits for water delivery from the water treatment plant, located to the north of the Railyards, to the downtown area. The pipes were constructed in the early 1920s and have exceeded their expected life capacity. It is the intent of the City to replace these mains with a single 42-inch diameter pipe that will be placed from the water treatment plant to the existing 42-inch diameter main at the intersection of I Street and 5th Street. The pipeline will be

this requirement will apply to all development in the Railyards area. Further, in accordance with Chapter 15.92 of the City's Code, Building and Construction, the Specific Plan includes a series of water conserving landscape requirements that involve the use of drought-resistant landscaping and water-conserving irrigation methods to reduce water waste.

2. Wastewater and Stormwater

This section describes the existing and planned new facilities for the Plan Area that will be needed to adequately convey sewage and stormwater flows within and from the Railyards site.

The Central City, including the Plan Area, is served by a combined sewer system (CSS), which conveys both types of flows in the same pipe network. The capacity of the CSS is constrained by the terms of a directive under a National Pollutant Discharge Elimination System (NPDES) permit.

During dry weather and small storm events, combined flows are conveyed to Sump 2A, which pumps up to 60 mgd of combined wastewater to the Sacramento Regional Wastewater Treatment Plant (SRWTP). During storm events, when CSS flows are greater than 60 mgd, the excess flows are routed to the Combined Wastewater Treatment Plant (CWTP) and Pioneer Reservoir for storage. If flow volume exceeds storage capacity, City operators release flows to the Sacramento River after primary treatment including chlorination and de-chlorination. If treatment capacity of the SRWTP, CWTP and Pioneer Reservoir and the hydraulic capacity of Pioneer Reservoir is exceeded, additional CSS flows are discharged

directly into the Sacramento River from Sump 2 or Sump 1.

The City produced a Long Term Control Plan (LTCP) that includes system improvements to reduce combined sewer overflows (CSO) to the Sacramento River and CSS outflows to city streets. The LTCP consists of increasing the pumping capacities of Sumps 1/1A and 2/2A, converting Pioneer Reservoir to a primary treatment facility with disinfection, installing a relief sewer system in the downtown area and constructing several local or regional underground storage facilities and relief sewers in areas that are currently subjected to frequent outflow and flooding. Many of these improvements have been completed, while others are in design or under study as part of an ongoing process to improve the CSS and update the LTCP. To address impacts to the system from development, the City Council approved an ordinance on March 15, 2005 amending Chapter 13.05 of the City Code and established a Combined System Development Fee to provide funds to construct projects to mitigate downstream impacts.

Separate on-site systems for conveying sewage flows and stormwater would be constructed as part of the Railyards development, until the point where the sewer system joins the City's CSS near 3rd Street and I Street. The proposed wastewater and storm drainage systems are described separately below.

a. Railyards Wastewater Facilities

Sanitary sewage from most of the site will be conveyed to the vicinity of 3rd and I Streets, where it will enter a proposed new sewer on 3rd

Street. A small area along 7th Street south of the relocated main line railroad tracks is proposed to continue discharging into the existing combined sewer flowing east to 7th Street. This existing sewer serves the existing Sacramento Valley Station, but will not be used for the new SITF. The proposed Railyards sewer system is shown in Figure 8-2.

The land uses and densities in the proposed Railyards Specific Plan indicate a peak sewage flow originating from the Railyards of approximately 7.76 mgd, or 12.0 cubic feet per second (cfs). All are proposed to flow to 3rd Street, except a small portion of the site in the low area along 7th Street and H Street, which will flow

to the existing combined sewer in 7th Street. The Railyards sanitary sewer system will serve the new Multimodal Transportation Facility, so the flow from the existing Amtrak depot, which now flows to the existing combined sewer in 7th Street, will no longer do so. These figures may vary depending on the manner in which flows from these parcels are allocated in design of the structures.

As part of the Railyards sewer system, the City plans to divert sanitary sewage flows originating from the Richards Boulevard area north of the Railyards to a proposed pumping station in the easterly portion of the Railyards. This additional peak flow is estimated to be 8.6 mgd (13.3 cfs).



Figure 8-2. Conceptual Sanitary Sewer System

This flow will be combined with that originating in the Railyards, resulting in a combined peak flow of approximately 16 mgd to 3rd Street.

b. Storm Drainage System

Historically, the Railyards site has been drained by a combination of drainage-only and combined drainage and sewage pipelines which discharged to both the 3rd Street and 7th Street combined sewers. In the past, this system served the entire Railyards drainage shed (except for about 12 acres on the fringes), including the Sacramento Valley Station, its platform and main line track area. These pipelines were designed to a lower runoff standard than that in use today, so heavy storms can result in ponding in parts of the Railyards site until the pipelines are able to drain the area. Presently, approximately 27 acres of the Railyard site drains to the CSS. Remediation excavations are gradually removing many of the existing pipelines which lie north of the Central Shops area, but these pipelines continue to serve the hardscape areas of the Central Shops, freight rail tracks and the area around the Depot building.

South of the Railyards site, the Basin 52 separated drainage system serves a small area north of I Street between 3rd Street and 7th Street, including the Federal Courthouse block. Since the Basin 52 system does not have capacity to serve additional drainage areas in the Railyards site, no additional diversion to Basin 52 is planned as part of the Railyards Specific Plan.

Development of the new Railyards drainage system will remove most of the Railyards storm drainage from discharging directly to the exist-

ing portions of the CSS through use of an on-site detention cistern, as described below. Proposed storm drainage facilities are shown in Figure 8-3.

i. *Drainage Subareas*

There are three drainage subareas within the Railyards site, including a primary drainage area covering most of the site and three smaller areas around the periphery of the Railyards area:

- ◆ The majority of the Railyards site, approximately 227 acres, will drain by gravity to an on-site detention facility and pumping station located near the northwest corner of the Railyards site.
- ◆ The area of about 3.6 acres fronting on 7th Street, along the east side of the existing main line railroad embankment, is about 6 feet lower than the track and Central Shops area and will continue to drain east to 7th Street.
- ◆ Approximately 2.5 acres fronting on 12th Street will continue to drain east to 12th Street.

ii. *Proposed Drainage System*

The Railyards drainage system will serve the primary drainage shed with a gravity system of pipelines. The gravity system will drain to an underground detention storage facility, referred to as the cistern, which will be located near the northwesterly corner of the Railyards site.

The cistern will detain the first-flush water quality component of the drainage discharge. This volume may be disposed of by pumping during off-peak periods to the combined system in the vicinity of 3rd and I Streets or be treated and discharged to the Sacramento River. The cistern

will also be sized to contain a storm flow component that will reduce high peak storm flows to a more manageable rate for pumping to the Sacramento River.

c. Stormwater Detention and Pumping

The underground storage facility and pumping operation planned as part of the Railyards stormwater system will address water quality issues associated with discharges to the storm drain system.

i. Cistern

Given the land values and urban design of the Railyards Plan, the proposed cistern will be an underground basin designed to detain the first-flush drainage runoff from the Railyards site and

attenuate peak flows from storm events. It is proposed to be located under one or more mixed-use buildings and parking structures in the northwest corner of the Railyards site. A portion of the first flush volume detained in the cistern will likely bleed to the City’s CSS at 3rd Street during off-peak periods and be treated and pumped to the Sacramento River. Storm flows during major storms that exceed the design detention volume will be pumped to the Sacramento River.

ii. Detention and Pumping Operation

In order to accommodate the 100-year, 6-hour storm event, the design of the detention and pumping operation will consider a range of possible combinations of detention volume and pumping rate to the Sacramento River. A larger



Figure 8-3. Conceptual Storm Drainage Facilities

detention volume will lower the pumping rate to the River. However, a larger detention volume will also require increased time to empty the cistern.

The final detention volume of the cistern will be based on two components:

- ◆ A water quality component, as established by the area factor given in the City of Sacramento's Guidance Manual for On-Site Stormwater Quality Control Measures.
- ◆ A peak-shaving storm flow detention component, which can vary in storage volume depending on the pumping rate.

The total detention volume will be the sum of these components.

The bleed rate from the cistern is constrained by the downstream capacity in the combined sewer system. The bleed pump will be controlled by telemetry to operate only when the downstream system has capacity to receive the flow.

3. Energy

This section describes the natural gas and electrical energy systems needed to serve development in the Railyards area.

a. Gas Service

Gas service is supplied to the Railyards area by the Pacific Gas and Electric Company (PG&E), which is responsible for the transmission and distribution of gas to much of Northern and Central California. Gas distribution pipelines in the Central City core adjoining the Railyards area are a combination of low-pressure and medium-pressure pipelines. PG&E is in the process

of phasing out low-pressure lines and replacing them with medium-pressure pipelines.

