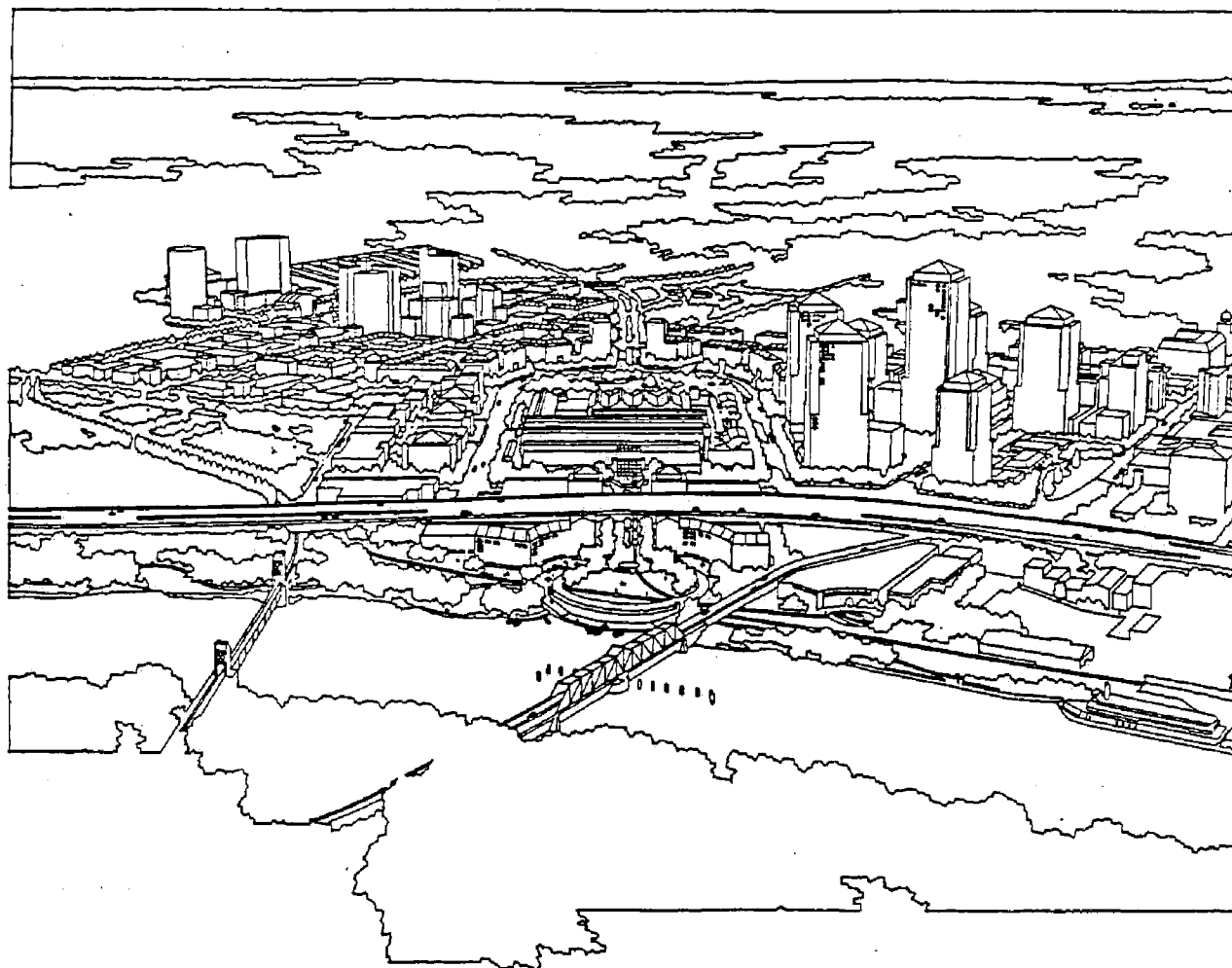


SOUTHERN PACIFIC RAILYARDS MASTER PLAN

J. B + F / T + CD  
10-16-90

*Recommended Concept Plan #1*



*ROMA Design Group*

*October, 1990*

# ROMA

## SOUTHERN PACIFIC RAILYARDS MASTER PLAN

### SUMMARY OF RECOMMENDED CONCEPT

October 1, 1990

The master planning process for the redevelopment of the Southern Pacific Railyards has involved many months of intensive work with the community, key stakeholders and policy makers. This work has included interviews with over one hundred individuals, work sessions with policy makers and public agencies, and five well-attended community workshops.

Southern Pacific Transportation Corporation and the City of Sacramento have worked hard to develop a plan that is responsive to the principles, objectives and criteria developed during the process. On August 25th, the planning team headed by ROMA Design Group presented the Recommended Concept, a plan that attempts to fulfill the objectives of the community while providing a far-sighted "blueprint" that will guide growth in downtown Sacramento well into the next century.

The following provides a brief outline of how the proposed plan meets the ten stated objectives of the community:

#### The Creation of an Intermodal Transportation Center

1. **The Southern Pacific Site should serve as a regional intermodal transportation hub for passenger and commuter rail, LRT, bus, taxi and shuttle.**

Over the past 130 years, the SP Railyards have played a vital transportation role in the region. As this role evolves with the new requirements of a modern railroad, and as the on-site fabrication and maintenance facilities are consolidated elsewhere, the community has expressed a strong interest in maintaining and strengthening the site's role as a regional transportation hub. The community and policy makers were virtually unanimous in their enthusiasm and support for the concept of an intermodal transportation facility on the property that would provide an interchange for intercity and commuter rail service, intercity and local bus, light rail transit, shuttles and taxis. This emphasis on transit reflects the community's desire to reduce the effects of the automobile in terms of traffic congestion and air quality, and to introduce new patterns of development that reinforce transit.

