

Item No. 15



“Supplemental Material For City of Sacramento City Council Financing Authority Housing Authority Agenda Packet

For the Meeting of: August 21, 2012

Title: ULI Railyards Presentation and Next Steps

Contact: Fran Halbakken, Railyards Development Director, City Manager's Office (916) 808-5704

Comment: The revised report removes the contract for \$20,000 with the Urban Land Institute's Rose Center for Public Leadership in Land Use for urban design and development advisory services to assist City staff with site design, transportation planning, and connections analysis for the southern part of the Railyards. Since that contract is under the \$100,000 threshold that agreement will be executed under the City Manager's contract authority once the City has received all the necessary documentation and the contract has been reviewed and approved as to form by the City Attorney's Office.

Approval: This report is approved by Fran Halbakken on behalf of the City Manager Office via email on 8/16/2012 at 2:24 pm and approved as to form by Michael Sparks on behalf of the City Attorney's Office via email on 8/16/2012 at 2:19 pm.



City of Sacramento City Council

15

915 I Street, Sacramento, CA 95814

www.CityofSacramento.org

Meeting Date: 8/21/12

Report Type: Discussion

Title: ULI Railyards Presentation and Next Steps

Report ID: 2012-00699

Location/Council District: Railyards/District 3

Recommendation: Pass a resolution 1) establishing the Railyards Connections Project (T02000000) as a new Capital Improvement Project; and 2) amending the FY2012/13 Capital Improvement Program by appropriating \$20,000 from Downtown Transportation Systems Management (TSM) Fund balance (Fund 2012) to the Railyards Connections Project (T02000000) for site design, transportation planning, and connections analysis for the southern part of the Railyards.

Contact: Fran Halbakken, Railyards Development Director, (916) 808-5704;

Presenters: Fran Halbakken, Railyards Development Director

Department: City Manager

Division: Executive Office

Dept. ID: 02001011

Attachments:

1-Description/Analysis

2-Background

3-Attachment – ULI Report: Redeveloping the Railyards to Strengthen the Urban Core

4-Attachment – Entertainment Sports Complex/Intermodal Transportation Facility Briefing Report

5-Resolution

City Attorney Review

Approvals/Acknowledgements

Department Director or Designee:

Description/Analysis

Issue: In 2011, the City was selected by the Urban Land Institute's (ULI) Daniel Rose Center for Public Leadership in Land Use for its 2010-2011 Fellowship Program. Through this program, the Rose Center was asked to help the City determine what actions would position the Sacramento Railyards to attract a significant share of regional development over the long term and what activities or investments could be early catalysts to complement investment in Sacramento's downtown. This also included evaluating the proposal for a new entertainment and sports complex (ESC) adjacent to the City's planned Sacramento Intermodal Transportation Facility (SITF).

The ULI Rose Center completed its final report, which is attached. At the same time, staff is also presenting the final report from its consultant team, AECOM and Fehr & Peers, which provides detailed analysis of the ULI recommendations for the area south of the new tracks as it relates to the siting and functioning of the SITF and the proposed ESC (refer to second attachment).

While the report on the Entertainment and Sports Complex/Intermodal Transportation Facility demonstrates that both uses can function adequately in that area, challenges remain. Foremost among those is a lack of connections with the surrounding area, particularly to the waterfront, Old Sacramento, and West Sacramento. There are major barriers that affect the development (whether it is an arena or other type of building) in this area and affect the success of future growth, especially retail development on this site.

Based on initial analysis, City staff believes there are opportunities to improve connections to make this area a more functional and attractive site especially to users of different transportation modes. In order to explore this concept further and identify the necessary implementation steps, staff is recommending that Council establish the Railyards Connections Project (T02000000) and authorize funding so that the City Manager may bring back the panel from the ULI's Rose Center to assess possibilities for improved connectivity and what that may mean for development of the area whether for an arena or other types of transit-supportive joint development. In addition, upon conclusion of the ULI work, staff intends to return to Council for authorization for our consultant team of Fehr & Peers and AECOM to continue their work and develop specific implementation tasks based on the ULI Rose Center panel's new recommendations.

Funding for the Railyards Connection Project (T02000000) would come from the Downtown Transportation Systems Management (TSM) Fund balance (Fund 2012) and the amount requested for this project is \$20,000.

Staff expects to return to Council upon completion of ULI's work to execute a contract with Fehr & Peers/AECOM in order to continue their work and conduct the necessary detailed analysis necessary to implement the Rose Center panel's recommendations.

Policy Considerations: The analysis of greater connectivity for the I Street area and the Depot District in order to encourage development is consistent with General Plan goal LU1.1, which promotes sustainable growth and change through orderly and well-planned development. In particular, this report implements policy M 1.2.3 (Multimodal Access), which states the City shall promote the provision of multimodal access to activity centers such as commercial centers and corridors, employment centers, transit stops/stations, airports, schools, parks, recreation areas, and tourist attractions.

Economic Impacts: None.

Environmental Considerations: The actions in this report are exempt from the California Environmental Quality Act (CEQA) under CEQA Guidelines (14 Cal. Code Reg. Section 15262 et seq.) as they concern planning and funding activities for possible future projects.

Sustainability: By identifying and planning for improved connectivity for this area of the Railyards, the City is encouraging multi-modal movement, including pedestrian and bicycling activity in this area, thereby potentially reducing future vehicle miles travelled and the greenhouse gases associated with that.

Commission/Committee Action: None.

Rationale for Recommendation: After extensive analysis of the site of the Intermodal Facility and proposed arena in the Railyards area south of the new tracks, staff has determined that while both facilities can work on this site there are connectivity challenges that affect all development in this area. Better access and connectivity will provide better and safer connections for all transportation modes and will improve the development potential of the area.

Financial Considerations: Staff is seeking a total of \$20,000 from the TSM Fund (Fund 2012); sufficient funding is available from the fund's balance. The primary objective of the Downtown TSM Fund is to enable the City to develop, build, and/or implement enhancements to the downtown transportation system which encourage alternate mode use. This project would identify and plan for improved transportation access and connectivity in order to support multi-modal transportation use and access for this area.

There are no General Funds planned or allocated for this project.

Emerging Small Business Development (ESBD): Not applicable.

Background

Part I – ULI and Railyards Recommendation and Implementation Efforts

The Urban Land Institute's Rose Center has completed its final report on the Railyards (refer to the attachment). This report is the culmination of a year-long study by the Rose Center's panel of nationally recognized development experts. The panel was asked by the City to identify what actions would position the Sacramento Railyards to attract a significant share of regional development over the long term—and what activities or investments could be early catalysts—that complement investment in Sacramento's downtown. This report will serve as a useful road map as the City continues its efforts to transform the Railyards into an exciting and thriving place to live, work and play.

Entitled *Redeveloping the Railyards to Strengthen the Urban Core*, the report identifies several recommendations that the City should pursue to promote successful redevelopment of the site. These include the following:

- Create an intermodal transit district, not a large facility;
- Target public and private investments to create small, manageable, and complete projects that will sustain themselves over time;
- Support the development of neighborhoods, not segregated areas;
- Create a strong open-space system by framing parks with development;
- Complete a network of linked open spaces and great streets in phases;
- Celebrate the Central Shops buildings and other focal points within the site;
- Create low-cost, engaging interim uses that draw people to the Railyards and create interest in the site; and
- For catalyst projects, such as the new courthouse or a future arena, the City should evaluate each within the larger context of the Railyards and ask itself:
 - Does the project add value to the overall experience or draw of the Railyards, especially considering who would use it?
 - How would the project affect future phases of development?
 - What would be the return on current or planned investments?

Working with the property owner, Inland American, as well as our transportation agency partners, the City has already begun to implement several of these recommendations, including significant investments in infrastructure.

As shown in the following table, the City has invested over \$200 million in infrastructure to connect the Railyards to Downtown. Additionally, the City is currently investing another \$30 million in the retrofit of the Sacramento Valley Station, which will serve as the gateway into the Depot District area and contain the Intermodal Facility.

Railyards Infrastructure Projects	Estimated Completion
5 th Street Bridge	Completed
6th St. Bridges	Completed
Central Shops Hazardous Materials Abatement	Completed
I-5 Richards Interchange, Jibboom & Bercut	Completed
Track Relocation	2012
Intermodal Circulation - 4th/I Access	2012
West Tunnel (bike/pedestrian)	2013
Sacramento Valley Station Depot Structural Retrofit	2013
5th St. Extension	2014
6th St. Extension	2014
5th St. to North B St., Bercut Dr. & 5th St. Steps	2014
Camille Lane, Bercut Drive and Market Plaza	2014
Phase 2 Intermodal – Historic Rehabilitation of the Depot	2015

By the end of this year the track relocation will be completed and by 2014 both 5th and 6th Streets will be extended into the Railyards, opening up the site and connecting it to the Downtown for the first time in its history. In addition, the City has started the Sacramento Valley Station structural retrofit and was recently awarded a \$15 million TIGER IV (Transportation Investment Generating Economic Recovery) grant that along with \$15 million from local transportation funding sources will be used for rehabilitation of the historic depot, now the Sacramento Valley Station. It is the seventh busiest rail station in the nation. It will include upgraded service for passengers on four different Amtrak routes, including the Capital Corridor, Amtrak's third busiest route in the country. The project will improve the interior and exterior of the building, and install modern electrical, heating, and cooling systems. It will also increase commercial lease space, enhancing the economic sustainability of the station. Finally, the project will help the station function as an intermodal hub, with a co-located light rail station and bays for transit and intercity buses and it will expand bicycle commuting amenities, including new bicycle parking stalls.

Part II – ULI ESC and Intermodal Recommendations and Implementation

As part of their report, the ULI Rose Center panel also provided recommendations to the City on how an arena or entertainment and sports complex (ESC) might fit adjacent to the City's planned Sacramento Intermodal Transportation Facility (SITF). Much of this work was done during the panel's July 2011 visit to the site and their discussion with key stakeholders.

The ULI final report concluded that, "both the intermodal and arena can be accommodated in symbiotic way that creates public space, provides connectivity and achieves synergies with surrounding districts." The Rose Center panel suggested further detailed study of the site to ensure that it would be well-planned. Specific recommendations included the following:

- Create transit district and move high speed rail east across 6th Street
- Move arena west toward I-5
- Move transit district east and use Lot 40
- Lower arena and design it to respect historic context
- Create public space between arena and transit district with development opportunities
- Utilize existing parking to spread economic activity
- Parking and other infrastructure (drainage, detention) should be shared in district
- Do it right or don't do it:
 - Too many design compromises will diminish functionality of the facilities and regenerative potential to the surrounding areas

Based on these recommendations and as part of the preparatory work for a new ESC in the Railyards, staff selected AECOM and Fehr & Peers for site planning and transportation analysis of the area that included the Intermodal and the proposed ESC. Despite the demise of the deal with the Sacramento Kings, staff was directed to complete this work in order to find the optimal location for the Intermodal and determine the best site for an ESC.

Funding for this effort initially came from the NBA and then after the end of the deal for the ESC the remaining funding came from the Railyards' portion of the Downtown-Richards-Railyards Development Fund. No General Fund money was spent on this effort.

The study entitled, *Entertainment Sports Complex/Intermodal Transportation Facility Briefing Report*, was prepared by AECOM, the design consultant, and Fehr & Peers, the transportation consultant. The report identified that both the ESC and the Intermodal Facility could function on the 13-acre City-owned site south of the new railroad tracks (refer to the attachment). However, in order to allow for proper truck access and maneuvering the ESC cannot be located as close to Interstate 5 in the west as originally identified by ULI. While the consultant team concluded that both uses can function

properly on the site, there remain a number of challenges and design compromises which need to be addressed in order for the site to function better. Specific issues include:

- Compatibility with adjacent historic structures
 - Scale, massing, height of the ESC and its affect on the historic Depot and view corridors.
- Compromised functions
 - The many activities and infrastructure lines on the site limit the ability to lower the ESC below grade and move it further west.
 - While both the ESC and SITF function adequately it is not an optimal arrangement. For example:
 - ESC loading area space is limited
 - Public plaza space is tight for ESC events
- TOD Opportunities
 - The City should compare potential development opportunities for other supportive TOD uses and development next to the SITF site with that of the ESC
- Connections
 - The area is surrounded by a number of barriers that affect pedestrians, bicyclists, and motorists. These include:
 - On and off-ramps to I-5 and freeway columns;
 - Multiple large concrete viaducts that connect to the I-Street bridge;
 - Unattractive and circuitous connections to and from Old Sacramento;
 - Limited sidewalks and pedestrian pathways from Old Sacramento to I Street and the Depot;
 - Limited connections to the waterfront; and
 - Inadequate connection to West Sacramento.

The final AECOM/Fehr & Peers report concludes that additional analysis is needed to determine whether the removal of existing barriers and better connections in this area would result in a preferred site plan that would function optimally for all uses – Intermodal and ESC/joint development.

Based on the conclusions of this report, staff is requesting that Council allocate funding from the Downtown Transportation Systems Management (TSM) Capital Improvement Program fund (Fund 2012) to fund the Railyards Connections Project in order to analyze these issues and prepare additional recommendations. Upon conclusion of the work by the ULI Rose Center panel, staff expects to return to Council with a contract to retain Fehr & Peers and AECOM to develop detailed implementation steps based on ULI's recommendations that should result in improved connectivity for all users and an enhanced site plan for the area.

Sacramento California



**Urban Land
Institute**

Daniel Rose Center for Public Leadership in Land Use

www.uli.org

Sacramento California

Redeveloping the Railyards to Strengthen the Urban Core

January 25–28, 2011
A ULI Daniel Rose Fellowship Program City Study Visit Report

Urban Land Institute
Daniel Rose Center for Public Leadership in Land Use
1025 Thomas Jefferson Street, NW
Suite 500 West
Washington, DC 20007-5201

About the Urban Land Institute

The mission of the Urban Land Institute is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI is committed to

- Bringing together leaders from across the fields of real estate and land use policy to exchange best practices and serve community needs;
- Fostering collaboration within and beyond ULI's membership through mentoring, dialogue, and problem solving;
- Exploring issues of urbanization, conservation, regeneration, land use, capital formation, and sustainable development;
- Advancing land use policies and design practices that respect the uniqueness of both built and natural environments;

- Sharing knowledge through education, applied research, publishing, and electronic media; and
- Sustaining a diverse global network of local practice and advisory efforts that address current and future challenges.

Established in 1936, the Institute today has nearly 30,000 members worldwide, representing the entire spectrum of the land use and development disciplines. ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of the world's most respected and widely quoted sources of objective information on urban planning, growth, and development.

Cover photo: Urban Land Institute

©2012 by the Urban Land Institute
1025 Thomas Jefferson Street, NW
Suite 500 West
Washington, DC 20007-5201

All rights reserved. Reproduction or use of the whole or any part of the contents without written permission of the copyright holder is prohibited.

About the ULI Rose Center

The mission of the ULI Daniel Rose Center for Public Leadership in Land Use is to encourage and support excellence in land use decision making by providing public officials with access to information, best practices, peer networks, and other resources to foster creative, efficient, practical, and sustainable land use policies.

Daniel Rose, chairman of Rose Associates Inc., in New York City, in 2008 committed \$5 million to the Urban Land Institute to create the center. Rose Associates operates throughout the East Coast as developer and manager of more than 30 million square feet of major office towers, commercial retail centers, mixed-use complexes, and high-rise residential buildings. Rose has pursued a career involving a broad range of professional, civic, and nonprofit activities.

The Daniel Rose Fellowship is the flagship program of the Rose Center. The Rose Fellowship is a yearlong program (from fall of the first year to fall of the next) intended to benefit the individual fellows through leadership training and professional development opportunities and to benefit their respective cities through technical assistance on a local land use challenge. The Rose Fellowship focuses on leadership, integrated problem solving, public/private collaboration, and peer-to-peer learning.

For the 2010–2011 fellowship year, the Rose Center invited the mayors of Charlotte, Detroit, Houston, and Sacramento to participate. Each mayor selected three additional fellows and a coordinator to serve as the Rose Fellowship team from his or her city. Each city's Rose Fellowship team selected a specific land use challenge on which they receive technical assistance.

During the city study visits, two assigned Rose Center faculty members, one fellow from each of the other three cities, and additional experts spend four days visiting each of the fellowship cities to learn about their land use challenge. Modeled after ULI's Advisory Services panels, these visits include briefings from the host city's fellows and other local officials, a tour of the study area, and interviews with stakeholders. The visits conclude with a presentation of initial observations and recommendations from the visiting panel of experts, as well as ongoing assignments for the fellowship team. Each city's fellowship team also works with its assigned faculty at the ULI Fall Meeting and at two working retreats, and Rose Center staff and faculty return later in the year to conduct a follow-up visit.

The Rose Center also holds forums and workshops on topical land use issues for public sector leaders. Recent subjects have included implementing approaches to green building, responding to multifamily foreclosures, and finding creative solutions to local fiscal challenges. In addition, the Rose Center provides a limited number of scholarships for public sector officials to attend the annual ULI Fall Meeting.

Rose Center Advisory Board

Joseph Rose, Chair
Partner, Georgetown Company
Former Planning Director of New York City
New York, New York

Seth Brown
Principal, Aspen Equities LLC
Brooklyn, New York

Alex Garvin
President and CEO, AGA Public Realm Strategists
Adjunct Professor, Yale University
New York, New York

Glenda E. Hood
President, Hood Partners LLC
Former Mayor of Orlando and
Former Florida Secretary of State
Orlando, Florida

William Hudnut III
Managing Partner, Bill Hudnut Consultants LLC
Former Mayor of Indianapolis and
Former Member of U.S. Congress
Chevy Chase, Maryland

Greg Johnson
President, Wright Runstad & Company
Seattle, Washington

Tom Murphy
Senior Resident Fellow/Klingbeil Family Chair
for Urban Development
Former Mayor of Pittsburgh
Urban Land Institute
Washington, D.C.

Peter Rummell
Principal, Rummell Company LLC
Jacksonville, Florida

Anthony A. Williams
Government Practice Executive Director,
Corporate Executive Board
Former Mayor of Washington, D.C.
Arlington, Virginia

Rose Center Staff

Jess Zimbabwe
Executive Director, ULI Rose Center

Gideon Berger
Fellowship Director, ULI Rose Center

Alison Johnson
Program Manager, ULI Rose Center

Caroline Dietrich
Logistics Manager, ULI Education and Advisory Group

Trey Davis
Event Marketing Director, ULI Membership
and Marketing

ULI Publications Staff

James A. Mulligan
Managing Editor

Laura Glassman, Publications Professionals LLC
Manuscript Editor

Betsy VanBuskirk
Creative Director

Deanna Pineda, Muse Advertising Design
Graphic Design

Craig Chapman
Senior Director, Publishing Operations

Sacramento Rose Fellowship Team

Daniel Rose Fellows

Kevin Johnson
Mayor
City of Sacramento

John Dangberg
Assistant City Manager
City of Sacramento

John Hodgson
President
The Hodgson Company

Mike McKeever
Executive Director
Sacramento Area Council of Governments

Fellowship Team Coordinator

Desmond Parrington
Infill Coordinator, Community Development
Department
City of Sacramento

Rose Center Sacramento Study Visit Panel

Rose Center Sacramento Faculty and Panel Cochairs

Andre Brumfield
Principal, AECOM
Chicago, Illinois

Con Howe
Managing Director, CityView Los Angeles Fund
Los Angeles, California

Panelists

Frank Cannon
Partner, Continuum Partners LLC
Denver, Colorado

Marlene Gafrick (Daniel Rose Fellow Alternate)
Director, Houston Planning and Development
Department
Houston, Texas

Mami Hara
Principal, Wallace Roberts & Todd LLC
Philadelphia, Pennsylvania

Robert Lane
Senior Fellow, Regional Plan Association
New York, New York

Danny Pleasant (Daniel Rose Fellow)
Director, Charlotte Transportation Department
Charlotte, North Carolina

Marja Winters (Daniel Rose Fellow)
Deputy Director, Detroit Planning and Development
Department
Detroit, Michigan

Contents

Acknowledgments	8
Land Use Challenge and Summary of Recommendations	9
The Panel's Observations	12
Framework for Growth	14
Initial Development Strategy	19
Concluding Thoughts and Next Steps	22
About the Fellows and the Panel	24

Acknowledgments

The ULI Rose Center would like to thank Sacramento mayor Kevin Johnson, assistant city manager John Dangberg, Hodgson Company president John Hodgson, and Sacramento Area Council of Governments executive director Mike McKeever for agreeing to be Daniel Rose Fellows. The Rose Center also thanks Sacramento Community Development Department infill coordinator Desmond Parrington for serving as the fellowship team coordinator and all the above for hosting this Rose Center city study visit panel.

