

P93-085 - Federal Courthouse Tentative Map

- REQUEST:**
- A. Environmental Impact Statement/Report
 - B. ~~Mitigation Monitoring Plan (Withdrawn by Staff)~~
 - C. Tentative Map to create one 2.5± acre parcel from ten existing parcels in the Heavy Commercial (M-2) and Central Business District (C-3) zones;
 - D. 65402 Review for General Plan consistency pertaining to the sale of 2.5± City owned, vacant acres to the federal government.
 - E. ~~Sale of Land by the City to the federal government. (Withdrawn by Staff)~~

LOCATION: Northwest Corner of 6th and I Streets
APNs: 006-0025-001 thru 007; Portion 006-0023-002;
Portion 006-0023-006; Portion 002-0010-032
Central City Community Plan Area
Sacramento Unified School District
Council District 1

APPLICANT:	Wong & Associates (Attn: Tim Wong) 3078 Prospect Park Drive, Suite C, Rancho Cordova, CA 95670
OWNER:	City of Sacramento (Attn: Dave Morgan) 1030 15th Street, Suite 200, Sacramento, CA 95814
APPLICATION FILED:	April 28, 1993
STAFF CONTACT:	Mike Dale, Assistant Planner, 264-5381

SUMMARY/RECOMMENDATION: The proposed tentative map shows the consolidation of parcels and the extension of 5th and H Streets to accommodate the proposed federal courthouse. The realignment will form a new square City block at the northern boundary of the Central Business District. The block will be bounded by 5th, 6th, H and I Streets and will constitute approximately 2.5 acres. The realignment will also cause the demolition of the Southern Pacific Railyards loading dock as well as one of the City's fleet maintenance and parking facilities. Following complete reconfiguration of the site, the

City intends to sell the site to the federal government for the future construction of a 380,100 square foot federal courthouse and office building. In order for the sale to proceed, the City is required to find that such sale is consistent with the City's General Plan pursuant to Section 65402 of the California Government Code.

Staff recommends approval of the proposed tentative map subject to the conditions identified below and in the attached resolution. Furthermore, staff finds that the proposed sale of land is consistent with the City's General Plan which supports intensive office development at the subject site and improvements to serve circulation throughout the downtown area.

PROJECT INFORMATION:

General Plan Designation:	Mixed-Use
Community Plan Designation:	Downtown Commercial Mixed-Use District (CMU-1)
Existing Land Use of Site:	Southern Pacific Railyards Loading Docks and Parking; City Fleet Fueling, Maintenance, and Storage
Existing Zoning of Site:	Heavy Industrial (M-2); Central Business District (C-3)

Surrounding Land Use and Zoning (see Attachment B):

North: Southern Pacific Railyards; M-2
South: Office, Restaurant, General Commercial; C-3
East: City Police Station, County Jail; C-3
West: Railway Express Building, Parking; M-2 & C-3

Proposed Property Dimensions:	305' x 330'
Proposed Property Area:	2.5 ± Acres
Street Improvements and Utilities:	Required

OTHER APPROVALS REQUIRED: In addition to the requested entitlement, the project will also need the following approvals:

<u>Agency</u>	<u>Requirement</u>
City Council	Approve Close of Escrow
Public Works Department	Parcel Map
Public Works Department	Notice to Proceed
Building Division	Demolition Permit

BACKGROUND: The U.S. General Services Administration (GSA) is proposing to construct a new Federal Building/United States Courthouse at the subject site. The project would include 380,100 square feet of occupiable building space and 300 sub-

grade parking spaces. The project would also be designed to accommodate a future 129,900 square foot annex (for a total of 510,000 square feet) by the year 2020. In addition to providing space for anticipated growth, the building is intended to relieve overcrowded conditions at the John E. Moss Federal Building - U.S. Courthouse.

On January 19, 1994, the Subdivision Review Committee recommended approval of the proposed tentative map subject to conditions. Those conditions, among others, are included in the attached resolution. On March 24, 1994, the Planning Commission reviewed and commented on the Draft EIS/EIR for this project. The comments received during that hearing have been addressed in the Final EIS/EIR. On July 26, 1994, the City Council is scheduled to consider and take final action on the sale of land to the federal government. Project construction is targeted to commence on August 15, 1994.

The subject site is located within the boundary of the 240-acre Southern Pacific Railyards Planning Area. This area was designated for redevelopment by the City Council in July, 1990, as an integral part of the Richards Boulevard Redevelopment Project area. General Plan and Central City Community Plan amendments were later adopted by the Council in December, 1993, establishing the Southern Pacific Railyards as a "Mixed-Use" district. The proposal constitutes the first major development project to occur within the Southern Pacific Railyards Planning Area.

STAFF EVALUATION: Staff has the following comments:

A. Policy Considerations

General Plan. The proposed tentative map and realignments of 5th and H Streets are consistent with the General Plan's "Major Streets Plan" (Map 3A) which anticipates a square city block at the subject site; the continuation of 5th, 6th and 7th Streets into the Railyards area; and the extension of G and H Streets westward to meet 5th Street (Exhibit C). The realignments are anticipated by the General Plan to improve the Central City's circulation system by extending the downtown's network of arterial streets. Staff therefore finds the proposed tentative map and street realignments to be consistent with the General Plan.

The "Mixed-Use" designation of the General Plan applies to the subject site as well as throughout the 240-acre Southern Pacific Railyards redevelopment area (Exhibit D). The "Mixed-Use" designation is designed to accommodate a range of land uses including office, commercial, open space and high density residential uses. The General Plan also promotes an intensification of government office development in the downtown area. Construction of a new office and courthouse building at the site is anticipated to further the above goals. Therefore, the future sale of the site to the federal government for the construction of an office and courthouse building is considered consistent with the General Plan hence meeting the requirements of Section 65402 of the California Government Code.