After intensive evaluation of alternative solutions, the Recommended Concept proposes that the intermodal station be located in a prominent position astride 7th Street at North B Street. The rail will be elevated so that streets, pedestrian ways and the LRT route can pass under at existing grade. Higher-intensity employment-generating uses will be concentrated around the intermodal station to maximize ridership. The tracks will be aligned to allow for the interim use of the I Street Bridge, and for a future rail bridge across the Sacramento River.

#### A Mixture of Uses at Urban Densities

**2. The site should be developed with a mixture of uses at urban densities.**

From both an environmental and economic development standpoint, the community and policy makers emphasized the need to strengthen the downtown and Central City as the major employment center of the region, as well as a place to live. Rather than these uses becoming more decentralized and compounding regional traffic congestion and air quality problems, the community and policy makers have emphasized the need to concentrate employment and residential uses adjacent to the downtown, at densities that offer an alternative to suburban sprawl.

The Recommended Concept proposes two concentrations of employment uses: up to four million square feet of Class A office (including government) on the southern portion of the property adjacent to the downtown; and approximately four million square feet of large floor-plate support office (e.g. financial service institutions, data processing centers, State offices, etc.) in the immediate vicinity of the proposed intermodal transportation center. In addition, up to one million square feet of professional and support office is provided throughout the project to create a mixture of uses. The densities of these office uses generally range from a floor area ratio of 2.5 to 9.25.

#### A Significant Component of Housing

**3. The project should incorporate a significant component of housing.**

Housing was felt to be a critical component in the redevelopment of the Railyards to promote a day and nighttime environment in the downtown, reduce vehicle trips to employment, and to help reinforce the economic viability of the Central City. The SP property was seen by the community as an opportunity to introduce well-planned high density residential neighborhoods in close proximity to the downtown.

