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AND COMMUNITY SERVICES

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CALIFORNIA

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June 24, 1988

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Transportation and Community Development/  
Budget and Finance Committees  
Sacramento, California

Honorable Members in Session:

SUBJECT: Haggin Oaks Development Concept

SUMMARY

The Haggin Oaks Feasibility Study (Attachment I), and the subsequent market analysis conclude there is sufficient economic opportunity to recommend approval of the development of a hotel/restaurant and clubhouse/conference center on 15 undeveloped acres of Haggin Oaks Golf Course. This report recommends that Council, by resolution, approve this concept and direct staff to call for Request for Qualifications (RFQ) and Request for Proposal (RFP) for selection of a developer.

BACKGROUND INFORMATION

Project History

Development of a clubhouse and hotel/restaurant on 15 acres within Haggin Oaks Golf Course is part of the 10-year master plan for the Golf Division. In February 1983 the City Council approved a contract with Economic Research Associates and the Department of Parks and Community Services. The purpose of this year-long study was to determine the potential for generating new sources of revenue for the Department. The Golf Division potential for generating additional income focused on 15 acres of undeveloped land near the entrance to Haggin Oaks South Golf Course. (See Attachment III for project site map).

On August 7, 1986, requests for proposal were issued to 177 consultant firms. In January 1987, the City Council approved a contract with Santina & Thompson, Inc. (with Ward & Associates), and the Department of Parks and Community Services to determine the feasibility of developing the 15-acre site in order

to generate new revenue and provide additional services for the golfing public. A team of City staff comprised of representatives from Public Works, Planning, Economic Development, Finance, Golf and Parks and Community Services Administration were responsible for the consultant selection process and review of the study findings. Santina & Thompson's three-phase study is now complete and the results of the study are presented in this report for Council's review.

Due to the changeable nature of the hotel market, staff felt that site specific additional research was needed on market potential for hotel rooms before expending additional funds and staff time on the RFQ/RFP processes. With the assistance of ZHA, Inc., experts in the hotel development field, staff analyzed the market opportunities for the site (Attachment II).

The analysis indicates that the hotel market in Sacramento is at a particularly low but highly competitive point. This is due in part to the recent rapid increase in the number of hotel rooms in the greater Sacramento area. Economic and market indicators predict that this market dip is temporary and will turn around in the next two to five years.

The potential for successful development at the Haggin Oaks site is excellent despite current market conditions. This is attributed to its unique location and golf course proximity.

#### Selection Process

To assure a high quality successful development of the site a two phased selection process will be used.

##### Phase I

A Request for Qualifications (RFQ) will be distributed nationally to potential developers. Interested parties will submit information on experience with similar projects, timeliness of performance of past projects, past public /private partnerships, financial capacity, experience of their staff and subcontractors in similar projects and overall successfulness of past projects.

A panel of representatives from various City departments will be assembled by the Department of Parks and Community Services to review submitted qualifications. Provided that those presenting qualifications show capabilities to develop a project of this size, then a Request for Proposal (RFP) will be sent to those entities. This first phase should be completed by September 1988.

## Phase II

A Request for Proposal (RFP) will be distributed only to those developers who responded to and met the criteria of the RFQ.

Review of proposals and selection of a developer for recommendation to the Council will be made by the panel assembled by the Department of Parks and Community Services. Proposal selection criteria will include business terms, design considerations, performance schedule, firm's management and personnel structure, and capacity and availability to deliver services. This phase should be completed by January 1989 at which time staff will recommend a tentative developer to the City Council.

Staff will prepare the RFQ/RFP with the assistance of a consultant experienced in this type of development. The contract for RFQ and RFP preparation will not exceed \$20,000. The consultant will also assist in notification, review and selection process if needed.

## Timeline

With Council approval, the Request for Qualifications will be issued in July 1988 with August 1988 as a deadline for submitting qualifications. A Request for Proposals will be issued to those meeting RFQ criteria in September 1988. Recommendation of a tentative developer to the City Council will occur in February 1989 with subsequent environmental review prior to execution of a lease between the developer and the City.

## Environmental Review

This report recommends a conceptual approval for development of a hotel/restaurant and clubhouse/conference facilities on the 15-acre site at Haggin Oaks Golf Course, and the selection of a developer through an RFQ/RFP process. Upon preparation of a specific plan, the environmental review process will take place and appropriate determinations made.

## Santina & Thompson Study Summary

Phase I of the Haggin Oaks Feasibility Study focused on the environmental constraints and opportunities related to development of the site. The following outline summarizes salient points related to development and land use, visual quality, traffic, noise, public services and utilities, and biology of the site:

1. Land Use

- Approximately one-half of the site is within the McClellan Air Force Base approach/departure zone. Development that would result in concentrations of people is not permitted in the eastern area of the site.
- Development over 70 feet in height (on the west half of the site) would require review by the FAA. Development of the hotel/restaurant on the west section would be consistent with the FAA's land use regulations for property near airports.
- Current zoning (R-1, residential) is not appropriate for the hotel/restaurant development.
- More intensive use of the existing clubhouse would not be permitted.
- The City General Plan, North Sacramento Community Plan and Parks & Community Services Master Plan set goals that are consistent with the development of a hotel/restaurant and clubhouse at the Haggin Oaks Golf Course site.

2. Visual Quality

- Night lighting and reflective surfaces could impair visibility to air and ground traffic.
- An opportunity exists to create a positive image through careful site design, thus accomplishing one of the goals of the General Plan by creating a visual amenity.

3. Traffic

- Traffic on Business 80 is at capacity during peak hours. Adding vehicles onto the freeways at these hours could compound the traffic problems.

4. Noise

- Existing noise levels restrict the type of land uses that could be placed on the site.
- A hotel project would require an acoustical analysis to demonstrate that interior noise levels would be below CNEL 45.

5. Public Services & Utilities

- Water service would need to be extended to the site for any new development.
- Sanitary sewer service would need to be extended to the site for the hotel/restaurant and clubhouse.
- New gas lines would need to be installed to service this site.

6. Biology

- Appropriate site design could result in a biologically beneficial habitat.

Economic Analysis Summary

Phase II of the Haggin Oaks Feasibility Study focused on the economic feasibility of development of the site. Hotel, office, restaurant, convention center, residential and industrial uses were examined. The consultants' findings and recommendations, based on their market analyses, are outlined below:

1. Consultant Findings

- Hotel, office, or restaurant development are considered to be viable economic uses for the site based on current and projected market conditions.
- The hotel development alternative generates the greatest amount of net revenue for the City.
- The office development alternative produces the greatest number of jobs.
- The hotel development would produce the greatest impact on the golf course and surrounding areas.
- Market conditions appear to be more favorable for development of a restaurant/banquet facility and/or a hotel at the Haggin Oaks site.
- Development at the site would increase the potential revenue generated by the Haggin Oaks golf course to the Golf Fund, the General Fund and the Community Center Fund.
- There appears to be private sector interest in the site based on contacts with local realtors, developers and business people.
- Development of the site will not result in a substantial negative impact on the surrounding community.
- Development of the site could serve as a catalyst for additional development in the Arden-Arcade area.

2. Consultant Recommendations

- Develop the site.
- Eliminate residential and industrial uses as potentially viable development options for the site.
- Prepare a Request for Proposals to determine the level of interest by developers in the Haggin Oaks site for a hotel and/or restaurant/banquet facility.
- Contact concessionaires and hotel operators to determine the level of interest in operating a restaurant or hotel at the Haggin Oaks site.

- Consider a ground lease as the best option for transferring property rights to a potential developer.
- Consider leases of more than twenty years since no demonstrated financial need has been expressed by the City to have the land and improvements returned to the City at the end of a twenty year period.
- Consider variations of each development option as viable alternatives for the City to pursue.

### Site Plan Characteristics

Phase III of the Haggin Oaks Feasibility Study discusses three conceptual site plans (Attachments IV-VI) for development according to the Phase II recommendations and recommends Site Plan C (Attachment VI) as the best alternative for the City. The land use analysis of Phase I and the economic feasibility analysis of Phase II were instrumental in determining the components of the proposed development.

The site plans illustrate both a 325-room hotel with a separate new clubhouse (Attachments V and VI), or a restaurant with a separate new clubhouse accommodated on the site (Attachment IV). Each of the hotel schemes includes a full service dinner-type restaurant. It was determined that a restaurant would be integral to the success of a first-class hotel. Two first-class restaurants on the site (one in the hotel and one in the clubhouse) probably would not be successful, as even the hotel restaurant depends on non-guest trade to be successful. All new building construction would be limited to the central or western portion of the site due to the land use restriction imposed by the proximity to McClellan Air Force Base. However, in either scheme the eastern part of the site could accommodate some or all of the necessary parking.

Final building configurations and locations likely will differ when a developer prepares plans for the site. Each of these site plans should be viewed as a tool in visualizing how the various options can be accommodated.

All three schemes locate the new clubhouse facility in approximately the same location. This location would be outside the airport restricted zone but would provide easy access for golfers. The clubhouse is separated from the hotel to enhance the concept of two separate uses (public and private) on the site; provide equitably spaced parking for both uses; maximize views of the golf course; and locate the clubhouse in an area which can readily serve the golf course and the driving range.

The hotel would be set back a minimum of 100 feet from the freeway to reduce noise impacts from Business-80 traffic and to allow ample room for visual buffers. The access road which parallels the freeway has a landscape strip to screen the freeway from hotel guests' views. In addition, this landscape strip also will screen light and glare emitted from the new land uses from the motorists on the freeway.

All of the plans provide for safe on-site pedestrian circulation by including walkways between the buildings and around the perimeter of the site. These perimeter walkways would be separated from the golf course.

The fire department requires a hotel of this scale to have 360 degree paved access around the building for emergency vehicles. The clubhouse and restaurant would probably be able to be served without a separate loop road. The fire lane around the hotel would be a minimum width of twenty feet and would have special pavement materials at pedestrian crossings. No parking would be permitted along the minimum width (20') road.

Each of the plans assumes reuse of the existing clubhouse located near the entry to the Haggin Oaks golf course. This building, in all scenarios would be renovated and used to serve the two-nine hole courses located to the east of it. Renovation would include upgrading the existing snack bar; remodelling the registration area for the two 9-hole courses; and upgrading the existing rest room. No expansion of facilities would be permitted at the existing clubhouse as it is located in the restricted airport flight zone.