Special thanks go to Fran Halbakken of the Sacramento Transportation Department, Greg Taylor of the Sacramento Community Development Department, Bob Graswich and Daniel Lopez of the Sacramento Mayor's Office, Kathy McAllister and Kathleen Sall of the Sacramento City Manager's Office, Elena Fong of the Sacramento Area Council of Governments, and Mary Sater and Allen Folks of ULI Sacramento for their time and assistance during the panel's visit.

Interviews were conducted with numerous stakeholders, including elected officials from the city of Sacramento; community and business organizations; Inland American and Thomas Enterprises; representatives of the real estate, community development, and urban design professions of ULI Sacramento; staff from the city of Sacramento and numerous California state government agencies; and transportation officials at local, regional, and state agencies. These stakeholders provided invaluable information and diverse perspectives that greatly aided the panel's understanding of the city's land use challenge. The panel thanks all those who gave their time to be part of the process.

Land Use Challenge and Summary of Recommendations

The city of Sacramento, with 466,488 residents, is the capital of California, the most populous state in the United States. Located near the confluence of the Sacramento and American rivers, Sacramento is in the northern half of California's Central Valley, one of the most productive agricultural regions in the world. The Central Valley produces 8 percent of U.S. agricultural value on less than 1 percent of the nation's agricultural land.

With nearly 2.2 million people, the Sacramento metropolitan area is the 24th-largest in the country. It grew by 20 percent from 2000 to 2010. At 15 percent over the same period, the city's growth lagged that of its suburbs but was still strong, according to the U.S. Census. Sacramento is the 35th-largest U.S. city, but as only the sixth largest in California, it tends to get less national publicity than its bigger sisters. The sheer size of California—if it were a country, only eight others would have a larger gross domestic product—tends to obscure the significance of its cities beyond Los Angeles, San Diego, San Jose, and San Francisco, which rank between second and 13th nationally in population.

Its role as the state capital (which was moved here in 1854, four years after the city was incorporated and California was granted statehood on the heels of the Mexican-American War), however, keeps Sacramento embedded in the consciousness of Californians. That role has a huge effect on Sacramento's economy: its top three employers—the state, Sacramento County, and the University of California, Davis, Health System—are all public sector, and employment by the state dwarfs all others.

Sacramento also played an important part in U.S. history: the discovery of gold at Sutter's Mill on the American River east of Sacramento in 1848 started the California Gold Rush, leading to massive migration and immigration and a frenzied pace of economic development. Following the Gold Rush, construction of the transcontinental railroad began,

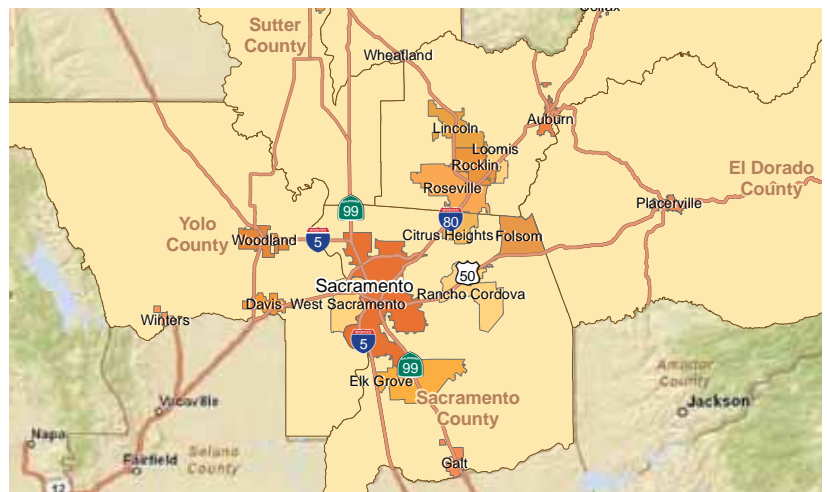
with Sacramento as its western terminus. The Central Pacific Railroad—which later merged into the Southern Pacific—built a massive rail yard at the confluence of the Sacramento and American rivers as a principal fabrication and maintenance facility for the fabled rail connection to the East that was completed in 1869.

Land Use Challenge

For their land use challenge in the Daniel Rose Fellowship program, Mayor Kevin Johnson and the Sacramento Fellowship team asked the Rose Center to help the city determine what actions would position the Sacramento Railyards to attract a significant share of regional development over the long term—and what activities or investments could be early catalysts—that complements investment in Sacramento's downtown.

The Sacramento Railyards became the largest railroad complex west of the Mississippi, and at its peak in the 1940s it employed more than 7,000 workers in its machine shops, steel foundry, and lumber mill. It was the Sacramento area's largest employer for more than 80 years, at one point providing jobs for one-third of the metropolitan workforce. But by the 1990s, the railroad began moving jobs to more modern facilities

Sacramento lies at the confluence of the American and Sacramento rivers, midway between San Francisco Bay and Lake Tahoe, anchoring the northern part of California's Central Valley.





The Railyards occupy a critical piece of real estate adjacent to Sacramento's central business district and the Sacramento River.

in other areas, and Union Pacific (which acquired Southern Pacific in 1996), finally closed the Railyards' Central Shops complex in 1999.

In 2006, after four years of negotiations (mostly related to the costs of and liability for environmental cleanup), the Georgia-based real estate developer Thomas Enterprises acquired the 240-acre site (about the size of Sacramento's entire central business district) with plans for one of the largest urban infill projects in the nation. The \$5.3 billion redevelopment would have been built out over 20 years, during which time the city's population was expected to grow by another 100,000. The plans included 12,000 residential units, 1.8 million square feet of retail space, 2.3 million square feet of office space, 1,100 hotel rooms, 485,000 square feet of cultural uses, and 42 acres of open space in scattered small parks. It called for many mixed-use buildings, with retailing at street level and housing on upper stories along with a mix of low-rise and high-rise apartment buildings. The seven remaining historic Central Shops buildings would have been restored and adapted to cultural and entertainment uses anchoring a historically themed retail district, including a performing arts center for the California Academy

of the Arts and a new California State Railroad Technology Museum.

The project seemed to dovetail with the region's existing plans to build a new \$300 million intermodal transportation hub in the southwestern section of the Railyards, which

includes the historic 1926 Southern Pacific depot building. Thomas worked with the city and other institutional stakeholders on an infrastructure plan for the site to relocate a half-mile of the existing railroad tracks 500 feet to the north and build two new bridges over the tracks along Fifth and Sixth streets to connect it to downtown. The total infrastructure costs for the Railyards' redevelopment and intermodal facility were estimated at \$745 million.

Despite its high price tag, the Railyards project seemed integral to Sacramento's future: it would direct a large portion of new growth into the urban core adjacent to downtown (which has struggled to find its retail footing) and connect to a new regional intermodal transit hub planned for inclusion in the state's intercity high-speed-rail network—the very definition of smart growth. It would also put hundreds of acres of abandoned, polluted land back into productive use. Beyond its \$5.7 billion in construction-related economic output (combining direct costs and indirect spending), a 2007 study commissioned by the city forecast that the direct, indirect, and induced effects of the Railyards redevelopment would create about 19,000 jobs by the time it was built out.

In 2007, the city approved a land use plan, entitlements, and a financing plan for the project, which included \$222 million in city and redevelopment agency funding and assumed \$354 million in federal and state funding. Since that time, of course, the local and national economies have undergone a dramatic transformation. As the \$225 million first phase of construction began in 2010 (relocating the track and building the two new bridges and three pedestrian tunnels, among other street and infrastructure improvements), Thomas Enterprises found that it could not afford to pay its lender, Illinois-based Inland American Real Estate Trust, nearly \$200 million it owed in debt, and Inland took ownership of the project. City officials worked with Inland to honor Thomas's financial commitments and consider how to move ahead with the development plans in light of the new financial, fiscal, and real estate market realities.

Summary of Recommendations

The panel was impressed with steps leaders have taken to address this challenge, committing \$225 million so far for constructing bridges and tunnels, relocating tracks, and building new roads as part of a new street network. The change in economic conditions, however, presents an opportunity to examine the entire Railyards development program, which was quite ambitious, in relation to its surrounding areas. Large-scale redevelopment projects such as the Railyards typically take a very long time to build out. Their phasing needs to be market driven because



of their extended time frame. As public/private partnerships around the country have demonstrated, public development partners sometimes carry the additional risks of being committed to infrastructure funded with public dollars regardless of whether the private partner can deliver on its development phases.

In that spirit, the panel offers a critique of the overall context of the Railyards site plan and the intermodal facility to help the city and its partners understand how they can best use investments in infrastructure and amenities to achieve their vision for the Railyards under current market conditions. Rather than build a large facility that concentrates all the transit activity and connections, the panel recommends that the city consider separating the various transit modes (intercity rail, bus, and light rail) within an area that not only is accessible for travelers who need to make connections but also takes advantage of this activity by allowing development to occur around it and create actual destinations beyond the transit access itself.

The panel also recommends that the city and the rail operators consider ways to share high-speed and Amtrak service on tracks at the same level or to relocate the high-speed-rail terminal. With its overarching canopy, the conceptual facility proposed by the California High-Speed Rail Authority (HSRA) would be about 30 feet taller than the new Fifth and Sixth street bridges, completely overwhelming the massing of the historic Central Shops buildings and obstructing their view from downtown or even from the Depot District on the other side of the tracks.

The city and its partners should be mapping out and committing to completing a network of linked open spaces and great streets in discrete phases that together create an amenity that guides and shapes development but can accommodate incremental growth over time that could manifest in many different scenarios depending on the market.

The current land use plan, while allowing mixed use in many places, seems to reinforce a segregated overall pattern. Rather than look at the site as a series of district plans, the panel recommends that the city look at it as a series of component neighborhoods within a larger site that connect to their adjacent neighborhoods and can grow incrementally over time. Building neighborhoods, as opposed to districts, means building places that

- Are seamless, without hard edges, and held together by strong public spaces and streets;
- Create a strong open-space system by framing parks with development; and
- Celebrate the Central Shops buildings and other focal points within the site.

On the basis of current market trends, neither office or retail is likely to be the driver of development in the Railyards. Furthermore, the Railyards would have to absorb about one-third of projected urban residential development demand in the next 25 years to achieve buildout under its current land use plans. What is important is to target public investments, along with private investments, to create small, manageable, and complete projects that will sustain themselves from one real estate market cycle to the next and that will inspire activity and interest at each step of the way.

One strategy is building from the inside out, starting by creating a place at the Central Shops and working outward. That will be the more costly and capital-intensive approach, but with the right opportunity, such as the State Railroad Technology Museum, as a catalyst, it should be looked at. The alternative is to go from the outside in, eating away at the edges with organic growth from the city and moving into the site as opportunities become available. These approaches are not mutually exclusive; the city should keep the net cast wide and try to use both, if possible.

Although no one silver bullet is likely to be found, opportunities for catalysts will clearly arise. Some that are already being contemplated for the Railyards include the intermodal hub, an entertainment/sports arena, and a new county courthouse. Rather than provide any kind of back-of-the-envelope evaluation of their feasibility, the panel offers some criteria to evaluate them within the larger context of the Railyards site:

- Does the project add value to the overall experience or draw of the Railyards, especially considering who would use it?
- How would the project affect future phases of development?
- What would be the return on current or planned investments?

Finally, the panel offers suggestions for how the city can create low-cost, engaging interim uses that draw people to the Railyards and create interest in the site. The panel recommends working with organizations to plan events relating to arts and culture, sports and wellness, or education both in and around the Central Shops buildings to bring people to the Railyards and get them interested in the site and its history, creating public awareness of its special opportunities and providing opportunities for revenue streams as well.

The Panel's Observations

The panel was briefed by Sacramento's Rose Fellowship team and then toured the Railyards site and its historic Central Shops buildings; the existing Sacramento Valley Station and its historic Southern Pacific depot; and adjacent areas such as Old Sacramento, Westfield Downtown Plaza, and the downtown K Street corridor. The panel also interviewed elected officials from the area, representatives from state and local government agencies and regional organizations, downtown business leaders, transportation officials, community organizations, members of the private real estate sector and urban design professions, and representatives of Inland American, the current private owners of the Railyards.

The panel at work.



The panel was greatly impressed with the incredible amount of progress that has been made through the collaboration of numerous elected officials at the local, state, and federal levels; city departments and state agencies including Caltrans and the California

Transportation Commission; regional entities such as the Sacramento Area Council of Governments, Sacramento Regional Transit, and the Sacramento Transportation Authority; Amtrak; community organizations and the Downtown Sacramento Partnerships; and the current and former owners of the Railyards property. Although the public is just starting to see the results in the form of the first phase of infrastructure improvements, nothing could have been accomplished in the Railyards without these years of hard work to build a vision, align it with adopted policy, and then create the legal and financial framework for its implementation. An isolated, unbuildable site will soon be able to be used, and that is no small achievement.

Among other accomplishments is broad community and political support for redeveloping the Railyards. Environmental remediation has largely been completed, environmental review under state and federal regulations has been completed, and entitlements have been awarded for the development of the property. Funding was secured for the initial phase of infrastructure improvements, and the city has adopted a solid set of principles in its plan for the Railyards to guide future buildout.

Like many large-scale developments around the country, the Railyards project has run into today's market realities. The economic slowdown has significantly dampened market demand for many real estate products—especially multifamily ownership (condominiums) and retail space, as well as office—and severely impaired access to both private and public capital. The result of these market conditions is that Thomas's original 20-year buildout plan is now infeasible and will not be built anytime soon. The initial development phases—creating a cultural and entertainment-themed retail district in the Central Shops, followed by residential mixed use in the adjacent west end of the site—certainly now need to be rethought.



Construction of the Fifth and Sixth street bridges, linking the Railyards to downtown Sacramento.

This change in conditions, however, presents an opportunity to reexamine the entire Railyards development program, which was quite ambitious, in relation to its surrounding areas (Old Sacramento, the Sacramento River, downtown, Alkali Flats, and the River District). Large-scale redevelopment projects such as the Railyards typically take a very long time to build out, even in growing regional real estate markets such as Sacramento. Their phasing needs to be market driven because of their extended time frame, which usually results in different developers building different parts under different market conditions. The public sector can incentivize the market, but it cannot create it. This highlights the need for flexibility in the development plan; the plan should establish an overall framework but allow development to take place incrementally and adapt to evolving market demand. Cities are healthiest and most sustainable when they grow incrementally and evolve over time.

It is also desirable for large-scale development projects to achieve synergies with their surrounding districts. At worst, they should do no harm (in the case of the Railyards, for example, the retail program should not compete with downtown Sacramento, which has its own retail challenges). At best, they should add value to the adjacent areas and complement those goals with their own.

With large-scale developments, the desire is often to find a catalyst or silver bullet that creates new demand and in turn speeds up the buildout time frame for the entire project. Although such catalysts do in fact sometimes emerge because of the rare development opportunities afforded by large-scale sites, making the success of a project contingent on a silver bullet is usually a recipe for failure because it sets unrealistic expectations.

In the case of the Railyards, ideas ranging from an entertainment/sports arena to a county courthouse have been floated as potential catalysts for opening up the rest of the site. Although the city needs to be positioned to take advantage of these and other proposals as they become feasible, it should not make the Railyards development contingent on any one such idea. The original development program phasing is now in doubt, but the underlying plans for the site offer a strong framework for its long-term development. That vision, which was created through a public process and voted on by the city's elected officials, should not be abandoned lightly—especially in favor of a scheme that seeks to trade off timing for desired public outcomes. That is why the city should carefully consider what criteria it uses to evaluate any such opportunities.

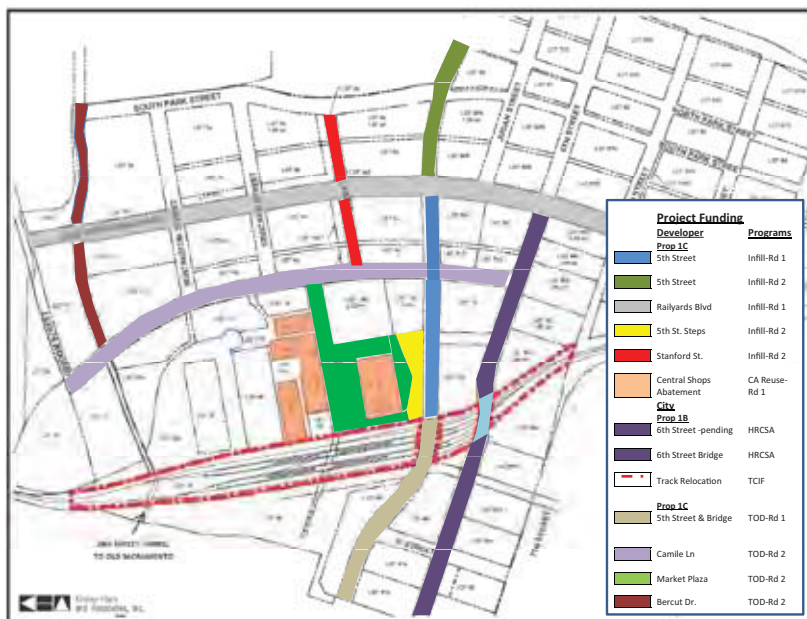
Time may be money, but large-scale development projects almost always take a very long time, especially the ones that are done well and create truly lasting public and private value. The city and region seem to recognize that the Railyards is a once-in-a-lifetime opportunity that deserves to be done right, which may mean taking the long view on maximizing the return on public investment and achieving its expressed goals.

Framework for Growth

The adopted Railyards plans and the funded initial infrastructure projects create an excellent framework for the ultimate buildout of the site. From its tours and interviews, the panel recognized that connectivity is the key concept all parties have been trying to address: the Railyards is physically separated from other parts of city.

The panel was impressed with steps leaders have taken to address this challenge, committing \$225 million so far for constructing bridges and tunnels, relocating tracks, and building new roads as part of a new street network. But for a city to grow it needs market demand, the right infrastructure in place, and amenities that can attract people and businesses with location options. The panel offers a critique of the overall context of the Railyards site plan and the intermodal facility to help the city and its partners understand how they can best use investments in infrastructure and amenities to achieve their vision for the Railyards under current market conditions.

Funded infrastructure in the Railyards.

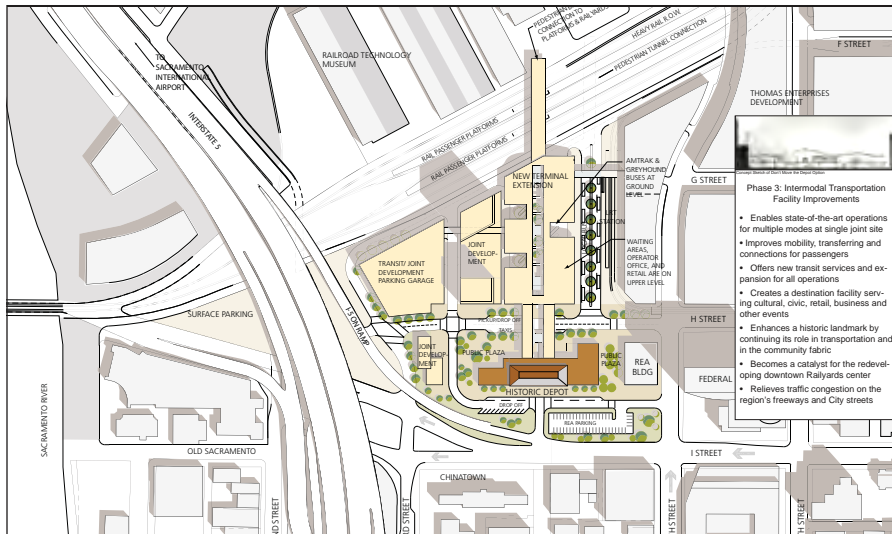


Infrastructure: Build an Intermodal District—Not a Facility

In addition to the track relocation project, tunnels, and Fifth and Sixth street bridges, the first phase of infrastructure projects include funding to build east-west streets Camille Lane and Railyards Boulevard and north-south streets Bercut Drive, Fifth Street (through the site), and Sixth Street (up to Railyards Boulevard). It also includes funding to build the Market Plaza in the Central Shops area adjacent to Fifth Street and steps connecting it to the street, and to conduct environmental abatement and stabilize five of the Central Shops buildings.