PG&E will install new distribution facilities as needed to serve development, according to California Public Utilities Commission rules. In general, lines will be located within street rights-of-way.

b. Electrical Service

i. Existing Facilities

Electrical service within the Central City area is provided by the Sacramento Municipal Utility District (SMUD), which has the exclusive charter to provide electricity within Sacramento County. SMUD is responsible for the generation, transmission and distribution of electrical power to its 900 square mile service area. The Plan Area is presently served by one 21 kV primary feeder located along the easterly edge of the Interstate 5 freeway and connected to a substation and distributed system currently owned and operated by the Union Pacific Railroad.

SMUD has duct banks in place along 7th Street from approximately the E-F Alley north to North B Street. A four-way 6-inch and 1- to 2-inch duct bank on the west side of 7th Street is planned for 115 kilovolt (kV) transmission lines. A six-way, 6-inch and 1- to 2-inch duct bank on the east side of 7th Street is planned for 21 kV distribution lines. The 21 kV duct bank is connected to manhole MH 0750 near 7th and F Streets.

ii. Planned Facilities

When fully built-out, the Railyards area will have a maximum peak electrical demand of approximately 30 megawatts (MW) and 200 million

kilowatt-hours (kWh) of energy per year. These demands were calculated based on California Title 24 standards for the planned land uses, and considers “coincidence” of loads relative to the different timing of peak demands from residential and non-residential uses. Although SMUD has estimated the maximum installed Railyards site demand at as much as 80 MW (reflecting about 18 MW for office, 45 MW for residential, 8.2 MW for retail, 3 MW for hotel and 2.1 MW for cultural and entertainment use), this calculation does not take account of non-coincident uses, or of potential energy savings from use of a combined heat and power system (see discussion in Section 3.c, below). Refined projections of actual energy demand will be developed during the detailed design phase for the development of the Plan Area.

This large use of electricity in such a concentrated area, coupled with the diverse uses and types of buildings being considered, provides an unusual opportunity to take advantage of many advanced energy supply and usage concepts. Significantly, the existing electrical infrastructure in the Railyards area is antiquated and unable to meet Plan needs. SMUD has already determined that it will be necessary to construct an entirely new substation (21 kV, 40 MW) on-site to serve development in the Plan Area. The preferred location of this substation would likely be on the north side of the tracks east of 7th Street. Details of how SMUD would supply the substation from its 115 kV system have not yet been determined. Although SMUD transmission facilities would be used to bring power to the Plan Area, the property owner may elect to obtain a portion of its power supply through self-generation.

c. Energy Conservation

All of the buildings and facilities that will be constructed in the Railyards Plan Area must comply with the State Building Standards in Title 24 (California Energy Efficiency Standards). In addition, there is a significant opportunity to further reduce overall electrical energy use, power demand and energy costs by incorporating additional energy efficiency measures as part of the building design, thus improving habitability for businesses and residents in the Plan Area.

A key aspect of a comprehensive approach to energy conservation is the incorporation of the concept of combined heating and power (CHP) into a development project. CHP technologies allow for much greater energy efficiency than conventional separate systems by producing both electricity and steam from a single fuel at a facility located near the end user. While CHP is a normal component of European developments, it is unusual in the United States and California. However, the State of California currently serves most of its downtown Sacramento facilities from a single central CHP facility. The development of the Railyards site allows for an expansion of the CHP concept to include the supply of electricity along with heating and cooling to new buildings and facilities, with the waste heat from electrical generation used to provide the heat and cooling delivered through a piping system. Implementation of CHP would require that an environmentally appropriate generation station be located at or near the new substation, and that piping to carry hot and cold water throughout the Plan Area be installed in tunnels at the same time as the streets and roadways.

A CHP system has the potential to reduce the amount of electricity that would otherwise have to be produced and delivered throughout the Railyards area by 50 percent. Building owners and residents would pay a lower overall rate for those services. CHP systems like those being considered for the Railyards can have overall energy efficiencies of over 75 percent. Since much less electrical equipment is required, up-front costs are reduced.

In addition to the CHP, other energy conserving features should be considered by project applicants. These might include building integrated solar electric features, thermal energy storage systems, and advanced energy-saving architectural features in the buildings themselves.

The Railyards development provides an opportunity to demonstrate and feature advanced energy concepts. While there is a strong commitment of the Railyards property owner to the types of innovative energy conserving technologies described above, it is important to recognize that the feasibility of actually implementing such approaches depends on financial and other considerations. Nonetheless, it is an important goal of the Railyards Specific Plan that opportunities to implement energy conserving measures be considered by project applicants wherever it is feasible to do so.

B. Community Services

This section of the Utilities and Services Element discusses the needs of major public facilities and related public services, including parks, schools

and public safety facilities, that will be needed to support development in the Railyards Plan Area. This section establishes the context for the policies in Chapter 4 that specify the provision of major community facilities. These facilities will not only provide basic community services to future residents and employees, but will also serve to strengthen and organize the Railyards area and to create a sense of community.

1. Schools

This section discusses the provision of schools in the Specific Plan Area.

Three different school districts serve the Railyards. The majority of the Railyards Plan Area is within the Sacramento City Unified School District (SCUSD). SCUSD operates more than 70 schools in the City of Sacramento, serving kindergarten through high school students. SCUSD is currently building a new elementary school in the southern part of the City, and a new high school in eastern Sacramento, both of which recently opened. The northwest corner of the site is within the North Sacramento Unified School District and the Grant Joint Union High School District. These two districts cover the same geographic area, with the North Sacramento District providing kindergarten through 8th grade education, and the Grant Joint Union School District serving high school students.

The closest schools to the Railyards site are: the Washington Elementary School at 18th and F Streets; Theodore Judah Elementary at 3919 McKinley Boulevard; Sutter Middle School at 3150 I Street; Sacramento High School at 2315

34th Street and McClatchy High School at 3066 Freeport Boulevard. All of these facilities are operated by the SCUSD.

The redevelopment of the Railyards site will add between approximately 10,000 and 12,100 new dwelling units within the Central City. A proportion of these new households are expected to have school age children that would attend local public schools, increasing demands on the existing school facilities and/or necessitating the provision of new school facilities. New residential development within the Plan Area will be required to contribute to the provision of needed school facilities through the payment of school impact fees.

Future demand for public school services associated with redevelopment of the Railyards site will in large part be dictated by the composition and demographic profile of resident households. In planning for school facilities, the SCUSD uses student generation factors that are based on city-wide averages for school age children present within a typical household. It is likely that these factors, which are based on more typical single-family residential development types, will tend to overestimate the actual number of future students that will live in the Railyards area.

As is evidenced in similar, higher density urban infill development, residents in the Railyards site are likely to include a higher proportion of singles, younger couples without children, “empty nester” households whose children have grown, and seniors. Thus, in assessing the need for new school facilities, and the demand on existing facilities, some adjustment for the par-

ticular household profile within the Plan Area is to be considered. According to the Sacramento City Unified School District, the projected student generation for the Railyards Plan Area is as follows:

- ◆ **Grades K-6.** 1,250 additional students
- ◆ **Grades 7-8.** 250 additional students
- ◆ **Grades 9-12.** 375 additional students

New development in the Railyards area will take place through a redevelopment process that will proceed in a phased manner. As new development is built within the Plan Area, the actual student generation rate per household will be monitored in order to evaluate and adjust, if necessary, the student projections included in this Specific Plan.

New development within the Railyards area will be required to contribute to the provision of school facilities to serve new residents. This contribution could occur in the form of in-lieu fees to fund school facility expansion and construction outside of the Plan Area and/or the construction of a school facility within the Plan Area. A potential school site is shown in the Civic Center Alternative on Figure 8-4.

An additional consideration in the provision of schools to serve the Railyards’ projected population is the type of school facilities feasible and appropriate to provide within the Railyards site. Due to the urban nature of the Railyards site, development of a typical “suburban” model school, with expansive open fields and recreation areas, would not be feasible due to limitations on available land of sufficient size, as well as the contaminated soil conditions that require

atypical school building construction and types of playgrounds. Any school facility proposed within the Railyards site itself would need to be an “urban” school, with compact hardscape recreation areas, multi-story classroom facilities, and innovative space saving solutions such as rooftop recreation areas or joint use facilities with City Parks and Recreation.