Community Plan. The proposed tentative map and realignment of both 5th and H Streets is consistent with the Central City Community Plan's "Vehicular Circulation Plan" which anticipates a square city block at the subject site; the continuation of 5th, 6th and 7th Streets into the Railyards area; and the extension of G and H Streets westward to meet 5th Street - similar to the General Plan (Exhibit E). The realignments are anticipated by the Community Plan to improve the Central City's circulation system by extending the downtown's network of arterial streets. Staff therefore finds the proposed tentative map and street realignments to be consistent with the Community Plan.

The "Downtown Commercial Mixed-Use District" (CMU-1) designation of the Central City Community Plan applies to the subject site as well as to a large portion of the Southern Pacific Railyards redevelopment area (Exhibit F). The land use designation is intended to accommodate the expansion of the downtown core as a major employment center of the region. The Community Plan designation is also designed to allow for the consolidation of government facilities. The contemplated sale of land to the federal government for the construction of a new office and courthouse building is therefore considered consistent with Community Plan. Staff therefore finds that the sale is consistent with the Community Plan.

Railyards Specific Plan. The subject site is located within the Railyards Planning Area. Development in this area is guided by the Railyards Specific Plan. The draft Railyards Specific Plan designates the southern portion of the Railyards area as "Downtown Commercial Mixed-Use District" intended to accommodate high-density commercial and government uses. The proposed realignment of 5th and H Streets for purposes of preparing a lot suitable for a large federal office and courthouse building is considered consistent with this designation.

B. Land Use and Zoning

The subject site is shared by two zones: Heavy Industrial (M-2) and Central Business District (C-3). The area located north of 5th/H Street is zoned M-2, and the area south of 5th/H Street is zoned C-3 (Attachment B). The future block will be primarily zoned C-3 which is compatible with large office development. The entire site is anticipated to be rezoned later this year as part of the adoption of the Railyards Specific Plan.

The subject site is presently split by 5th/H Street. The northern portion of the site is developed with a single-story brick warehouse which has been owned and operated by the Southern Pacific Transportation Company (SPTCo).

C. Tentative Map

The proposal requires the subdivision of three parcels (002-0023-002, 002-0023-

between the City and the Advisory Council on Historic Preservation, the City will record the Railway Express Building and loading dock with photographs, textual description, and narrative record of the building.

The proposed removal of the docks portion of the Railway Express Building does not conflict with the goals and policies of the General Plan. However, the Central City Community Plan supports "the preservation of historically and architecturally significant structures which are important to the unique character of the Central City" (page 9). Staff believes that removal of the docks portion of the Railway Express Building will not significantly affect the City's character or cultural heritage in that the Southern Pacific Railroad Depot and the primary portion of the Railway Express Building will be retained. Staff therefore finds that the proposed removal of the docks does not constitute an action contrary to the goals of the Community Plan.

The southern portion of the site is developed with a single-story brick carwash and fueling facility, two-story brick maintenance building, and a surface parking lot - all of which have served the maintenance and storage needs of City Police vehicles. The proposal involves the demolition of this facility. The police vehicles and maintenance functions are planned to be transferred to the new William J. Kinney Police Facility located at 3550 Marysville Boulevard and the Joseph E. Rooney Facility located at 5303 Franklin Boulevard.

PROJECT REVIEW PROCESS:

A. Environmental Determination

The project involves the configuration of a new square city block in addition to the future construction of a federal courthouse building. The project is therefore subject to the federal review requirements under the National Environmental Policy Act (NEPA) and the State's review requirements under the California Environmental Quality Act (CEQA). The Environmental Impact Statement/Report (State Clearinghouse Number 93042094) is intended to satisfy the requirements of both NEPA and CEQA. The Draft EIS/EIR was circulated for public review and comment between February 7, 1994 and April 4, 1994. The Final EIS/EIR contains the comments received during that review period, a response to the comments, and modifications to the Draft EIS/EIR resulting from the comments.

Significant unavoidable impacts have been identified in the EIS/EIR which include: diminished air quality, increased ambient noise levels, interference in radio communications, removal of a NRHP-listed structure, increased sanitary sewage flows, increased waste-water impacts, and increased traffic congestion (DEIS/EIR, pages S-8 thru S-10). The EIS/EIR contains a more detailed description of the project and its potential impacts. The EIS/EIR also recommends certain mitigation measures which are intended to reduce the impacts relating to vegetation, noise,

006, and 002-0010-032) for merger with seven other parcels (002-0025-001 through 007) located at the northwest corner of 6th and I Streets. A tentative map is therefore required pursuant to Section 40.303 of the City's Subdivision Ordinance.

The Planning Commission is authorized to approve or deny the tentative map pursuant to Section 40.609 of the Subdivision Ordinance. Among the necessary findings for approval, the Commission must find that the project is consistent with the General Plan, any applicable specific or Community Plan, and all applicable provisions of the City Code. Based on the above discussion (*Policy Considerations*), staff finds that the proposed map meets the above criteria subject to the adoption and implementation of conditions prescribed by the Subdivision Review Committee. Staff therefore recommends approval of the proposed tentative map subject to the conditions identified in the attached resolution.

D. 65402 Review

California Government Code Section 65402(a) prohibits the acquisition of any real property for any public purpose until the location, purpose and extent of such acquisition has been submitted to and reported upon by the planning agency as to conformity with the adopted General Plan. Based on the above discussion (*Policy Considerations*), staff finds that the contemplated sale of land to the federal government is consistent with the City's adopted General Plan.

