



REPORT TO COUNCIL
City of Sacramento
915 I Street, Sacramento, CA 95814-2604
www.cityofsacramento.org

STAFF REPORT
October 11, 2005

Honorable Mayor and
Members of the City Council

Subject: Update on the Docks Area Planning Process and Authorization to Submit Caltrans Planning Grant Applications

Location/Council District: The Docks Area is located along the Sacramento Riverfront, north of the Marina/Miller Park, west of the Interstate 5, south of Capitol Mall and east of the Sacramento River (District 4)

Recommendation: This report provides an update on the Docks Area planning process and recommends the City Council approve submission of two grant applications to Caltrans for an Environmental Justice and a Community-Based Transportation Planning Grant for the Docks Area.

Contact: Laura Sainz, Senior Project Manager, (916) 808-2677
J.P. Tindell, Advance Planning Manager, (916) 808-1955
Theresa Arnold, Special Projects Engineer, (916) 808-5514

Presenters: Laura Sainz, Senior Project Mgr., J.P. Tindell, Advance Planning Mgr., Jim Stickle and John Ellis, WRT – Solomon ETC; Gail Ervin, Ervin Consulting; David Zehnder, Economic and Planning Systems

Departments: Economic Development, Parks and Recreation, and Transportation

Division: Downtown Development Group; Park Planning, Design and Development; Project Funding and Programming

Organization Nos.: 4451; 4725; 3435

Summary:

The Docks Area along the Sacramento Riverfront is part of the implementation of the 2003 Sacramento Riverfront Master Plan. It represents one of the most promising and exciting waterfront projects in the country. Given City Council's direction received at the July 2005 workshop on the Docks Area, staff has pursued a process to ensure the highest quality design, open space and development in the area. The next steps in the process include 1) submitting grant applications to Caltrans for future planning and conceptual design in the Docks Area; 2) completing the environmental review process; and 3) selecting a developer that brings high quality design and innovation to the project.

Committee/Commission Action:

Staff has presented preliminary design concepts to the following Boards and Commissions for review and comment:

1. Design Review and Preservation Board – July 6, 2005
2. Planning Commission – July 21, 2005
3. Parks and Recreation Commission – August 11, 2005

Background Information:

In July 2003, the cities of Sacramento and West Sacramento accepted the newly updated Sacramento Riverfront Master Plan. At that time, the Sacramento City Council defined a vision for the Docks Area that included a mixed-use community with parks and riverfront open space. The goal of the Docks Area planning process is to implement that vision through redevelopment of the site.

The process has included a total of three community workshops. All three workshops have been held and the community continues to reaffirm the vision established in 2003 including:

- A mixed-use neighborhood with an emphasis on residential development;
- Pedestrian and bicycle access integrated throughout the plan area;
- Public and open space including parks and a riverfront parkway; and
- Medium- to high-density development with heights designed to maximize views.

The next steps in the Docks Area planning process include:

1. Submit Environmental Justice and Community-Based Transportation Planning Grant Applications to Caltrans

Caltrans has issued a request for grant applications. There is currently \$6 million available statewide on a competitive basis. The two grant categories the City will be applying for are Environmental Justice, which is related to the contaminated nature of the site, and Community-Based Transportation Planning, both of which can be used for additional planning and conceptual design work in the Docks Area. The grants will potentially fund community workshops, planning studies and conceptual design work for the riverfront parkway and/or the Docks Area Specific Plan, zoning and design guidelines. Applications are due to Caltrans on October 14, 2005. These are the only applications the City is submitting for these Caltrans funds.

2. Analyze the Land Use Scenarios

Three land-use scenarios (alternatives) will be analyzed through the California Environmental Quality Act (CEQA) process. Each scenario will be analyzed to an equal level, which will afford the City Council maximum flexibility in determining the preferred land-use scenario. The land-use scenarios are included as Attachments 1, 2 and 3. Within each of the land-use scenarios, the number of residential units can always be reduced without increasing environmental impacts; therefore, we will only be analyzing

the maximum (high) density for each of the three options. City Council will be selecting a preferred scenario in early-2006 before we finalize the CEQA process, as indicated in the timeline included as Attachment 4.

All of the land-use scenarios build on the guiding principles taken from the 2003 Riverfront Master Plan, including:

1. Public access to the river;
2. Linkages to adjacent neighborhoods;
3. Pedestrian orientation throughout the area; and
4. An animated riverfront district.