2. Public Safety

This section addresses the provision of police and fire services in the Railyards.

a. Police

The Central City, including the Railyards area, is served by the Sacramento Police Department (SPD) from the Department’s William J. Kinney Police Facility, located at 3550 Marysville

Boulevard. This facility services three main districts, each of which has three beats. The Railyards site will be served by District 3, Beat A (District 3A). The Police Department has a target ratio 2.0 sworn officers per 1,000 residents; current funding is for 1.7 officers per 1,000 population. SPD indicates that, in keeping with similar sized cities, a higher ratio of up to 2.6 officers per 1,000 residents may be desirable as the City’s population expands to be over half a million people (current population is approximately 433,000).

The SPD has provided an estimate of projected demand for police service in the Railyards based on the planned development of residential and non-residential uses. Excluding the number of

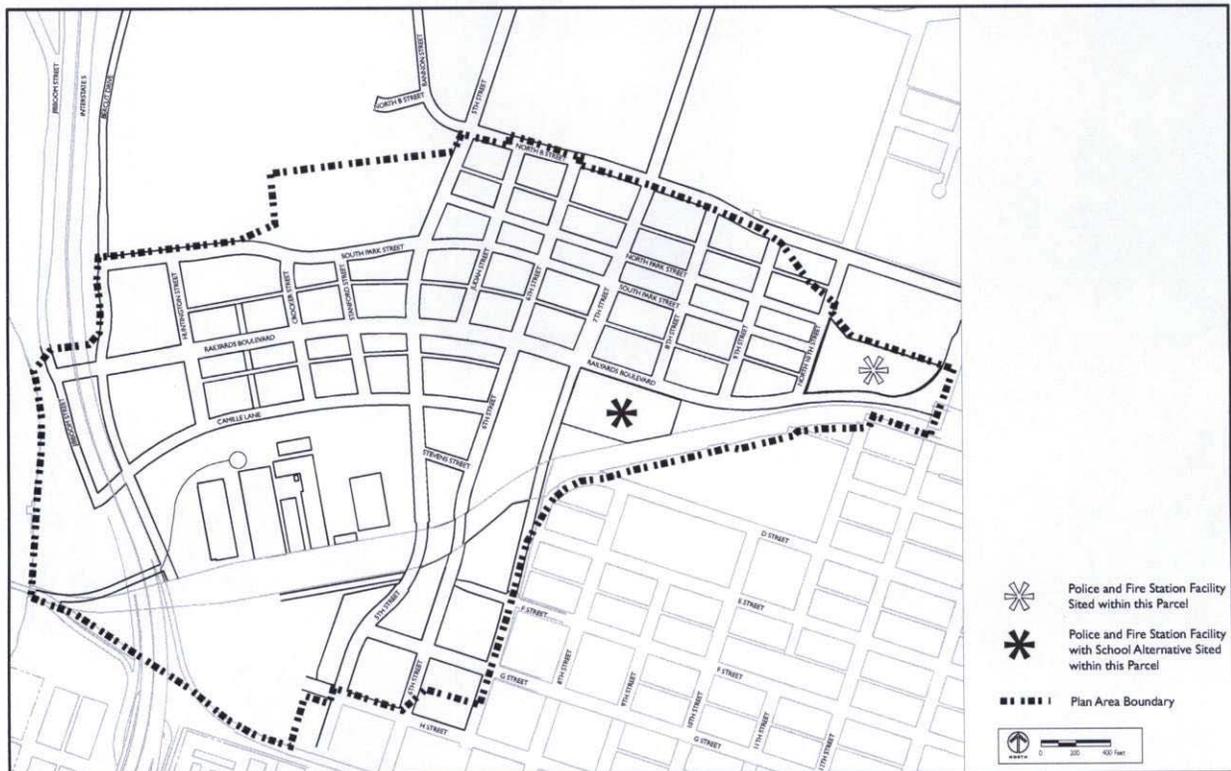


Figure 8-4. Conceptual Police and Fire Station Facilities
 Note: These locations are only conceptual and may change upon actual buildout.

officers that might be required to staff special events, an estimate of demand for up to 78 additional officers has been projected. Currently, the SPD has stated that existing police stations in the City are already staffed beyond capacity, and that the Railyards development would necessitate the construction of a new police station either on-site or elsewhere in the City.

Potential sites are indicated in Figure 8-4. Given land values in Downtown Sacramento, and the need and desire of the City to provide a dense, vibrant, residential urban environment, any potential police substation would likely be part of a multi-story mixed-use structure.

b. Fire Service

Fire protection and emergency medical services would be provided to the Railyards area by the Sacramento Fire Department (SFD). The Fire Department operates two stations within the Downtown area: Station Number 1 at 7th and Q Streets, and Station Number 2 at 13th and I Streets. The Fire Department's goal is to maintain response times of 3 to 4 minutes throughout this area.

The level of development planned within the Railyards site would likely necessitate the construction of a new fire station to provide adequate public safety for the area's residents, employees and visitors. A potential site has been identified for the location of a new station, which is indicated in Figure 8-4. Given land values in Downtown Sacramento and the need and desire of the City to provide a dense, vibrant, residential urban environment, any potential fire station would likely be part of a multi-story mixed-use structure.

HISTORIC AND CULTURAL RESOURCES

9

This chapter provides a summary of the historic and cultural resources within the Sacramento Railyards Specific Plan Area and provides guidance on the preservation and development of the Plan Area's historic and cultural resources. The chapter begins by describing the prehistoric and historic context of the site, followed by more specific background information about cultural and historic resources on the site. Since the majority of the Railyards' historic resources are concentrated in the Central Shops and Depot District, this chapter focuses on those portions of the Plan Area.

A. Prehistoric and Historic Context

For approximately 8,000 years prior to European exploration and settlement, this part of the Sacramento River valley was inhabited by indigenous nomadic tribes. In particular, the confluence of the two major rivers, the now-named Sacramento and American Rivers, provided an unusually rich and varied environment for human habitation. Over time, members of the Nisenan tribe settled in the valley, subsisting on hunting, gathering and fishing. Evidence exists of habitation especially in the areas of what is now Downtown and the southern portions of what is now the Railyards.

With the arrival of Europeans in the early 1800s, the native population was either displaced or decimated by disease. The first European to settle in the area was John Sutter. Sutter, a German-Swiss pioneer, established a farm and small trading colony called New Helvetia at the current location of midtown Sacramento in 1839. He also established a sawmill in the Sierra Nevada foothills, where, in 1848, an employee discovered gold on the American River, leading to the Gold Rush of 1849. The City of Sacramento was incorporated in 1849. With the influx of new population following the Gold Rush, Sacramento began to grow quickly under the guidance of Sutter's son, John Sutter, Jr.

The area at the southeast section of the confluence of the Sacramento and American Rivers was a strategic location for regional trade and commerce as early as the 1850s. Much of this area was subject to periodic flooding from both the rivers and a seasonal water body known as Sutter

Lake, or China Lake, which lay between present day G and I Streets and 2nd and 6th Streets, on what is now the southern part of the Railyards site. As industrial waste related to railroad activity intensified, this lake became known as China Slough. The 6th Street and I Street levees were built at Sutter Lake in the 1850s in an early effort at flood control in this burgeoning business district.

The origins of the Sacramento Railyards lie with the coming of rail to the City in the early 1860s. The Central Pacific Railroad was founded in 1861 by a group of Sacramento businessmen, often referred to as the "Big Four:" Leland Stanford, Charles Crocker, Mark Hopkins, and C.P. Huntington. They were recruited to invest in the railroad company by engineer Theodore Judah, who was leading an effort to build the California component of the planned transcontinental railroad. In 1861, Central Pacific was chosen to build the western portion of the Transcontinental Railroad, from Sacramento through the central Sierra Nevada range to Promontory Point, Utah. The company built a foundry and a passenger depot in the area of Old Sacramento bounded by Front Street, I Street, 2nd Street, and K Street. Tracks were laid north along Front Street, east along I Street, north up 6th Street, and east again along the B Street levee. Central Pacific Railroad began to fill in Sutter Lake in 1863 in anticipation of its facilities expansion.

It soon became necessary to construct a number of fabrication and maintenance shops in the area to service railroad operations. A site was chosen for the development of these facilities, which

form the core of the area known as the Central Shops, just north of Sutter Lake. A trestle was built across the Sutter Lake inlet, effectively cutting off the Lake from the Sacramento River and connecting the northern and southern districts of the rail operations. Construction of the Central Shops began in 1867 and continued at a rapid pace until 1888, marking the first building “boom” at the Railyards.

The Transcontinental Railroad, linking Omaha, Nebraska, and Sacramento, California, was completed in 1869, one of the most significant events in the history of the growth of the nation and California. By 1894, the Shops had become the one of the two largest railroad manufacturing and repair facilities in the country. Buildings constructed in the Central Shops district during this time include the Roundhouse, the Machine/Erecting Shop, the Boiler Shop, the Woodworking and Car Manufactory, the Blacksmith Shop, the Car Machine Shop, the Paint Shop, the Powerhouse, the Pattern Shop, the Privy, Car Shop #3, the Pit Transfer Table and the Flat Transfer Table.