E. Demolition of Structures

The proposal involves the demolition of certain structures presently owned and operated by the SPTCo or the City of Sacramento. The single-story brick warehouse, identified as "Parcel 1" on the site plan, is a portion of the Railway Express Building which is listed on the National Register of Historic Places. The building also qualifies as an "important archaeological resource" according to CEQA. The extension of 5th Street north to H Street will result in the removal of the loading docks portion of the Railway Express Building thus causing physical damage to a NRHP-listed structure and to an "important archaeological resource."

The environmental document for this project considers damage to or removal of this building to be a "significant unavoidable environmental impact" which must be overridden. The EIS/EIR recommends, as mitigation, that the GSA work to preserve and/or record as much of the historic structure as possible (see EIS/EIR page 4.12).

In addition, historic properties are subject to the regulations of the Advisory Council on Historic Preservation as set forth in Section 106 of the National Historic Preservation Act. In accordance with a Memorandum of Agreement

hazardous substances, radio transmissions, archeological and historic resources, wastewater, and transportation. These measures have been addressed in a proposed Mitigation Monitoring Plan. Staff recommends that the Planning Commission certify the EIS/EIR as adequate by adopting the attached resolution.

In order for the sale of land to proceed through the close of escrow, the project will also be subject to City Council review and approval. Staff will recommend that the City Council approve the Mitigation Monitoring Plan as well as adopt the EIS/EIR findings of fact and statement of overriding considerations.

B. Neighborhood Response

Notice of this project was forwarded to owners of property located within a 500-foot radius of the subject site as well as to the Sacramento Old City Association, Sacramento Downtown Association, and the Central City Alliance of Neighborhoods. These organizations were subsequently contacted by phone. Except for concerns regarding the traffic analysis in the EIS/EIR, no opposition was expressed.

C. Summary of Agency Comments

The project has been reviewed by several City Departments and other agencies. The following summarizes the comments received:

Subdivision Review Committee - The SRC is comprised of individuals from the Public Works Department, the Utilities Department, the Planning Department, and persons representing the private sector or utility companies. Their comments are summarized as follows:

1. Comply with the Mitigation Monitoring Plan
2. Cease work temporarily if unusual amounts of bones, stone, or artifacts are uncovered.
3. Dedicate 80 feet of right-of-way along H Street and 90 feet of right-of-way along 5th Street.
4. Dedicate 10 feet along 6th Street to create a 50-foot right of way.
5. Abandon the existing 5th/H Street.
6. Abandon all excess utility easements.

Utilities Department:

1. A sanitary sewer and drainage study is required.
2. 5th/H Street can not be abandoned until the proposed 5th Street and H Street right of ways are recorded and the water, sewer, and storm drainage utilities are relocated.

024.0

PROJECT APPROVAL PROCESS: The Planning Commission has the authority to approve or deny the resolutions identified below. Appeal of the Planning Commission action must occur within 10 days of the date of the Planning Commission action. The sale of land to the federal government will be reviewed by the City Council as well as the Mitigation Monitoring Plan, findings of fact, and statement of overriding considerations.


RECOMMENDATION: Staff recommends the Planning Commission take the following actions:

- A. Certify the Environmental Impact Report (SCH# 93042094) as adequate and complete by adopting the attached resolution;
- B. Adopt the attached resolution approving the Tentative Map to create one 2.5 \pm acre parcel from ten existing parcels in the Heavy Commercial (M-2) and Central Business District (C-3) zones; and
- C. Adopt the attached resolution finding that the sale of 2.5 \pm City owned, vacant acres to the federal government is consistent with the 1986-2006 Sacramento General Plan (as Amended) and the 1980 Central City Community Plan (as Amended).