In terms of similarities between the land-use scenarios, all three of the options include:

1. A riverfront parkway connecting the area to Old Sacramento in the north and the Marina/Miller Park in the south;
2. A street grid consistent with the existing downtown grid;
3. Mid-block paseos allowing for public access and view corridors to the riverfront and park space;
4. Stepped back building heights with mid-rise buildings near the river and mid- to high-rise buildings on the back of the project in order to maximize views;
5. Open space and parks, including a one-half acre plaza at the north end of the project, connecting the area to the R Street trestle and the greater downtown business district and a larger public gathering/park space over Pioneer Reservoir; and
6. South of the freeway, all three options share consistent land use.

The differences in the land-use scenarios are shown in the table below:

Difference in Land Use Scenarios For the Docks Area North of the Freeway/Pioneer Bridge			
	Number of Residential Units	Size of Park Over Pioneer Reservoir	Additional Green Space
Option 1	590 -1,100	10 Acres	
Option 2	655 – 1,050	7.5 Acres	
Option 3	680 – 1,040	7.5 Acres	Approximately 2 acres

3. The Developer Selection Process

In order to ensure high-quality design, park and open space and private development, staff is pursuing a unique developer selection process. The selection process includes:

1. A Request for Qualifications (RFQ) designed to attract developers experienced in waterfront, Brownfields and “place-making” development. (October 2005)
2. An evaluation committee made up of staff, community members and technical experts that will evaluate the RFQs and identify three to five development teams to move forward and present their concepts to the community. (November 2005)

3. The final development teams identified by the evaluation committee will make a presentation to the community. This will allow the community to ask the development team questions and provide input on which developer they believe best translates the community's vision for the Docks Area. (December 2005)
4. The evaluation committee will complete the final evaluation of the development teams based on interviews as well as the community input. The evaluation committee will make a recommendation that the City enter into an Exclusive Right to Negotiate with their preferred development team. (December 2005)
5. Approval by City Council of the development team, with direction for staff to enter into negotiations. (January 2006)

The developer selection process will occur prior to completion of the CEQA process to ensure that the final CEQA documents appropriately reflect the developer's vision for the area.

Financial Considerations:

For the Caltrans grant applications, staff is still estimating the cost of the proposed planning projects. There is a cap of \$250,000 per project in grant funds available, or a maximum amount of \$500,000. Depending on the specific grant, the grants require a local match of either ten or twenty percent. The local match, which is a maximum of \$75,000 for both grant applications, will be funded out of the Pioneer Reservoir Capital Improvement Project (KD41).

Environmental Considerations:

This activity is not considered a project as defined by Section 15378 of the California Environmental Quality Act (CEQA) guidelines. It does not have the potential for resulting in either a direct or reasonable foreseeable indirect physical change in the environment.

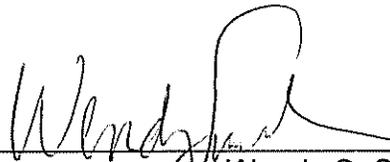
Policy Considerations:

The redevelopment of the Docks Area is consistent with the following goals identified in the 2005-2008 City of Sacramento Strategic Plan:

1. Achieve sustainability and livability;
2. Increase opportunities for all Sacramento residents to live in safe and affordable housing; and
3. Expand economic development throughout the city.

Emerging Small Business Development (ESBD):

No goods or services are being purchased at this time.