After the heavy-rail and light-rail tracks are relocated and tunnels are built to connect both sides of the tracks, the Depot District was envisioned to function as an intermodal hub, with connections between intercity heavy rail; light rail; and local, regional, and intercity buses—as well as pickup/dropoff activity and parking—all occurring at street level in the area between the historic depot and the relocated tracks. As a next phase in its development, this area was envisioned to be built out with joint development sharing parking resources with the intermodal station and a new terminal building linking the historic depot to the heavy-rail tracks. Plans also call for the light rail to extend from its new location at the intermodal facility and loop through the Railyards along Seventh Street, extending to the station on Richards Boulevard in the River District to the north of the Railyards, and eventually terminating at Sacramento International Airport.

Amtrak's existing Capitol Corridor service between Sacramento and the Bay Area, with more than 1.7 million riders in fiscal year 2011, is currently the third-highest ridership intercity route in the nation, behind only the Northeast Corridor (Washington–Boston) and Pacific Surfliner (Los Angeles–San Diego). By 2025, 15 million passengers a year are expected to



Original intermodal facility concept.

use Sacramento's intermodal transportation hub. The California HSRA is also planning to provide service to the intermodal district along the heavy-rail tracks as the northern terminus of its Central Valley route between Sacramento and Merced, with eventual service all the way to Los Angeles and San Diego.

A conceptual rendering by the HSRA of its potential Sacramento terminal envisioned a second level of heavy-rail tracks built over the relocated tracks to be used by the Capitol Corridor, resulting in a high, overarching canopy. This conceptual facility would be about 30 feet taller than the new Fifth and Sixth street bridges, completely overwhelming the massing of the historic Central Shops buildings and obstructing their view from downtown or even from the Depot District on the other side of the tracks. The panel believes this location and design could have the unintended consequence of creating a physical barrier between the heart of the Railyards and downtown, partially counteracting the benefits of the track relocation project.

The panel recommends that the city and the rail operators consider ways to share high-speed and

High-speed-rail station concept.



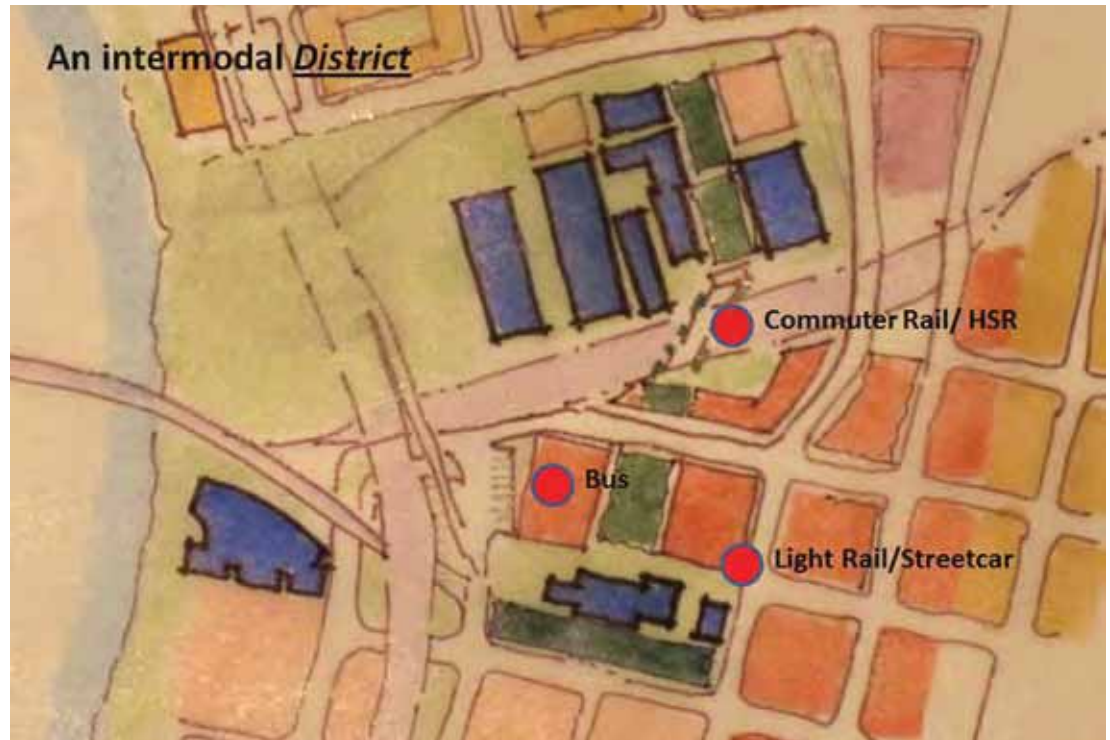
Amtrak service on tracks at the same level or relocate the high-speed-rail terminal. Specific recommendations for the latter suggestion were addressed in a Rose Center follow-up visit to Sacramento on July 13–14, 2011, which are summarized in the “Conclusion and Next Steps” section of this report.

The current site plan for the ultimate buildout of the Depot District, which includes a large new intermodal terminal building, also raises concerns about the creation of physical and visual barriers between the Railyards and downtown. The panel questions the economic feasibility of the planned joint development sites and the certainty of financing the transit infrastructure envisioned in the third phase of the project.

Rather than building a large facility that concentrates all the transit activity and connections, the panel recommends that the city consider separating the various transit modes (intercity rail, bus, light rail) within an area that not only is accessible for travelers who need to make connections but also takes advantage of this activity by allowing development to occur around it and create actual destinations beyond the transit access itself. A good analogy is the design of Denver's Union Station (in another former rail yard), which relocated its existing light-rail platforms two blocks from the planned commuter- and intercity-rail platforms to capture the human energy, real estate market, and place-making potential of travelers connecting between the two modes.

A transit district, rather than a large, central facility, will likely lower the cost of the transit facilities (funding for which has not yet been completely identified) and help make joint development opportunities much more

An intermodal transportation district would generate more activity through transfers from one travel mode to another, which in turn can generate commercial land value and cost less to build than a single, large facility.



attractive, which in turn could provide greater sources of private financing for transit infrastructure.

Amenities: Open Space and Great Streets—the Public Realm

The greatest amenity the built environment can provide is the larger network of connected open spaces and great streets that make up the public realm. A local example in Sacramento is its pedestrian-scale, tree-lined streets and network of public parks. Because no one has the ability to predict the highest and best land uses by parcel or district for such a large site, or what silver-bullet catalyst projects might emerge in the future, the best approach is to create a larger public-realm framework that ensures adopted principles are followed through in the future that can provide multiple buildout alternatives.

Other than addressing some concerns about functional and economic links to downtown, current plans for the Railyards do not speak with great fluency to its surrounding context: the Sacramento Riverfront to the west, the National Historic Landmark Old Sacramento district to the southwest, the historic Akali Flats neighborhood to the east, and the redeveloping River District to the north. These surrounding districts all have different strengths and weaknesses and are undergoing various changes or development pressures. The Railyards plan needs to recognize these conditions and relate to these adjacent districts.

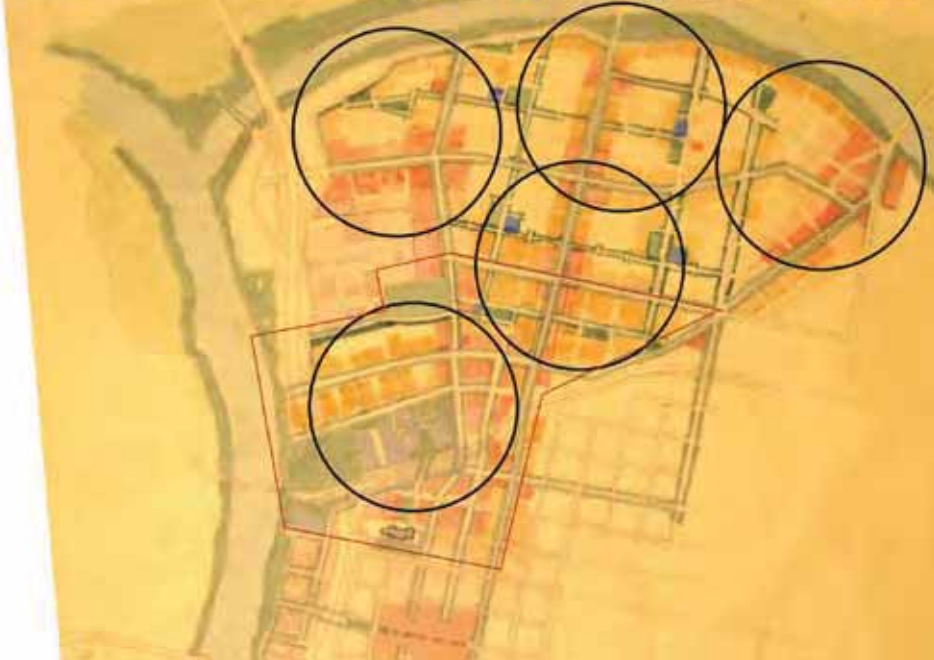
The city and its partners should be looking at this larger context, from downtown to the opposite shores of both rivers, and thinking about all the resources that can be connected so that at the end of the development process for these areas (which will go on for multiple generations), the whole is much greater than the sum of its parts. This means mapping out and committing to completing a network of linked open spaces and great streets in discrete phases that together create an amenity that not only guides and shapes development but also can accommodate incremental growth over time that could manifest in many different scenarios, depending on the market.

Build Complete Neighborhoods—Not Development Districts

One example, for illustrative purposes, differs from the existing land use plan in that it looks organic, as if it were built up over time, because uses are mixed throughout. A hierarchy of uses exists, such as more residential density near transit and more commercial near highway interchanges, but each neighborhood or subdistrict is largely complete as a place and could be built in an intermediate time frame.

The current land use plan, while allowing mixed uses in many places, seems to reinforce a segregated overall pattern: residentially dominant in the East End, retail dominant in the West End, open space in the Central Shops area, transit in the Depot District, and

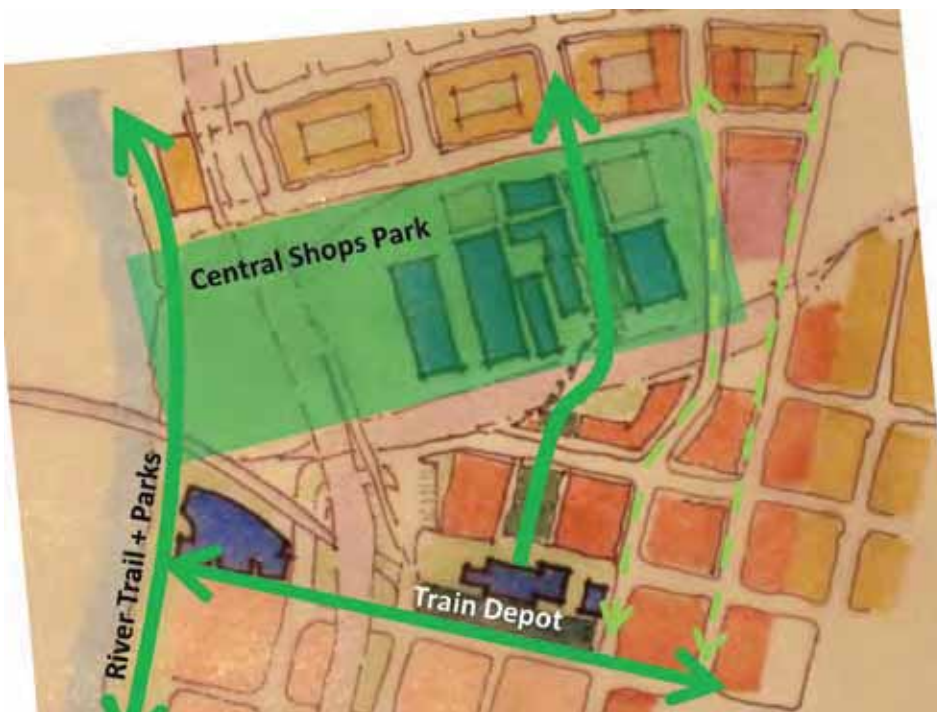
A Framework For Growth: **Building Neighborhoods**



Each neighborhood or subdistrict should be largely complete as a place and could be built in an intermediate time frame.

employment adjacent to downtown. The large open-space areas, Vista Park in the north and Riverfront Park in the south, gave the panel the impression of being leftover development sites rather than acting as organizing principles that add value to the adjacent property, as open space does when it is well planned and well designed.

Rather than looking at the site as a series of district plans, the panel recommends the city view it as a series of component neighborhoods within a larger site that connect to their adjacent neighborhoods and that can grow incrementally over time. Building neighborhoods, as opposed to districts, means building places that have the following qualities:



An open-space system that connects to the river and frames the historic buildings and new development areas can develop signature places that sustain identity, value, and investment.

A Framework For Growth – The Adopted Plan

The current land use plan, while allowing mixed use in many places, seems to reinforce a segregated overall pattern.



A Framework For Growth – Resultant Pattern



- Are seamless, without hard edges, and held together by strong public spaces and streets;
- Create a strong open-space system by framing parks with development; and
- Celebrate the Central Shops buildings and other focal points within the site.
- Sharing the Railyards' assets with downtown;
- Providing a flexible, physical framework to encourage incremental growth;
- Developing signature places that sustain identity, value, and investment—such as an open-space system that connects to the river and frames the historic buildings and new development areas; and
- Creating an intermodal district, not a single, large transportation facility.

The city should keep in mind the following key principles throughout the development time frame:

- Extending and connecting the Railyards to downtown;

Initial Development Strategy

The panel took a step back to try to understand the market dynamics at play in Sacramento and to provide the city with some strategies for an initial approach to development in the Railyards. It also offers guidance on catalytic projects and provides some ideas for how to create immediate interest in the site today with interim uses.

Understanding the Market

On the residential side, the metropolitan area is predicted to grow by about 300,000 units in the next 25 years. About 35,000 of that growth is projected to be urban dwelling units built in the region's center, an area encompassing Sacramento's downtown and West Sacramento. With the competition between the Railyards, River District, downtown, and midtown (perhaps the most successful urban core neighborhood, which is growing organically), plus West Sacramento across the river, the Railyards would need to absorb about one-third of that total to achieve full buildout in the current development plan.

Sacramento is a second-tier office market. It is not Los Angeles or San Francisco. As in other second-tier markets (such as Denver), competition is stiff on the corporate office side. About 11 million square feet of office is available in the central business district submarket, compared with 42 million in outlying and suburban districts, but the lion's share is government (state, county, and city). The remainder is predominantly professional services firms that are supporting government users. No single Fortune 500 company is headquartered in the city. The downtown vacancy rate of 15 percent is better than in most other regional submarkets, and downtown rents are generally higher per square foot than in other regional submarkets. But until Sacramento is able to grow its opportunities for corporate headquarters downtown (where a lot of land is available for infill development), the panel does not believe that office is going to be the driver of development in the Railyards.

The original plan had 1.4 million square feet of retail development, a lot of it large format. Given the development principles that have been adopted (which the panel believes are very sound), large-format retail is probably not the best way to approach development of the site. Retail development has clearly slowed. Sacramento has a soft market with a lot of vacancy. Some time is going to be needed for retail to come back, and it, too, is unlikely to be the major driver of development in the Railyards, given the competition and amount of vacancy in existing buildings.

Outside In versus Inside Out

Sacramento should not worry overly about these conditions; most other metropolitan areas are no different. When a city takes on ambitious redevelopment projects, they do not happen overnight, or in one fell swoop—they are done incrementally. What is important is to target public investments, along with private investments, to create small, manageable, and complete projects that will sustain themselves from one real estate market cycle to the next and to create areas of activity and interest at each step of the way. Such projects link public and

The built sections of Denver's Riverfront Park feel complete even though more development sites are around them.



Outside-in or inside-out strategies do not have to be mutually exclusive.



private investment in focused areas that create a place on day one. Even if empty buildings exist beyond the initial phase, the project can be designed so that it feels like a completed place.

So how can this be done? Where does one start? The answer can be approached in different ways. One is going from the inside out, starting by creating a place at the Central Shops and working outward. That will

be the more costly and capital-intensive approach, but with the right opportunity, such as the State Railroad Technology Museum, as a catalyst, it should be explored. The alternative is to go from the outside in, eating away at the edges with organic growth from the city and moving into the site as opportunities become available. But these approaches are not mutually exclusive. The city should keep the net cast wide and try to use both, if possible.



In Denver, the Central Platte Valley was a rail yard of similar size to Sacramento's through the 1980s. In 1983, then-mayor Federico Peña (who later was secretary of transportation and then of energy under President Clinton) had a vision for turning this area into a riverfront park development that extended from downtown Denver. It took three mayoral administrations and strong, committed, visionary leadership and staff to make this transformation happen. It went through multiple iterations of property ownership to get where it is today. But through public investment and strategic private investment, Denver consolidated the rail corridor into a single set of tracks, tore down the viaducts, reclaimed the riverfront, put in streets and infrastructure, and is now investing in a half-billion-dollar multimodal facility. This is now the highest-value, fastest-growing residential neighborhood in the entire Denver region and the most desirable office address in metro Denver. But that took more than 30 years from the time Mayor Peña asked Denver to "imagine a great city."

Denver's Central Platte Valley as a rail yard (above left) and being transformed into an urban neighborhood connecting its downtown (left).

Catalytic Projects

Although no one silver bullet is likely, opportunities clearly exist for catalysts. Some that are already being contemplated for the Railyards include the intermodal hub, an entertainment/sports arena, and a new county courthouse. Any of these may be viable projects for the Railyards, but rather than provide any kind of back-of-the-envelope evaluation of their feasibility, the panel offers some criteria to evaluate them within the larger context of the Railyards site:

- Does the project add value to the overall experience or draw of the Railyards, especially considering who would use it?
- How would the project affect future phases of development?
- What would be the return on current or planned investments?

The panel also affirms some guiding principles that it heard from stakeholders during the interview process for the city to keep in mind as it moves forward in the development process:

- As one of the largest infill sites in the country, the Railyards need to fulfill this opportunity to create something special.
- The Railyards development needs to complement and connect to what is occurring in downtown, midtown, and the River District and not compete with those markets.
- Planning decisions need to be based on market realities and conditions.
- The Railyards should provide both a local and regional draw to bring people to the site and activate it.
- Although enough land is available to allow a typically suburban site plan to develop, because the Railyards is located in the urban core, becoming an urban place is important.
- The historical significance of the Railyards should be celebrated in the development.

Creating Interest with Interim Uses

The Central Shops will be the last living link from the history of the Railyards to its future, which is intertwined with the city's history. This also presents the opportunity for a “wow” factor in the Railyards neighborhood around the Central Shops. For example, in Denver's Central Platte Valley, a former railroad maintenance shop was converted into a unique REI



In Denver, a former railroad maintenance shop was converted into a unique REI store with an indoor climbing facility that creates a regional draw.

store with an indoor climbing facility that creates a regional draw.