Report Prepared By,


Mike Dale
Assistant Planner

Report Reviewed By,


Steve Peterson
Senior Planner

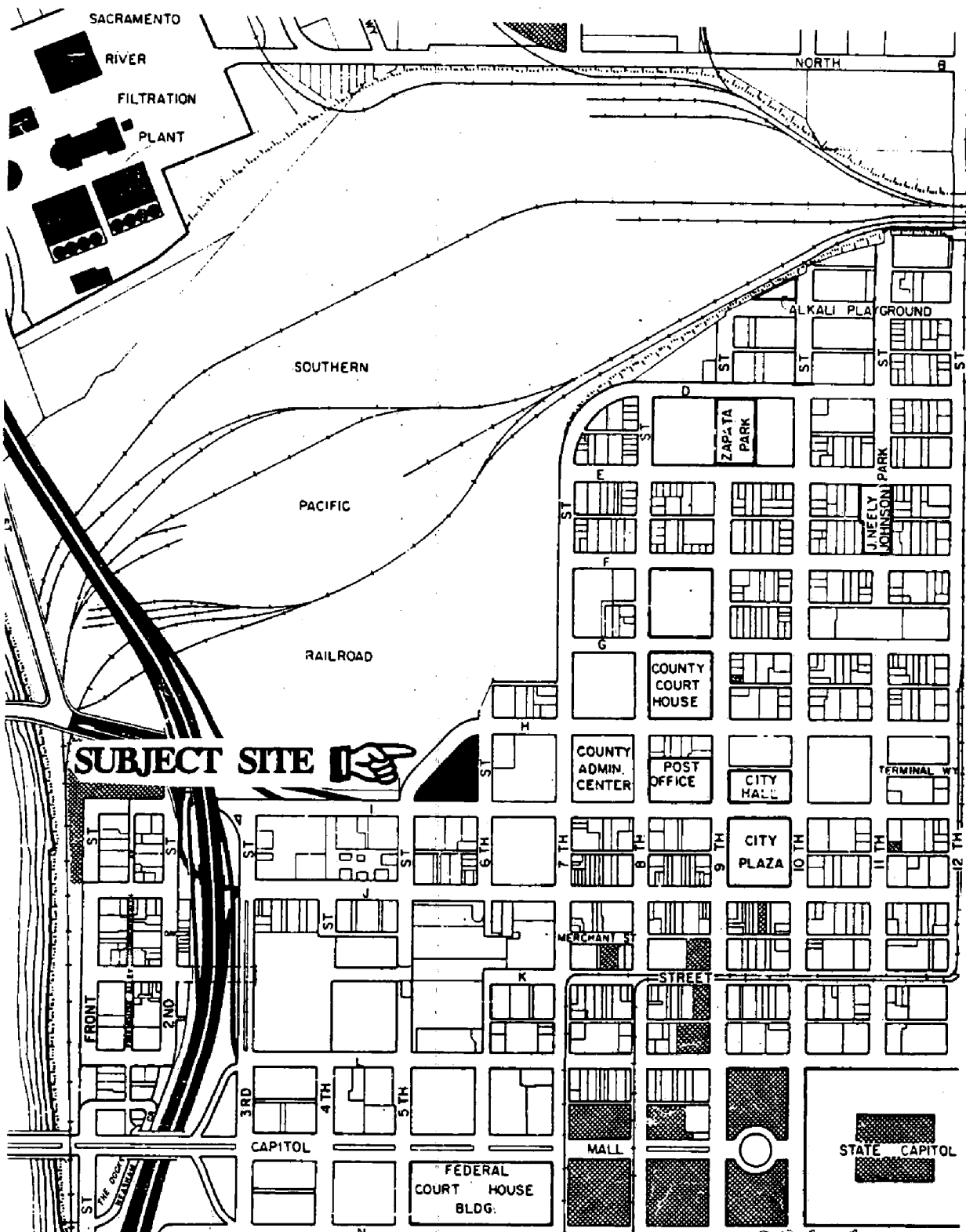
Attachments

Attachment A
Attachment B
Resolution
Resolution
Resolution
Exhibit A
Exhibit B
Exhibit C
Exhibit D
Exhibit E
Exhibit F
Exhibit G

Vicinity Map
Land Use and Zoning Map
Certification of EIS/EIR
Tentative Map
General Plan Consistency
Findings for Tentative Map
Tentative Map
General Plan Streets Plan
General Plan Designation
Community Plan Vehicular Circulation Plan
Community Plan Designation
Alignment of 5th and H Streets