Approved by: 
Wendy S. Saunders
Economic Development Director

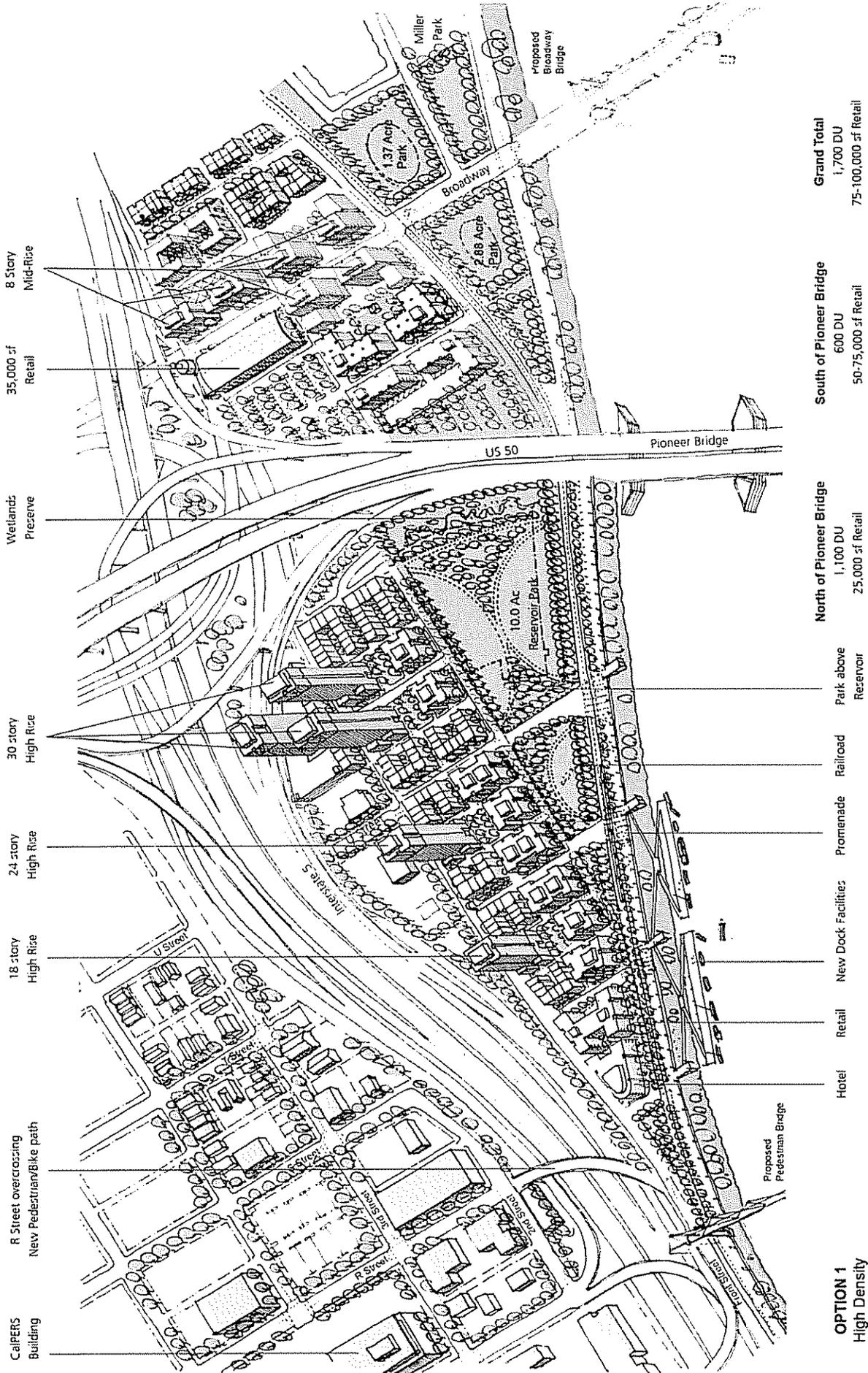
Approved by: 
Robert G. Overstreet II
Parks and Recreation Director

Recommendation Approved:


For ROBERT P. THOMAS
City Manager

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OPTION 1
High Density

Grand Total
1,700 DU
75-100,000 sf Retail

South of Pioneer Bridge
600 DU
50-75,000 sf Retail

North of Pioneer Bridge
1,100 DU
25,000 sf Retail

Park above
Reservoir

Railroad

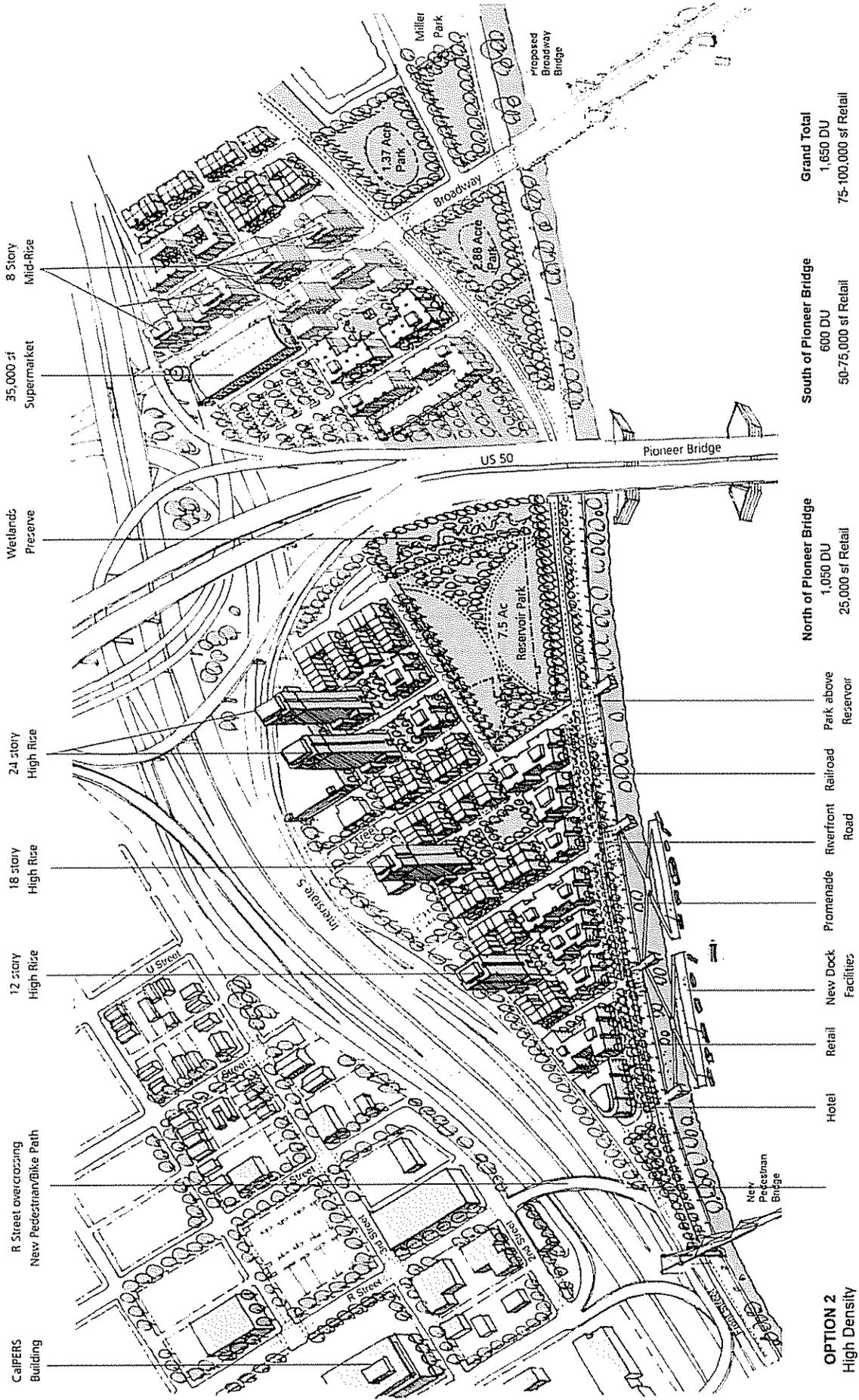
Promenade

New Dock Facilities