The second surge of construction activity took place in the period from 1910 to 1925. The Sacramento Bee reported that the Central Pacific Railroad doubled the size of its facilities in less than a decade, adding nine large new buildings in the Central Shops in just a few years. Some of this development was enabled by the ongoing fill of Sutter Lake. In 1906, Southern Pacific Railroad (Central Pacific’s successor) took control of the entire Sutter Lake site, and by 1910 the lake was completely filled. The Railyards facilities were expanded south, from the Central

Shops into the former lake area. Tracks were relocated from I Street north to their current alignment with H Street. The Southern Pacific Depot and the Railway Express Building were constructed between H Street and I Street in 1925.

Despite a slowdown in activity during the Great Depression years, the Railyards remained the largest industrial site west of the Mississippi until early in World War II. There were a series of factors leading to the decline of activity at the Railyards. With the rise of airline travel after World War II and competition with the growing highway network, railroad activity declined. The work in the shops was cut back with change-over to diesel electric locomotives and passenger traffic fell. Sacramento water-borne transportation activities were relocated to West Sacramento with the completion of the Sacramento River Deep Water Channel. By the early 1970s, the completion of Interstate 5 between the old river-front embarcadero and the Railyards site cut off river-to-rail direct access.

In 2007, most of the Railyards site lies vacant and underutilized, except for the two historic shops structures being used by the State of California Railroad Museum for maintenance and restoration of rolling stock. The improvements and development as envisioned in this Specific Plan is designed to publicly reclaim the Railyards area as an important piece of the heritage and fabric of Sacramento.

B. Historic and Cultural Resources

This section documents the specific historic and cultural resources found in or adjacent to the Plan Area. To the extent that information is available, significant features and characteristics are identified as well as historical background information. The goals and policies found in Chapter 4 of this Plan specifically address the preservation and adaptive reuse of historic and cultural resources described in this section. Information about these historic resources is derived from several documents, including:

- ◆ *Archaeological Survey Report/Historic Study Report for the 7th Street Extension Project, City of Sacramento/CALTRANS, December 2000.*
- ◆ *Central Pacific/Southern Pacific Railroad Railyards Historic Property Inventory and Evaluation Report, Union Pacific Railroad Company, March 1998.*
- ◆ *Southern Pacific Sacramento Shops, Historic American Engineering Record (HAER), CA-303, 2001-2002.*
- ◆ *Historic Architectural Survey Report for the 7th Street Extension Project, City of Sacramento/CALTRANS, January 2001.*
- ◆ *Historic Property Survey Report for the 7th Street Extension Project, City of Sacramento/CALTRANS, March 2001.*
- ◆ *National Register Nomination Form, Southern Pacific Depot, obtained June 1994.*
- ◆ *Preliminary Visual Survey and Qualitative Engineering Study on the Southern Pacific Railyard Buildings, Nolte and Associates, March 1990.*
- ◆ *Railyards Specific Plan, City of Sacramento, adopted December 1994, revised April 1997.*
- ◆ *Railyards Specific Plan EIR, City of Sacramento, June 1992.*

TABLE 9.1 DESIGNATIONS OF HISTORIC RESOURCES

Structure or District	Listed on National Register	Potentially Eligible for National Register	Listed as State Landmark	Listed on State Register	Listed on Local Register
Central Shops District		X			
Site of China Slough (Sutter Lake)			X		
Water Tower		X			
Southern Pacific Depot	X			X	X
Railway Express Building	X			X	X

For the purposes of description, the Plan Area is divided into two major subareas of historic and cultural resources. The Central Shops District contains the oldest and the largest quantity of historic structures on the Railyards site. The Depot District to the south was developed later, at the former site of Sutter Lake.

1. Central Shops

The Central Shops District forms the historic core of the Railyards site, and is noted for its collection of late-19th century industrial buildings. This district was the one of the largest industrial sites in the country in the early 20th century, and had a fundamental role in the history of California’s settlement and the development of

its economy. Buildings in the Central Shops, as delineated below, were included in a special survey area and a city-designated historic district will be created to protect and guide the rehabilitation and development of the district pursuant to the Historic Preservation Chapter, 17.134, of the City Code.

The following text describes the architectural and structural elements of buildings within the Central Shops area, as described in the study completed by Nolte Associates in 1990, as well as the historic functions of the buildings. The locations of the buildings described below are shown in Figure 9-1.

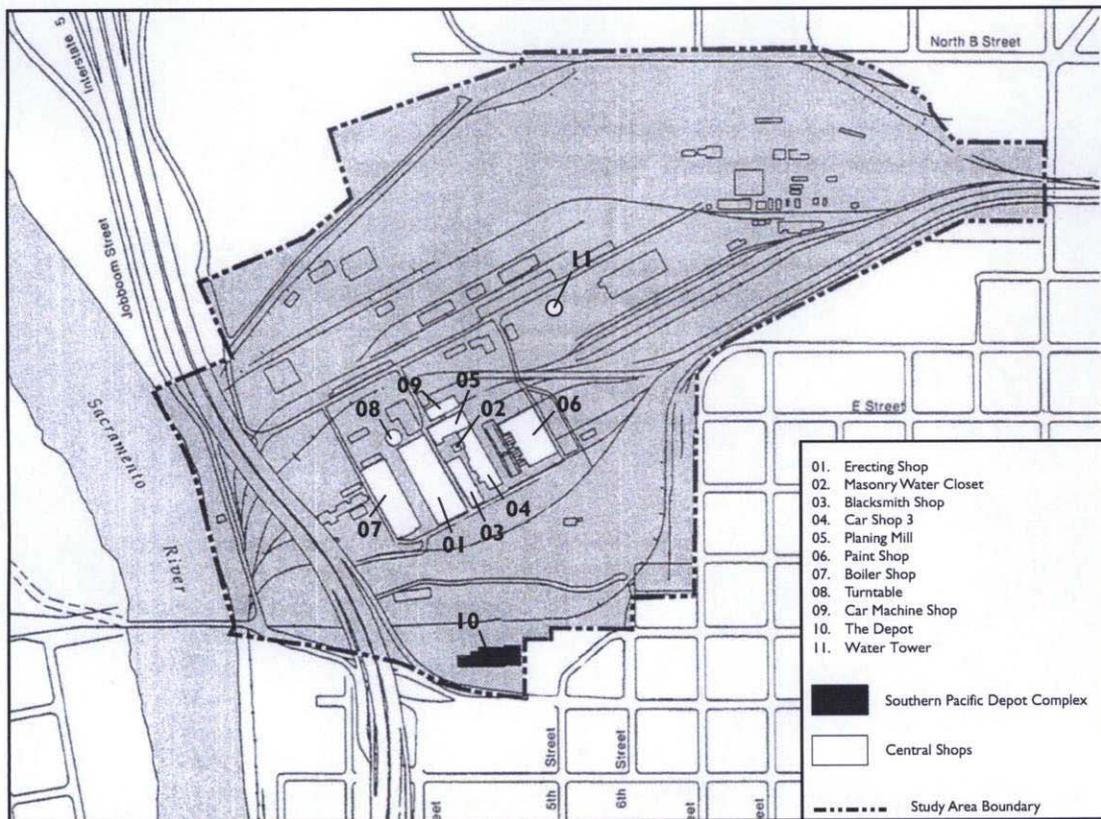


Figure 9-1. Historic Structures

a. Erecting Shop (Building 1)

Construction of the Erecting Shop began in 1867, and took place in four distinct phases. The original Engine Rebuild Shop and the Component Rebuild Shop were constructed circa 1869. Both were added onto in 1875, and again in 1888. Finally, in 1905 or 1906, the Erecting Bays were expanded to the west of the Erecting Shop. The building is single-story, and is constructed with unreinforced brick masonry with no interior walls or lateral load resisting frames. The Engine Rebuild Shop and Component Rebuild Shop has a gable roof of metal decking, and the Erecting Bays have a separate metal deck roof, both of which are supported by an elaborate truss system.

b. Building 2-Masonry Water Closet (Building 2)

The Water Closet found at the joined corner of the Locomotive Wheel Shop and the Governor and Injector Shop served workers in the Central Shops area. Built in 1878, the structure is a three-story, unreinforced masonry building with timber roofing members and a metal roof deck.

c. Blacksmith Shop (Building 3)