The Recommended Concept devotes over one third (approximately 32 acres) of the developable acreage of the property to residential and residential-serving uses. Approximately 2,100 residential units of housing are recommended, in densities ranging from 50 to 100 units per acre, and in heights ranging from three to fifteen floors. Residential uses are carefully oriented to the major amenities of the project, including Crescent Park, the neighborhood retail uses along C Street, a neighborhood park on the northwestern corner of the site, and the proposed school and park site along the "Alkali Edge".

## Relationship to Downtown Sacramento

### **4. The development should be strongly integrated with downtown Sacramento.**

From the outset of the planning process, the community and policy makers have made it clear that the Railyards should not be viewed as an isolated project independent of its surroundings. Rather, the redevelopment of the site was seen as an opportunity to consolidate and link the various districts of the Central City that heretofore have been separated by the 240 acre site. The extension of the downtown into the site was emphasized as a key objective, as was the reinforcement of the downtown as a regional, cultural and recreational destination.

The Recommended Concept emphasizes the role of the SP Railyards development as an important linkage within the downtown and the Central City. The proposed distribution of land uses throughout the site serve to reinforce activity linkages between the development and the surrounding uses. Commercial and office uses are concentrated on the southern portion of the site adjacent to the Central Business District. The plan offers the potential to expand County government uses west across 7th Street into the property. The residential and open space uses along the "Alkali Edge" are carefully programmed and scaled to be compatible with the adjacent neighborhood. The support office uses along the northern boundary of the project are viewed as a potential extension of similar land uses within the Richards Boulevard Area oriented around the proposed intermodal transportation center. And the mixture of cultural and recreational uses proposed for the Central Shops at the heart of the site are seen as an extension of activities within Old Sacramento and the planned "Museum Mile" along the Sacramento River. At full build-out, it is envisioned that the Southern Pacific Railyards development will appear as an integral and natural part of the Central City fabric rather than as a separate and distinct project.

## The SP Depot

### **5. The Southern Pacific Depot should be preserved and re-used in a way that is respectful of its historic role and architectural integrity.**

The Southern Pacific Depot and adjacent Express Building are the most familiar landmarks on the Railyards property. Since 1925, the Depot has served as Sacramento's embarkation and arrival point for rail passengers. The Italianate styled facades create a prominent frontage along I Street. As buildings designated on the National Register, their preservation and re-use have been a major priority of the proposed redevelopment.

During the planning process, consideration was given to the use of the SP Depot as an intermodal transportation center; however, the operational requirements of a new intermodal center and the urban design implications of maintaining the main SP tracks through the center of the property favored the recommended location at 7th and North B Streets. The Recommended Concept proposes that the SP Depot be re-used for public-oriented uses. The main waiting room and ticket area is envisioned as a public gathering space that will be the pedestrian gateway to the overall development leading

to adjacent uses that could include a hotel, meeting rooms, exhibition and gallery space, offices, and a major open space connecting to the Central Shops complex. Fourth Street, which terminates at the Depot, is proposed to be upgraded as a major north-south pedestrian route connecting Capitol Mall, Downtown Plaza and Chinatown with the Depot and Central Shops to the north. As such, the Depot will become a major visual and activity focus of the development. New development will be required to be constructed behind the historic complex of buildings so as not to detract from their prominence along I Street, and to maintain the volumetric character and form of the structures.

The Express Building to the east of the Depot will also be preserved and re-used for public-oriented and professional office uses. The loading docks to the east of the Express Building are proposed for demolition to allow for the extension of Fifth Street north into the property.

### The Central Shops

- 6. Preserve select historic buildings within the Central Shops complex for the use, enjoyment and education of the general public.**

The nineteenth century masonry industrial buildings at the heart of the 240 acre SP property represent the nucleus of the locomotive fabrication and maintenance facility, and as such are of considerable historic and architectural value. In the workshops, the community strongly expressed a desire to preserve and re-use these structures to the maximum extent possible within the framework of the other objectives for the project.