Details of conceptual site plans A, B, and C (Attachments IV, V and VI) are described below. The square footage indicated after each plan feature is a result of considering what was desired in terms of function for each building.

Plan A (Attachment IV) shows a freestanding restaurant and a new clubhouse on the expansion site. The clubhouse would provide facilities for conferences and banquets, as well as support the golf course and its users. Vacant portions of the site would be available for future development.

Restaurant	10,000 sq.ft.	(300 seats)
Clubhouse/Conference Center	17,000 sq.ft.	
Banquet Facility/Conference	9,000 sq.ft.	(400-500 seats)
Cafe	1,800 sq.ft.	
Lounge area/bar	2,200 sq.ft.	
Administrative Offices	1,000 sq.ft.	
Pro-shop	3,000 sq.ft.	

Plan B (Attachment V) proposes a five-story hotel (325 rooms) with a separate clubhouse. A first-class dinner house restaurant would be located in the hotel along with conference, seminar and banquet facilities. The scaled-down

clubhouse would have a cafe, lounge, offices, and the primary pro-shop. The hotel was designed in an "H" shape to limit the number of rooms with direct views of the freeway.

Hotel	180,000 sq.ft.	
Clubhouse		9,000 sq.ft.
Pro-shop		3,000 sq.ft.
Cafe		1,800 sq.ft.
Lounge area/bar		3,200 sq.ft.
Offices		1,000 sq.ft.

Plan C (Attachment VI) includes a three-story hotel (325 rooms) with a first-class dinner house restaurant. A conference center and banquet facility would be located in the new clubhouse. The hotel in this plan is shaped as a hexagon. This shape offers views of the golf course from four exterior sides and provides a private courtyard in the center of the hotel.

Hotel	172,000 sq.ft.	
First Class Restaurant		
Seminar rooms		
Pool, tennis, etc.		
Gift and sundry shop		
Clubhouse/Conference Center		17,000 sq.ft.
Banquet Facility/Conference		9,000 sq.ft.
Cafe		1,800 sq.ft.
Lounge area/bar		2,200 sq.ft.
Administrative Offices		1,000 sq.ft.
Pro-shop		3,000 sq.ft.

#### Economic Benefits of Hotel Development

A non-phased hotel development (Site Plans B or C) would result in higher revenues to the City and is therefore, recommended. Attachment VII shows estimated revenues to the City in years one through twenty based on the outlined assumptions. This type of development with a land-ground lease at discounted market value also produces higher net revenues to the developer.

Given the above assumptions and that the clubhouse would be more attractive and useful if combined with full service conference and banquet facilities, Site Plan C (Attachment IV) is the preferred option from the standpoint of both a prospective developer and the City.

FINANCIAL DATA

The cost of preparing and issuing the Request for Qualifications and subsequent Request for Proposals will be less than \$20,000. Funds are budgeted in the 1988-89 Golf Fund for the consultant agreement.

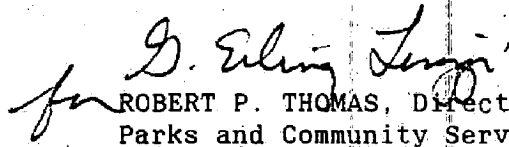
The amount of revenue to the City from the proposed development and lease of the Haggin Oaks site is dependent upon the terms of the lease. Revenue realized from the lease will be deposited to the Golf Fund in order to offset costs of operating and developing City golf courses. This revenue is not expected to impact the Golf Fund until 1991-92. Revenue realized from sales, business licenses, Possessory Interest and Utility User taxes will accrue to the General Fund. Revenue from Transient Occupancy Tax will benefit the Community Center Fund.

RECOMMENDATION

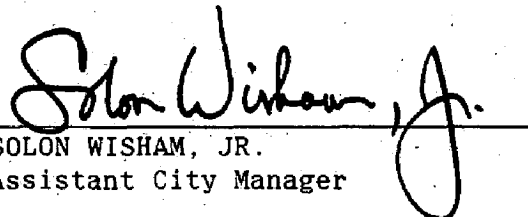
It is recommended that the Transportation and Community Development and Budget and Finance Committees approve this report and forward the following recommendations to the full City Council and that the City Council, by resolution:

1. Approve the Haggin Oaks 15-acre site development concept; and
2. Direct staff to issue an RFQ/RFP to call for qualifications and proposals relating to the development of a clubhouse/convention center and hotel/restaurant.

Respectfully submitted,

  
ROBERT P. THOMAS, Director  
Parks and Community Services

Recommendation Approved:

  
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SOLON WISHAM, JR.  
Assistant City Manager

July 5, 1988  
District 2

# RESOLUTION NO.

ADOPTED BY THE SACRAMENTO CITY COUNCIL ON DATE OF

RESOLUTION APPROVING THE HAGGIN OAKS 15-ACRE  
SITE DEVELOPMENT CONCEPT AND DIRECTING STAFF  
TO CALL FOR QUALIFICATIONS AND PROPOSALS RELATING  
TO THE DEVELOPMENT OF A HOTEL/RESTAURANT  
AND CLUBHOUSE CONVENTION CENTER.

BE IT RESOLVED BY THE COUNCIL OF THE CITY OF SACRAMENTO:

1. That the Haggin Oaks 15-acre site development concept is hereby approved.
2. That Parks and Community Services staff are hereby directed to call for qualifications and proposals relating to the development of a clubhouse/convention center and hotel/restaurant.

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MAYOR

ATTEST:

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CITY CLERK

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**CITY OF SACRAMENTO**  
**Department of Parks and Community Services**



**HAGGIN OAKS FEASIBILITY STUDY**

**DECEMBER 1987**

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**SANTINA & THOMPSON, INC.**

**1040 Oak Grove Road  
Concord, California 94518**

**with**

**WARD & ASSOCIATES  
333 Hegenberger Road, Suite 208  
Oakland, California 94621**

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# HAGGIN OAKS FEASIBILITY STUDY

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## I. INTRODUCTION

The City of Sacramento recommended in 1986 that a Feasibility Study be prepared to assess the potential of developing a 15+ acre site adjacent to the Haggin Oaks Golf Course (Figure 1). One of the goals identified by City staff was to provide additional services for the golf course, while incorporating other revenue generating uses.

The study was divided into three phases:

- Phase I - Constraints & Opportunities
- Phase II - Economic Feasibility
- Phase III - Site Planning and Implementation

Phase I of that study is a constraints and opportunities analysis. As part of that analysis, an environmental assessment was prepared. This assessment describes the environmental impacts posed by the most intensive yet feasible use of the site.

Phase II was a market feasibility study and financial analyses of the options discussed in the Phase I constraints and opportunities analysis.

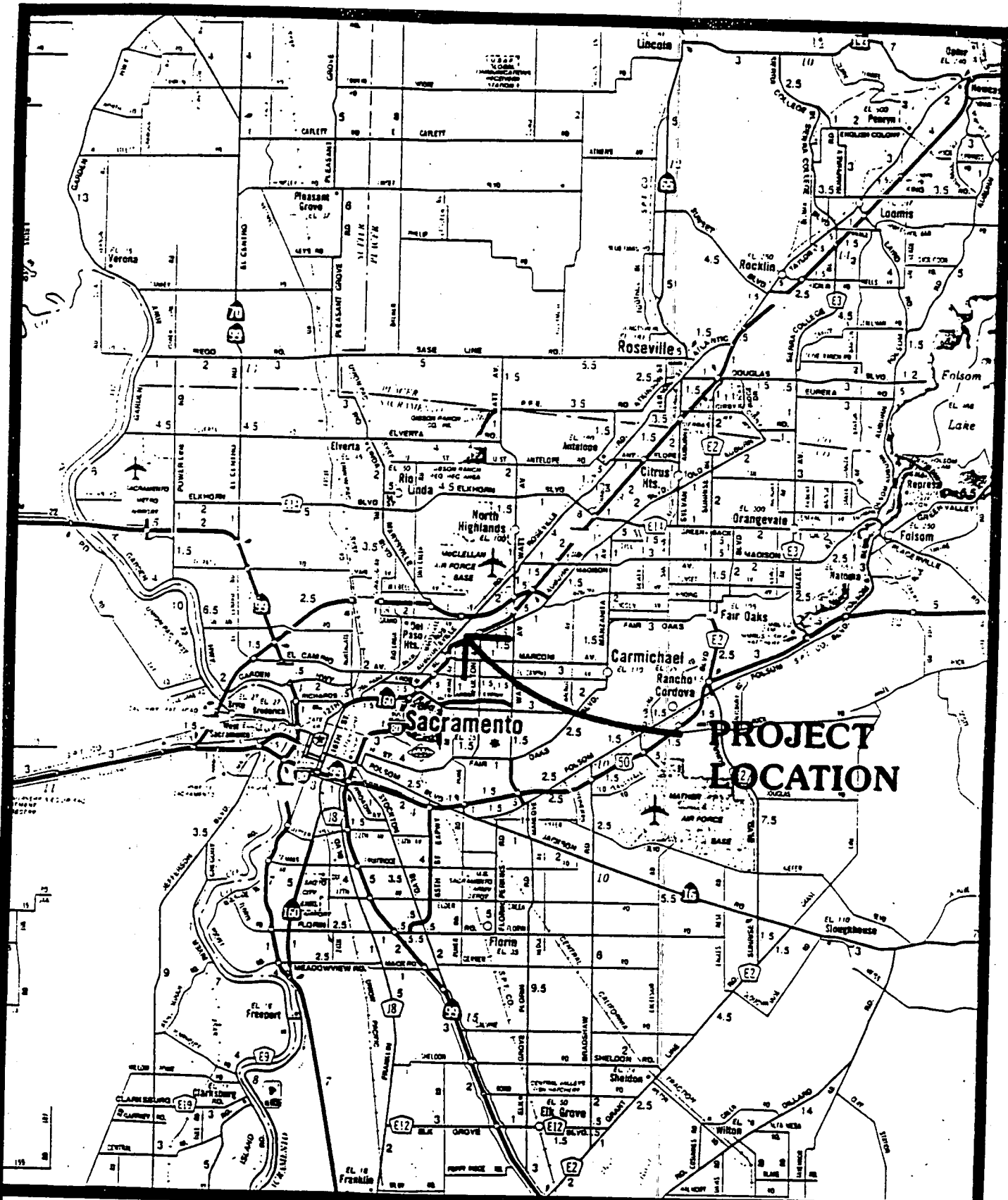
Phase III consists of this report, which summarizes the prior two phases, and includes schematic site plans, recommendations and implementation strategies.