Various iron parts, including brake beams, spikes, and coupling links, were manufactured in the Blacksmith Shop, which was constructed in 1869. It is a single-story structure of about 22,000 square feet, divided into north and south sections. The exterior walls consist of cast-in-place concrete pilasters, which replaced masonry walls sometime after 1915. The original corrugated steel roof decking is supported by 8x8 wood roof trusses. The Machine Shop is the south section of the building and the north section is the Repair Gang Shop.

d. Car Shop 3 (Building 4)

This building accommodated several functions, beginning with the Governor and Injector Shop and later extending to adjacent shops on the southern end of the building. The Governor and Injector Shop were first extended from the southeast corner of the Locomotive Wheel Shop in 1869. It is a two-story building with 18-inch brick masonry walls. The Rotating Equipment Shop and the Air Room were the next extensions to the building, added in 1872. They are virtually identical one-story buildings with 35-foot-high ceilings and windows lining the full length of the buildings. Finally, the Passenger Car Truck Shop was added to the south end of the building in 1888, consisting of two stories plus a loft above the second floor.

e. Planing Mill (Building 5)

The Planing Mill was the first project developed in the Central Shops area. Construction of the building began in 1867 and was completed in 1869. It is a three-story unreinforced masonry structure with metal roof decking. Originally the building was used as a Car Shop and Locomotive Wheel Shop, where freight and passenger cars were constructed on the first floor. The second floor contained the Pattern Shop, Cabinet Shop and the Mechanical Offices, and later included an Upholstery Shop.

f. Paint Shop (Building 6)

This building, constructed in 1873, was originally used for painting rail passenger cars. Now approximately 300 feet long by 180 feet wide, the Paint Shop was originally 225 feet long and 70 feet wide, with five wings extending from the sides for final painting, lettering, and varnish-

ing. In 1892, the wings were removed and the building widened. In 1894, the building was lengthened to its present dimensions. Today the building is divided into two sections, with a masonry wall dividing the building. The north section, now known as the Electric Shop, is a two-story unreinforced masonry structure with a corrugated metal deck roof; the second story was added after 1873 to accommodate paint shop offices. The south portion of the building is now known as the Traction Motor Shop, and is a one-story masonry building with no interior walls or lateral load-resisting structures.

g. Boiler Shop (Building 7)

The Boiler Shop was constructed sometime after 1888 as a new locomotive truck/fabrication shop when the Railyard had outgrown its first Boiler Shop. The building is a single-story wood framed structure with three bays. The central bay is the highest, at 28 feet, and has clerestory windows on both sides above the side bays. Two overhead cranes are mounted on rails that run the length of the center bay. The building has corrugated steel siding and corrugated transit roofing panels.

h. Turntable (Building 8)

A transfer table is located to the northwest of the Erecting Shops. It is representative of several transfer tables that served to move locomotives and cars through different stages of construction.

i. Car Machine Shop (Building 9)

The Car Machine Shop was constructed in 1888. Car wheel sets were manufactured on the first

floor, and the Plating Room, the Brass Room and Upholstery Shop were located on the second floor. A small machine shop and rug cleaning area were later added to the second floor.

j. Water Tower (Building 11)

A water tower is located northeast of the Central Shops. While the exact date of its construction is unclear, the water tower could be historically significant due its functional and spatial association with the Central Shops. In addition, the tower's height also makes it a visual landmark for the Railyards. The structure consists of a cylindrical tank of riveted metal panels supported 70 feet above the ground by five trussed legs.

k. Site of China Lake

China Lake, also known as Sutter Lake and later, China Slough, once existed as a seasonally flooded lake at the future site of the Railyards. The lake stretched between G Street, I Street, 2nd Street, and 6th Street. By the early 1850s, residences occupied much of the southern and eastern shorelines of the lake, and the Central Pacific Railroad facilities would gradually begin to dominate its northern edge. The lake was commonly regarded as a nuisance due to its stench and tendency to flood areas of central Sacramento. Beginning in 1863, Central Pacific Railroad filled in China Lake from the north and west, largely with sand from the American River, and by 1910 the lake was completely filled and claimed for Railyard activities. The site of the former lake is designated a State Historic Landmark (No. 594).

2. Southern Pacific Railroad Sacramento Depot

The Southern Pacific Railroad Sacramento Depot, shown as building 10 in Figure 9-1, was constructed in 1925, during the second building boom at the Railyards site. It is listed, with its adjacent REA Building, on the National Register of Historic Places, the California Register of Historical Resources, and the Sacramento Register of Historic and Cultural Resources. Designed by the San Francisco firm of Bliss and Faville in a simplified Mediterranean style, the building is faced in an Italian pink brick and framed with structural steel and concrete. A sloping roof is covered in russet-colored Mediterranean tiling. In 1926, an average of 64 passenger trains passed through the Sacramento station daily. The Depot replaced three previous depots located on Front Street and another nearby site, and has served as a central gathering point and landmark for decades. Today, the Depot is used as the primary station for Amtrak and Capitol Corridor service in the Sacramento region.

The Depot is three stories tall and the first level originally included a waiting room, ticket counter, baggage room, restaurants, and offices for district agents. The second floor housed offices for the Southern Pacific's lines between San Francisco and Portland, as well as the company's private telephone exchange. The third floor included an assembly hall and storage rooms. A mural on the east wall of the waiting room, created by San Francisco artist John MacQuarrie, depicts development of the first Transcontinental Railroad, with images of the "Big Four" investors, engineer Theodore Judah, a Chinese steamer, and the first building of the Central Pacific Railroad.

3. I Street Bridge

Adjacent to the Plan Area and spanning the Sacramento River is the I Street Bridge, which is listed on the National Register of Historic Places. There are three approaches to the I Street Bridge on the east, or Plan Area, side of the bridge. None of these approaches are contributing features of the I Street Bridge. One of the approaches, the Jibboom Street Overhead, is anticipated to be removed and a replacement ramp will be constructed, as described in Chapter 7.

4. Archaeological Resources

Many archaeological resource surveys have been performed in the Railyards area over the past 30 years. Historic-period surveys have generally yielded artifacts associated with the settlement and development of downtown Sacramento, but pre-historic surveys have been less productive. Virtually the entire site has been extensively disturbed and either paved or filled, making an exhaustive pre-historic-period archaeological survey exceedingly difficult. Artifacts and other cultural resources could be discovered during construction, and mitigation measures in the Specific Plan Environmental Impact Report addresses the proper procedure and treatment for identification of any subsurface resources prior to construction and that might be encountered during construction activity.

The Plan Area may contain artifacts from the historic period, particularly extending back to the early 1850s when the eastern and southern edges of Sutter Lake were first occupied. Early houses east of Sutter Lake were located behind the 6th Street levee, so the easternmost part of the site adjacent to 7th Street may contain historic arti-

This Hazards chapter of the Railyards Specific Plan addresses the need to remediate contamination on the Railyards site in order to protect the health of future inhabitants, workers, and visitors, as well as the surrounding public and the environment. The implementation strategies at the end of this chapter respond to the goals and policies concerning hazardous substances that are set out in Chapter 4.

The planned redevelopment of the Railyards Plan Area takes into consideration the known or anticipated presence of industrial chemicals, stemming in some cases from over 100 years of railroad activity and in particular fabrication and maintenance of locomotives. This chapter briefly summarizes the history of the industrial uses of the site, the extent of known and potential contamination within the Plan Area, and the approach to cleanup of Railyards soils and groundwater to occur in a manner protective of human health and the environment in light of the planned future land uses. Due to the complexity in regards to the type and extent of the hazardous substances at the Railyards and the obligations of the landowner to remediate the contamination under the terms of the Department of Toxic Substances Control (DTSC) Enforceable Agreement, this chapter sets forth general guidelines for implementation of the goals and policies listed in Chapter 4.

The DTSC approved Remedial Action Plans establishes the methods for remediation of the known hazardous materials and imposes land use controls through deed restrictions, which are based on human health risk assessments, to ensure that development of the Railyards site occurs in a way that is protective of public health and safety, both for construction workers and site occupants, and facilitates a coordinated and efficient cleanup and redevelopment process.

When the prior Railyards Specific Plan was adopted in 1994, soil and groundwater investigations across much of the Railyards were in their preliminary stages. Chemical types and occurrence patterns in soil and groundwater were not fully known to the extent they are today, and relatively little cleanup had been performed under the 1988 Enforceable Agreement. At that time, the preferred method for remediating soil containing heavy metals was to cap or entomb the impacted soils within an earthen berm that would support a new alignment for the Union Pacific Railroad (UPRR) freight tracks. Soil remediation plans developed after 1994 consisted primarily of excavation and off-site disposal. Since that time, DTSC has approved Remediation Action Plans that have been implemented by the Union Pacific Railroad and included removing and transporting contaminated soils to off-site hazardous disposal sites. In addition, capping or entombing of the residual contaminated soil on-site, along with treatment of groundwater, engineering controls in regards to building design and construction methods, and land use restrictions are viable approaches for remediation that is protective of human health and the environment while allowing for development of the land uses envisioned in the Railyards Specific Plan.