The Recommended Concept proposes the creation of a 38 acre Cultural Park complex comprised of the Central Shops and the proposed Crescent Park and Riverfront Park. The Cultural Park would feature the preservation of all masonry structures, (with the exception of the Wheel Shop Annex building which is proposed to be removed to provide for perimeter circulation), and their re-use for cultural and community-oriented uses including exhibition space, galleries, museums, theatres, public markets, and a limited amount of commercial-recreational uses. The Museum of Railroad Technology and/or the expansion of the existing State Railroad Museum have also been suggested as potential additional or alternate uses for the Central Shops structures. A total of approximately 300,000 square feet of space would be available within the Central Shops complex.

### Creating a Pedestrian Environment

- 7. The development should create an active pedestrian-oriented environment.**

A key criteria in the development of the Recommended Concept has been the creation of a strong pedestrian environment that will reinforce objectives related to reduced dependence on the automobile, as well as the establishment of an active day and nighttime environment. The Recommended Concept strives to achieve this objective in several ways: by creating strong linkages to existing activity centers within the downtown and Old Sacramento, and by ensuring activity and interest along key

pedestrian routes and streets. In addition, the plan has established a generous system of public open spaces that will provide amenity and a wide range of recreational opportunities.

In addition to the major pedestrian linkages, (Objective 8 below), the system of streets that extend from the existing urban fabric will be carefully designed to create an attractive pedestrian environment. The lush landscaping that characterizes downtown and neighborhood streets will be an important feature of the project. Ground level uses will be carefully orchestrated along streets to ensure activity and interest: retail and office uses will be encouraged along 7th Street to the intermodal station; C Street will be designed as a pedestrian-oriented retail spine at the heart of the proposed residential neighborhood; and localized streets within the new neighborhood will be required to orient entrances and housing units to streets and pedestrian ways.

A range of public open spaces will be provided by the project. As discussed above the Cultural Park at the heart of the development will include a Riverfront Park (15 acres) along the Sacramento River, the Central Shops complex of historic buildings (12 acres) and the Crescent Park (11 acres) adjacent to the new residential neighborhood. A two acre public gathering space is proposed adjacent to the SP Depot as a focus for the proposed high density office and commercial area. In addition to the Crescent Park, an 11 acre recreational park at the western terminus of C Street and a smaller 1.5 acre neighborhood park at its eastern terminus will be oriented to the project's 2,900 residents.

The intermodal station has also been envisioned as an active pedestrian area, providing for the efficient and safe transfer of pedestrians from one transportation mode to another. The Recommended Concept routes vehicular traffic around the station complex, and proposes a landscaped plaza at its heart with ground level cafes and retail uses oriented to intermodal passengers and to the employees of the area.

### Pedestrian Linkages

- 8. Pedestrian and activity linkages should be created between the project and Old Sacramento, the Sacramento River and West Sacramento.**

Participants at the public workshops, as well as policy makers, emphasized the importance of linking the SP Railyards development strongly with existing activity centers and resources in the downtown.

To this end, the Recommended Concept has proposed a pedestrian system that will directly connect the major amenities of the project with existing concentrations of pedestrian activity within the downtown area.

For instance, the Cultural Park complex envisioned for the project will establish strong pedestrian linkages between the Central Shops complex, the Sacramento River and Old Sacramento. With the construction of a new rail bridge across the Sacramento River, the lower deck of the existing I Street Bridge is proposed as a pedestrian and bicycle link to West Sacramento. Pedestrians within the downtown area will also be

able to walk along Fourth Street through Downtown Plaza, Chinatown, and across a new signalized intersection at I Street (made possible by the removal of the I-5 northbound on-ramp from I Street) to the SP Depot and the Central Shops complex beyond.

### Improved Vehicular Circulation and Access

**9. Development of the Southern Pacific Site should contribute to improving access and circulation within the downtown.**

Currently the 240 acre Railyards site creates a major barrier within the downtown and Central City, significantly constraining north-south circulation and access into the downtown. The development of the property offers the opportunity to improve the overall distribution of vehicular traffic within the Central City and to introduce major access improvements that will relieve worsening traffic congestion.