The land uses and features of the development options have evolved with each successive phase. In Phase I, several development options were proposed for consideration of their environmental impact on site. After the constraints and opportunities were identified based on the most intensive use, these development scenarios were modified. The economic analyses of Phase II were performed on these modified scenarios. The feasibility of the different schemes was determined and the City decided upon 3 schemes to develop into illustrative concept plans which are described in detail and included in Section 4 entitled Phase III - Summary.

More complete information about environmental impacts and mitigations and economic feasibility can be found in the Phase I and Phase II reports.

## II. PHASE I - SUMMARY

The environmental analysis revealed that there are a number of development options that could be accommodated on the subject property. These options can be characterized by the following titles.



# REGIONAL MAP

Source: CSAA 9-85 used by permission



Figure 1

- No Project
- Hotel/Restaurant/Banquet Facility
- Tournament Tennis/Banquet Facility
- Office Development
- Neighborhood Retail/Family Restaurant

During Phase II of the study these options were modified. Specifically, the tournament tennis facility was eliminated from further consideration and a restaurant/banquet facility became the new option.

The constraints and opportunities analysis identified the following:

### CONSTRAINTS

#### Land Use

- Approximately one-half of the site is within the McClellan Air Force Base approach/departure zone. Development that would result in concentrations of people is not permitted in this eastern area.
- Development over 70 feet in height (on the west half of the site) would require review by the FAA.
- Current zoning (R-1, residential) is not appropriate for 3 of the 4 development options considered.
- More intensive use of the existing clubhouse would not be permitted.

#### Visual Quality

- Night lighting and reflective surfaces could impair visibility to air and ground traffic.

#### Traffic

- Traffic on Business 80 is at capacity during peak hours. Adding vehicles onto the freeways at these hours could compound the traffic problems.

#### Noise

- Existing noise levels restrict the type of land uses that could be placed on the site.
- A hotel project would require an acoustical analysis to demonstrate that interior noise levels will be below CNEL 45.

## Public Services & Utilities

- Water service would need to be extended to the site for any new development.
- Sanitary sewer service would need to be extended to the site for the hotel, office or retail options.
- New gas lines would need to be installed to service this site.

## **OPPORTUNITIES**

### Land Use

- The City Policy documents such as the General Plan, Community Plan and Park Plan set goals to promote the economic health of the City.
- Zoning would be appropriate for the Banquet Facilities and Tournament Tennis, development option C.
- On the west half of the site a hotel/restaurant would be consistent with the land use regulations for property near airports.

### Visual Quality

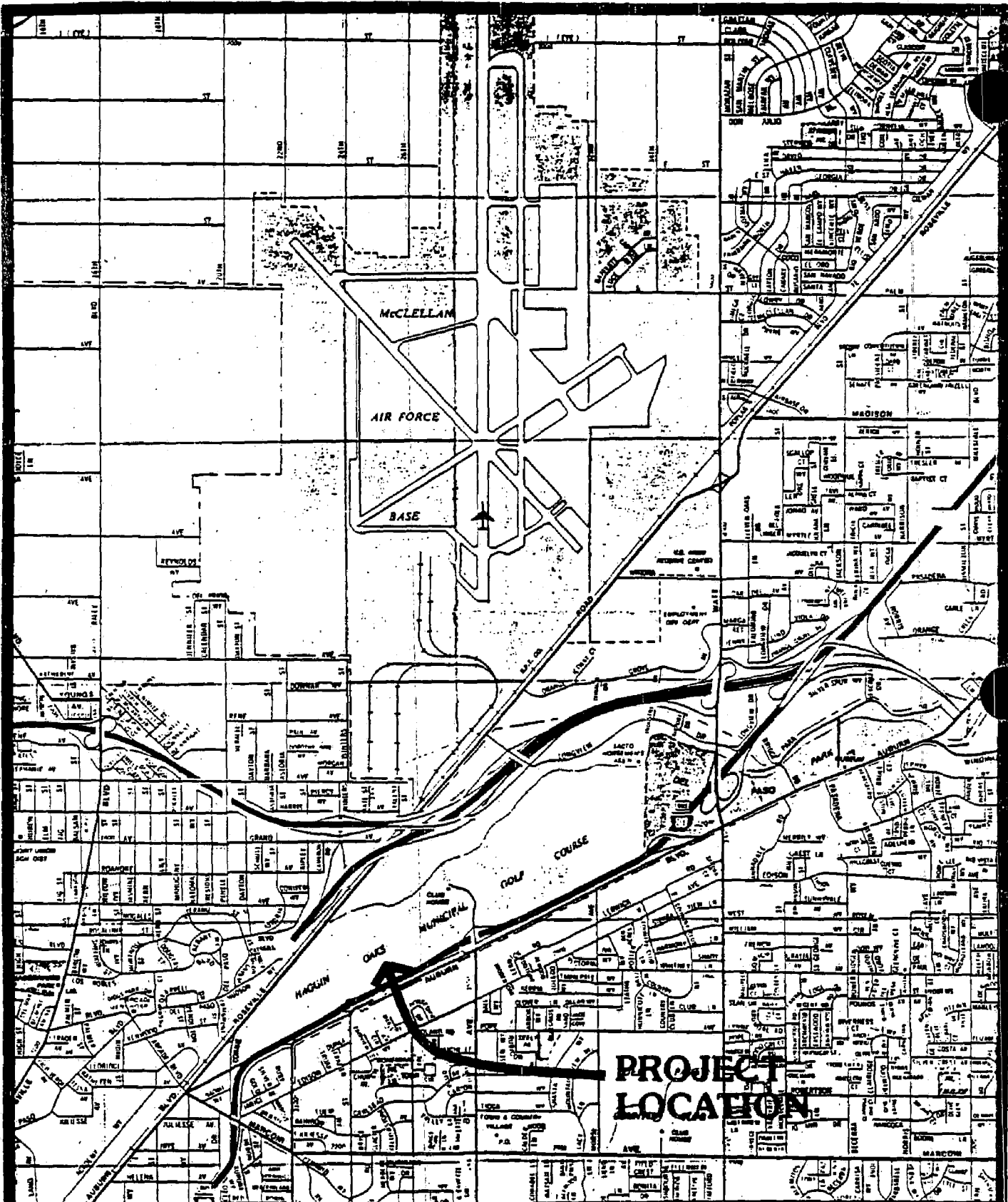
- An opportunity exists to create a positive image through careful site design thus accomplishing one of the goals of the General Plan by creating a visual amenity.

### Biology

- Appropriate site design could result in a biologically beneficial habitat.

## **EXISTING SITE CONDITIONS**

The proposed site is a 15+ acre parcel on the Haggin Oaks Golf Course in Del Paso Regional Park. The park is in the City of Sacramento between Interstate 880 and Business 80. The study site is west of Fulton Avenue and North of Business 80 (Figure 2). The study site primarily overlooks the first green and the second tee of the golf course. A cross section through this area indicates that the park slopes from an elevation of 77 feet along Business 80 to a low of 55 feet along Arcade Creek on the north, though the study site is relatively flat and barren. It has been used as a soil borrow site for improvements in other areas of the park. In addition, the field is periodically disked for fire prevention leaving no vegetation except for one mature oak at the northeastern corner and a few scattered trees on the western boundary. The typical vegetative cover would be characterized by introduced annual grasses.



# LOCATION MAP

Source: CSAA 9-85 used by permission



Figure 2

Since there is little vegetation for food or shelter, no birds or other wildlife were observed on the site except for jack-rabbits and ground squirrels darting in and out of holes. The lack of vegetation also makes the site extremely visible from the slightly elevated freeway and from portions of the golf course and allows maximum solar access.

Significant views exist into and out of the site with the golf course as the primary visual amenity. The undeveloped site has no night lighting and the landscaping does not produce glare.

Approximately one half of the site is located in the McClellan Air Force Base Flight Path restricted air zone (Figure 3). Land use restrictions are identified in the Sacramento Area Council of Governments (SACOG) Airport Land Use Commission (ALUC) Comprehensive Land Use Plan (CLUP). The overflight path is divided into zones based on accident potential (essentially, the further from the runway, the lower the accident potential). These zones basically prohibit or severely limit the congregation of people. Within this zone, there may be concentrations of no more than 50 people per acre per hour.