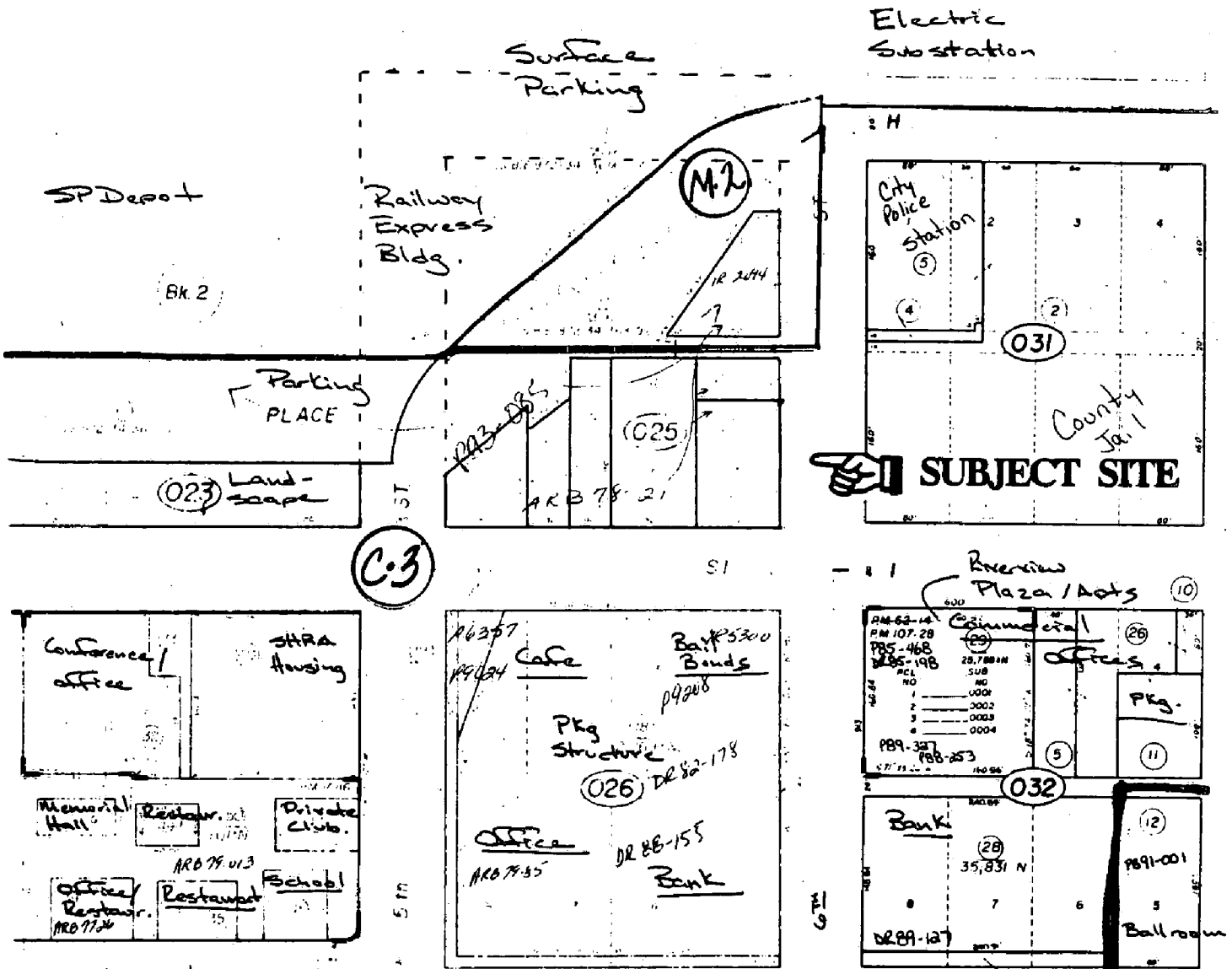
02410

Attachment A
Vicinity Map



604-1

Attachment B
Land Use and Zoning Map



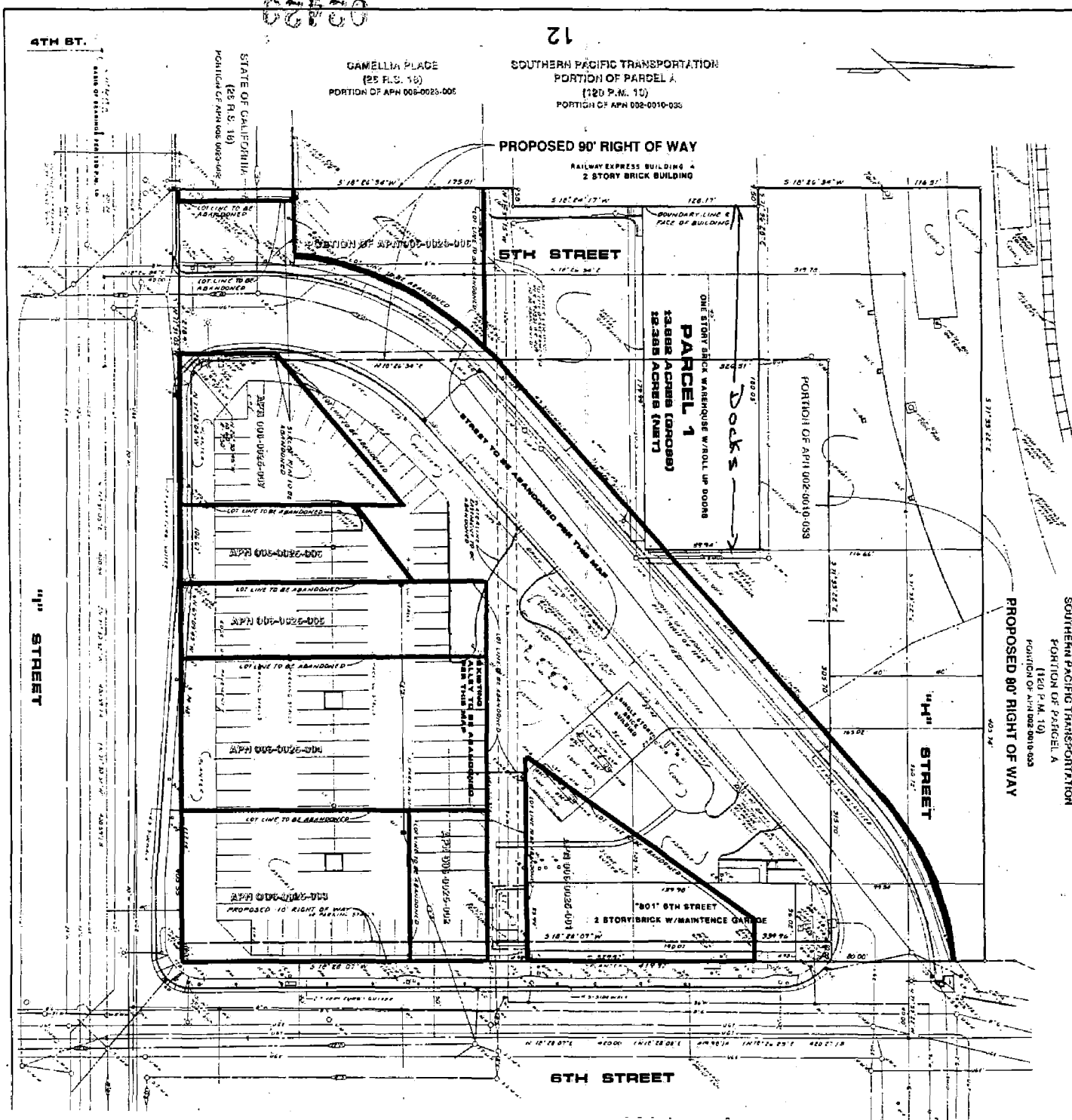
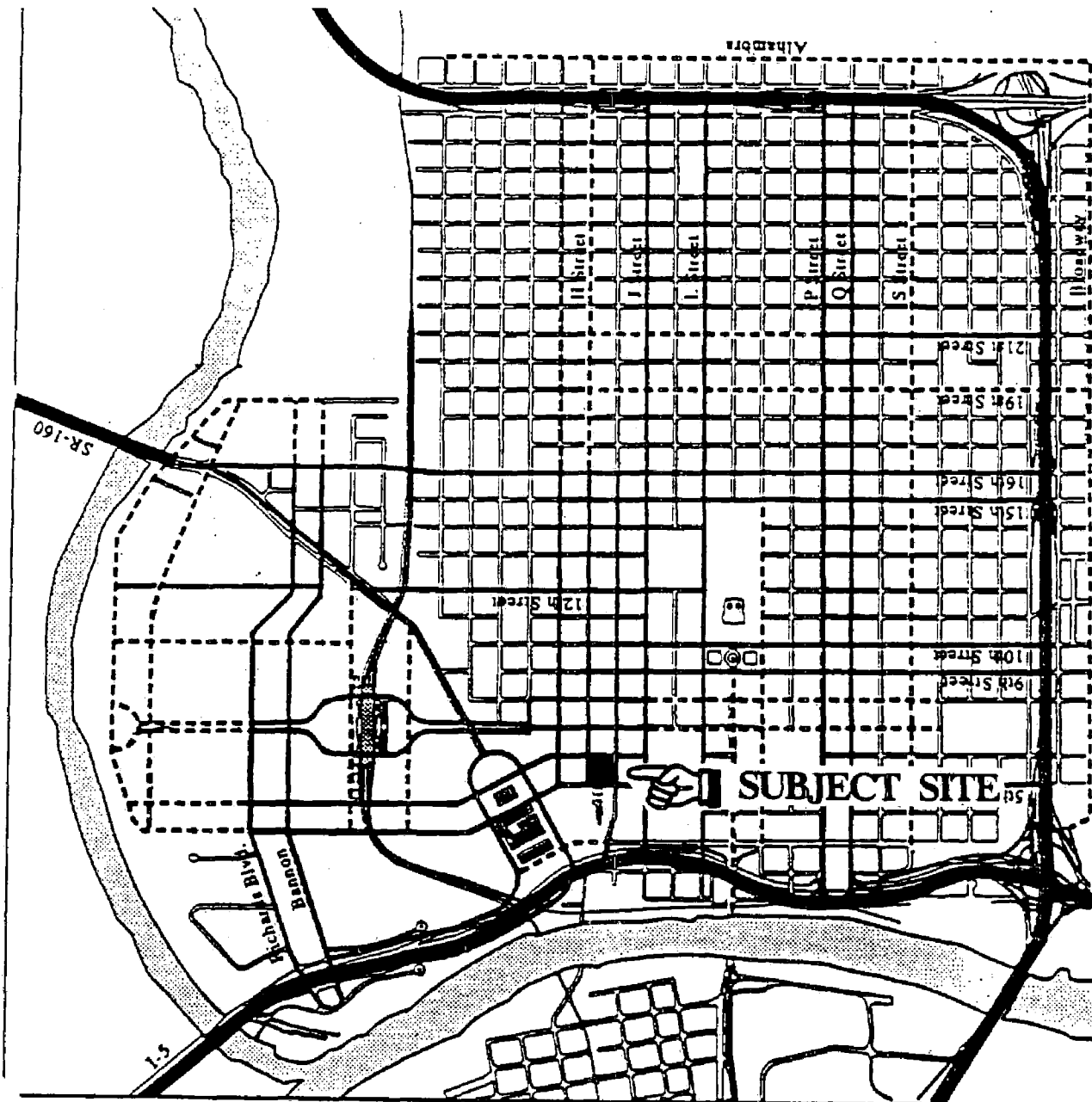