Other than workers involved in the environmental cleanup and infrastructure projects, very few Sacramentans have been in the heart of the Railyards because access has been restricted for many years. How can the city create low-cost, engaging interim uses that draw people to the Railyards and create interest in the site? A group that is interested in the Railyards could be used to plan events on the site related to arts and culture; sports and wellness; and educational and large-scale tented entertainment events, both inside and outside the buildings. From street festivals to fashion shows, these events would bring people to the Railyards and get them interested in the site and its history, creating public awareness of its unique opportunities and providing opportunities for revenue streams as well.

Concluding Thoughts and Next Steps

The panel gave Sacramento's Fellowship team several homework assignments for the remainder of their time in the program:

- Define the guiding principles more precisely for determining the inclusion, siting, and design of the near-term opportunities (e.g., intermodal district, courthouse, arena).
- Investigate interim uses, operators, and programming that can bring people to the site in a low-cost way as soon as publicly accessible and safe.
- Integrate the plans for the River District, the Railyards, and adjacent areas for open-space and transportation networks so they can be understood as a system.
- Identify a cohesive first phase of development that leverages the committed infrastructure and creates a complete place on its own, whatever its size.
- Develop alternative plans for future infrastructure based on funding availability and development opportunities.

The city has to anticipate activity and not just react in terms of looking at the development opportunities. Owners and developers may come and go, but the city

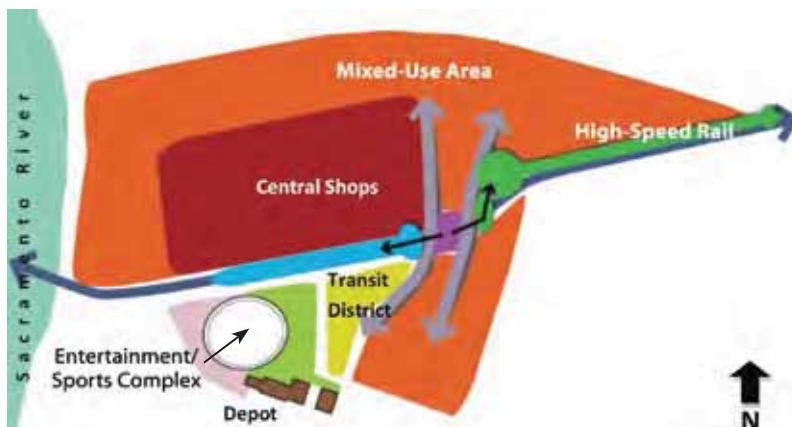
will be the steward for the principles and goals of the Railyards for a very long time.

Follow-up Visit on Entertainment and Sports Complex

Following the January 25–28, 2011, study visit, plans were approved to build a new Sacramento County Courthouse in the southeast corner of the Railyards, adjacent to the central business district. As a follow-up to the study visit, the Rose Center organized a July 13–14 panel visit to address the most recent proposal concerning an entertainment and sports complex in the Railyards. This follow-up panel found that the intermodal transit facilities and entertainment and sports complex can both be accommodated in the southern section of the Sacramento Railyards in a symbiotic way that creates public space, provides connectivity to, and achieves synergies with surrounding districts. Although the city's goals of building an entertainment and sports complex and intermodal transit facilities in the Railyards are achievable and desirable, policy makers will need to commit to resolving key design challenges if they are to attain the public benefits envisioned in the adjacent districts of downtown, the future redevelopment of the Railyards, and the region as a whole.

In summary, the panel agrees with the idea of the city and HRSA staffs to move the future high-speed-rail station east of Sixth Street to avoid the cost, complexity, and design issues associated with constructing a terminal over the tracks. In addition, the panel agrees with city staff's idea of moving the entertainment and sports complex as far west as possible and shifting the intermodal transit facilities slightly to the east. The panel recommends that the historic Southern Pacific depot building serve as an iconic front door to the southern Railyards district. But to keep the scale and massing of the entertainment and sports complex from overwhelming the historic depot and Central Shops, the panel encourages the city

Conceptual site plan proposed by the follow-up visit panel for an entertainment and sports complex in the Railyards.



to investigate the feasibility of excavation to address its height and to ensure that access points can be as close to ground level as possible. Building on the panel's original recommendations from its January visit, members concur with city staff's proposal of shifting the main intermodal axis slightly east and creating a transit district rather than a centralized facility that preserves the opportunity for joint development lining the east side of a new street between the entertainment and sports complex and the intermodal facilities.

The panel recommends the entertainment and sports complex have multiple access points to reduce conflicts among users, servicers, and through traffic and be wrapped in commercial development with active ground-floor uses on the side facing the public plaza. The panel believes enough real estate exists to accommodate these buildings and an appropriately sized public plaza that, if well designed, will help provide pedestrian staging into and out of the complex and feel safe no matter how many people are using the space. The location of the plaza also preserves a visual connection to the Central Shop buildings from the south side of the tracks, which is important to the overall Railyards identity.

The panel urges the city to ensure that access to the district is designed with a hierarchy of users in mind: pedestrians as the first priority, then transit, then private autos. Clear and multiple pedestrian routes are needed from parking, transit, and the surrounding uses and activities with adequate lighting, security, and clear signage, which will also enhance the

development value of the surrounding area. Given the large amount of parking close to the site, the panel recommends using the existing, dispersed parking resources to spread economic activity throughout the surrounding area and use the Railyards site more efficiently.

Do It Right, or Don't Do It

The panel recommends that the city conduct further analyses of site infrastructure and design costs, but it believes that additional costs are likely to be more incremental than exponential. Above all, the panel emphasizes the need to "do it right or don't do it." Too many design compromises could diminish the functionality of both the entertainment and sports complex and the transit facilities and diminish the regenerative potential of the surrounding areas. For the full follow-up report, visit <http://www.uli.org/rosecenter>.

About the Fellows and the Panel

Daniel Rose Sacramento Fellows

Kevin Johnson

Sacramento native Kevin Johnson was elected as the 55th mayor of the city of Sacramento in November 2008. He is the first native Sacramentan and the first African American to be elected to the office. His vision is for Sacramento to become “a city that works for everyone.”

In the first year of his administration, Johnson embarked on an ambitious plan to reshape how city government serves the residents of Sacramento by improving public safety, jump-starting economic development, and advocating critical school reforms.

Within City Hall, the mayor established new standards for accessibility and accountability through community office hours, town hall meetings, and an external audit of city finances. Johnson also launched initiatives to reduce homelessness, increase volunteerism, and promote the arts. He is currently focused on his new initiative for a greener Sacramento.

Johnson has also been a contributor on several national television programs, including *CNN Newsroom*, *The Oprah Winfrey Show*, *Dateline NBC*, *Larry King Live*, *The Colbert Report*, Fox Business Network, and *Tom Brokaw Presents: American Character Along Highway 50*.

John Dangberg

John Dangberg is an assistant city manager with the city of Sacramento. His areas of responsibility encompass four departments, including transportation, utilities, community development, and economic development.

These departments and their 1,400 employees provide essential city services and implement the city’s General Plan and Economic Development strategy for growth and prosperity. In addition, Dangberg oversees a number of large urban infill projects.

Dangberg previously served as president of USA Multifamily Development, executive director of the Capital Area Development Authority, and community development director for the Sacramento Housing and Redevelopment Agency.

John Hodgson

John Hodgson is the founder and president of the Hodgson Company. He has headed numerous residential and mixed-use master-planned projects throughout the greater Sacramento Valley area. He also has a strong interest in urban revitalization and mixed-used development in the urban centers of the region.

Hodgson is a full member of the Urban Land Institute and recently served as chair of ULI Sacramento. He served six years as the chair of the Capital Area Development Authority. He currently serves as chair of the South Sacramento Habitat Conservation Plan and is also active in numerous civic organizations.

Hodgson is a member of the State Bar of California and a graduate of the University of California (UC) at Davis, and UC Davis Law School (King Hall).

Mike McKeever

Mike McKeever was appointed executive director of the Sacramento Area Council of Governments (SACOG) board of directors on December 17, 2004. Previously, McKeever was project manager of the Blueprint Project at SACOG. McKeever was the founder and president of McKeever/Morris for 13 years and then a senior supervising planner for Parsons Brinckerhoff before joining SACOG as blueprint project manager in 2001.

Over his 30-year career specializing in the field of planning, he has owned and managed two private businesses that specialized in working with local governments on innovative multijurisdictional projects. He has been instrumental in developing cutting-edge planning techniques to integrate land use and transportation planning.

More recently, McKeever was the principal creator of PLACE3S planning method and software, designed to help professional and citizen planners understand the connections between land use, transportation, and air quality issues. He has authored several manuals and guidebooks on various aspects of local government collaboration, and has taught “Stretching Community Dollars” seminars throughout California for the City, County, Schools Partnership to help these units of government find creative ways to work together.

McKeever has also been involved in projects with the Sacramento Regional Transit District and regional planning projects in Portland, Oregon; Salem, Oregon; San Diego, California; San Francisco, California; Chicago, Illinois; Albuquerque, New Mexico; Austin, Texas; and Victoria, British Columbia.

He is a native of Nampa, Idaho, and received his BA with honors from the University of Oregon.

Rose Center Sacramento Faculty and Study Visit Panel Cochairs

Andre Brumfield

Andre Brumfield is principal in charge of urban design and planning for AECOM’s Chicago office and the master-planning practice leader for AECOM’s Midwest region. During the course of his 16-year career, Brumfield has applied his broad experience in the fields of urban design, planning, and architecture to focus on neighborhood redevelopment and urban revitalization.

In 2007, after ten years as an associate and senior planner at Skidmore, Owings and Merrill, Brumfield opened the Chicago office for EDAW/AECOM. He has addressed urban design and master-planning issues in a variety of neighborhood and community development efforts that involve large-scale, high-density urban infill projects, public and affordable housing redevelopment, brownfield redevelopment, and citywide master planning efforts. Over the past two years, Brumfield has become involved in national dialogue on how cities deal with severe population loss and the challenge of developing long-range master planning strategies at the citywide scale.

Brumfield has a master’s degree in urban planning from the University of Washington and a bachelor’s degree in architecture from the University of Wisconsin–Milwaukee.

Con Howe

Con Howe is managing director of CityView’s \$150 million Los Angeles Fund, partnering with homebuilders and developers to entitle land and build

workforce housing in greater Los Angeles. CityView, founded by Henry Cisneros, has financed more than 7,000 units of housing in over 40 projects in California and throughout the United States.

Previously, Howe was director of the ULI Center for Balanced Development in the West, focusing on the special land development issues of the fast-growing western United States.

Howe served as the director of planning for the city of Los Angeles from 1992 to 2005. His work included revision of the city’s General Plan to provide a comprehensive strategy for growth, updating the city’s 35 community plans, streamlining the development permitting process, creating new zoning to encourage mixed-use and infill housing projects, and adaptive use of older structures as housing.

From 1987 to 1991, he served as executive director of the New York City Planning Department where he directed a staff of 400 located in a central office and five borough offices. Earlier, as director of the agency’s Manhattan Office, he helped direct major commercial growth to West Midtown and established urban design and preservation requirements for the city’s Theater District and Times Square.

Before coming to New York City, Howe was executive director of the Massachusetts Land Bank, a state redevelopment agency, and served in the Governor’s Office.

Howe received a master’s degree from MIT’s School of Architecture and Planning and an undergraduate degree from Yale, and he teaches a graduate course in planning and redevelopment at the University of Southern California.

Rose Center Sacramento Study Visit Panelists

Frank Cannon

Frank Cannon joined Continuum Partners in 2005 and serves as president of the Union Station Neighborhood Company, a joint venture entity created by real estate development companies Continuum Partners and East West Partners that was selected as the master developer for Denver Union Station in November 2006. The Denver Union Station redevelopment is a public/private partnership to develop the \$480 million multimodal transit hub that will serve as the centerpiece of the nearly \$7 billion Denver metropolitan region’s FasTracks system.

As president of the Union Station Neighborhood Company, Cannon is responsible for the planning, design, and development of over 1.5 million square

feet of commercial mixed-use development anchoring the Union Station Neighborhood. In addition to managing the real estate development team, he is a key member of the management team for the design and construction of the \$480 million public infrastructure project.

Cannon is involved in many civic and professional organizations. He was appointed by the mayor of Denver and serves as the current chair of the Denver Downtown Development Authority, a tax increment financing authority assisting in the redevelopment of Denver Union Station and the surrounding downtown area. He serves on the board of directors of four downtown Denver metropolitan districts, special taxing districts responsible for providing public infrastructure and services. Cannon is an active member of the Urban Land Institute and is a member of the ULI Public Private Partnership Council. He is an active member of NAIOP, the Downtown Denver Partnership, and the Denver Metro Chamber of Commerce.

Before joining Continuum Partners, Cannon was a principal with Civitas Inc., a national planning, urban design, and landscape architecture firm. While with Civitas, he was principal-in-charge of planning, urban redevelopment, transit-oriented development, and urban design projects in numerous cities across the country and was instrumental in building the firm's national reputation.

Cannon is a graduate of the University of Colorado College of Architecture and Planning with a bachelor's degree in environmental design.

Marlene Gafrick

Daniel Rose Houston Fellow Alternate

As Houston's top planning and development official, Marlene Gafrick brings more than 30 years' experience in land development that includes ordinance development, implementation and enforcement, permitting, and coordination with public agencies and special districts. Gafrick joined the department 30 years ago as an associate planner fresh out of school. She was named planning director by Houston mayor Bill White on July 7, 2005, and continues in that capacity today under Mayor Annise Parker.

While her work location has stayed the same, Gafrick's responsibilities and the ways they are fulfilled have seen many changes. She has been instrumental in the creation and implementation of many new and amended ordinances to encourage growth while protecting and preserving neighborhoods. She is

especially adept at harnessing new technologies to improve workflow and accountability.

The department provides tools and resources to strengthen and increase the long-term viability of neighborhoods; regulates land development in Houston and the extraterritorial jurisdiction; and reviews, investigates, and promotes land regulation policies for the changing demands to Houston's growth and quality of life.

Current challenges include changing development rules along transit corridors to increase pedestrian and multimodal connections to adjacent neighborhoods and creating rules to allow mixed-use/pedestrian districts. Gafrick is overseeing the transition to a Regional Enterprise GIS environment that supports the sharing of data, GIS services, and resources among city departments, area governments, utilities, and related agencies. She also is partnering with related city departments and outside agencies to increase regional transportation planning, including the adoption of a citywide mobility plan.

She holds a BS in economics in urban and regional planning from Missouri State University in Springfield.

Mami Hara

A principal of Wallace Roberts & Todd, during her career Mami Hara has focused on development of sustainability frameworks and civic projects in urban environments that have included waterfronts and water resources, park open-space systems, trail networks, neighborhoods, and cultural institutions.

Hara works with clients to integrate green infrastructure and urban development that enhance ecological function and civic life. She is currently working with the Philadelphia Water Department's Office of Watersheds to mobilize implementation of one of the most ambitious municipal green infrastructure programs in the United States. Her work with Philadelphia Water Department includes program development, program management, policy, and planning as well as advocacy and education for conducting similar projects on a national scale.

Hara earned a BA in design of the environment from the University of Pennsylvania and her master of landscape architecture degree from Harvard University's Graduate School of Design. In addition to her work with Wallace Roberts & Todd, she is an instructor in the University of Pennsylvania's school of City and Regional Planning, a lecturer in the Architecture Department at Temple University, and board chair of the Community Design Collaborative.

Robert Lane

Robert Lane, senior fellow for urban design at the Regional Plan Association, directs the Centers Program, which is devoted to combating sprawl and promoting compact, transit-oriented development.

Lane's current and recent past work focuses on the relationship between transit, land use, and urban design and emphasizes public participation and communication through visual techniques. Projects include the Somerville (NJ) Station Area Vision Plan, the Hastings-on-Hudson (NY) Waterfront plan, the Newark Vision Plan, Far West Side Redevelopment Alternatives Study, and the Civic Alliance Vision Plan for Lower Manhattan.

Lane is an architect and urban designer who combines urban design and planning research with 20 years of professional practice. Over the last ten years, Lane has initiated and completed three major independent research projects funded by the National Endowment for the Arts, the New York State Council on the Arts, and the German Marshall Fund. This work has been exhibited at the Municipal Art Society and has been published in *Oculus*, *Progressive Architecture*, and the *Harvard Architecture Review*. Lane also teaches a professional development course for the Lincoln Institute of Land Policy called Redesigning the Edgeless City, which focuses on strategies for remaking the suburban and exurban landscape.

Before coming to Regional Plan Association, Lane was an associate at Kohn Pedersen Fox Architects, PC. He received his BA from Cornell University and a master of architecture from Columbia University. Lane was a Loeb Fellow at the Harvard Graduate School of Design during the 2008–2009 academic year.

Danny Pleasant

Daniel Rose Charlotte Fellow

As director of the Department of Transportation for the city of Charlotte, Danny Pleasant is responsible for road and transportation planning and operations, including policy development and neighborhood traffic projects (street lights, street and sidewalk construction and maintenance, traffic signal operations, pedestrian and bicycle programs, and right-of-way management). He also oversees capital project prioritization.

The department is responsible for 2,100 miles of streets and traffic signals at more than 630 intersections. It also provides planning services for the Mecklenburg-Union Metropolitan Planning Organization and recently developed a Transportation Action Plan to deal with expected growth in the next 25 years.

Pleasant joined the city of Charlotte in 2002, following a 14-year career as transportation planning bureau chief for the city of Orlando, Florida. He also worked as a transportation planner for the cities of Atlanta, Georgia, and Chapel Hill and Fayetteville, North Carolina.

He received his master's degree in urban planning from Texas A&M University and his bachelor's degree in parks and recreation administration from North Carolina State University. While a student at Texas A&M, he worked as a research associate with the Texas Transportation Institute.

Pleasant is a Fellow of the Institute of Transportation Engineers and a member of the American Institute of Certified Planners, the Urban Land Institute, and the Congress for the New Urbanism. He is affiliated with Walkable Communities and has served on several of its expert advisory teams focusing on finding solutions to urban design problems.

Marja Winters

Daniel Rose Detroit Fellow

On May 14, 2009, Mayor Dave Bing reappointed Marja Winters deputy director of the City of Detroit Planning and Development Department. In this capacity, she oversees the operations of nearly 200 employees who staff the department's six divisions: Financial and Resources Management, Housing Services, Neighborhood Support Services, Planning, Real Estate Development, and the Office of Neighborhood Commercial Revitalization (ONCR), where she served as director the preceding two years.

As director of ONCR, Winters worked with community development organizations, volunteers, entrepreneurs, and local merchants to revitalize older commercial districts in targeted areas and encouraged small business creation and growth. Before she joined the city of Detroit, Wayne County executive Robert A. Ficano appointed Winters as department executive for Wayne County Parks. While serving three years in this capacity, she worked on several special projects, including leading the campaign to renew the Parks Millage; developed the framework for Wayne Reads!, a comprehensive literacy program; and managed a collaboration to reduce violence and promote conflict resolution throughout Wayne County.

A career public servant, Winters displays her commitment to the city of Detroit through her profession and her strong community involvement. Respected among her peers in the young professional community, Winters is a visible and vocal advocate for civil rights, community empowerment, and civic engagement. She is third vice-president of the

Detroit Branch NAACP Executive Committee, chair of the Detroit Branch NAACP's Political Education Committee, coadviser to the Detroit NAACP Youth Council, team leader of the Community & Economic Development Ministry and children's church instructor at Life Changers International Ministries. In January 2008, Winters was appointed by Governor Jennifer Granholm to serve a two-year term on the Michigan Judicial Tenure Commission.

Winters is a current student of the Urban Ministry Institute, is a graduate of the University of Michigan, and holds a BA in political science and a master of urban planning.