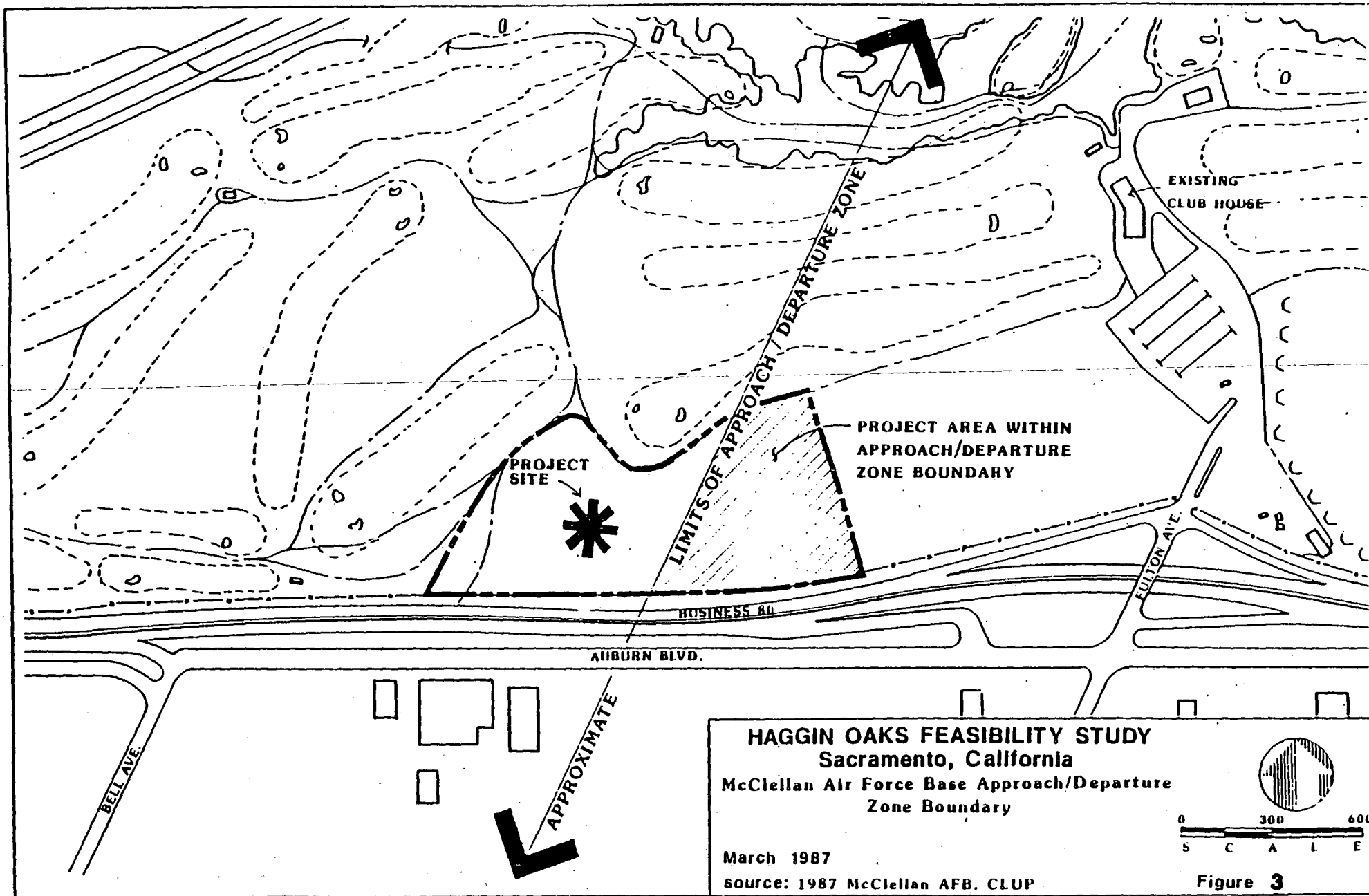
In addition to safety considerations, this restricted area has very high noise levels. The CNEL (Community Noise Equivalency Level) is in a range where many land uses are not compatible in this zone. Aircraft and freeway noise are the dominant contributors. The combination of the two produces a CNEL of 70 - 80 dB in the area of the study site. Guidelines for interpreting noise levels can be found in the Del Paso Regional Park Master Plan DEIR (DPRP). A discussion of land use that considers the above factors is included in the full Phase I report.

#### PROJECT OPTIONS

Five main options are discussed below which were developed from a list of possible uses prepared by the City of Sacramento staff. The environmental assessment addresses the most intensive use of the site. Generally, the most intensive use is a hotel/restaurant and banquet facility with tennis courts.

The undeveloped site allows maximum opportunity for improving the community of northeastern Sacramento. The mix of development proposed can provide economic benefits while enhancing conservation efforts and providing more recreational space.

The site is currently zoned R-1 for residential. Three of the options would require rezoning the property. The "no-project" option and the tournament tennis court option could be handled with the existing zoning.



## Existing Clubhouse Renovation

Opportunities exist for renovating the existing clubhouse to accommodate some of the "ideal" clubhouse facilities. Not all desired uses can be provided at the existing site due to severe land use restrictions (from proximity to McClellan Air Force Base).

In this first phase, the City identified an ideal Haggin Oaks golf course clubhouse containing the following facilities:

- pro-shop (3,000 sq. ft.)
- golf professional's office (250 sq. ft.)
- administrative offices (1,500 sq. ft.)
- starter facilities/registration (included above)
- dressing & locker rooms (500 sq. ft.)
- cocktail lounge (2,000 sq. ft.)
- restaurant (8,000 sq. ft.)
- coffee shop (1,500 sq. ft.)
- banquet facility/ballroom (6,000 sq. ft.)

The first five uses should be located close to the parking lot and the first tee as is the existing clubhouse. However, due to land use restrictions outlined in the Comprehensive Land Use Plan (CLUP) developed by the Airport Land Use Commission, the last four uses would not be permitted, as densities exceeding 50 persons per hour are prohibited.

If all of the facilities are located on the western portion of the 15+ acre site outside of the approach/departure zone boundary, golfers would have to walk about a 1,000 feet from the parking area to register and rent equipment, and then walk 1,000 feet back in order to tee off at the first hole. Phase III identified modifications to the first and second holes which would eliminate this walk for the 18-hole course users (see Figure 7). The two 9-hole course users would register at the existing facilities.

The following options demonstrate which portions of the proposed clubhouse expansion (restricted from the existing clubhouse) may be incorporated into the other development scenarios. Each scenario assumes renovation of the existing clubhouse, built in 1951. The renovation would be similar in style and materials to the development that would occur on the project site.

### OPTION A No Project

If the 15+ acre site adjacent to the Haggin Oaks Golf Course remains undeveloped, the associated project impacts of increased traffic and noise levels would not occur. Views into and out of the golf course would not be affected. There would not be increases in wildlife habitat and no additional economic benefits to the City.

The golf course and associated facilities will continue to generate about 2,100 average daily trips (ADT) based on the number of rounds played per year. If there is no expansion of facilities, then no additional parking or road improvements would be required.

#### OPTION B Hotel/Restaurant with Banquet Facilities and Tennis Courts

This option proposes a 325-room multi-use hotel facility with restaurant and banquet facilities for up to 400 people and typical hotel amenities. The hotel would be approximately 250,000 square feet (3-5 stories) and the bulk of the structure would be set back from both the golf course and the freeway. Tennis courts would be provided for hotel guests.

Some of the facilities associated with a clubhouse (bar, lounge, restaurant, ballroom) would be incorporated into the hotel development. A professional shop that contains equipment and clothing for lease or sale, the professional's & administrative offices, starter facilities, cart rental and dressing/changing rooms would remain in the existing but renovated clubhouse structure. In addition the existing clubhouse would include a take-out snack concession with patio seating to provide nearby refreshment.

#### OPTION C Restaurant and Banquet Facilities with Tournament Tennis Complex

This option proposes restaurant and banquet facilities for up to 500 people and a championship tennis complex for 500-1,000 people on the western portion of the site. This plan includes a parking structure in addition to surface parking. This alternative would include the same activities proposed for the existing clubhouse in Option B. The impact to traffic, noise, air quality and land use are similar to the other options but the impact on visual resources is less severe due to the low-rise nature of the development and activities.

#### OPTION D - Office Development

This option includes a 180,000 square foot (3 stories) office building with reception area and retail on the first floor. Surface parking for 450 cars adjacent to the building would be provided. The impacts are similar to the hotel alternative in all respects except for traffic. Peak hour traffic generated by this project would worsen the existing conditions at the freeway intersection which already operates at capacity during peak hours. Another critical intersection that could be affected is Fulton Avenue at Auburn Boulevard.

#### OPTION E Neighborhood Retail Center and Restaurant

This option provides a 300-seat family restaurant/cafeteria with 60,000 square feet of retail shops to serve the

neighborhood. It includes 325 parking spaces as required by the City zoning ordinances. This is the least preferred alternative as there is much existing competition for this use in the northeastern Sacramento market.

It is difficult to functionally integrate the uses and activities associated with a golf course, country club or recreational complex into Options D and E. Most likely the clubhouse would be renovated and expanded to include a larger pro-shop, dressing rooms, registration/reservation area, cart storage and a more elegant terrace cafe. A full service restaurant and banquet facility are not considered in these options because of their incompatibility with CLUP.

### III. PHASE II - SUMMARY

#### MARKET FEASIBILITY

The purpose of this phase was to document the market demand for the uses identified in Phase I, (retail, office, hotel, restaurant and general commercial). The findings of this feasibility study and analysis should be construed as guidelines to be applied by the City of Sacramento, or any subsequent appraiser, when determining the fair market value of the site.

As part of the market feasibility study, primary and secondary market areas for each of the uses examined were defined. Using population and employment statistics and estimates of absorption rates, future demand for retail, office, industrial, hotel, restaurant and banquet facilities was projected.

After determining the overall level of market support for these uses, preliminary development recommendations for the site were prepared.

Phase II of the study is organized in to nine sections which are more fully described in the full Phase II report. Section I presents demographic and economic data for the Sacramento area. Section II is an analysis of the area's office market. The industrial market analysis is presented in Section III. The retail market is shown in Section IV, hotel market in Section V, and the restaurant market in Section VI. Section VII contains land valuation information and land acquisition options. Finally, the financial analysis, findings and preliminary development recommendations are provided in Sections VIII and IX.

#### Methodology

##### Site Analysis

- a. **Accessibility:** The Haggin Oaks site is easily accessible from major highways-Business 80 and I-80, the Sacramento Airport, and the newly completed light rail transit (LTR) station northwest of the site.

- b. **Visibility:** With extensive frontage on Business 80, the site is highly visible to traffic. A building of three or more stories would be visible to all traffic on the freeway for possibly one-half mile east or west of the site.
- c. **Conclusion:** The direct accessibility and visual exposure to Business 80 and the advantage of locating adjacent to an existing public golf course makes the Haggin Oaks site nearly ideal from a locational standpoint for development. Surrounding land uses, the LRT station, and McClellan AFB, can contribute significantly to patronage at a hotel or restaurant/banquet facility or provide a pleasant surrounding for an office development.

To arrive at estimates of future market demand for and supply of retail, office, hotel/restaurant and industrial space all appropriate federal, state, regional and local government data series and plans were reviewed. Prominent commercial and industrial real estate agents, brokers, developers and leasing agents were contacted to assess the demand for and the supply of potential land uses. The consultants also procured data from private sources to supplement that secured from public agencies.

As part of the market feasibility study, existing retail, office, hotel and industrial developments were surveyed with respect to size, price or rent, location, absorption and amenities. Data from potentially competitive developments was used to further refine our analysis regarding market feasibility.

We have completed extensive market analyses of retail, office, hotel and industrial space markets in the Sacramento area. Based on our research and analyses, we make the following findings and recommendations.

## **Recommendations**

### **Residential Uses**

Residential development of the site seems to be the least preferred alternative/option from the highest and best use standpoint. The site is not large enough for single family development and such development would not mesh well with surrounding commercial and recreational uses, though there appears to be a strong demand for residential uses in the area. Development of multi-family housing at medium density could yield approximately 120 units. However, the site's location south of McClellan AFB with its associated high noise levels would make the site unsuitable for most residential uses. It would be difficult to reduce the noise impacts with traditional residential construction techniques.