A. Regulatory History

This section provides a history of past regulatory procedures addressing contamination and environmental hazards on the site.

1. Overview

The Railyards site has experienced continuous industrial use since the 1860s as a locomotive and railroad car assembly, building, repair, and refurbishing facility. In carrying out these functions, the site has supported a multitude of industrial activities related to the railway, including foundry and machine work, wheel truing, forging, blacksmithing, painting, sandblasting, cleaning and degreasing, lubricating, metal part fabrication, battery reconditioning, and fabric and upholstery work. Many of these activities involved the use of substances and materials that are now known to be toxic or otherwise hazardous.

The first subsurface environmental investigations at the Railyards began in 1982 as a result of a Division of Occupational Safety and Health inspection. The matter was referred to DTSC's predecessor agency, the Department of Health Services (for ease of reference, where DTSC is used hereinafter, it refers to the Department of Health Services or DTSC). Under DTSC's oversight, groundwater monitoring wells were installed. In 1983, DTSC and the United States Environmental Protection Agency conducted a joint investigation of the Railyards site and identified several violations of the state hazardous waste control laws and the Resource Conservation and Recovery Act ("RCRA"). As a result, in 1984 DTSC and the Southern Pacific

Transportation Company (“SPTCo”) entered into a Settlement Agreement and Schedule of Compliance pursuant to California Health & Safety Code section 25187, which focused on remedial actions in the northern part of the Railyards. In February 1986, DTSC conducted a hazardous waste generator inspection of the remediation process SPTCo was using in the Railyards and found several violations. As a result of this investigation, SPTCo prepared a site investigation and remedial alternatives analysis report for the Former Battery Shop, Former Drum Storage Area, and the Locomotive Grit Blast Piles. In 1987, SPTCo and the District Attorney of Sacramento County, on referral from DTSC, entered into a Stipulation for Entry of Final Judgment, which established a compliance time schedule for the investigation and remediation of these areas.

In January, 1988, DTSC listed the Railyards as a State Superfund site. Investigation and cleanup activities are currently being carried out pursuant to a June, 1988 Enforceable Agreement (“Enforceable Agreement”) between the California Environmental Protection Agency, DTSC, and SPTCo (whose responsibilities were assumed by UPRR as its successor). The purpose of the Enforceable Agreement is “to ensure that the nature and extent of any releases or threatened releases of a hazardous substance or hazardous wastes (also referred to as ‘contaminants’ or ‘contamination’) to the air, soil, surface water, and groundwater at or from the entire site are determined and the site adequately characterized (building upon previous investigations at localized spots around the site) and that appropriate remedial actions are taken” (Enforceable

Agreement, Section 1.4.). Under the Enforceable Agreement, DTSC is responsible for reviewing and approving all cleanup plans, establishing cleanup standards, evaluation and mitigation of human health risks, and for final approval of the remediation of the site. The Central Valley Regional Water Quality Control Board reviews cleanup plans in a consultative role with DTSC with regard to water quality issues and groundwater cleanup systems and approaches.

For purposes of ongoing investigation and remediation of contaminated soil and groundwater, DTSC has approved dividing the Railyards into six study areas as follows:

- ◆ Lagoon Ground Water (soil remediation completion targeted for 2008);
- ◆ Car Shop Nine (soil remediation completion targeted for 2008);
- ◆ Northern Shops (soil remediation completion targeted for 2008);
- ◆ Central Corridor (soil remediation completion targeted for 2008);
- ◆ Manufactured Gas Plant (soil remediation completion targeted for 2010); and
- ◆ Central Shops (shallow soil remediation completion targeted for 2009).

Because groundwater investigation and cleanup typically takes much longer than soil cleanup, DTSC agreed to separate the investigation and cleanup process for soil and groundwater.

In addition, there were five other regulated areas identified at the Railyards which have been certified as remediated (closed sites) and subject to

deed restrictions which prohibit certain uses and soil and groundwater extraction: the Sand Blast Grit Piles, the Battery Shop, the Pond & Ditch, the Drum Storage area, and the Sacramento Station.

The regulatory process embodied in the Enforceable Agreement consists of the following steps:

- ◆ **Remedial Investigation (RI):** data gathering, overseen by DTSC, to characterize the nature and extent of contamination.
- ◆ **Risk Assessment (RA):** evaluation of human health and environmental risks.
- ◆ **Feasibility Study (FS):** evaluation of cleanup options and development of cleanup goals.
- ◆ **Remedial Action Plan (RAP):** identification and public review of final cleanup strategy.

In addition, after approval of the RAP, the state Superfund process includes the following steps:

- ◆ **Remedial Design and Implementation Plan:** provides design plans and implementation steps for the selected remedy.
- ◆ **Closure Report:** documentation of successful remediation efforts and implementation of the RAP.
- ◆ **Certification:** written approval from DTSC that the remedies identified in the RAP have been implemented.

This process is designed to collect adequate information concerning the type, concentrations and distribution of contaminants, evaluate the risks to human health and the environment, and develop and implement a cleanup strategy

consistent with anticipated future land use. The process also identifies measures that will mitigate the health risk of exposure to contaminants that may remain in place either through establishing safe levels for the constituents of concern or by managing the potential for exposure with deed restrictions that regulate excavation and engineering controls in regards to placement of caps and building designs. This process as applied to the Railyards site is described below.

2. Risk-Based Cleanup Approach and Site Remediation Process

The state Superfund process at the Railyards site is a “risk-based” approach, based on a detailed evaluation of contamination levels and exposure potential at particular locations. This risk-based approach results in remediation of contaminated soil and groundwater at levels that are protective of the population with the greatest potential for exposure to site soils or soil gas vapors from groundwater contamination (i.e. “Target Cleanup Levels”).

The calculation of the potential risk associated with soil and groundwater exposure includes a consideration of potential land uses. Typically, the greatest soil and groundwater exposure potential is found in single-family ground floor residential housing. This land use assumes that the resident family grows and eats produce from the property and children routinely play in and ingest soil and could be exposed to vapors from contaminated groundwater through the soil. Under this land use, children are the population with the greatest potential for exposure (Maximally Exposed Individual (MEI)). Remediation standards that are protective of the

single-family occupants are considered residential or unrestricted use standards.

Lesser exposure potential exists in commercial or industrial land uses, where property occupants or users have little to no contact with soil. Under commercial or industrial land uses, the construction or site workers are considered the population with the greatest potential for exposure to soil. Remediation standards that are protective of workers at commercial or industrial uses are considered restricted use standards.

With the exception of parks and open spaces, anticipated land uses at the Railyards will be mixed commercial, residential and office uses. Ground floor single family residential housing with yards is not in the current land use plan.

Health risk assessments conducted to date show that the construction worker is the population with the greatest exposure potential to contaminated soil at the Railyards. The health risk assessments take into account such factors as the length of time a construction worker will have direct contact with soil and the number of years a construction worker is likely to work on the site.

The ultimate goal is that cleanup: (1) reduces concentrations of residual chemicals in soil such that they do not exceed specific risk-based thresholds (remediation goals); (2) reduces concentrations of residual contaminants in the soil to levels that are protective against future groundwater contamination; (3) implements mitigation measures to prevent direct exposure to contaminated soil; (4) implements groundwater remediation systems

(e.g. soil vapor extraction) to reduce concentrations of chemicals in the groundwater; and (5) implements engineering controls where applicable (e.g. ventilation systems or building designs) to minimize exposure to soil vapors (from both contaminated soil and groundwater).

Remediation for some areas has been completed to restricted standards based on current zoning. DTSC has issued a certificate of completion and deed restrictions for the closed areas. The deed restriction limits uses of the property to those activities that are consistent with the implemented level of remediation, and further remediation and/or engineering controls may be required to change the approved land use.

The current deed restrictions differ by area but in general include the following:

- ◆ No soil excavation or groundwater extraction is permitted without DTSC approval.
- ◆ Industrial and commercial land uses, including construction and maintenance of utility corridors and street rights-of-way, are allowed under an appropriate management plan.
- ◆ Landscaping is allowed; provided clean soil to appropriate depths is placed in areas where direct soil contact can occur.
- ◆ DTSC must be notified when there is a change in ownership of the property, a proposed change in land use, or prior to development of the site.