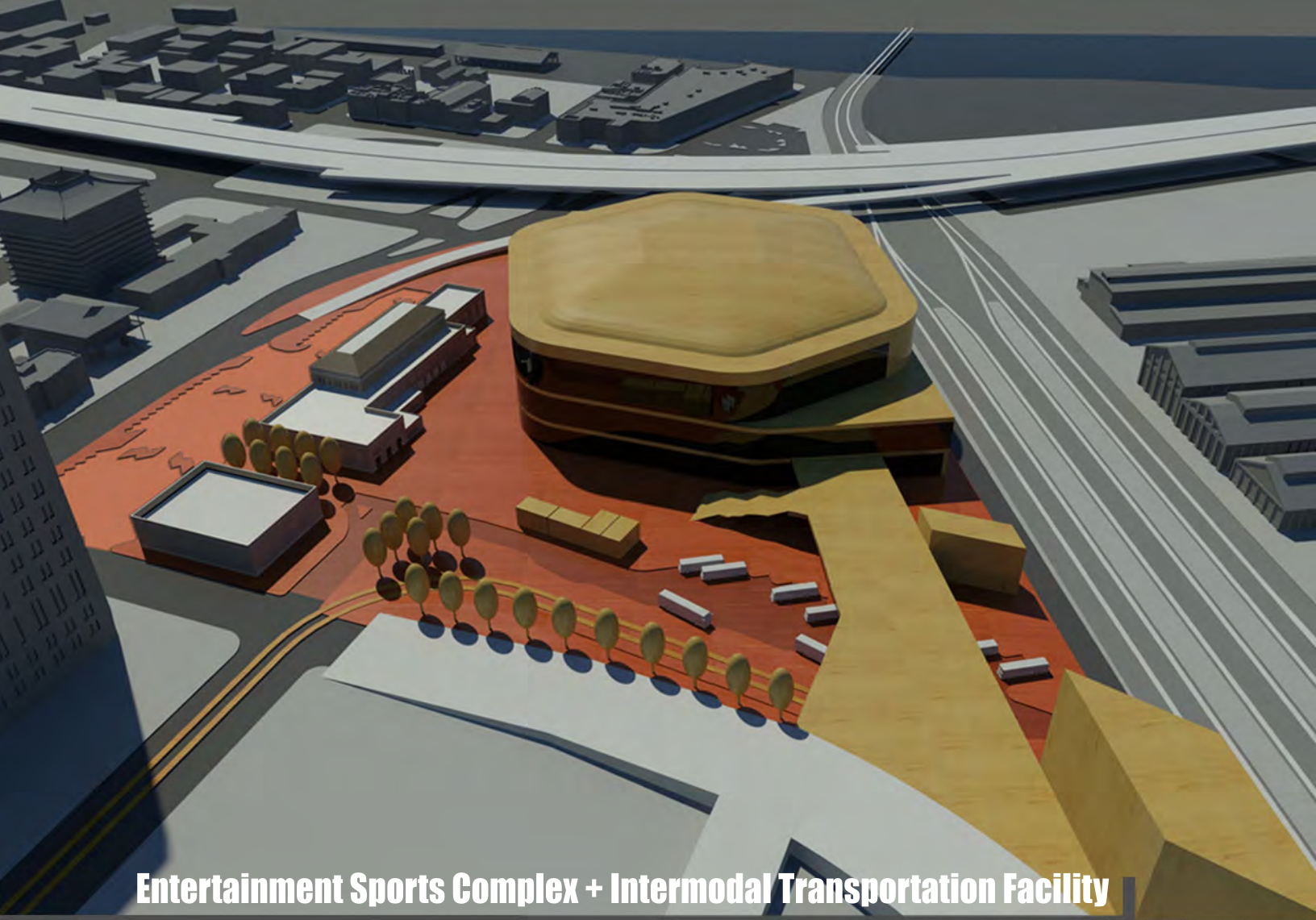


**Urban Land
Institute**

1025 Thomas Jefferson Street, NW
Suite 500 West
Washington, DC 20007-5201



Printed on recycled paper.



Entertainment Sports Complex + Intermodal Transportation Facility

Briefing Report

Prepared for:



The City of Sacramento

Submitted by:

AECOM & FEHR  **PEERS**

August 2012

Introduction

For over 10 years, the City of Sacramento has supported the idea of constructing a new state-of-the-art entertainment and sports complex (ESC) as a replacement for Power Balance Pavilion, an aging facility located near the northern border of the City in North Natomas. A strong desire has been expressed for this new facility to have a more central location within the City, in close proximity to the region's major transportation infrastructure investments, including Regional Transit's (RT) light rail system.

After a Mayoral task force reviewed multiple proposals for a new ESC in several locations throughout the City, a proposal for the ESC on a 13-acre site in Downtown was selected by City Council. The chosen site is located within the southern portion of the Railyards, a large urban redevelopment area just north of the City's Central Business District (see image to right).



This site is adjacent to the Sacramento Valley Station, the City's passenger rail hub serving long distance intercity trains and connecting buses, regional trains, RT light rail, and buses. The station, housed in the historic Sacramento Depot completed in 1926, serves approximately 1.2 million passengers annually. The City of Sacramento is currently implementing the initial phase of a plan to create a regional transportation hub at the station called the Sacramento Intermodal Transportation Facility (SITF). Phase 1 of the SITF includes construction of new passenger and freight track, new passenger rail platforms, a pedestrian tunnel connecting the new platforms with the Historic Depot to the south and Central Shops to the north, a service tunnel under the rail corridor west of the new platforms, and a pedestrian/bicycle tunnel located west of the service tunnel that connects Old Sacramento and areas south of the rail right-of-way with the Railyards to the north. Phase 2, the rehabilitation of the station building, is due to commence construction in 2013 and will set the stage for Phase 3 which will expand the station facilities into a multi-building intermodal district.

Purpose

Subsequent to the selection of the Railyards site for the new ESC, a process was initiated to integrate the site planning efforts for both the planned SITF as well as the proposed ESC. Two initial concepts were developed, both of which had their pros and cons, but required detailed technical analysis as well as additional community input and study. The City of Sacramento decided to initiate a focused planning effort, modeled after the Urban Land Institute (ULI) national advisory panel format. This report documents the initial ESC concepts, the results of the focused planning effort, the refined ESC concept that was unveiled to the public on April 12, 2012, and the subsequent site planning studies to further develop the Refined Concept.

Stakeholder Input

As a first step in the process of crafting a plan for the combined ESC and Intermodal Transportation Facility site, the City of Sacramento reached out to key stakeholders. Two separate three hour long sessions of stakeholder interviews were conducted to gather feedback on previously developed concept alternatives for the ESC/Intermodal Transportation Facility site. Stakeholders present at the interviews included representatives from the following agencies, companies, and organizations:

- Amtrak
- California High Speed Rail Authority
- Sacramento Area Council of Governments (SACOG)
- Walk Sacramento
- Inland America
- Capitol Corridor Joint Powers Authority
- California State Parks
- Sacramento Area Bicycle Advocates (SABA)
- Regional Transit (RT)
- California Department of Transportation (Caltrans)
- Downtown Partnership
- ICON Venue Group
- Populous
- David Taylor Interests
- Inland American Holdings

The stakeholders were asked to identify issues or opportunities that were most important to them. The stakeholders were invited to provide insight on the two concept alternatives that had previously been developed for the site and identify other concepts they would like to see explored. These interviews proved invaluable with assisting the project team in understanding the complexities of the site, and the challenges and opportunities associated with integrating an 18,000 seat ESC with the existing and planned transit functions on the site.

Principles

After receiving feedback from the stakeholders and City of Sacramento staff from multiple departments, the project team identified the following site planning principles:

- Allow for multiple approaches by pedestrians to site uses, garages, and destinations.
- Provide a positive experience for transit passengers and ESC visitors on site; include pedestrian plazas, paths, and gateway treatments.
- Create visual corridors through the site.
- Plan for Intermodal Station functionality (passenger flow to platforms, service/baggage connections to platforms, loading dock, etc).
- Plan for ESC functionality (truck access and parking, premium parking, offices, and limited secure parking for players and team officials, etc).

Context

Regional Access

The selected site is bounded by Interstate 5 (I-5) to the west, I Street to the south, 5th Street to the east, and the recently realigned Union Pacific railroad tracks to the north. Once operational, this new set of tracks will allow for the removal of the tracks that currently bisect the site. Regional access to the site is provided both by rail as well as the regional freeway system.

On-ramps to northbound and southbound I-5 are located off of I Street immediately adjacent to the Sacramento Valley Station (see image to the right), and off-ramps from I-5 deliver traffic to J Street at its intersection with 3rd Street, one block south of the site's



southern boundary. Adjacent to the site, this freeway serves as a vital link between the primarily residential neighborhoods to the north and south of Downtown and the Central Business District. Interstate 5 is an interregional facility that also provides direct access from Downtown to the region's two major east-west freeways: Interstate 80 and US Highway 50 (US-50).

In general, streets within Downtown surrounding the site have three to five travel lanes, and are designed to handle large volumes of regional commuter traffic. Many of the major roadways in Downtown, including I Street and J Street, are one-way facilities that operate with coordinated traffic signal systems that allow for excellent progression of motor vehicle traffic. As part of the development of the Railyards, 5th Street and 6th Street are being extended northward and will connect to the planned Railyards Boulevard, a facility that will serve as the redevelopment area's primary east-west backbone roadway. Recent modifications to 3rd Street on the east side of I-5 have added a northbound travel lane between I Street and J Street.

Transit

According to Amtrak's National Fact Sheet for the 2011 fiscal year, the Sacramento Valley Station is the 7th busiest Amtrak station in the nation, with a total annual ridership of nearly 1.2 million passengers. Two long distance Amtrak routes, the Coast Starlight (Seattle-Portland-Sacramento-Log Angeles) and the California Zephyr (Emeryville-Sacramento-Denver-Chicago) serve the station in addition to two Amtrak California regional routes, the Capitol Corridor (San Jose-Sacramento-Auburn), and the San Joaquin (Sacramento-Bakersfield). Regional Transit's (RT) Gold Line also connects the Amtrak station to the Sacramento region's light rail transit network (see image below). Also, serving the station are Amtrak intercity buses that connect with rail service and local RT buses.



Regional Transit provides a majority of the public transit service (light rail and bus) within the study area. However, bus transit service connecting Sacramento to the surrounding region is also provided by YoloBus, Folsom Stage Lines, Yuba-Sutter Transit, Roseville Transit, El Dorado Transit, Elk Grove Transit (e-Trans), and the San Joaquin Regional Transit District.

Bicycle and Pedestrian Facilities

Streets within Downtown Sacramento are generally lined with sidewalks on both sides, most of which are approximately 10-16 feet in width. Notable exceptions include the north side of I Street adjacent to the Sacramento Valley Station, the south side of I Street between 2nd and 3rd Streets, and the west side of 3rd Street adjacent to I-5 which all currently lack pedestrian facilities. Pedestrian improvements are currently underway as part of the City's West Side Access project, including a new sidewalk on the north side of I Street adjacent to the Sacramento Valley Station and a new signalized pedestrian crossing of I Street at 4th Street. A proposed intersection at 3rd and I Streets that would provide access to the Intermodal site is also being planned. It is currently in preliminary engineering and environmental review.

Pedestrians traveling between the Sacramento Valley Station and Old Sacramento are currently directed to use a route that traverses through a dimly lit parking area located beneath the freeway (see image to right). The segment of I Street immediately west of the project site crosses beneath I-5 and serves as a primary vehicular gateway to/from Old Sacramento and the City-owned parking structure located beneath I-5, but this segment has several attributes which decrease its desirability as a pedestrian corridor. East of 3rd Street, sidewalks exist on only the southern side of I Street; west of 3rd Street, sidewalks exist on only the northern side of the roadway. The relatively narrow sidewalks on the segment of I Street beneath I-5 have no buffer between the roadway and the adjacent travel lane, and lack pedestrian scale lighting.



The intersections on either side of this segment, I Street/3rd Street and I Street/2nd Street, also have features that present challenges to pedestrian mobility. The westbound approach to the I Street/2nd Street intersection is uncontrolled, while the northbound and southbound legs are stop-controlled. Of the three approaches to this intersection, only one (southbound) has a marked crosswalk. The I Street/3rd Street intersection also lacks a marked crosswalk on the eastbound approach. The existing sidewalks and crosswalks on this segment of I Street do not

adequately provide a direct path for convenient pedestrian travel between the ESC/SITF site and Old Sacramento. As part of the West Tunnel Access project, path of travel improvements will be provided from Lot P in Old Sacramento, through Lot W under Interstate 5 to the West Tunnel Ramp area to provide improved access to the Intermodal site and the Railyards.

The project list for the City of Sacramento's Year 2010 Streetscape Enhancement Program currently lists the I Street Gateway to Old Sacramento (defined as I Street between 2nd Street and 5th Street) as the fifth highest priority for "other corridors" (i.e., non commercial corridors).

Few on-street bicycle facilities currently exist in close proximity to the site. However, the planned Downtown On-Street Bikeway Project will add bicycle lanes to select streets including I Street, J Street, and 5th Street during its first phase which is scheduled for implementation within the next year. The American River Bike Trail, a major regional bicycle facility that runs adjacent to the river for 33 miles from Old Sacramento to Folsom Lake, is located approximately 800 feet from the western edge of the site and can be accessed within Old Sacramento. Additional Class I off-street bicycle facilities currently serving the area include a trail along the eastern bank of the Sacramento River south of Capitol Mall, a connection to Old Sacramento across the Tower Bridge, and a connection between Downtown Plaza and Old Sacramento via an undercrossing of I-5 and 3rd Street on the K Street alignment.

Parking

Within a half mile of the ESC/Intermodal Transportation Facility site, there are 11,252 off-street parking spaces.¹ Additionally, most streets within Downtown allow parallel parking on both sides. On-street parking spaces are metered, with meter enforcement generally occurring six days a week, while off-street parking decks typically charge an hourly rate.

Of the over 11,000 off-street parking spaces within half a mile, over 5,000 of these spaces are controlled by the City, many of which are located in decks beneath I-5 and within the Downtown Plaza shopping center. In addition to the City-owned spaces, Sacramento County has over 1,600 off-street spaces that are located within a half mile to the east of the site.

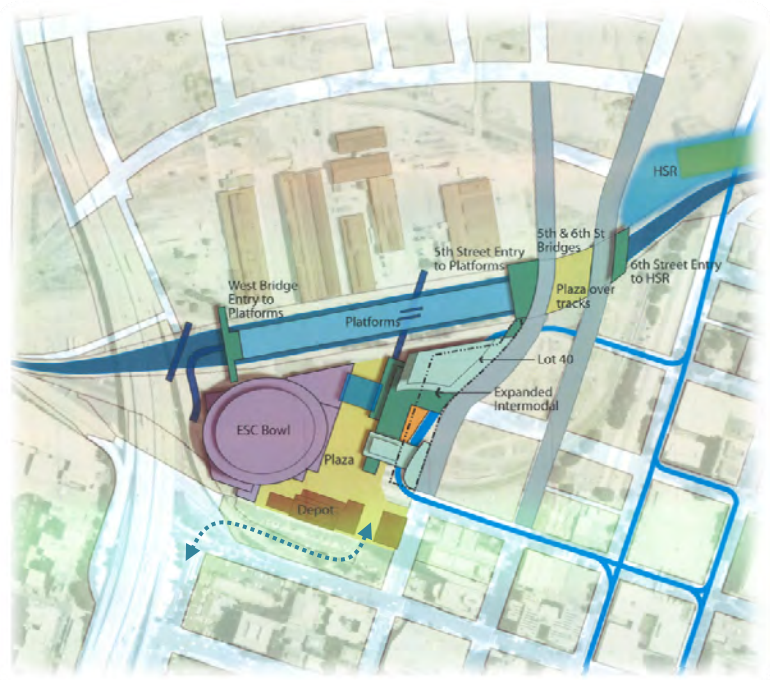
¹ According to Draft Downtown Off-Street Parking Supply data produced by the City of Sacramento in January, 2010.

Previous Concepts

Prior to the start of the site planning process, two alternative concepts for an ESC had been developed – a “West Concept” and an “East Concept,” which refers to the relative location of the sports complex on the project site.

West Concept

The West Concept, shown to the right, was developed by the City to capture the input and ideas provided by a panel of planning and development experts assembled by the Urban Land Institute Rose Center for Public Leadership and Land Use. This panel visited the site in July 2011, and was tasked with addressing the proposal to co-locate the ESC and the Intermodal Transportation Facility on a combined site at the southern edge of the Railyards. As the name implies, the West Concept locates the ESC on the westernmost end of the site, adjacent to Interstate 5 (I-5). The Intermodal Transportation Facility, and associated transit functions, are located on the eastern portion of the site adjacent to 5th Street in this concept.



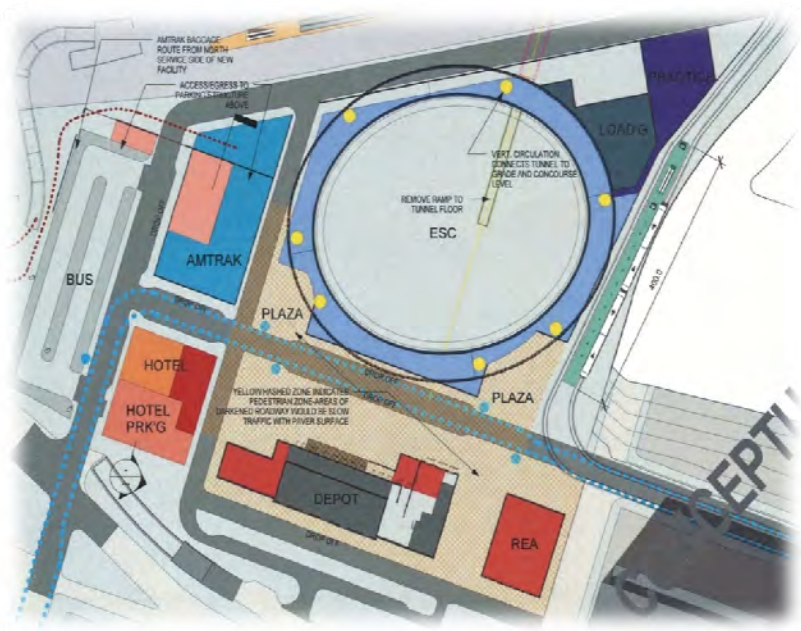
Pros and Cons of West Concept

To facilitate the development of a Refined Concept plan, the pros and cons associated with each of the previously developed concepts were identified. The issues were based on stakeholder interviews, a site tour, and a review of how the concepts addressed the planning principles. The following are the pros and cons associated with the previously developed West Concept.

PROS	CONS
<ul style="list-style-type: none"> • Consolidation of transit functions • Clear access to Amtrak platforms • View corridor to Central Shops • Generous entry plaza from Downtown site • Light rail and streetcar are nearby and separated from pedestrian access 	<ul style="list-style-type: none"> • Connection to Old Sacramento is not well defined • Truck loading access route is constrained • Location of Depot and ESC parking not defined • Bike/pedestrian connectivity is unclear • Public vehicular drop-off and buses conflict • Amtrak maintenance services and baggage function routes are not defined • Streetcar route in front of depot removes parking, drop-off functions

East Concept

A second alternative concept, studied by city staff, located the ESC on the eastern edge of the site, and proposed expanded transit facilities on the western edge of the site in addition to a hotel (see image to the right). This concept also envisioned extensions of several streets through the site to provide access to the proposed land uses. This concept also included structured parking for both the intermodal terminal and the hotel on the western edge of the site.



Pros and Cons of East Concept

To facilitate the development of a Refined Concept plan, the pros and cons associated with each of the previously developed concepts were identified. The following are the pros and cons associated with the previously developed East Concept.