### Retail Uses

We have determined, based on our preliminary market and land uses analysis, that certain types of retail development may be appropriate for the site (e.g. neighborhood commercial with specialty shops). Retail development would be compatible with existing uses within portions of the study area. There is sufficient market demand for additional retail development in selected classifications.

### Office Uses

The primary market area was defined as Sacramento and Roseville and secondary market area as the Sacramento Standard Metropolitan Statistical Area although potential users could come from the San Francisco Bay Area and Southern California.

Net available office space increased by more than 100 percent between the end of 1980 and the end of 1986. This rapid growth caused high short-term vacancy rates each time a large new project came into the market. Developers have continued to develop in the face of a 25 percent overall vacancy rate.

Gross absorption of office space was slightly more than 2 million square feet in 1985. That was an increase of 33 percent over 1984 when 1.5 million square feet was absorbed. Estimates were that 2.5 million square feet were absorbed in 1986. Some form of office development might be appropriate although the high vacancy rate may continue for sometime. A slightly lower vacancy rate might occur in a development at Haggin Oaks site because of its superior location and potential for greater amenities due to the site's size and adjacency to a public golf course.

### Industrial Uses

The Haggin Oaks site appears to be inappropriate for major industrial type uses. Though the site is fairly close to areas experiencing growth in R&D space, larger tracts of land are generally required to build competitive facilities.

Based on current surrounding uses, the Haggin Oaks site appears to be inappropriate for the type of industrial development desired by perspective tenants or purchasers. Furthermore this type of use would not maximize the potential benefits of a location adjacent to a golf course.

### Banquet/Restaurant Uses

There is a strong potential market for a restaurant/banquet facility at the Haggin Oaks site. An estimated 243,000 rounds of golf were played there in 1986. Numbers could increase by an average of 2.4% per year for the next several years, if

capacity were not limited. Approximately 365 tournaments are played each year. Players and spectators would provide the patronage needed to support a full service restaurant.

An associated banquet facility could be used by service clubs, by the public for weddings, parties, and for dinners associated with golf tournaments.

### Hotel

The demand for first-class lodging accommodations of the type recommended in this analysis is sufficient to support as many 300 to 350 guest rooms at a satisfactory occupancy level. The demand for overnight accommodations in the Sacramento market is well established and the proposed development location is an excellent site. The site adjacent to the Haggin Oaks Golf Course complex offers substantial advantages for serving overnight visitors over other locations in the Sacramento market area. The strongest sources of demand and the sources the proposed hotel is best suited to serve consist of business meeting and seminar attendees, participants in golf tournaments, as well as general visitors and vacationers.

### **FINANCIAL ANALYSIS**

This section includes projections of direct, current, public costs and revenues associated with development of the Haggin Oaks site under each of the presumed development scenarios. One of the premises for this study was that alternative development scenarios might differ substantially in their fiscal impacts, with the implication that the City should encourage some types of development and discourage others on fiscal grounds.

The approach recognizes that development of the site may be phased and that inflation will increase costs and revenues over time. It also assumes, however that the rising costs (to service a facility, etc.) will be matched by an essentially comparable increase in the revenues -- that the relative relationship of costs and revenues will change little over time. Revenues including concession fees, property, sales, and business license taxes, utility users taxes, and transient occupancy taxes. comprise all monies that the City is expected to receive as a result of the proposed developments.

Other fiscal impacts related to police, fire and other municipal services were evaluated in Phase I of this study and have been determined to be negligible.

The development scenarios modified after Phase I that were considered are: (1) a first class hotel with restaurant, coffee shop, recreational facilities and other amenities, including pro shop and banquet facilities; (2) a 180,000 square foot office building; (3) a restaurant and banquet facility with a pro shop and improvements to the existing clubhouse.

Table 1 and 2 indicate how alternative land uses differ in the revenues they generate. Revenues are projected for each of the alternative developments in a manner to provide useful information to make land use decisions.

Revenue forecasts, for office, hotel and restaurant uses, depend on significant percentages of sales tax revenue, revenue which may or may not occur. The market analysis and projections indicate a strong potential for hotel and restaurant uses. The banquet facility shows a high yield per square foot, but is offset by the reduced land value. Residential and industrial categories capture the lowest level of revenues per square foot.

### **Methodology for Revenue Estimates**

The revenue sources listed under each type of development alternative differ slightly. Property tax, sales tax, utility user's tax, transient occupancy tax and state subventions are applicable to all types of development, although the method of calculation may vary by development type. Business license tax and possessory interest tax are applicable to employment generating development and development on leased public land.

To compute total values requires estimating the 1987 values of three components; (1) land value; (2) building construction costs; (3) costs for landscaping and paving.

Land values for office and hotel development is assumed to be \$8.50 per square foot and \$4 per square foot for retail (restaurant, etc.) and light industrial uses. These values are based on recent sales in the area and on conversation with commercial and industrial real estate agents.

Estimates of construction costs per square foot were taken from Means Square Foot Costs and adjusted to 1987. The office and hotel alternatives assume the buildings to be three stories with full interior amenities and fully subdivided office space. Building values include fees for architecture, engineering and contingencies.

A change in assumptions (e.g. timing, prices) will alter the formulas and produce somewhat different results.

### **Property Taxes**

The following assumptions have been made to calculate the value of the development scenarios for property tax purposes.

1. Land value is assumed to increase in real terms at a rate of 1.5% per year beginning in 1988. The costs of improvements for phased alternatives are assumed to keep pace with inflation, which is assumed to be 5 percent per year.

Table 1  
 Revenue Estimates for Selected Development Alternatives  
 Years One Through Five  
 1987 Dollars

REVENUE PROJECTIONS (Years One - Five)	
\$ 2,307,795	* Proceeds from lease (Inflation @ 5%/year)
1,180,166	Concession Rev. @ 8% Banquet, Pro Shop
327,824	Sales Taxes
0	Property Taxes
28,667	Business License Taxes
69,070	Utility Users Taxes
206,317	Possessory Interest Tax
116,648	Transient Occupancy Tax
<hr/>	
\$4,236,487	Total Annual Revenues Collected
\$2,962,757	Discounted Present Value of Annual Revenues

Table 2  
 Revenue Estimates for Selected Development Alternatives  
 Years One Through Twenty  
 1987 Dollars

REVENUE PROJECTIONS (Years One - Twenty)	
\$15,798,101	* Proceeds from Lease (Inflation @ 5%/year)
9,100,883	Concession Rev. @ 8% Banquet, Pro Shop
2,528,023	Sales Taxes
0	Property Taxes
218,535	Business License Taxes
413,324	Utility Users Taxes
1,412,350	Possessory Interest Tax
880,605	Transient Occupancy Tax
<hr/>	
\$30,351,821	Total Annual Revenues Collected
\$ 8,608,866	Discounted Present Value of Annual Revenues

Commercial, and industrial property (assumes site is acquired by developer) is not sold very often, perhaps every 15 to 20 years, in contrast to 7 years for residential development. Thus no turnover is assumed for the hotel, office and restaurant options.

#### Sales Tax Revenue

Sales tax revenue would be generated by new tenants in an industrial, office or retail commercial development in several ways; (1) by the purchase of equipment or machinery, especially during the first year of operation; (2) by their consumption of supplies and raw materials; (3) by the sale of goods, supplies, services or food and beverages to the public during their normal business; (4) by employees' retail purchases in the Haggin Oaks area. Revenue generated from these four categories would accrue to the City of Sacramento.

This method of calculating sales tax is necessarily rough because no information is available regarding the nature of new business which might be locating in an office or industrial development. Since the tax revenues could be significant, it is important to remember that any given business may contribute almost no sales tax revenue or, may contain a sales office that generates revenues far above the estimates.

#### Business License Tax

The City of Sacramento computes Business license tax as a percentage of the firm's gross receipts with a ceiling of \$3000 per establishment. Our estimates are based on .40 for each \$1000 of gross receipts up to the established limit. Estimates are in 1987 dollars and adjusted for inflation for succeeding years.

#### Utility Users Tax

Consumption estimates are an average based on California Energy Commission Data of commercial and industrial Pacific Gas and Electric Company customers. The utility users tax calculations are based on the collection of tax revenue from the consumption of electricity and natural gas. Additional revenue could be collected from a utility franchise tax (such as a levy on the supplier of refuse collection). The amount of revenues generated from this type of tax would not be significant for any of the development schemes, therefore, estimates of franchise tax revenues have not been calculated.

#### State Subventions

There would be minor additions to revenues based on additional taxes generated by new development. Other subventions are based on population. Some additional population would occur

under the residential development alternative, however additional subventions generated under the other development alternatives would be negligible.

Possessory interest tax is paid to the City in lieu of property taxes for leased City-owned land and is equal to the value of the leasetimes 10.88 reduced 5.6 percent per year to 1990. This assumes a 20 year lease beginning in 1988.

## Summary of Findings and Recommendations

### Findings

1. Hotel, office, or restaurant development are considered to be viable economic uses for the site based on current and projected market conditions.
2. The hotel development alternative generates the greatest amount of net revenue for the City.
3. The office development alternative produces the greatest number of jobs.
4. The hotel development would produce the greatest impact on the golf course and surrounding areas.
5. Market conditions appear to be more favorable for development of either a restaurant/banquet facility or hotel at the Haggin Oaks site.
6. Development at the site would increase the potential revenue generated by the Haggin Oaks golf course.
7. There appears to be strong private sector interest in the site based on contacts with local Realtors, developers and business people.
8. Costs to cover infrastructure improvements could be assumed by a potential developer under the hotel and restaurant alternatives if the land were leased for a period of 20 or more years at a rate below its market value.
9. Concession revenue collected by the City should be reduced to no more than 10% of gross revenue for the restaurant/banquet alternative to achieve a reasonable return on investment.
10. Development of the site will not result in a substantial negative impact on the surrounding community.
11. Development of the site could serve as a catalyst for additional development in the Arden-Arcade area.

Based on the consultants evaluation in phase one of this study development at this site will not significantly affect the costs for police, fire, or other public services. Other public service impacts are discussed in phase one of this study.

The potential employment opportunities for local residents are an important consideration in the choice of alternative land uses. Although not the prime focus of this study, some attention is devoted to this concern.

Various development options will produce different numbers of permanent and short-term jobs (Table 3). The largest potential employment opportunities exist with office development. Hotel development produces the second greatest number of jobs, a restaurant and banquet facility produces the third highest number. Residential development would not result in any permanent employment, although many temporary construction jobs will be created (Table 4).