The Recommended Concept proposes several improvements that will relieve major congestion points within the Central City. Congestion along the I-J Street corridor at I-5 will be relieved by relocating the northbound I-5 on-ramp and southbound I-5 off-ramp to the north into the SP property. North-south movement within the Central City will be improved by extending 5th, 6th and 7th Streets north from the downtown to Richards Boulevard. Richards Boulevard and its interchange with I-5 will be improved to provide an alternate route into and out of the downtown. The 12th-16th Street corridor through the Alkali Flat neighborhood will also be relieved by the creation of new connections between the downtown and SR-160 through the SP property (e.g. 12th Street extension and the North B/B Street couplet).

### Relationship to the Alkali Flat Neighborhood

**10. New development should be compatible with the Alkali Flat neighborhood in terms of uses, scale and circulation patterns.**

With lushly planted streets lined with one and two-storey Victorian houses, Alkali Flat is typical of downtown Sacramento's single family neighborhoods. Residents of Alkali Flat have been very supportive of the redevelopment of the SP Railyards, seeing it as an opportunity to strengthen and enhance this residential district. The major concern of residents has been that new development be compatible with the scale and character of Alkali Flat, and that traffic circulation be carefully considered to avoid through-movement within the existing neighborhood.

The planning team has tailored the Recommended Concept to achieve the objectives of Alkali Flat. By moving the main SP rail line to the north of the SP property, the northern edge of the Alkali Flat neighborhood will be significantly improved. The plan envisions that current light-industrial uses in this area that provide a buffer between the tracks and the neighborhood can transition to new residential uses that will create a strong activity linkage to housing proposed on the SP property. Residential uses in the "Alkali Edge" area can be two to three stories in height to provide a scale transition to the higher density housing (three to fifteen stories) envisioned for the SP property.

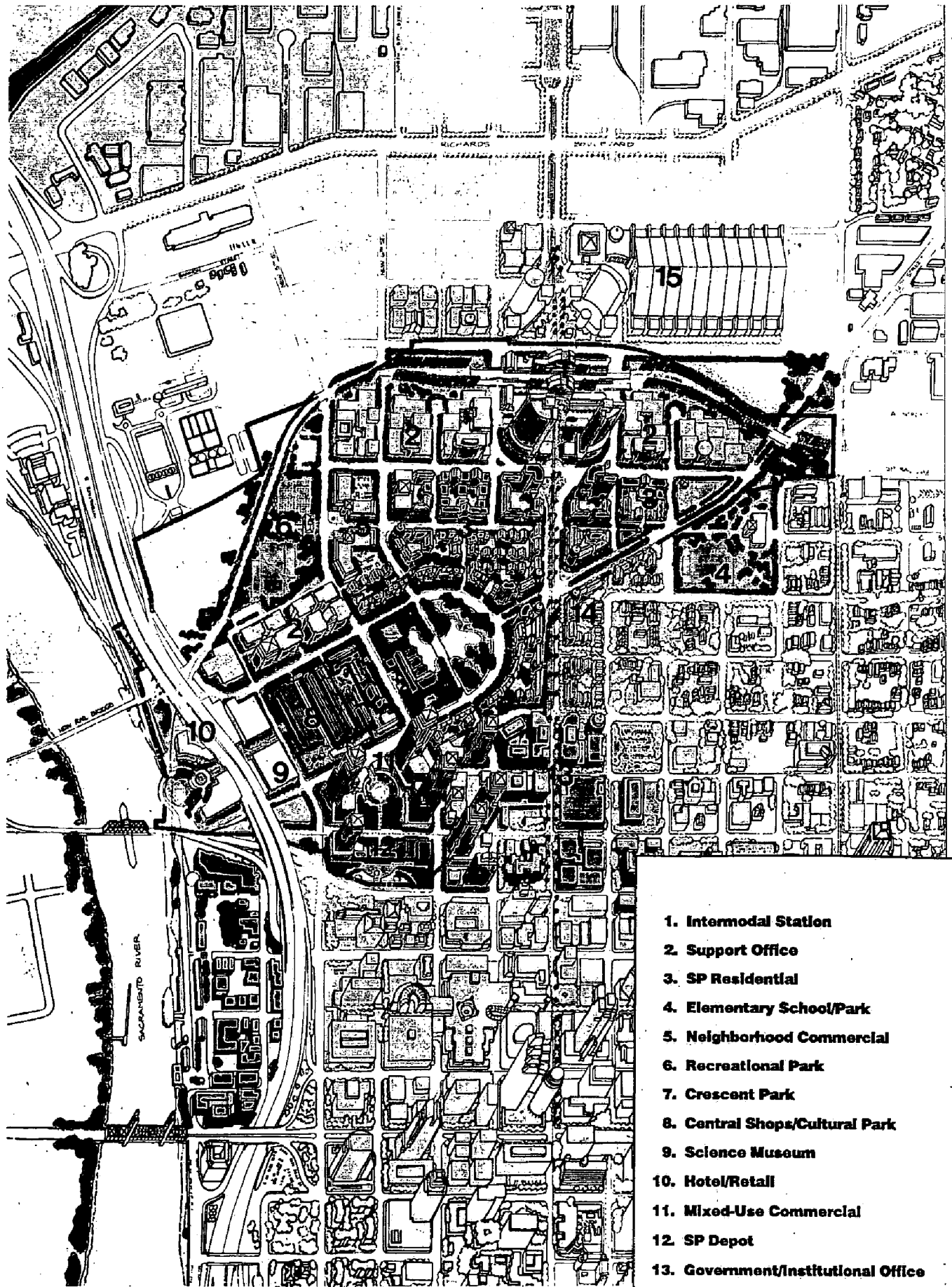
In addition to residential uses, the plan suggests the creation of a new elementary school and park site of approximately 10 acres within the "Alkali Edge" that will serve both the downtown and Railyards development.