Although remediation to construction worker standards, among others, is planned, and deed restrictions are expected, the property owner, at

its initiation, may remediate specific areas of the site to standards that provide for less restrictive uses. The deed restriction specifies the process by which a property owner can, with DTSC approval, undertake such uses.

In accordance with the provisions of the Memorandum of Understanding (MOU), the City has incorporated checkpoints into its land use entitlements structure that will ensure that development within the Railyards can only occur in areas where DTSC has verified that soil and groundwater remediation pursuant to a RAP has been completed and that the proposed development is permitted. These checkpoints are discussed in Section D below.

The MOU also recognizes that, in the future, currently unanticipated land uses may dictate a different level of risk assessment and standards for remediation, as well as that in the future there may be different approaches for protecting human health from the contaminants that remain at the Railyards site. Policies described in Section D of this chapter recognize these circumstances and that there may be development and implementation of an amended or revised RAP.

In sum, the Railyards risk-based site remediation process:

- ◆ Ensures that remediation takes into account the mixed-use nature of the land uses in the Specific Plan;
- ◆ Ensures that the health and safety of those most likely to come in contact with remediated soil will be protected;
- ◆ Ensures that the Railyards is remediated to Target Cleanup Levels; and
- ◆ Ensures that development within the Railyards will only occur in areas that have been remediated pursuant to a DTSC-certified RAP and consistent with the deed restrictions.

B. Extent and Types of Contamination Recorded

Since the prior Specific Plan was prepared in 1994, SPTCo and UPRR have completed the soil investigation of the Railyards. In addition, risk assessment, remediation strategies, and Remediation Action Plans (RAP) have been approved for all soil study areas except the Central Shops and Manufactured Gas Plant sites. The nature and extent of chemical impact to soil within the Railyards site is therefore well known and extensively documented through the DTSC oversight process. This information, as well as the selected remedies, have been reviewed by the public and approved by DTSC through the investigation and RAP preparation and approval process.

The chemicals present in Railyards soil fall into five categories:

- ◆ Heavy Metals;
- ◆ Volatile Organic Compounds (VOCs);
- ◆ Total Petroleum Hydrocarbons (TPH);
- ◆ Semivolatile Organic Compounds (SVOCs); and
- ◆ Poly Nuclear Aromatics (PAHs).

Asbestos has also been detected at the site and will be addressed at the time the other soil contaminants are remediated. Although there is some overlap among these categories of contaminants, typically each category possesses characteristics that influence where the chemicals are likely to be found given their mobility in the environment, and the method and level of cleanup required.

C. General Requirements for Protection of Construction Workers

The construction workers face the greatest exposure risk at the Railyards based on the extent and nature of the contaminated soil and the potential for excavation activities that could result in contact with soil that is not clean fill. Although groundskeepers (landscape contractors, etc.) could also be exposed to site soils, the Railyards site remediation process ensures that all areas of soil in which groundskeepers will work are areas in which a DTSC-approved RAP has been implemented to construction workers standards.

1. Construction-Related Measures

The following requirements apply to all construction activity on the Railyards site in order to ensure that construction workers are protected from unacceptable exposure to hazardous substances during site development. DTSC will enforce the following requirements for construction on the Railyards site in coordination with the City:

- ◆ Developer's general contractor shall prepare a site-specific construction worker health and safety plan containing construction worker health and safety requirements based on the levels of remediation already performed in each project area.
- ◆ Contractors shall be given a worker health and safety guidance document at the time of grading or building permit application to assist them in preparing site-specific worker health and safety plans. Pursuant to the requirements of state and federal law, the site-specific health and safety plan may require, if applicable, the use of personal protective equipment, on-site continuous air quality monitoring during construction, and other precautions.
- ◆ During construction, except in imported clean fill areas, all excavation, soil handling, and dewatering activities shall be observed for signs of apparent contamination by developer with findings, if any, reported to DTSC.

In addition to these steps, DTSC, under the terms of the MOU and through enforcement of its deed restrictions, will provide for environmental oversight, including requiring the developer to provide site inspection reports during construction and compliance with procedures for detecting previously undiscovered contamination during site excavation, as well as contingency plans for investigation, remediation and disposal of such undiscovered contamination.

D. Strategies for Implementation of Goals and Policies

This section explains how implementation of the goals and policies set forth in Chapter 4 will be approached. In addition to compliance with applicable environmental mitigation measures and the adopted mitigation monitoring program, implementation of these goals and policies will be achieved through two primary means:

- ◆ Compliance with city regulations that require verification of remediation completion, site closure and approval of proposed land uses by DTSC prior to issuance of building permits.
- ◆ Compliance with the MOU, concerning coordination of the remediation activities.

The Tri-Party MOU will:

- ◆ Address key roles of the parties, including future property owners, both during and after completion of remediation.
- ◆ Address responsibilities for ongoing oversight as construction occurs in the Railyards.

Development of the Railyards will not only benefit the City and the property owner, but will also benefit the public by providing incentive for the property owner to expeditiously complete remediation. DTSC, the City, and the property owner will play key roles in development of the Railyards both during and following completion of site cleanup. In the initial years of development while remediation is still underway, it is imperative that development be undertaken in coordination with remediation. Following completion of remediation, it is imperative that

development be carried out in a manner that always guards public health and safety.

State law provides for recordation of deed restrictions on remediated property to restrict land uses to those compatible with cleanup levels achieved. Deed restrictions are recorded when property is cleaned up to levels other than unrestricted use. Deed restrictions recorded to date have limited development in some areas to commercial and industrial land uses consistent with implemented remediation and current cleanup standards. Land uses that could result in exposure of sensitive populations, such as day care centers, elder care facilities and schools, as well as housing development, will require approval by DTSC. The deed restrictions also require prior DTSC approval of all excavation of soil and use of groundwater in the area subject to the deed restriction. In the future, as sites are further remediated and/or engineering controls are proposed as part of the building design, the existing deed restrictions may be revised to redefine permitted uses that are appropriate for the site consistent with the proposed land use as set out in this Specific Plan (such as housing, streets, schools, and parks).

The California Environmental Protection Agency's Site Designation Committee designated DTSC as the Administering Agency for the Railyards pursuant to California Health & Safety Code Section 25260 et seq. As such, the Department is responsible for administering all State and local laws, ordinances, regulations and standards that are applicable to, and govern, the investigation and remediation of the Railyards.

The City will incorporate checkpoints into its land use permitting process to confirm that the proposed development is consistent with cleanup levels achieved and uses permitted under the deed restrictions, has satisfied DTSC's documentation that remediation requirements, the site is closed and the land use and building design is permitted.

The Specific Plan will be developed over several years and development plans for portions of the site may change over that period. Even uses that occur generally as planned may involve completely different site design than originally envisioned. Standards for acceptable levels of environmental protection may change over time as more is known about the impact of contamination on the environment and human health. The number of constituents of concern may also change in the future, and new contaminants may be uncovered during remediation or construction activities. In addition, cleanup methods and deed restrictions may change. Thus, as land is developed differently than anticipated or redeveloped for different uses, or as cleanup standards affecting exposed soil areas change, remediation requirements may change. All development within the Railyards will be subject to DTSC approval and based on its adopted cleanup standards and acceptable level of exposure risk for the intended land use.

Development of the Railyards will be carried out in many phases. Under the current schedule for remediation, the majority of soil cleanup activities are expected to be completed by 2008-2010.

The health and safety of persons who use and occupy the Railyards in areas that may be in proximity to areas under remediation will be protected in several ways to preclude unacceptable human exposure to contaminants, as appropriate, such as:

- ◆ Fencing to prevent access to surface soil in unremediated areas of the site.
- ◆ Dust control during active soil cleanup and excavation activities.
- ◆ Construction site air monitoring, if required by site-specific conditions.
- ◆ Building design requirements to prevent the buildup of soil vapors in enclosed spaces, if needed.
- ◆ Construction dewatering techniques that minimize potential for pulling groundwater contaminants to the surface.
- ◆ Contingency plans for pretreatment of contaminated groundwater in the event that extracted water cannot be sent to the regional wastewater treatment plant.

Early remediation of certain identified contamination is essential regardless of future uses because of possible short-term and immediate risks to human health and the environment. Thus, for example, DTSC has placed a high priority on remediation of the VOCs at the Central Shops, because that area is a continuing source of groundwater contamination. In general, DTSC cleanup priorities reflect the need to attend to the most serious health and environmental risks first, and these priorities must be met regardless of development plans.

As discussed throughout the Specific Plan, the City, DTSC, and the property owners are committed to remediating the Railyards to levels that are protective of human health and the environment. To implement the goals in this Plan, the City, DTSC, and the property owner will oversee and carry out remediation activities as efficiently as possible.