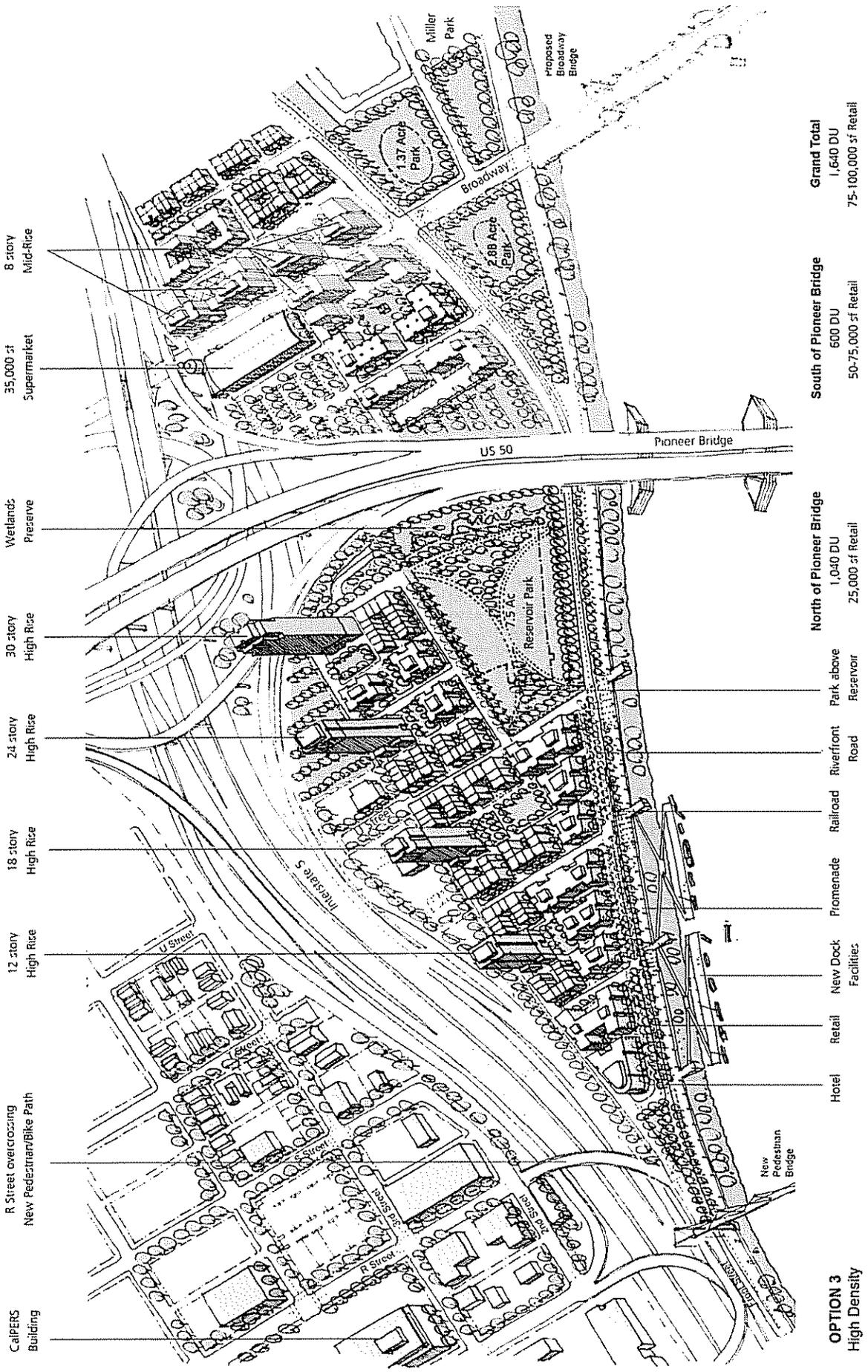
Retail

Hotel

Proposed
Pedestrian Bridge



OPTION 2
High Density



OPTION 3
High Density



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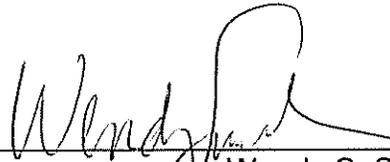
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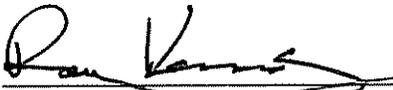
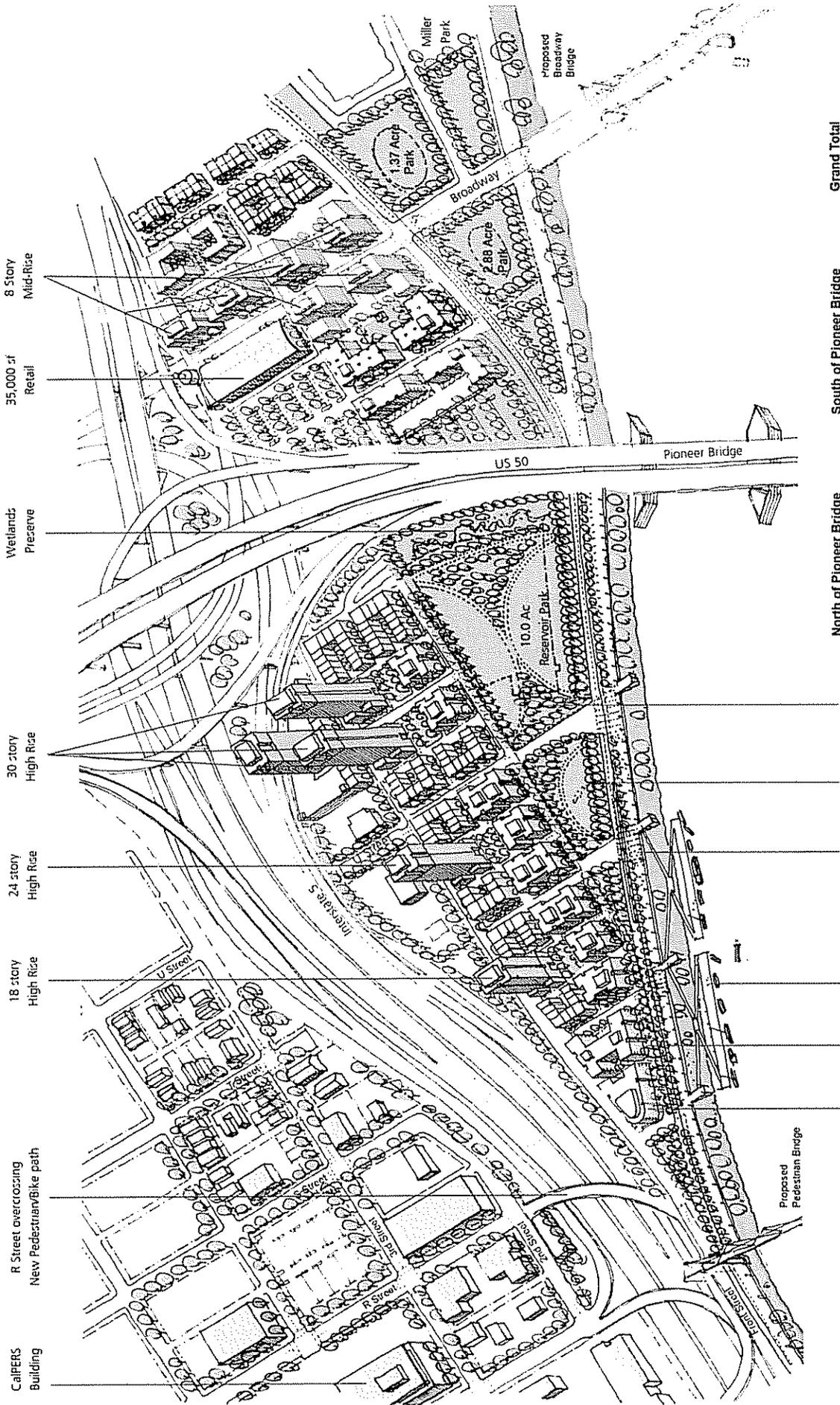