The circulation plan for the SP Railyards development is designed to route traffic around rather than through the Alkali Flat neighborhood. A diagonal boulevard that extends 12th Street into the SP property forms the northern edge of Alkali Flat and will serve to relieve traffic congestion along the 12th-16th Street corridor that passes through the neighborhood. Access to the neighborhood from this roadway and from the 7th Street extension on its western edge will be limited to local traffic.

### Next Steps

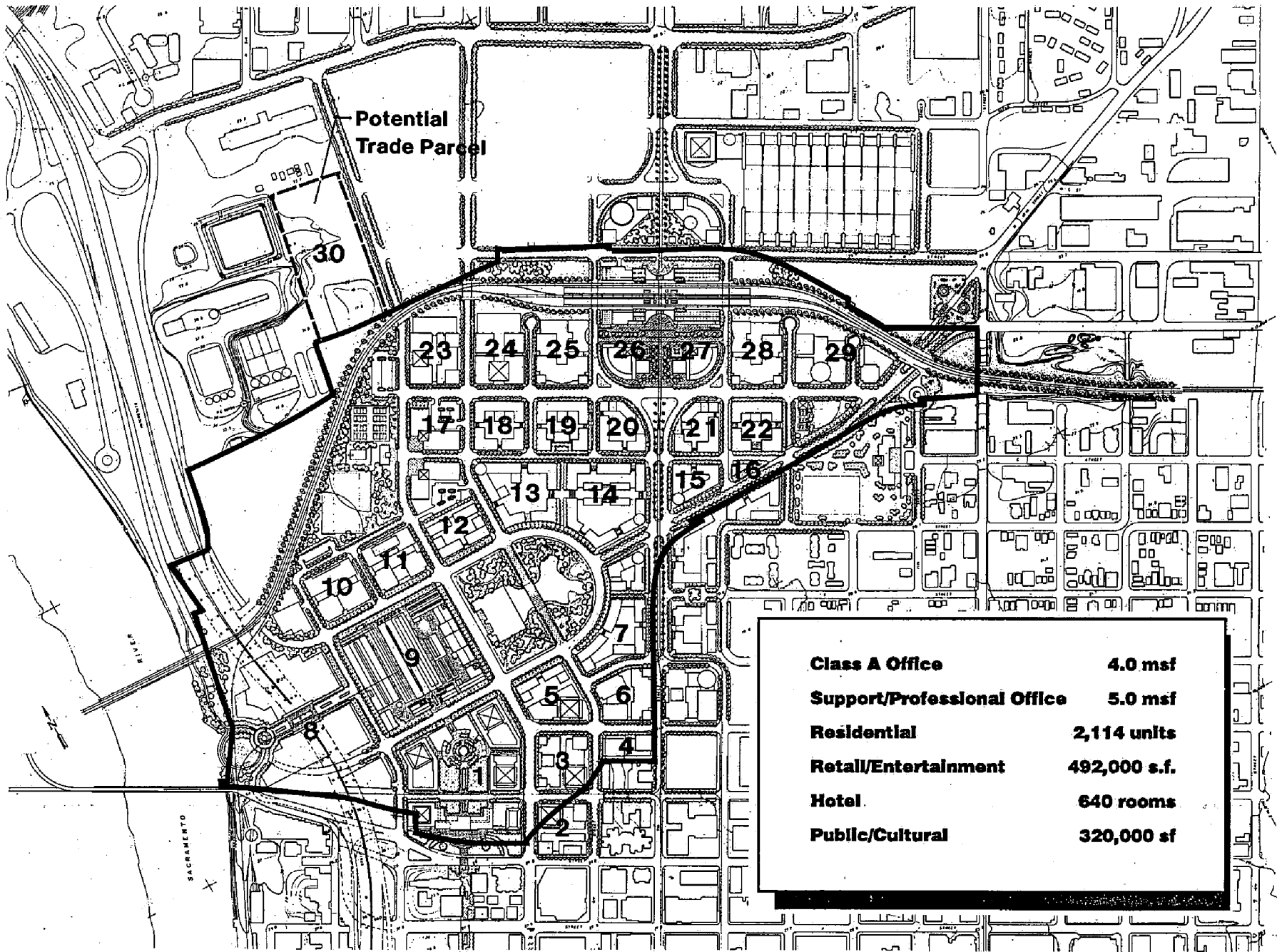
As indicated, the Recommended Concept strives to achieve the major principles and objectives set forth for the plan by the community and policy makers. The establishment of this concept, however, does not signal the end of the planning process. Some major efforts and actions are still underway, and the public will have many more opportunities to review and comment on the plan as it continues to evolve. The following is still underway:

- An implementation program that provides a framework for the phasing and financing of the development. (A preliminary phasing and financing concept was presented to the public at the fifth workshop on August 25th). This will be a major subject of negotiation between the property owner and the City and Redevelopment Agency. A completed program is expected in the Spring of 1991.
- The refinement of the urban design plan through the construction of a large-scale model that will elaborate upon massing and open space concepts already presented to the public in Workshops 4 and 5.
- A master plan document including urban design guidelines that will provide a complete description of the plan and serve as a basis for subsequent implementing documents. The final master plan document is expected to be completed in early 1991.
- The preparation of an Environmental Impact Report (EIR) including the identification of environmental alternatives and a detailed impact analysis. The completion of the Draft EIR is expected in the fall of 1991.