### Recommendations

Based on our analysis of the current and anticipated market for each of the development scenarios and the City's objectives to generate additional revenue to expand and improve City-owned golfing facilities within the Sacramento area, and the City's comments received regarding this study, the recommendations are to:

- a. Development of the site.
- b. Eliminate residential and industrial uses as potentially viable development options for the site.
- c. Prepare a Request for Proposals to determine the level of interest by developers in the Haggin Oaks site for a hotel or restaurant/banquet facility use.
- d. Contact concessionaires and hotel operators to determine the level of interest in operating a restaurant or hotel at the Haggin Oaks site.
- e. Consider a ground lease as the best option for transferring property rights to a potential developer.
- f. Consider leases of more than twenty years since no demonstrated financial need has been expressed by the City to have the land and improvements returned to the City at the end of a twenty year period.
- g. Consider variations of each development option as viable alternatives for the City to pursue.

Table 3

Employment by Development Type

Typical office space falls in the range of 250-270 gross square feet (gsf) per employee, while retail employment is in the range of 350-450 gsf per employee. A major first class hotel would be in the range of 800-1000 gsf per employee. The averages were used to estimate the anticipated employment for each development alternative.

	Estimated Number of Permanent Jobs	
	Square Feet	Projected Jobs
Hotel Option (325 rooms)	250,000	250
Hotel/Office	250,000	452
Office Option	180,000	666
Retail Option	68,000	150
Restaurant/Banquet Pro Shop	21,000	52

Source: Ward & Associates

Table 4

Short term construction employment estimated at 1 per \$40,000 of construction costs.

	Square Feet	Estimated Costs	Projected Jobs
Hotel	250,000	19,210,000	480
Hotel/Office	250,000	19,210,000	480
Office	180,000	12,600,000	315
Retail	68,000	4,760,000	119
Restaurant/Banquet Pro Shop	21,000	1,470,000	37

Source: Ward & Associates

#### IV. PHASE III

##### SITE PLANS

The land use analysis of Phase I and the economic feasibility analysis of Phase II were instrumental in determining the components of the proposed development at the Haggin Oaks Golf Course. Keeping in mind the issues identified in the previous phases, while considering good design principles, three conceptual site plans were developed to demonstrate how the various facilities expansion options could fit on the 15+ acre site.

##### General Site Plan Characteristics

The site plans illustrate both a 325-room hotel with a separate new clubhouse or a restaurant with a separate new clubhouse accommodated on the site. Each of the hotel schemes includes a full service dinner type restaurant. It was determined that a restaurant would be integral to the success of a first class hotel. All new building construction would be limited to the central or western portion of the site due to the land use restriction imposed by the proximity to McClellan Air Force Base. However, in either scheme the eastern part of the site could accommodate some or all of the necessary parking.

Final building configurations and locations likely will differ when a developer prepares plans for the site. Each of these site plans should be viewed as a tool in visualizing how the various options can be accommodated.

All three schemes locate the new clubhouse facility in approximately the same location. This location would be outside the airport restricted zone but would provide easy access to golfers. The clubhouse is separated from the hotel to:

- 1) enhance the concept of two separate uses (public and private) on the site;
- 2) provide equitably spaced parking for both uses;
- 3) maximize views of the golf course for both uses, especially the hotel;
- 4) locate the clubhouse in an area which can readily service the golf course and the driving range.

The hotels are set back a minimum of 100 feet from the freeway to reduce noise impacts from Business-80 traffic and to allow ample room for visual buffers. The access road which parallels the freeway has a landscape strip to screen the freeway from hotel guests' views. In addition, this landscape strip also will screen light and glare emitted from the new land uses from the motorists on the freeway.

For this to be a distinctive first class hotel, there must be a first class restaurant located under the same roof. Patrons typically prefer the convenience provided by a restaurant in

same building. Two first class restaurants on the site (one in the hotel and one in the clubhouse) probably would not be successful, as even the hotel restaurant depends on non-guest trade to be successful.

All of the plans provide for safe on-site pedestrian circulation by including walkways between the buildings and around the perimeter of the site. These perimeter walkways would be separated from the golf course.

The fire department requires a hotel of this scale to have 360 degree paved access around the building for emergency vehicles. The clubhouse and restaurant would probably be able to be serviced without a separate loop road. The fire lane around the hotel would be a minimum width of twenty feet and would have special pavement materials at pedestrian crossings. No parking would be permitted along the minimum width (20') road.

Each of the plans assume reuse of the existing clubhouse located near the entry to the Haggin Oaks golf course. This building, in all scenarios would be renovated and used to service the two-nine hole courses located to the east of it. Renovation would include:

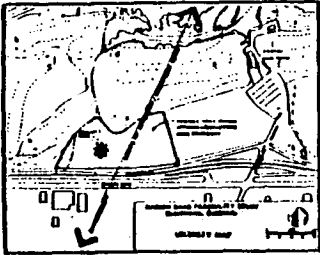
- upgrade of existing snack bar
- registration area for the two 9-hole courses
- small concession area (part of larger pro-shop) for golfing supplies and cart rentals.
- restrooms. (existing)

No expansion of facilities would be permitted at the existing clubhouse as it is located in the restricted airport flight zone.

Details of conceptual site plans A, B, and C (Figures 4, 5, and 6) are described below. The square footage indicated after each plan feature is a result of considering what was desired and what the function of each building would be.

**Plan A** This plan (Figure 4) shows a freestanding restaurant and a new clubhouse on the expansion site. The clubhouse would provide facilities for conferences and banquets, as well as support the golf course and its users.

Restaurant	10,000 s.f.	(300 seats)
Club House/Conference Center	17,000 s.f.	
Banquet Facility/Conference	9,000	(400-500 seats)
Cafe	1,800	
Lounge area/bar	2,200	
Administrative Offices	1,000	
Pro-shop	3,000	

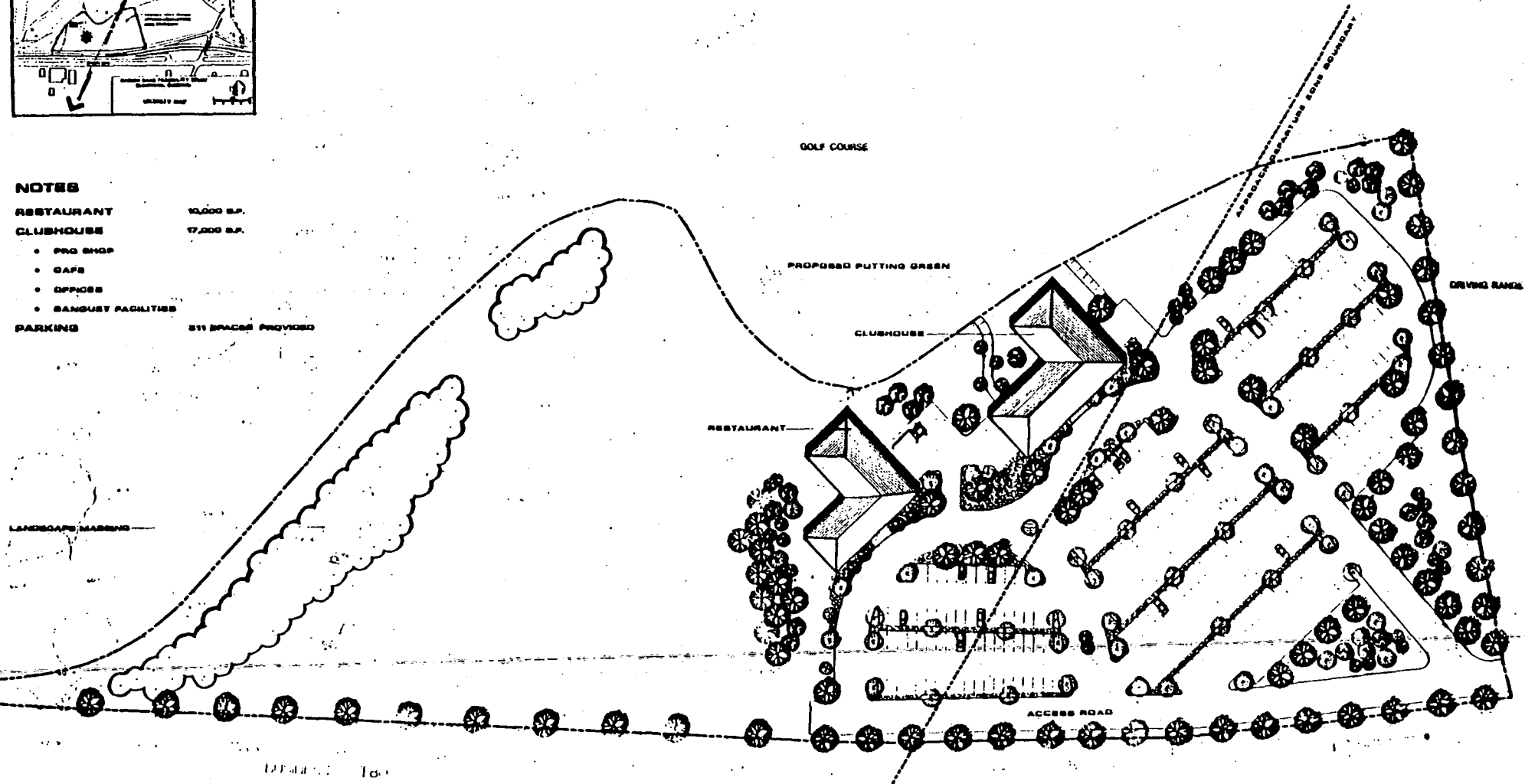


**NOTES**

- RESTAURANT 10,000 S.F.
- CLUBHOUSE 17,000 S.F.
- PRO SHOP
- CAFE
- OFFICES
- BANQUET FACILITIES
- PARKING 511 SPACES PROVIDED

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LANDSCAPE MARKING



**FIGURE 4**

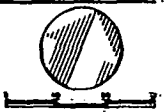
**SANTINA THOMPSON INC.**  
 1040 Oak Grove Road, Concord, California 94516 916 827 2000

PREPARED FOR:  
**CITY OF SACRAMENTO**  
 DEPARTMENT OF PARKS & COMMUNITY SERVICES  
 1231 T STREET  
 SACRAMENTO, CALIFORNIA 95814

**SITE PLAN A**  
**HAGGIN OAKS FEASIBILITY STUDY**

SACRAMENTO

CALIFORNIA No. BY DATE REVISIONS



Vacant portions of the site would be available for future development.