For ~~ROBERT P. THOMAS~~
City Manager

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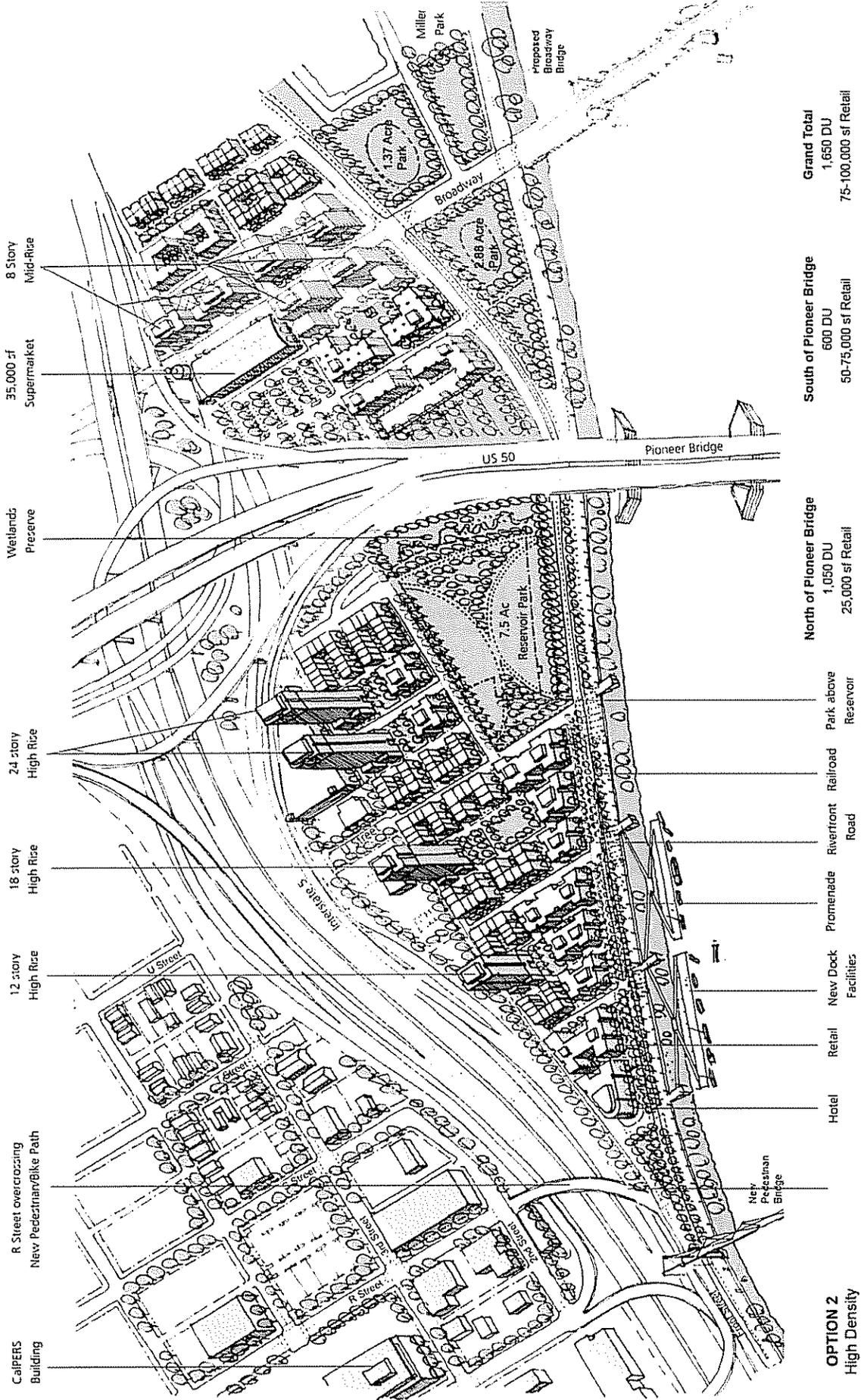
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CalPERS Building
 R Street overcrossing
 New Pedestrian/Bike path
 18 story High Rise
 24 story High Rise
 30 story High Rise
 Wetlands Preserve
 35,000 sf Retail
 8 story Mid-Rise