Exhibit C
General Plan Major Streets Plan



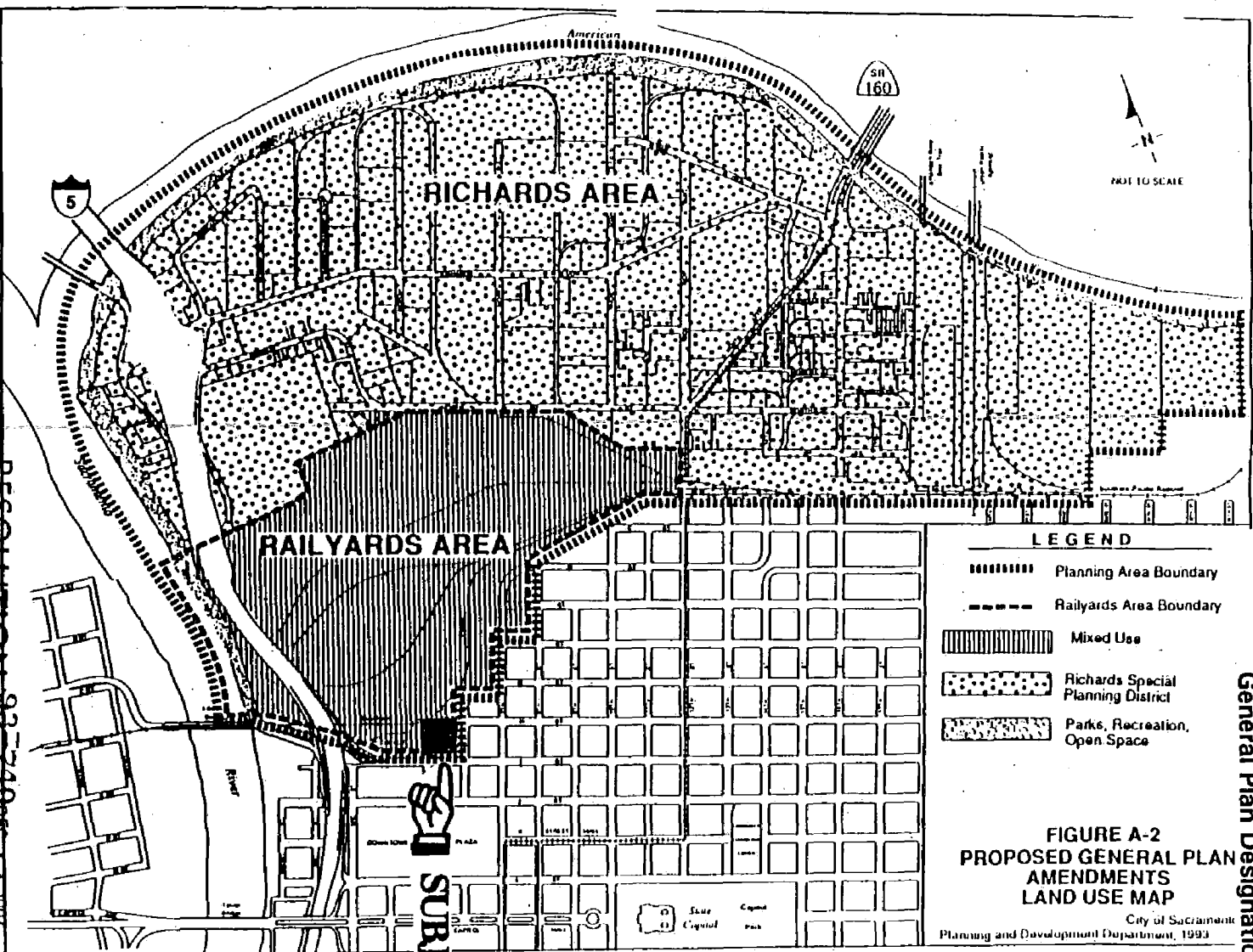
- Freeways
- Arterials
- Minor Arterials
- Local Streets
- Planned Interchanges
- Arterial Interchanges