PROS	CONS
<ul style="list-style-type: none">• Generous plaza space between areas of the Depot and arena• Road connections that extend/expand the Downtown Grid• Opportunities to engage/reuse the Historic Depot with retail uses• Multiple entries around the arena• Great views out from the arena• Puts a parking garage on-site masked by the freeway	<ul style="list-style-type: none">• Blocks views of the Central Shops and train platforms• Circuitous and confusing route to tunnel and Amtrak platforms• Potential mixing of transit and arena patrons• Separates the Intermodal Station facilities from High Speed Rail• Separation of transit elements removes notion of an intermodal center• Bus access/circulation is difficult under I-5• Bike and pedestrian access unclear to/from Old Sacramento and Downtown• Traffic congestion from on-site parking• Light rail in the central gathering plaza is too close to pedestrian flows

Refined Concept

Refined Concept Approach and Plan Presented to the Public

The Refined Concept seeks to address the issues of earlier concepts and those of the various stakeholders (e.g. transit users, interests, and operators; arena patrons, users, interests, and servicers; bike and pedestrian advocates; environmental advocates; surrounding Downtown owners, businesses, and associations; and interested citizens). It incorporates the previously listed site planning principles identified during the planning process, with the goal to create a unique, Downtown civic destination, integrating the ESC and SITF; and serving as a catalyst for redevelopment of the Railyards and adjacent Downtown areas.

Embracing the urban constraints and opportunities of the project site location—adjacent to existing Downtown parking and transit within a walkable distance—the Refined Concept proposes to disperse parking for the ESC off-site and take advantage of shared parking opportunities with other business/day time parking uses in the Downtown area. A rough estimate of the available supply of parking within a one-half mile radius of the project is identified in Figure 1. Eliminating the need to place parking on-site, removes a major project constraint that stems from the concern for vehicular congestion and bike and pedestrian safety during events at the ESC.

By utilizing the existing parking facilities located within the Downtown area for ESC parking, vehicular and pedestrian access and foot traffic is also dispersed, as shown in Figures 2 and 3, helping to support the growth of Downtown businesses. The project can then focus on developing the site with a safer, more generous public-realm space that serves the needs of pedestrians, bicyclists, and transit. To accommodate the large volumes of people arriving to or departing the site prior to and at the conclusion of an event, gathering areas, wide sidewalks, retail and entertainment services, and multiple opportunities for access and circulation are necessary to support the functions of the combined ESC/SITF site.

In a public workshop on April 12, 2012, the planning consultant team presented the earlier east and west concepts and the proposed approach and site recommendations of the Refined Concept, including the Refined Concept Plan diagram, shown in Figure 4. The workshop provided the public an opportunity to comment on the earlier site concepts, review the Refined Concept, and comment on how the plans address desired values of the project i.e. synergies with the adjacent Downtown area, creating a pedestrian-friendly destination, respecting the historic buildings of the site, addressing view corridors, and the desired organizational format of the SITF. General public preference was expressed for the Refined Concept approach and has led to further site planning studies that are described in the following sections of the report.

Figure 1: Parking Opportunities within Walkable Distance of the Project Site

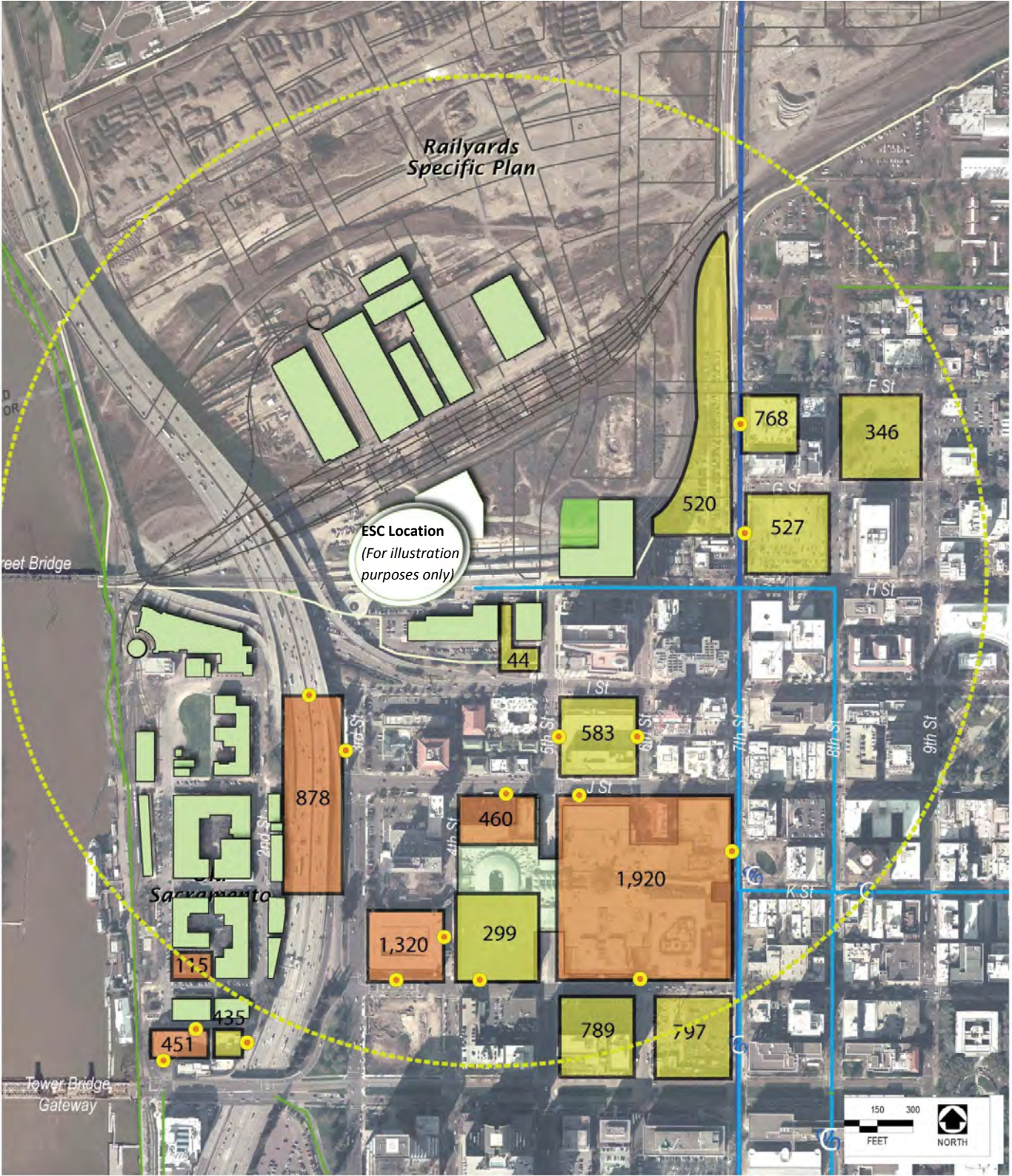


Figure 2: Pedestrian Access to Downtown Parking Sites



Figure 3: Vehicular Access to Downtown Parking Sites

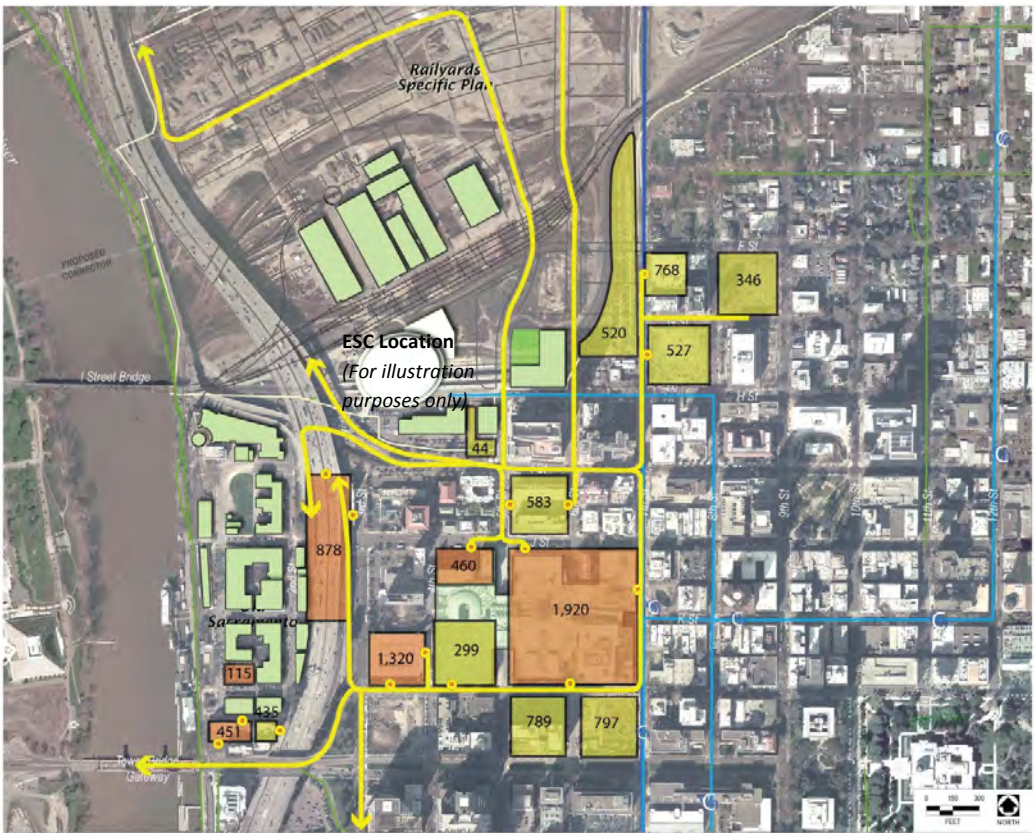
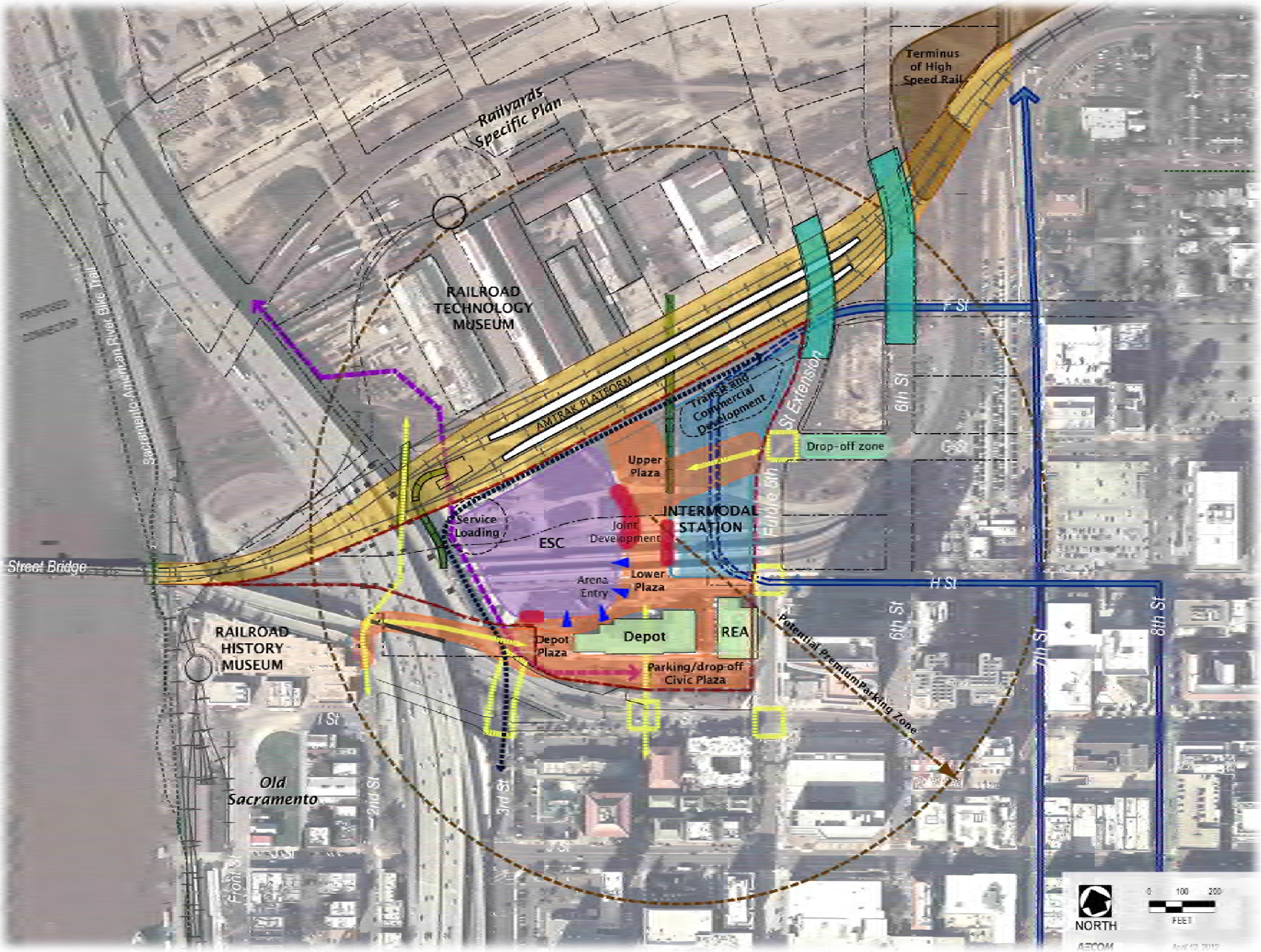


Figure 4: Refined Concept Plan Diagram



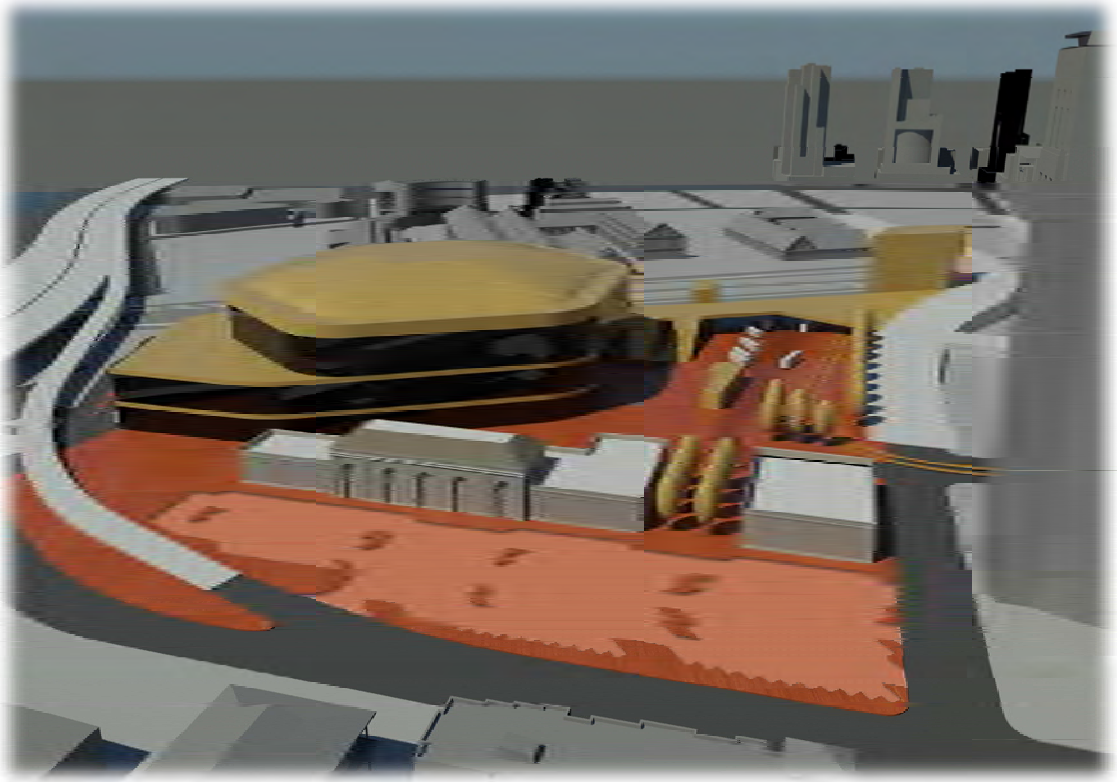
Development of the Refined Plan

Site Options

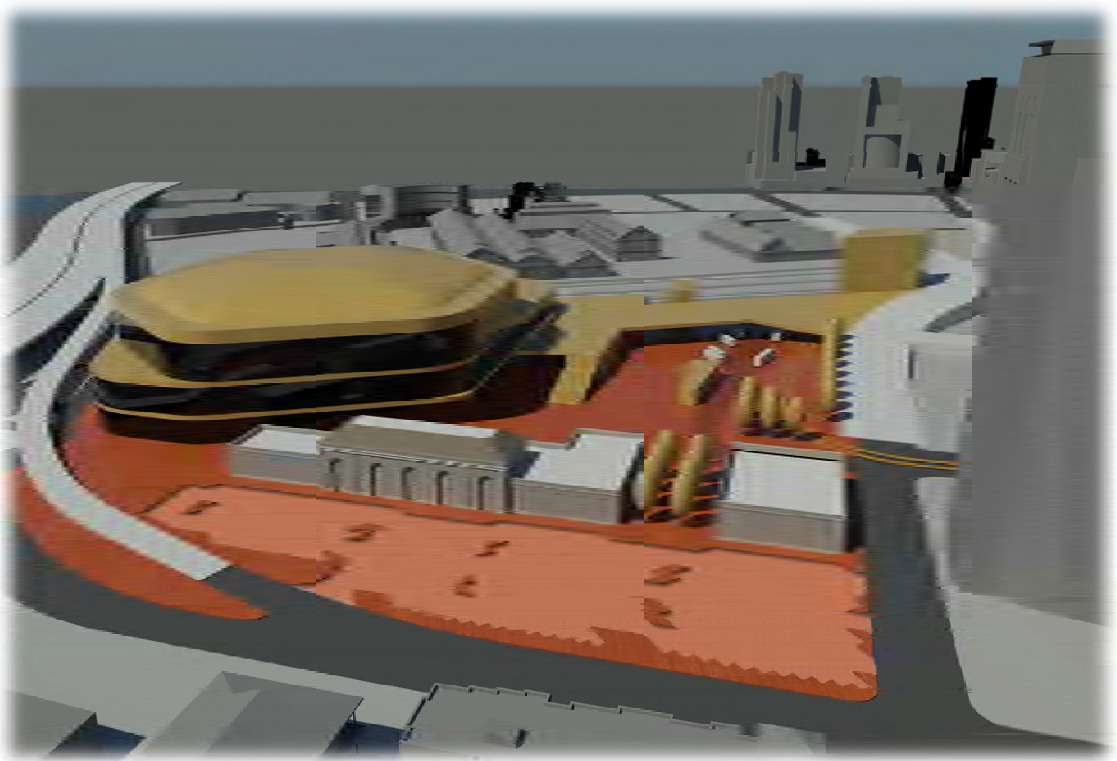
Development of the Refined Concept tested how the ESC and Intermodal Transportation Facility functions can be laid out on the project site. Two design options, Site Options A and B, are presented. Both options contain similar features that accommodate the functions of the ESC and SITF, provide and maximize safe access and connections to the site by multiple means, and bring these components together to create a new Downtown destination at the Railyards site.

Unlike earlier east and west concepts, the site options study the application of a more compact ESC footprint, comparable to that of other cities with urban site conditions. A basketball-driven arena geometry was tested for the site rather than the bowl shaped configuration designed to accommodate both basketball and hockey events of earlier studies. The proposed geometry and more compact footprint for the event floor of the ESC allows accessory functions of the ESC to be shaped and adjusted to the irregular form and constraints, including tunnels and utility lines, of the project site. The oval footprint of the symmetrical oval configuration is overlaid as a dashed line in the proposed site options for site comparison.

Site Option A places the loading docks west of the ESC event area, tucking the service and loading functions, required for the ESC, adjacent to the Interstate 5 freeway and ramps and pulling these functions away from proposed pedestrian activities. Site Option B studies the opportunity to locate the docks east of the ESC event area, potentially allowing the ESC facility to be sunken down one story and pushed further to the west of the site, thereby creating more space on the southeast corner of the site for pedestrian plaza activity. However, through the site planning studies for Site Option B, sinking the loading docks and ESC facility one story lower proved not to be a viable option, as described later in the report. The massing concepts for both site plan options are illustrated, side by side, below, for comparison.