The property owner has secured DTSC approval to encapsulate inert soils in the Vista Park site located on the northern perimeter of the Railyards property. This approach to cleanup has been approved by DTSC and supported by the City, finding this remediation approach to be protective of human health and the environment given the requirements for layers of clean or no test soil to prevent public exposure to the buried contaminated soil and soil vapors.

In addition to the need for general coordination between the City and all environmental regulatory agencies working on the site, there is a specific need for the City and DTSC to establish a working relationship. As the designated agency for site cleanup, DTSC sets cleanup levels, cleanup schedules, oversees remediation activities at the Site, and heads a consultative workgroup under the authority of AB2061 to incorporate input from relevant agencies. The MOU provides for DTSC and City coordination regarding cleanup activities in order to allow the City to oversee development phasing plans and authorize development to proceed.

DTSC determinations in the future as to acceptable cleanup standards and remediation requirements could change development opportunities

on the site in ways that affect land uses. Thus, DTSC decisions concerning remediation and land use are linked, and ongoing communication between DTSC, the City and the property owner is essential.

This chapter outlines the steps needed to implement the development of the Sacramento Railyards Specific Plan Area as described in this Specific Plan. This Specific Plan is a long range planning document that is intended to guide the development at the Railyards site over the next 15 to 20 years.

A. Related Approvals

In addition to amending the City's General Plan, the Central City Community Plan and the Richards Boulevard Area Plan to incorporate the provisions of this Specific Plan, the following is a summary of the actions that are to be approved at the time of adoption of this Specific Plan which set out the implementation parameters for the development of the Plan Area.

1. Special Planning District and Zoning

A special zoning district is to be established for the Railyards Plan Area to specify the zoning designations, development standards and permitted uses within the various districts that comprise the Railyards site, as described in this Specific Plan. The Railyards Special Planning District also establishes the procedures for processing future development applications.

2. Development Regulations

This Specific Plan, in conjunction with the Design Guidelines, the Railyards Special Planning District and the Central Shops Historic District ordinance, constitute the principle regulatory framework for the Plan Area. For entitlements needed to develop within the Plan Area, a property owner will need to demonstrate consistency of the proposed project with these documents through the permitting process set out in the Special Planning District, and when applicable, may seek changes in these regulations.

3. Development Agreement

In order to specify the manner in which the necessary infrastructure and public facilities as provided in this Specific Plan will be constructed and financed, among other matters, the City and the property owner intend to enter into a development agreement. The terms and conditions contained in the development agreement will be consistent with the goals and policies of this Specific Plan.

4. Design Guidelines

In order to further implement the Specific Plan, the City will establish a design review district that encompasses the Railyards Plan Area and will adopt Design Guidelines to address building placement, design, setbacks, heights, massing, and overhangs, as well as landscape treatments, streetscapes, lighting, signage, and the design of public and civic open spaces.

5. Landmark and Historic District Designation

Pursuant to the Historic Preservation Chapter, 17.134, of the City Code, a historic district, including contributing resources and identify-

ing significant features and characteristics, will be designated by the City for the Central Shops area. The designation will provide for review of development projects pursuant to Chapter 17.134, which specifies use of the Secretary of the Interior's Standards for the Treatment of Historic Properties (Standards). The Southern Pacific Railroad Sacramento Depot and REA Buildings are already designated by the City as a Landmark, and review of development projects involving the historic resources and site are currently, and will continue to be reviewed pursuant to Chapter 17.134.

6. Financing Plan

The development of the Railyards site will require extraordinary investments in infrastructure not typically found in suburban "greenfield" settings. A key component of the Specific Plan is the Financing Plan that sets forth the estimated costs and anticipated sources of revenue for the development of the infrastructure and public facilities required for development within the Railyards Plan Area, including the street network and freeway interchange improvements; water, sewer, and storm water systems; community centers, parks, trails and open spaces; and police and fire stations. The Financing Plan will be adopted along with the Specific Plan and will be implemented over time.

7. Owner Participant Agreement

The Railyards site is located within a redevelopment area. As such, tax increment revenue will accrue to the Redevelopment Agency of the City of Sacramento as property value increases due to new development. This future revenue source may be available to help finance infrastructure that is needed to develop this blighted area. The

property owner and the Redevelopment Agency intend to enter into an Owner Participation Agreement to address funding assistance.

B. Conceptual Financing Strategy

The construction of backbone infrastructure and other public improvements described in this Specific Plan will be funded by a variety of private and public financing mechanisms. This section includes a description of these mechanisms and a description of more detailed financing studies that may be required to implement the Financing Plan as a next step in implementation of the Specific Plan.

1. Financing Methods

To redevelop the Railyards site, substantial private sector investment is necessary for land acquisition, remediation, infrastructure and land development and construction. Because the Railyards site has limited access, lacks an infrastructure system and will abide by special development requirements, development will require extraordinary infrastructure investments. Significant public funds will be utilized for the necessary backbone infrastructure and to provide other public services, as well as to connect the Railyards site with adjacent districts and the City's infrastructure network, as described in the Financing Plan and the Development Agreement. These contributions may include the following sources:

- ◆ **Federal and State Funds.** Certain federal and State funds may be available to assist with certain public infrastructure components of the Railyards, specifically the SITF,

freeway interchange improvements and rehabilitation of the Central Shops.

- ◆ **City Funds.** Given the private investment in land acquisition, remediation, land development, and construction, the City may likely assume a significant level of responsibility for funding portions of the infrastructure and other public facilities necessary to serve the Railyards.
- ◆ **Transportation Funding.** A large portion of the infrastructure investment needed for development of the Plan Area is related to transportation. The City will apply for federal, state and local funding of the street and interchange improvements through the Sacramento Area Council of Governments (SACOG) and the Sacramento Transportation Authority (STA). SACOG manages a multi-year planning process that allocates funding to projects from State and federal funding sources. The STA manages the allocation and disbursement of local transportation sales tax and Measure A funds for transportation projects. Another potential source of funding for the transportation projects is the statewide infrastructure bonds passed by the voters in November of 2006.
- ◆ **Development Impact Fees.** The City has previously adopted a set of Development Impact Fees to finance capital improvements within the Railyards and Richards Boulevard plan areas and these fees will be updated as part of the implementation of the Financing Plan. Certain Railyards Plan Area backbone improvements and public facilities will be funded by development outside of the Railyards site that will benefit from such improvements. The City will impose certain

impact fees in those areas to fund their pro-rata share of the necessary public improvements that will serve those areas as well as the Railyards site.

- ◆ **Tax Increment Financing.** Because the Specific Plan Area is within a redevelopment Project Area, the increases in assessed valuation of property created by the acquisition, remediation, and subsequent development of the Railyards site will result in a stream of tax increment revenue to the Redevelopment Agency of the City of Sacramento. This future revenue will be used to secure repayment of tax increment bonds, and that bond funding may be used to support infrastructure and public facilities investments in the Railyards Plan Area if certain findings can be made.
- ◆ **Community Facilities District.** Mello-Roos Community Facilities District (CFD) funding may be also be used to help fund the construction or acquisition of backbone infrastructure and facilities in the Plan Area. These funds would be repaid by property tax assessments or other revenue sources.
- ◆ **Other.** Other financing mechanisms may also be used, including other public and private debt financing sources. Specific financing requirements, improvement obligations, reimbursements, fees, land and easement dedications and conveyances, maintenance, and other financing and improvement-related obligations will be included as part of the development project approval and will be detailed in the Financing Plan as well as the Development Agreement. The use of the federal Historic Rehabilitation Tax Credit program, which provides a federal tax credit

in the amount of 20 percent of the rehabilitation costs, and the use of the State of California Seismic Retrofit Property Valuation Reduction provisions for seismic retrofit may also assist with the costs of rehabilitation of the historic Central Shops.

2. Financing of On-going Service Delivery and Infrastructure Maintenance

Public facilities maintenance and delivery of public services will be funded primarily with property and sales tax revenues generated from development within the Specific Plan Area. The City and other agencies will deliver the public services and maintain the public infrastructure in the Plan Area. Under special agreements, property owners may also assume responsibility for some services and maintenance obligations.

3. Financing Plan

A separate Financing Plan is being prepared to identify the costs of all major backbone infrastructure improvements needed to serve the Plan Area and to identify the specific financing mechanisms that could be used to construct these improvements in a timely manner. The Financing Plan and the Development Agreement will also provide the framework within which developers will receive credits and reimbursements for advance-funding of project costs and over-sizing of infrastructure. The Financing Plan will focus on the major backbone infrastructure improvements, their costs, timing and potential funding mechanisms.

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