Map 3A
Central City: Major Streets Plan

02460

JULY 14, 1994

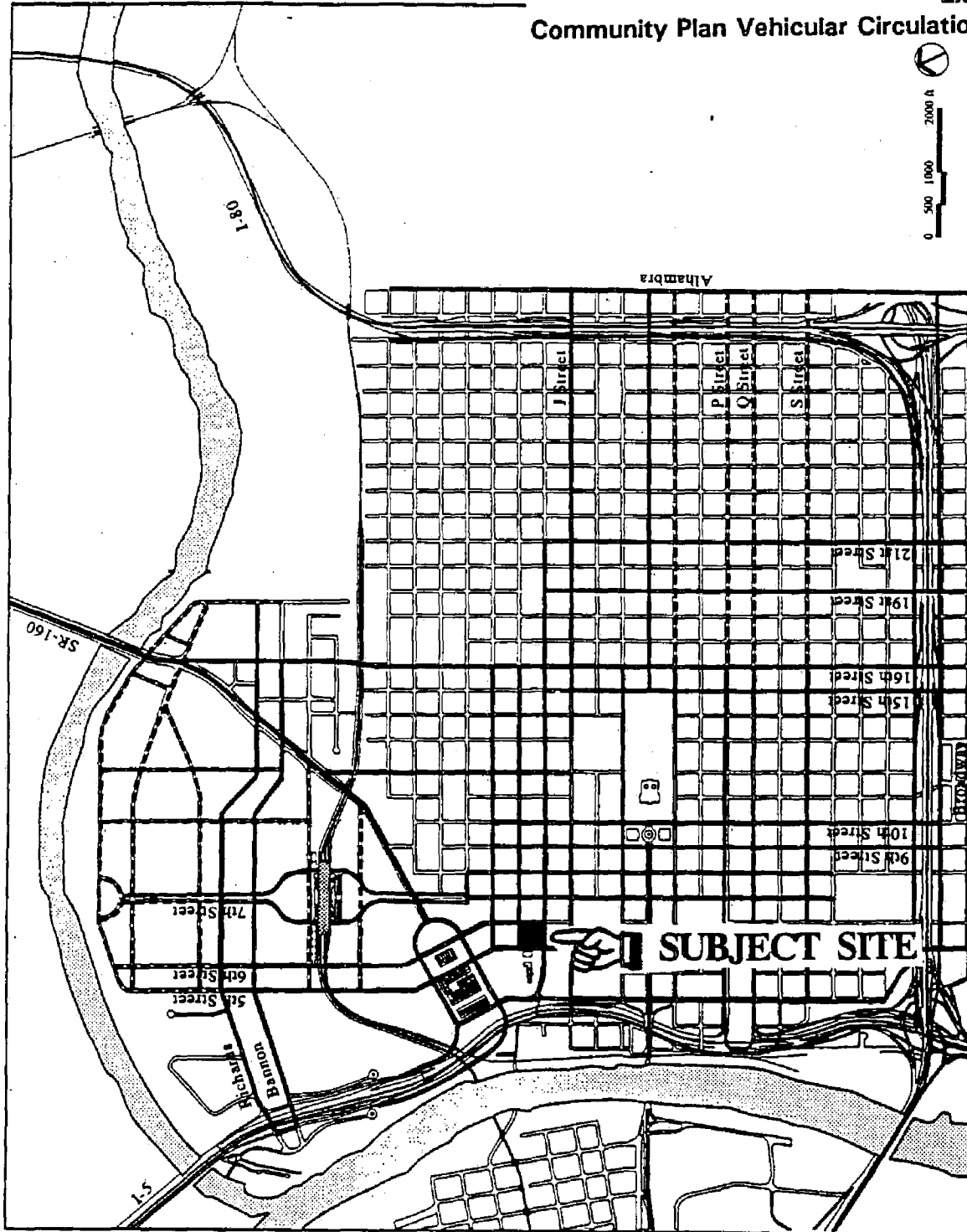
Exhibit D
General Plan Designation



RESOLUTION 93-740 DEC 14 1993

Exhibit E

Community Plan Vehicular Circulation Plan












- Major Street
- Minor Street
- Local Street
- Planned Intermodal Terminal for Amtrak Intercity/Commuter Rail