Site Option A Massing Concept, View from the South

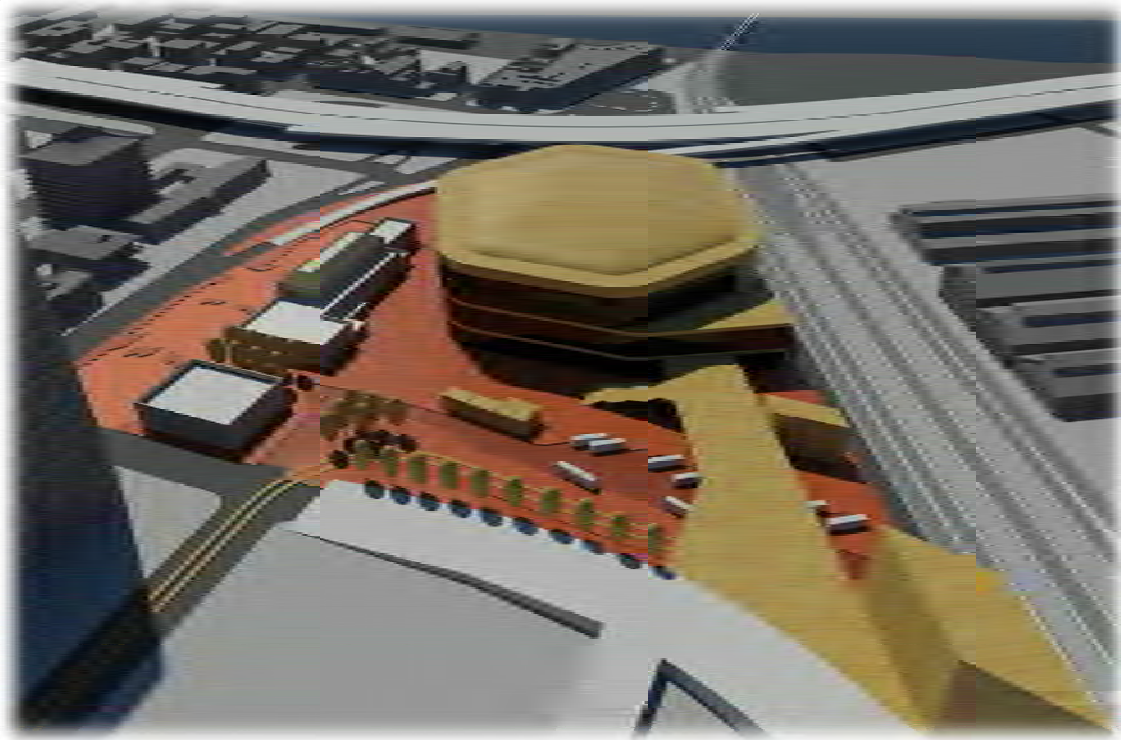


Site Option B Massing Concept, View from the South

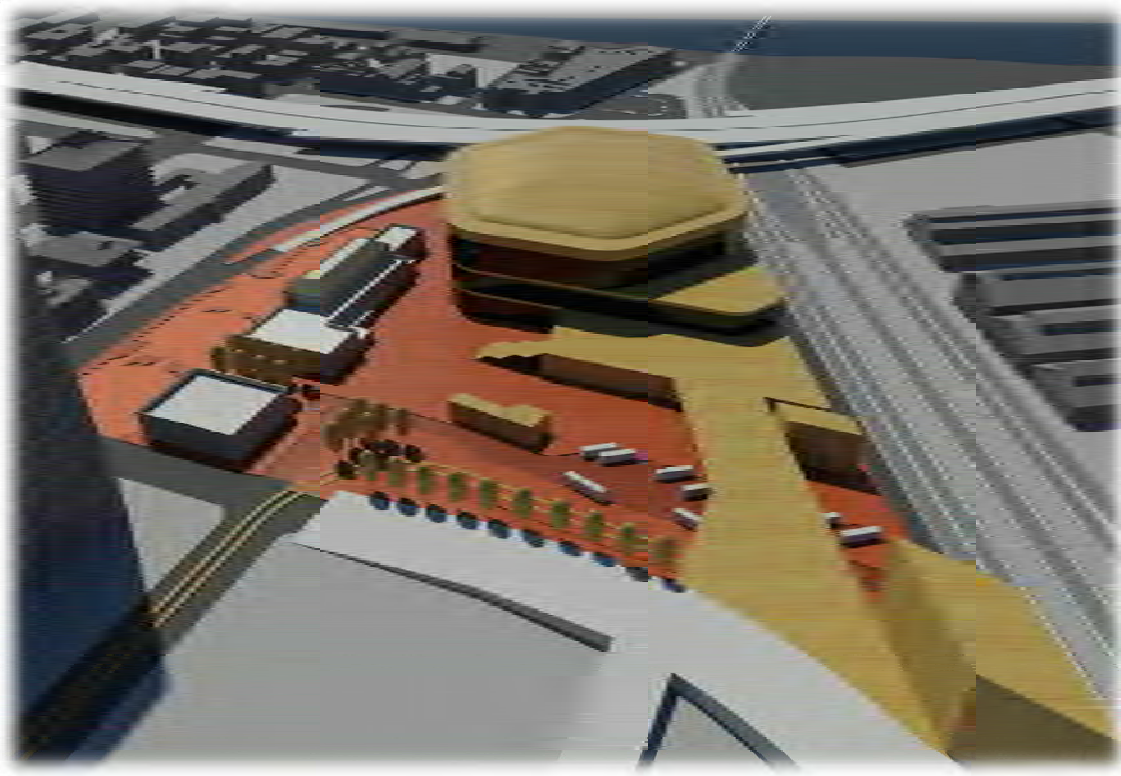
Components of the Refined Plan

The primary components of the Refined Concept Plan, as illustrated in the massing diagrams that follow and in Figures 5 and 6, and their characteristics are briefly summarized below:

- **Entertainment and Sports Complex** – The Refined Concept locates the ESC towards the western edge of the site, similar to the initial West Concept plans. The main entrance to the facility is proposed to be located at the southeastern corner of the building, with additional entrances planned on the southwest side of the building and from an upper plaza on the northeast of the building for the convenience of patrons arriving to the site from other directions. Parking is proposed off-site.
- **Intermodal Transportation Facility** – Transit functions for bus and light rail service are concentrated in the northeastern portion of the site, closest to the planned location of the terminus of the future high speed rail line, and adjacent to the central pedestrian tunnel currently under construction that will provide access from the ticketing functions and the waiting area in the historic Depot building to the center of the train platforms, serving the Capitol Corridor and other future rail commuter lines.
- **Plazas** – The Refined Concept proposes to create a grand Civic Plaza reception area in the parking lot located in front of the existing Depot building as a gateway statement to the site. The plaza would be designed to function as a parking lot and drop-off for rail passengers, particularly those with luggage using the long-distance Amtrak trains, during the day on weekdays. During evenings and on weekends when events at the ESC take place, parking in the Civic Plaza would be prohibited and the area would be restricted to pedestrians and limited drop-off access. Between the Depot building and the new rail platforms, an open pedestrian plaza with two levels is proposed—a main entry plaza at the lower at-grade level immediately behind the existing Sacramento Depot building, providing access to the main entry of the ESC; and an upper plaza level connected by a grand staircase, providing access to the site from the east at the intersection of 5th Street/G Street. View corridors are preserved from the plaza areas to the historic Central Shop buildings across the Capitol Corridor tracks and platforms.
- **Joint Development Opportunities** – Joint development uses, with restaurant, service, and retail opportunities for both ESC and rail patrons as well as employees and visitors of adjacent offices, will be provided in these plazas. Other potential joint development opportunities can occur as air rights above the intermodal station facility or as concessions within the ESC or existing Depot and REA buildings.



Site Option A Massing Concept, View to the Upper Plaza from the East



Site Option B Massing Concept, View to the Upper Plaza from the East

Figure 5: Site Option A Land Use Concept

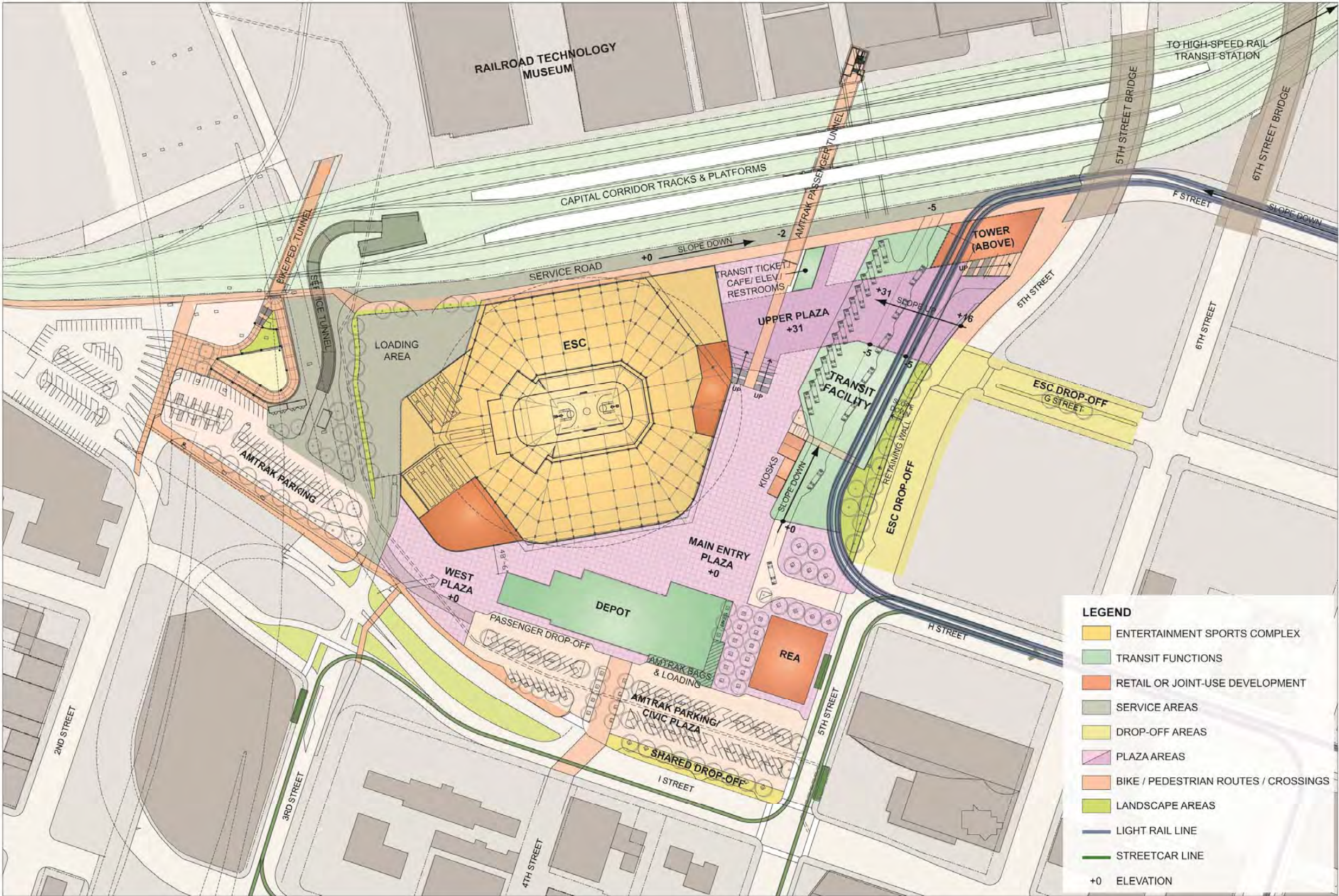
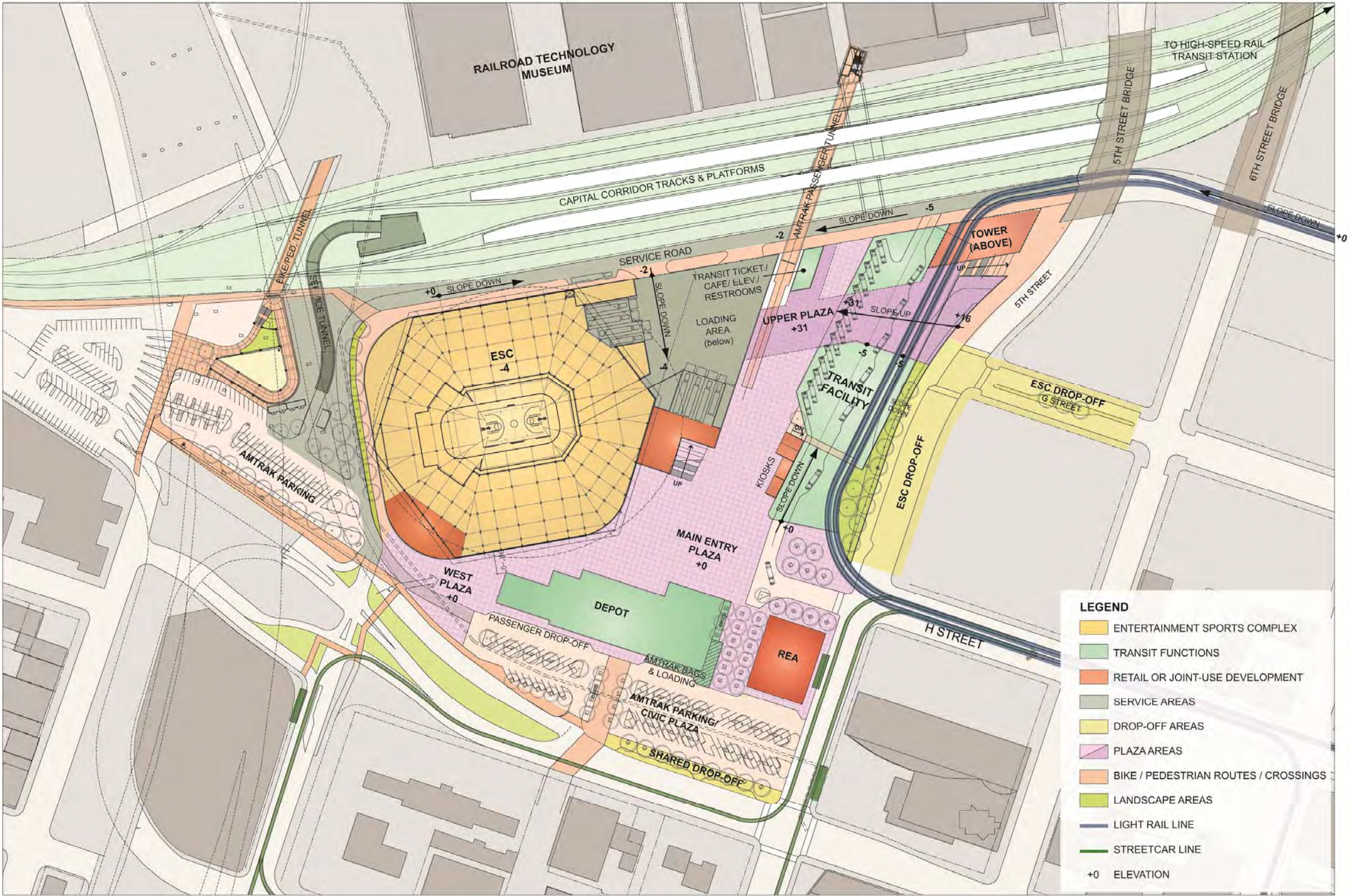


Figure 6: Site Option B Land Use Concept



Site Access and Circulation

The Refined Concept site options do not include any public roadways interior to the site. Automobiles would be allowed access to the area in front of the Depot, which would include drop-off areas and limited surface parking during the day on weekdays. Passenger pick-up and drop-off are proposed on 5th Street adjacent to the Intermodal Transportation Facility and on G Street immediately east of 5th Street, and in front of the Depot.

A new limited-access roadway, open to delivery, maintenance, and emergency vehicles would be constructed along the western and northern borders of the site connecting 3rd Street to F Street. At the northeastern corner of the site, buses and light rail trains would use this roadway to exit the Intermodal Transportation Facility, traveling beneath the 5th and 6th Street overcrossings to the 7th Street/F Street intersection.

Transit

A new Intermodal Transportation Facility, with consolidated transit services, would be constructed on the eastern portion of the site between the Depot, the future location of the relocated passenger platforms, and the future terminus of planned high-speed rail service. Buses and light rail trains would enter the site at the intersection of 5th Street/H Street, and immediately turn north to a passenger loading area with dedicated bus bays serving Amtrak Thruway motorcoach service, RT local bus service, and the various regional commuter bus services and light rail, as well as light rail station platforms. This passenger loading area is located adjacent to the central pedestrian tunnel to the new rail platforms currently under construction and a new transit support facility that will house ticket kiosks for regional rail and RT light rail service passenger, a luggage drop off area (in addition to the current location inside the Depot) for long distance intercity Amtrak service, a café, restrooms, and elevators from the upper and lower plazas to the central pedestrian tunnel. The passenger loading area is located on the opposite side of the main plaza from the ESC, allowing for shared use of the plaza, and as much separation between these uses on the site as possible. This allows for easy access not only to the rail platforms, but also to the ESC for events.

The recently completed *Sacramento Streetcar System Plan* proposes a network of future streetcar lines serving the City. The initial line identified in the plan would link West Sacramento, and Midtown Sacramento to the Sacramento Valley Station. Although this plan stressed the importance of a link to the Sacramento Valley Station, multiple options for serving the station were presented without a preferred alternative, given the ongoing development of a site plan for the ESC and SITF. The Refined Concept for the ESC/SITF site locates future streetcar service around the periphery of the site, with no streetcar tracks entering the site itself. This alignment helps to ensure that large crowds of pedestrians associated with events at the ESC would not

interfere with the operations of the streetcar, resulting in inefficient streetcar operations before and after events. Multiple streetcar stops located around the periphery of the site would allow for the dispersion of the crowds prior to reaching the streetcar platforms.

Bicycle and Pedestrian Facilities

All uses identified for the site would be connected via a system of pedestrian plazas and walkways, with automobile and truck traffic restricted to the periphery of the site. With nearly 1.2 million Amtrak passengers using the existing Sacramento Valley Station annually, and ridership forecasted to grow in the future, the SITF will generate a significant number of pedestrian trips traveling between the various transit functions located on the site (see Figure 7). Additionally, the ESC is anticipated to have a capacity of 18,000 patrons for large events with all parking for the facility located off-site. Therefore, up to 18,000 pedestrians will enter and exit the site during, before, and after events at the facility.

Together, the SITF and the ESC will generate large pedestrian loads that would easily overwhelm a typical downtown sidewalk. Wide pedestrian plazas connecting the interior of the site to all potential pedestrian gateways and restaurant and retail uses are provided to serve this pedestrian demand. Broad plazas

such as the example of the Time Warner Cable Arena in Charlotte, North Carolina, to the right, allow for adequate dispersion of pedestrians before they utilize crosswalks and sidewalks surrounding the site and provide places for community gathering before and



after events at the ESC, or before the departure of a train. A grand civic plaza is also proposed in front of the Depot to serve as a front door, gateway entry, and public reception area for the site. This civic plaza is proposed to allow only limited traffic during game and event nights and weekends, but would retain its function as a parking and drop-off area for rail patrons during other times of the day/year.