Hotel
 Retail
 New Dock Facilities
 Promenade
 Railroad
 Park above Reservoir
 North of Pioneer Bridge
 1,100 DU
 25,000 sf Retail
 South of Pioneer Bridge
 600 DU
 50-75,000 sf Retail
 Grand Total
 1,700 DU
 75-100,000 sf Retail

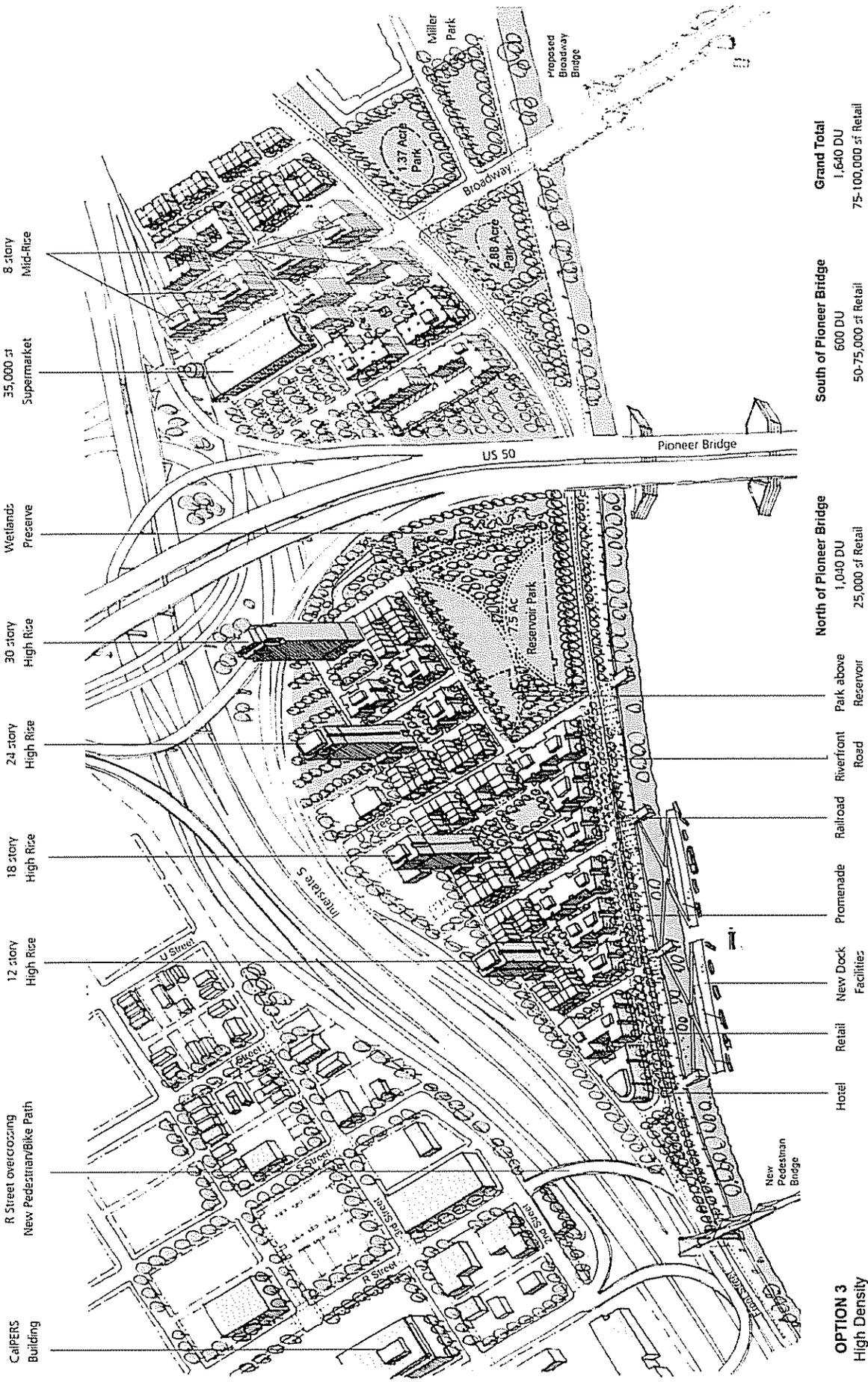
OPTION 1
 High Density



CalPERS Building
 R Street overcrossing
 New Pedestrian/Bike Path
 12 story High Rise
 18 story High Rise
 24 story High Rise
 Wetlands Preserve
 35,000 sf Supermarket
 8 Story Mid-Rise

Hotel	Retail	New Dock Facilities	Promenade	Riverfront Road	Railroad	Park above Reservoir	North of Pioneer Bridge	South of Pioneer Bridge	Grand Total
							1,050 DU	600 DU	1,650 DU
							25,000 sf Retail	50-75,000 sf Retail	75-100,000 sf Retail

OPTION 2
 High Density



CalPERS Building

R Street overcrossing
New Pedestrian/Bike Path

12 story
High Rise

18 story
High Rise

24 story
High Rise

30 story
High Rise

Wetlands:
Preserve

35,000 sq ft
Supermarket

8 story
Mid-Rise

OPTION 3
High Density

Hotel
Retail
New Dock
Facilities

Promenade
Railroad

Riverfront
Road

Park above
Reservoir

North of Pioneer Bridge
1,040 DU
25,000 sq ft Retail

South of Pioneer Bridge
600 DU
50-75,000 sq ft Retail

Grand Total
1,640 DU
75-100,000 sq ft Retail

Docks Area Planning Process

	2005	2006																
	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	
Prepare Land Use Options/Scenarios for Council Workshop (Aug - Sept)			City Council Workshop on Grants, CEQA, selection process (Oct 11th)	CEQA Analysis (Nov - Feb)			City Council to Identify Preferred Land Use Alternative (Feb 2006)				City Council to Certify CEQA, Adopt Spec Plan & Approve DDA (June 2006)							
Riparian Enhancements & Acquisition Funding			Competitive Selection Process for Developer/Designer (Oct - Dec 2005)			City Council to Select Developer (Jan 2006)					City Council to Certify CEQA, Adopt Spec Plan & Approve DDA Design/Develop Public Space (June 2006)							
			Prop 50 Application Due (Oct 2005)															Prop 50 Application Due (Oct 2006)