**Plan B** This plan (Figure 5) proposes a five story hotel (325 rooms) with a separate clubhouse. A first-class dinner house restaurant would be located in the hotel along with conference, seminar and banquet facilities. The scaled-down clubhouse would have a cafe, lounge, offices, and the primary pro-shop. The hotel was designed in an "H" shape to limit the number of rooms with direct views of the freeway.

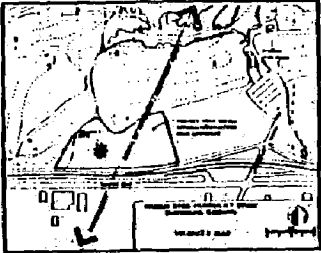
Hotel	180,000 s.f
Clubhouse	9,000 s.f.
Pro-shop	3,000
Cafe	1,800
Lounge area/ bar	3,200
Offices	1,000

**Plan C** This plan includes a three-story hotel (325 rooms) with a first class dinner house restaurant (Figure 6). A conference center and banquet facility would be located in the new clubhouse. The hotel in this plan is shaped as a hexagon. This shape offers views of the golf course from four exterior sides and provides a private courtyard in the center of the hotel.

Hotel	172,000 s.f.
First Class Restaurant	
Seminar rooms	
Pool, tennis, etc.	
Gift and sundry shop	
Clubhouse/Conference Center	17,000 s.f.
Banquet Facility/Conference	9,000
Cafe	1,800
Lounge area/bar	2,200
Administrative Offices	1,000
Pro-shop	3,000

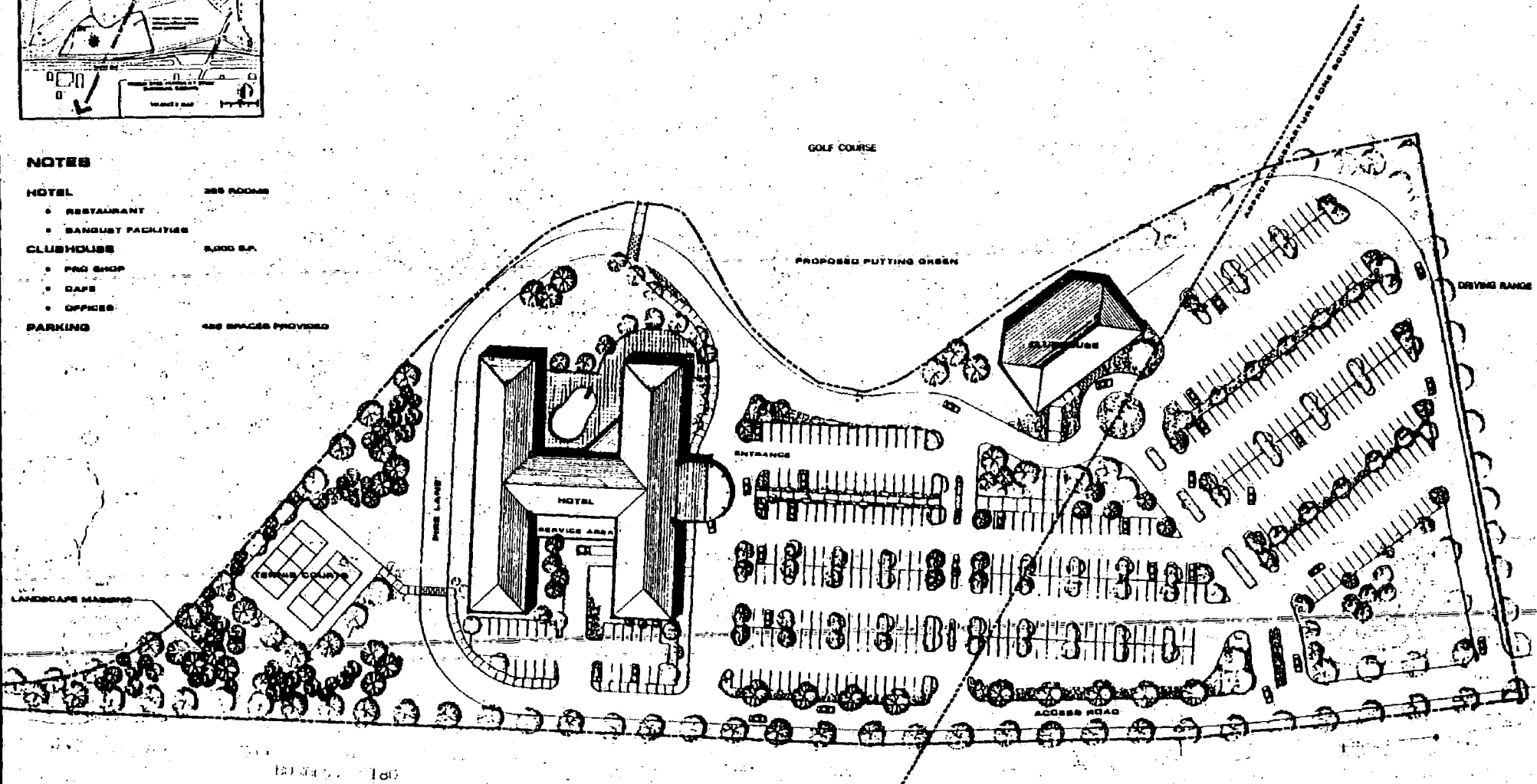
#### RECOMMENDATIONS

After analyzing the first two phases and reviewing the site plans, we believe that any of the three options would be feasible. The hotel development would result in higher revenues (Appendix A) to the City and may be preferred from that standpoint. In addition, the net revenues to the developer also may be higher. It may be more appealing to a



**NOTES**

- HOTEL** 255 ROOMS
- RESTAURANT
- BANQUET FACILITIES
- CLUBHOUSE** 5,000 S.F.
- PRO SHOP
- GOLF
- OFFICES
- PARKING** 450 SPACES PROVIDED



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**FIGURE 5**

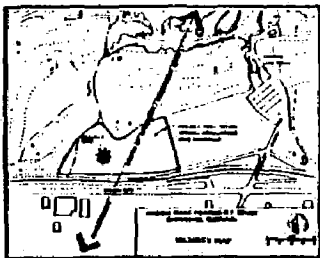
**SANTINA & THOMPSON INC.**  
 1900 Oak Grove Blvd., Concord, California 94515  
 415-227-2200

PREPARED FOR:  
**CITY OF SACRAMENTO**  
 DEPARTMENT OF PARKS & COMMUNITY SERVICES  
 1231 T STREET  
 SACRAMENTO, CALIFORNIA 95814

**SITE PLAN B**  
**HAGGIN OAKS FEASIBILITY STUDY**  
 SACRAMENTO CALIFORNIA

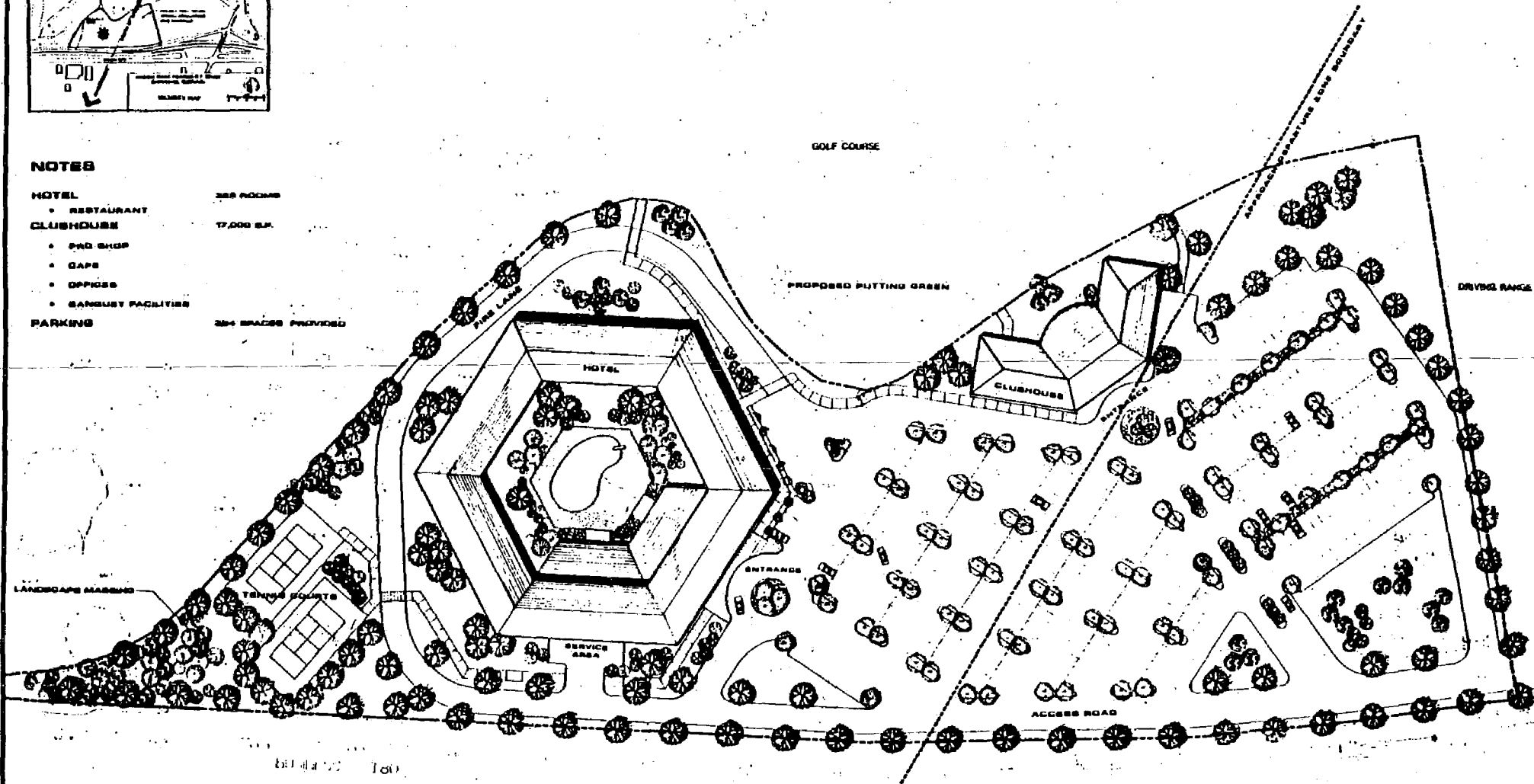
DATE	BY	REVISION





**NOTES**

- HOTEL** 388 ROOMS
- RESTAURANT
- CLUBHOUSE** 17,000 S.F.
- PRO SHOP
- GOLF
- OFFICE
- BANQUET FACILITIES
- PARKING** 284 SPACES PROVIDED



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**FIGURE 6**

**SANTINA & THOMPSON INC.**  
 1800 Oak Grove Road, Concord, California 94518 (916) 827-3200

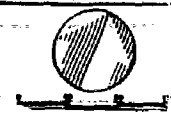
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 DEPARTMENT OF PARKS & COMMUNITY SERVICES  
 1231 T STREET  
 SACRAMENTO, CALIFORNIA 95814

**SITE PLAN C**  
**HAGGIN OAKS FEASIBILITY STUDY**

SACRAMENTO

CALIFORNIA

NO.	DATE	REVISION



To make the clubhouse more attractive, we recommend that it be full service and provide banquet and conference facilities as in Site Plan C.