Central City:
Vehicular Circulation Plan

(Amended 12-14-93
Resol. No. 93-741)

The map displays a grid of streets including Richardson Boulevard, Bannon Street, North B Street, Gateway Boulevard, 3rd Street, 6th Street, 7th Street, 8th Street, 9th Street, 10th Street, 11th Street, and 12th Street. The Sacramento River is shown on the left side. Land use designations include CMU-1, CMU-2, CMU-3, RMUD, OS, and RORD. A scale bar at the bottom right indicates 0, 300, and 600 feet.

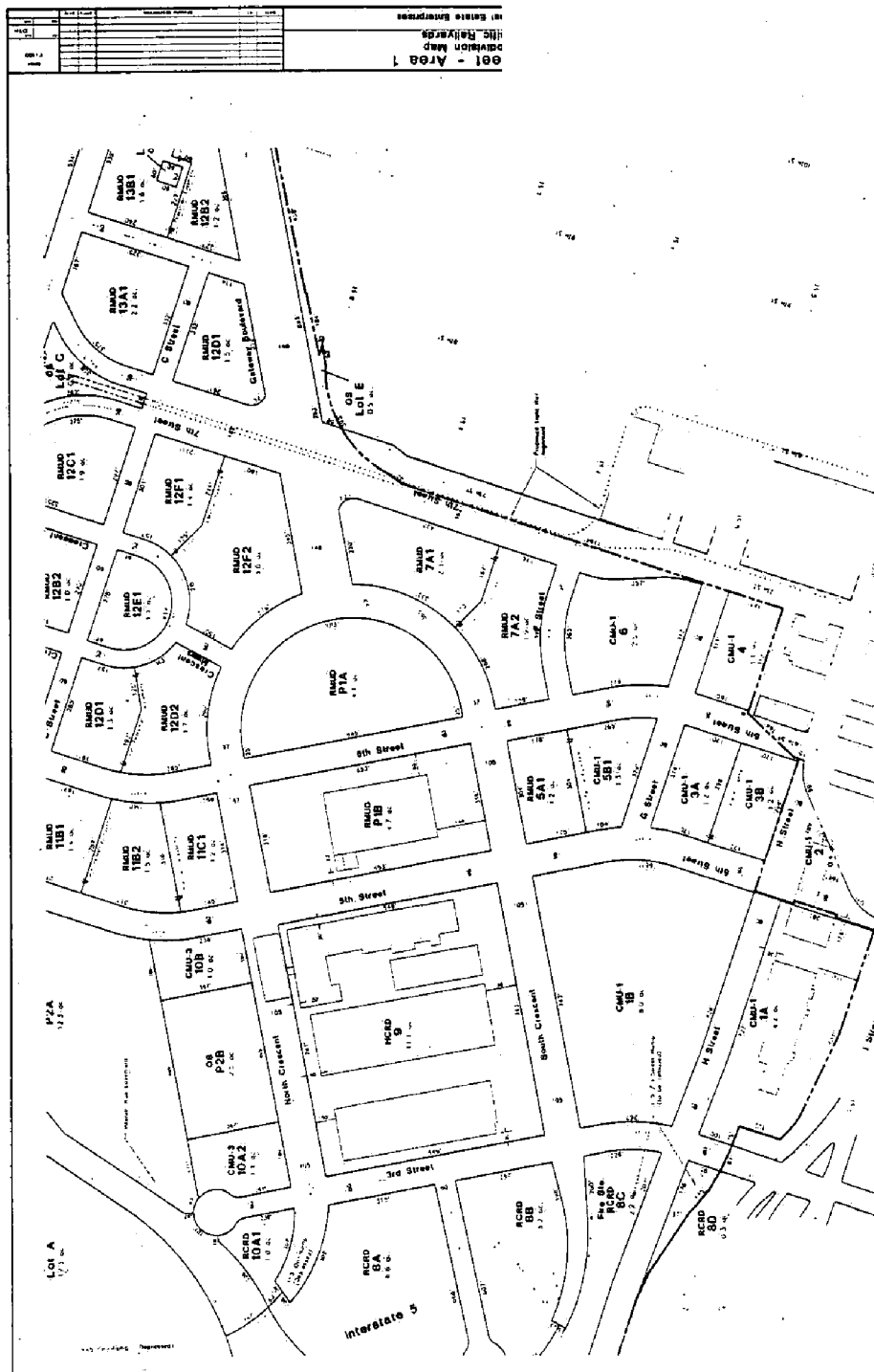
Railyards Area Land Use Map

- | | | | | | |
|---|-------|--|---|------|---|
|  | RMUD | Residential Mixed Use District |  | RCRD | Riverfront Commercial Recreational District |
|  | CMU-1 | Downtown Commercial Mixed Use District |  | TR | Corridor / Rail Intermodal Terminal |
|  | CMU-2 | Transit Oriented Commercial Mixed Use District |  | OS | Parks and Open Space |
|  | CMU-3 | North of Shops Commercial Mixed Use District |  | PU | Public Utilities |
|  | HCRD | Central Shops Historic District | | | |

-59a-

62433

Exhibit G



SUBJECT SITE

62434