1. Intermodal Station
2. Support Office
3. SP Residential
4. Elementary School/Park
5. Neighborhood Commercial
6. Recreational Park
7. Crescent Park
8. Central Shops/Cultural Park
9. Science Museum
10. Hotel/Retail
11. Mixed-Use Commercial
12. SP Depot
13. Government/Institutional Office
14. Alkali Flat Edge Residential
15. Potential Convention Center

**Recommended Concept**  
**Illustrative**



**Recommended Concept  
Development Program**

Southern Pacific Railyards Master Plan  
 Draft Recommended Concept: Illustrative Development Program August 22, 1990

Parcel #	% Owned by SP	Class A Office	Support Office	Professional/Office	Entertain./Retail/Rest.	Public Cultural	Hotel SF	Hotel # Rooms	Residential SF	Residential Units	Total Program	Parcel Area (SP) (Acres)	Net FAR
1	100%	2,000,000		65,000	45,000	10,000	400,000	500			2,520,000	12.30 (1)	4.70
2	15%	110,000									110,000	0.40	6.31
3	100%	750,000			10,000						760,000	2.30	7.59
4	100%	275,000			5,000						280,000	1.10	5.84
5	100%	500,000			10,000				127,000	96	637,000	2.30 (2)	6.36
6	100%	400,000			10,000						410,000	2.20	4.28
7	100%			100,000	20,000				462,000	346	582,000	3.60 (3)	3.71
Subtotal 37.5 Acre Parcel:		4,035,000	0	165,000	100,000	10,000	400,000	500	589,000	442	5,299,000	24.20	5.03
8	100%			100,000		150,000	100,000	140			350,000	15.40	0.52
9	100%			40,000	100,000	160,000					300,000	12.00	0.57
10	100%		400,000								400,000	2.30	3.99
11	100%		400,000								400,000	2.30	3.99
12	100%			65,000	50,000				210,000	160	325,000	4.60	1.62
13	100%			22,000	22,000				330,000	250	374,000	3.50	2.45
14	100%			40,000	40,000				500,000	375	580,000	5.30	2.51
15	100%			15,000	15,000				140,000	104	170,000	1.90	2.05
16	100%			22,000	5,000						27,000	0.30	2.07
17	100%			30,000	40,000						70,000	2.30	0.70
18	100%			160,000	10,000				110,000	83	280,000	2.30	2.79
19	100%				10,000				200,000	150	210,000	2.30	2.10
20	100%			40,000	10,000				265,000	200	315,000	1.70	4.25
21	100%			40,000	10,000				265,000	200	315,000	1.70	4.25
22	100%				10,000				200,000	150	210,000	2.30	2.10
23	100%		370,000								370,000	3.10	2.74
24	100%		370,000								370,000	3.10	2.74
25	100%		450,000		10,000						460,000	3.10	3.41
26	100%		550,000		20,000						570,000	1.40	9.35
27	100%		550,000		20,000						570,000	1.40	9.35
28	100%		450,000		10,000						460,000	3.10	3.41
29	100%		370,000		10,000						380,000	3.70	2.36
30	100%		300,000 (4)								300,000	12.20 (4)	0.56
Subtotal 203 Acre Parcel:		0	4,210,000	574,000	392,000	310,000	100,000	140	2,220,000	1,672	7,806,000	91.30	1.96
Total 240 Acre Site:		4,035,000	4,210,000	739,000	492,000	320,000	500,000	640	2,809,000	2,114	13,105,000	115.50	2.60

(1) 0.8 Acres beyond 37.5 acre parcel

(2) 0.2 Acres beyond 37.5 acre parcel

(3) 0.3 Acres beyond 37.5 acre parcel

(4) Includes 10.0 acre water treatment plant trade site

# ROMA

## Revised Recommended Concept Land Utilization

### A. Public Framework

1.	Street/Transportation Freeway/Intermodal	100 acres	
2.	Parks/Cultural/ Commercial Recreation	50 acres	
		<hr/>	
	Sub-total	150 acres	(62%)

### B. Private Development

3.	CBD Extension (including Government)	20 acres	
4.	Support Office	37 acres	
5.	Residential	33 acres	
		<hr/>	
	Sub-total	90 acres	(38%)
	<b>TOTAL</b>	<hr/> 240 acres	

August 25, 1990