Therefore, Plan C would be the preferred option from the standpoint of a prospective developer and the City.

This option should include a long-term ground lease to the hotel developer. The hotel would be a non-phased development and would include developer provided improvements for the golf course including a new club house and extension of utilities to service the new club house as well as the hotel.

#### **IMPLEMENTATION**

Several actions will be required by the City of Sacramento to implement the recommended option.

The first step will be to attract interested developers to the City who wish to develop the site with a hotel and provide the City with additional amenities for the golf course. Developers should be expected to provide these additional facilities in exchange for low rate, long-term lease of the land.

When a development plan has been prepared by the selected developer and is ready for review by the various City departments and boards, a parcel map should be prepared to identify the areas of developer responsibility. A rezoning of the parcelized land should also be processed to assure that the uses proposed by the developer are consistent with City zoning regulations. Zone H-C (Highway Commercial) is recommended as appropriate for Option C.

Development plan review must include special studies to demonstrate that environmental impacts have been appropriately mitigated or reduced.

**Traffic Analysis:** This report is needed to evaluate the impacts of the project on the local street system. The traffic analysis should identify volumes of expected traffic and circulation patterns for that traffic (turning movements, peak periods, etc.) After identifying impacts the report should recommend improvements to roadway striping, signalization (both new and modifications to existing), road widths, etc. to efficiently accommodate the additional traffic.

**Acoustical Analysis:** Final building designs will require an acoustical analysis to demonstrate the interior noise levels do not exceed 45 dB CNEL.

Plans will need to be reviewed by the Airport Land Use Commission (ALUC). Preliminary plans should be sent to ALUC to identify any concerns early on and to aid in streamlining the processing. Their concerns will be related to the issues of height, safety (land-use) and noise. These are discussed more fully in the Phase I report.

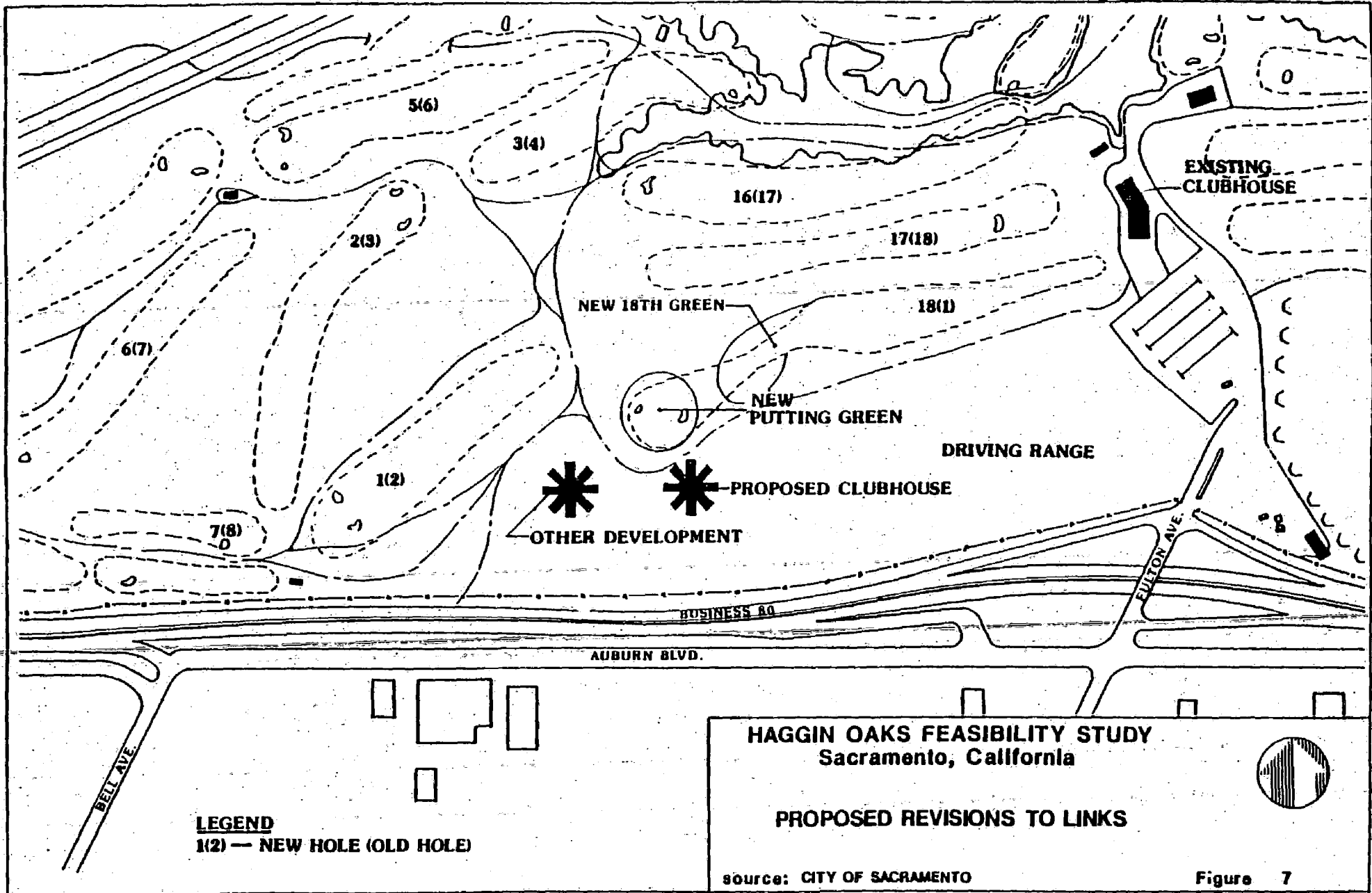
Early in the process, McClellan Air Force Base and Caltrans should also review plans. Both of these agencies will be concerned with possible affects to visibility on air and ground traffic.

Site planning should incorporate the specific mitigation measures identified in Phase I of this study. Heavy landscaping of parking areas is a must to reduce light and glare. In addition, landscape massing on the undeveloped western perimeter of the site will provide some valuable habitat to local wildlife. Development plans should also include City Vehicle Trip Reduction measures as identified in the Zoning ordinance. Reducing vehicle trips and efficiently moving traffic will also help reduce adverse impacts on air quality. Trip reduction techniques should be a condition of the lease. A hotel projet should include a hotel administered transportation management system which:

- encourages and helps arrange employee carpooling;
- provides shuttle services to hotel guest to frequent destination spots such as the airport, convention center, downtown, Old Sacramento, etc.;
- coordinates with existing public transit services such as the LRT and buses;
- implements any of the vehicle trip reduction measures specified in Section 6-E-4-b of the City of Sacramento Zoning Regulations.

The location of the new clubhouse in Plans A, B, and C requires a change in the starting point for golfers using the 18-hole course and several on-site adjustments will be required.

- The existing first hole will become the last hole of the 18-hole course. Modifications to this hole will include relocating the green so that the starting point of the new first hole (existing second hole) can be seen and monitored from the new clubhouse. The new 18th hole will become approximately 90 yards shorter changing the 18-hole course to a par 71. The existing first green can be refashioned into a practice green. Figure 7 illustrates these modification.
- Signing along the road and at the existing parking facility should clearly indicate the location of the check-in for the various courses, the new hotel, the new clubhouse and the location for the two 9-hole courses. A good sign program is a key ingredient to assuring efficient on-site circulation with expanded facilities.



# RESOLUTION No.

Adopted by The Sacramento City Council on date of

A RESOLUTION  
SUPPORTING THE STATE RECLAMATION  
BOARD SPONSORSHIP AND INTENT TO  
PAY 50% OF THE NONFEDERAL SHARE OF  
THE COST OF THE CORPS OF ENGINEERS  
FEASIBILITY STUDY OF THE SACRAMENTO  
METROPOLITAN GENERAL INVESTIGATION

WHEREAS, the Corps of Engineers is conducting reconnaissance level studies regarding flood problems on the Sacramento River from the confluence of the Sacramento and Feather Rivers to the Clarksburg/Freeport area, and

WHEREAS, the reconnaissance level studies will be completed February 1989, and

WHEREAS, feasibility level studies will begin on or about June 1989, and

WHEREAS, cost sharing on federal flood control projects has been implemented by the Corps of Engineers requiring 50% of the cost of feasibility be paid by nonfederal interests, and

WHEREAS, the State is responsible for assuring adequate maintenance and operation of flood control levees along the Sacramento River,

NOW THEREFORE BE IT RESOLVED BY THE COUNCIL OF THE CITY OF SACRAMENTO:  
that the City supports the State Reclamation Board's sponsorship of the Corps of Engineers feasibility phase of the Sacramento Metropolitan General Investigation;

BE IT FURTHER RESOLVED that the City supports the intention of State Reclamation Board to pay 50% of the non-federal share of the cost of the feasibility phase of the Sacramento Metropolitan General Investigation;

BE IT FURTHER RESOLVED that the City Clerk be requested to forward copies of this resolution to the State Reclamation Board and other appropriate agencies.

\_\_\_\_\_  
MAYOR

ATTEST:

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CITY CLERK