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- Developer Selection and DDA Process
- Parkway and Public Space Process
- Prop 50 Funding Process

RESOLUTION NO.

Adopted by the Sacramento City Council

October 11, 2005

AUTHORIZING THE DIRECTOR OF THE DEPARTMENT OF TRANSPORTATION TO SUBMIT APPLICATIONS TO CALTRANS FOR COMMUNITY BASED TRANSPORTATION PLANNING AND ENVIRONMENTAL JUSTICE GRANTS

BACKGROUND

- A. The Docks Area is located along the Sacramento Riverfront, north of the Marina/Miller Park, west of the Interstate 5, south of Capitol Mall and east of the Sacramento River.
- B. The City of Sacramento, as part of the implementation of the 2003 Sacramento Riverfront Master Plan, is interested in a community based planning process to redevelop the Dock Area into a mixed-use, sustainable community with alternative transportation modes and access to the riverfront.
- C. The City of Sacramento is seeking Transportation Planning Grants from Caltrans to assist with the redevelopment of the Docks Area.

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

Section 1. The Director of Transportation is authorized to submit applications for funding from Caltrans for an Environmental Justice grant for a community charrette process on design guidelines and form based codes in the Docks Area and a Community Based Transportation Planning grant for a community process related to the riverfront parkway in the Docks Area (Project).

Section 2. The Director of Transportation is authorized to take all necessary steps to secure the grant funds from Caltrans to provide funds for the Project.

Section 3. The City Council authorizes the City of Sacramento to accept a grant of up to \$250,000 for each grant awarded by Caltrans, and for the Director of Transportation to conduct all negotiations, execute and submit all documents with Caltrans, including but not limited to contracts, subcontracts, applications, agreements, extensions, renewals, payment requests and amendments of funding provided by Caltrans, which may be necessary for the completion of the Project.