Figure 7: Transit Concept

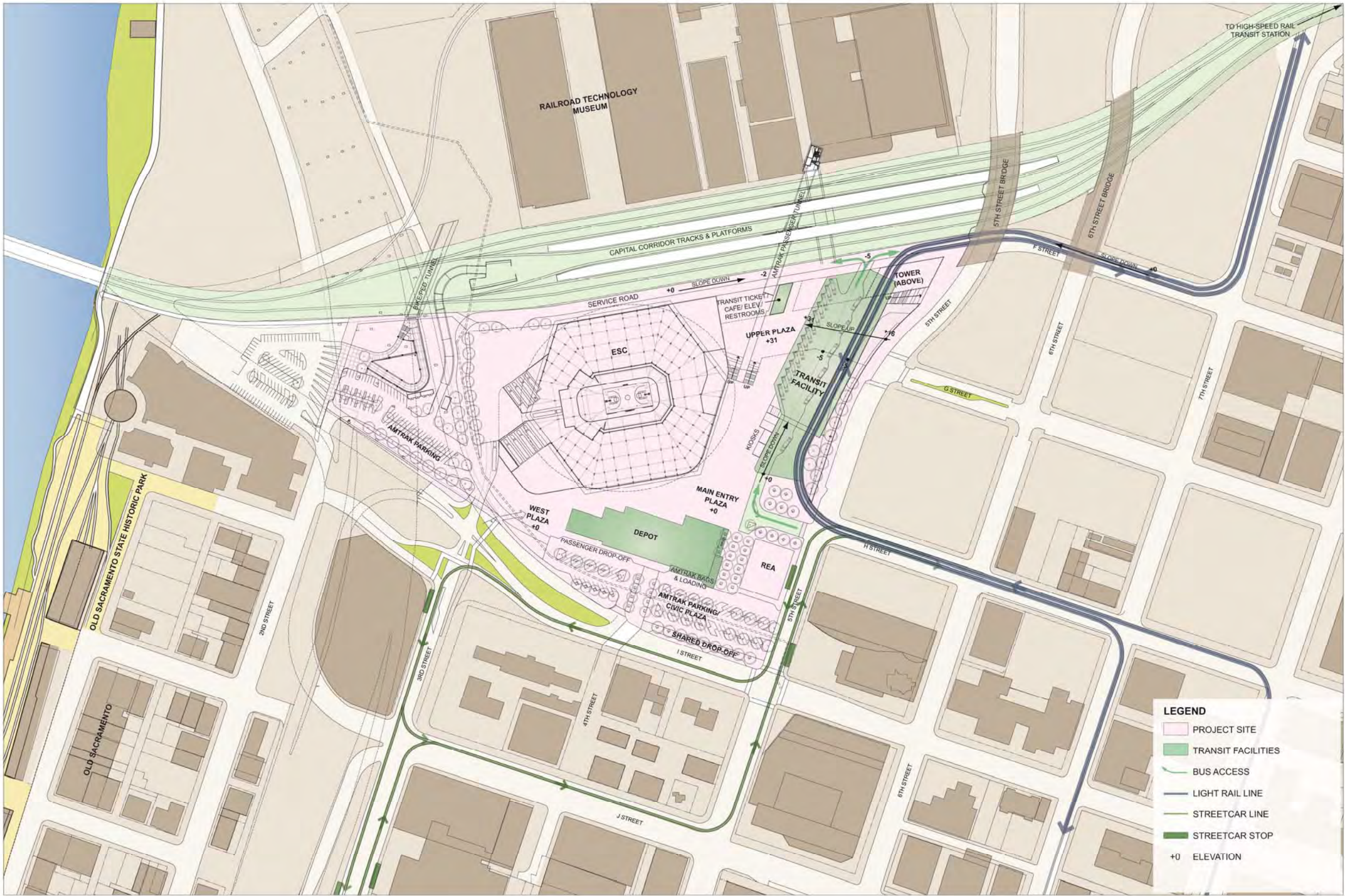
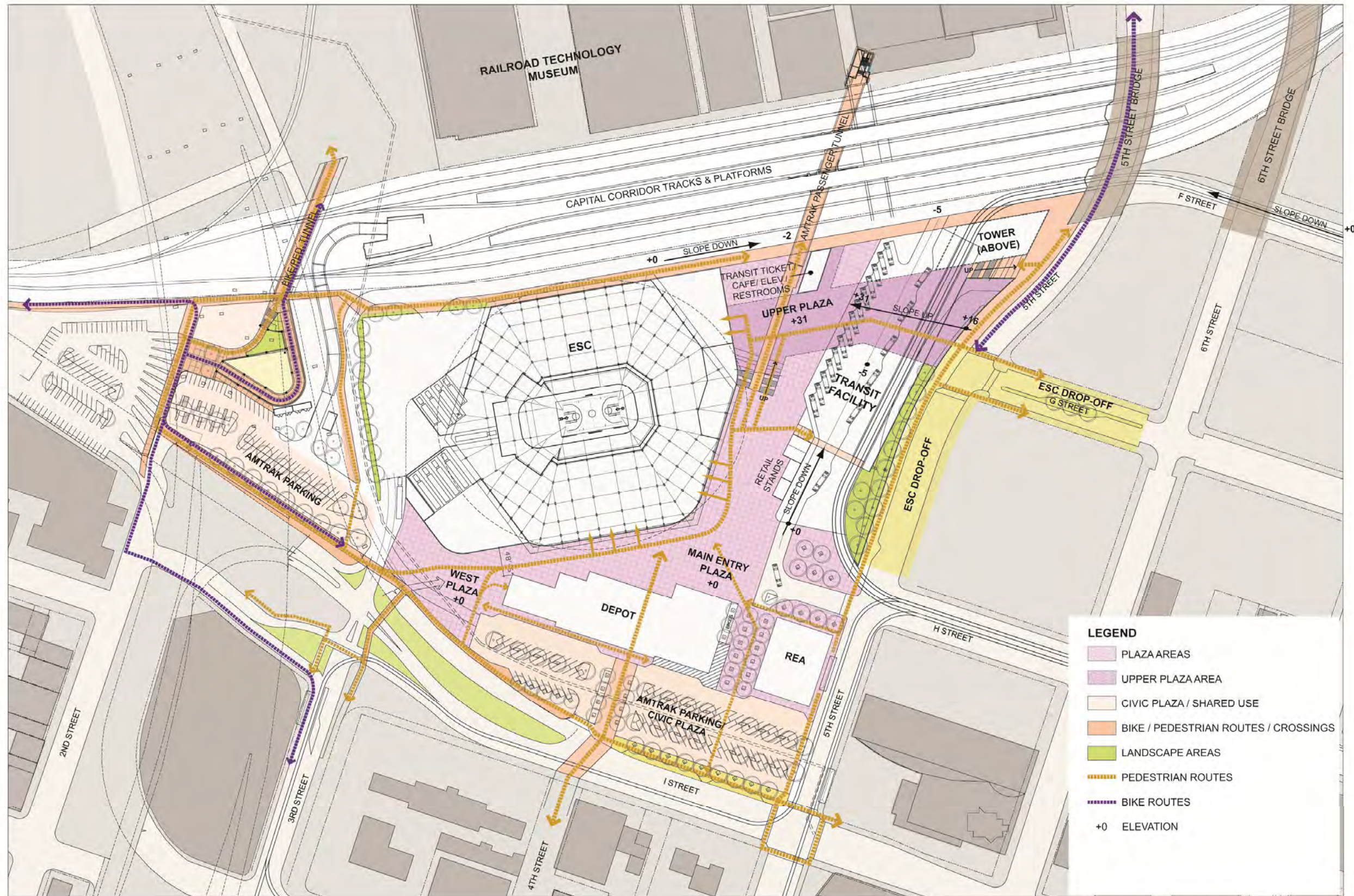


Figure 8: Bike / Pedestrian Access Concept



The addition of off-street pathways for bicyclists and pedestrians, as shown in Figure 8, proposed in the Refined Concept to improve pedestrian connectivity to the surrounding area. These pathways will connect the project site to Old Sacramento, the Westfield Downtown Plaza Mall, and to other Downtown destinations. The I Street connection from the project site to Old Sacramento is envisioned to become a wide, well-lit, direct route beneath I-5, located just north of the existing ramp to the I Street Bridge, and will connect to a new pedestrian tunnel at the western end of the new passenger loading platform, providing access to the Central Shops, north of the realigned railroad tracks. This pathway will be one of many direct routes between existing attractions and parking garages, and the ESC/SITF site.

The upper plaza, which would connect to G and 5th Streets, will serve as another key gateway for pedestrians entering the site. This plaza will provide direct access into the site for SITF passengers being picked-up or dropped-off in designated areas along 5th and G Streets, and for pedestrians and bicyclists arriving from the east. Additionally, for ESC patrons that park in one of several County-owned parking facilities, located to the east of the site, the upper plaza will provide direct access over the light rail tracks and bus bays to the upper level entrance of the ESC. Other key pedestrian gateways to the site are located at the corner of I and 5th Streets, a new signalized pedestrian crossing of I Street at 4th Street (currently under construction), the extension of 3rd Street across I Street (with a signalized crossing), and the central pedestrian tunnel that will provide access to the train platforms as well as the remainder of the Railyards on the north side of the tracks (photo of train platforms and pedestrian ramp and tunnel under construction, shown below).



A transit ticketing area with café, restrooms, and a staircase and elevator core is proposed in both site options to provide additional access from the plaza areas to the central pedestrian tunnel.

Amtrak Baggage

As previously discussed, the on-going project to realign the tracks to the north includes a new service tunnel that will provide exclusive access for Amtrak baggage carts and service vehicles to the west side of the new platforms. Limited baggage cart runs for luggage arriving close to train departure times may also occur in the central pedestrian access tunnel to the platforms. The Refined Concept maintains access from the Depot building to these two new tunnels.

ESC Truck Access and Loading Area

As previously discussed, access to the loading dock would be via an access-controlled bi-directional roadway connecting the current northern terminus of 3rd Street to F Street. Large trucks accessing the loading dock would enter via the intersection of 3rd Street/I Street and a 3rd Street Extension and either return to exit via this same route, or travel east to the 7th Street/F Street intersection. The loading area would be secured, as required by the National Basketball Association (NBA). Due to the controlled nature of the access to the loading area, the 3rd Street/I Street intersection could also be used as an entrance for players and VIPs, being dropped off to the ESC.

Two options for the location of the loading dock for the ESC on the northwest and northeast side of the site, have been studied in Site Options A and B, respectively, as illustrated in Figures 9 and 10. As shown in these figures, the location and configuration of the loading areas affects the size of space trucks need for maneuvering within these areas. Site Option A can accommodate truck maneuvering and access in a smaller area than that required for Site Option B. Furthermore, sinking truck service and loading functions of the ESC one level below grade was discovered not to be feasible or desirable for Site Option B, due to the height and location of the central pedestrian tunnel, near the existing site grade and under the proposed F Street service road; thus, limiting the ability of F Street to slope down more than a few feet and affecting how far truck loading and service areas can be sunken down below grade. While the loading area configuration of Site Option B opens up more plaza space on the southeast corner of the site, it requires screening service and loading functions at the main entry level of the ESC. Site Option A is preferred for allowing the separation of loading functions from the main pedestrian plaza spaces, creating opportunities for active pedestrian uses on the east façade of the ESC building at the main entry level.

Figure 9: Option A Service / Truck Access and Loading Concept

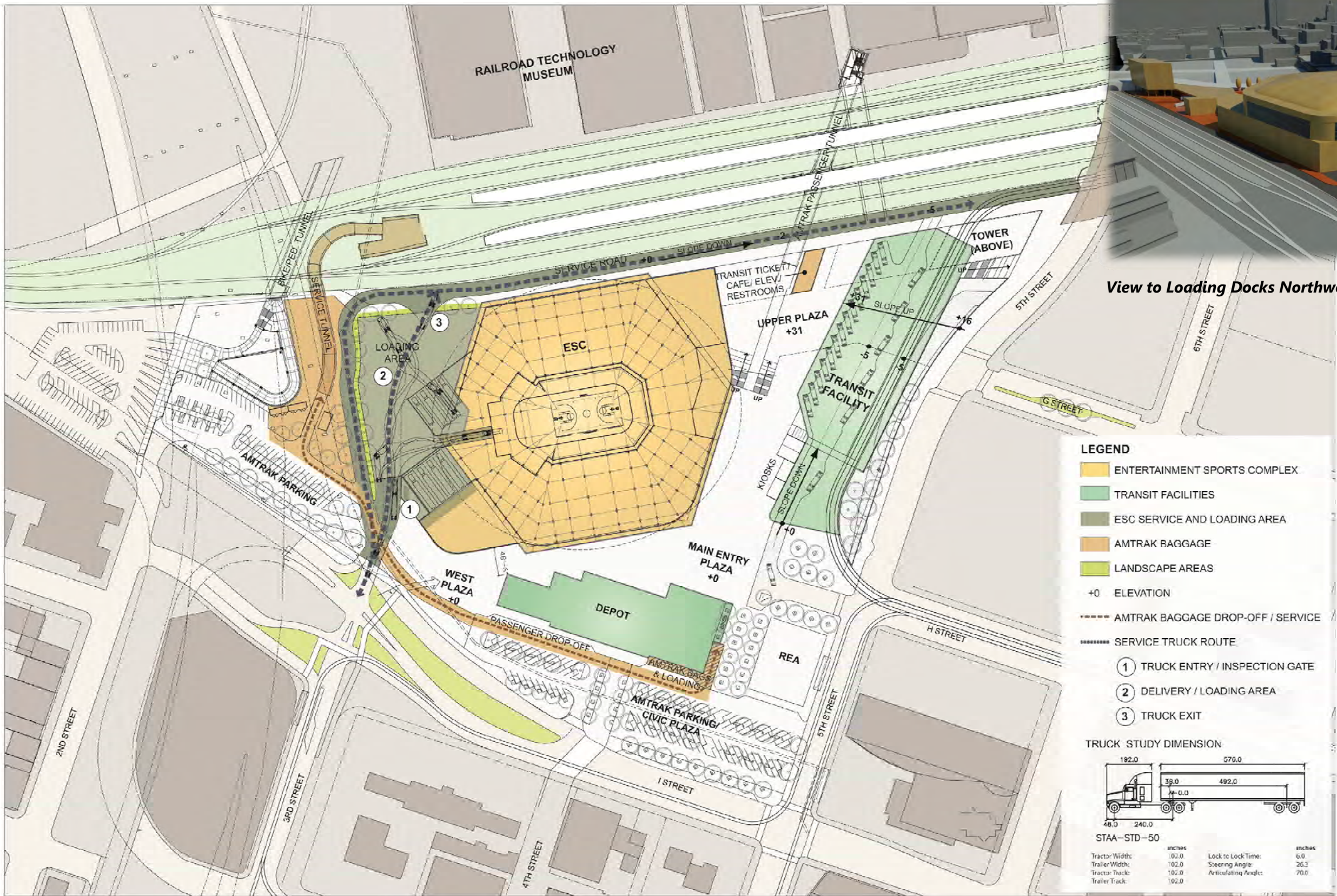
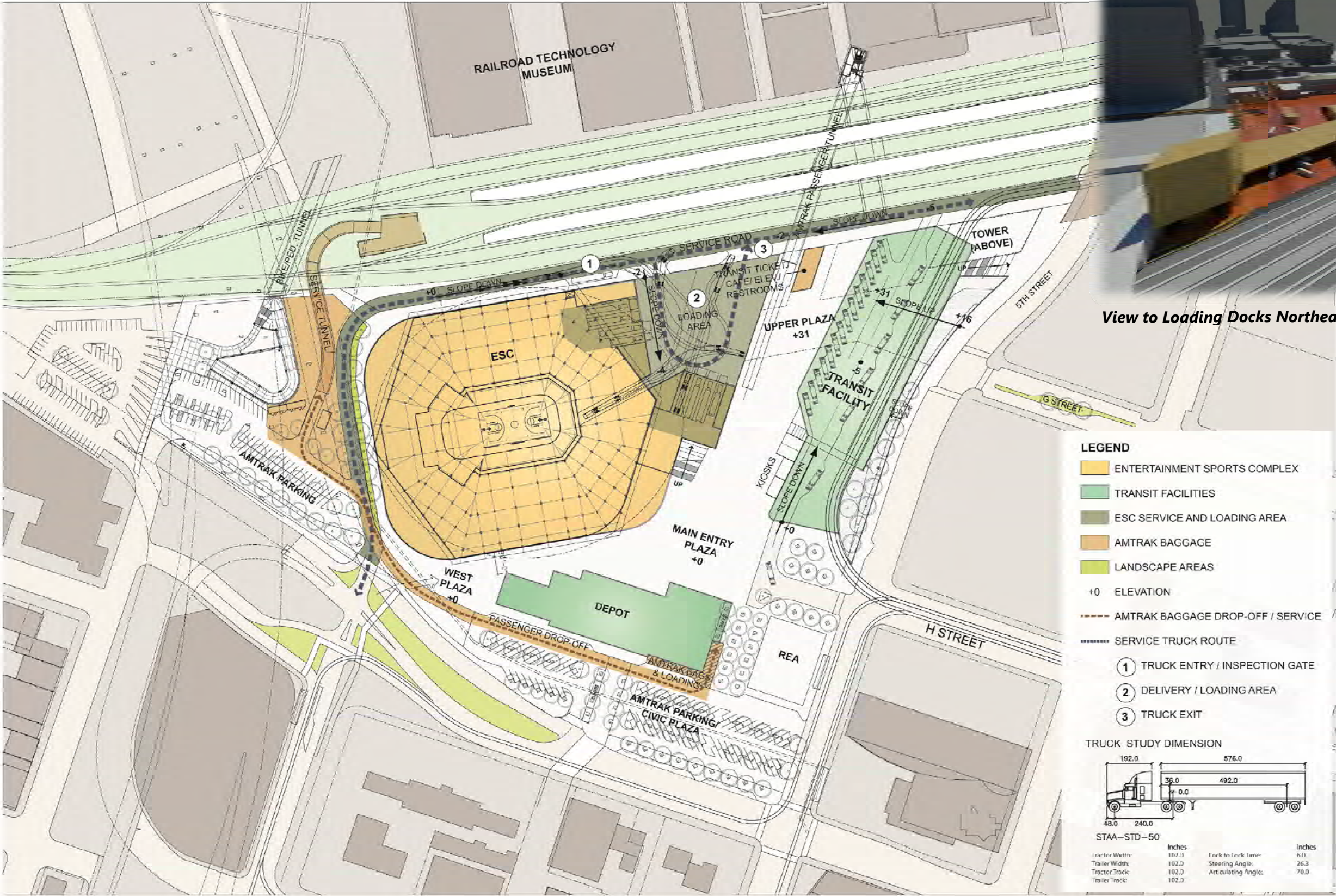


Figure 10: Option B Service / Truck Access and Loading Concept



View to Loading Docks Northeast of the Site

Parking

As previously discussed, 11,252 off-street parking spaces currently exist within a half mile of the ESC/SITF site.² Over 5,000 of these spaces are currently controlled by the City, with the remainder located in decks owned by Sacramento County or private operators. The existing parking supply Downtown is used primarily by commuters, and many of these lots are currently underutilized during the evening hours when most events would be held at the ESC.

A new parking structure, with 1,000 to 1,800 parking spaces, would be constructed within two blocks of the ESC to serve VIP patrons, players, and team staff. A separate entrance access, serving players and VIP patrons, is envisioned. Potential locations for the new structure include vacant surrounding parcels in the Railyards area or other nearby parcels that would be redeveloped. Under long-range conditions, additional parking structures are planned within the Railyards as this area builds out.

Planning Recommendations

The site planning studies suggest it is feasible to fit both the functions of the ESC and SITF together on the site if parking and transit functions can be dispersed in the areas around the project and existing Downtown parking facilities can be utilized to accommodate ESC parking needs. However, this study also recognizes both site opportunities and tradeoffs to collocating the ESC and SITF on the project site. The site study findings and recommendations for development of the project site are first presented, then, proceeded by a discussion of the site opportunities and tradeoffs of the development.

Site Study Findings

The following site planning recommendations are provided for development of the ESC and SITF on the project site.

- Employ a geometry for the ESC that allows the building footprint to be tailored to the constraints of the project site
 - Limit the ESC footprint to basketball and events, not parking, hotel, or other uses, that compete for space needed to ensure adequate outdoor gathering and

² According to Draft Downtown Off-Street Parking Supply data produced by the City of Sacramento in January, 2010.

circulation space; small retail or other synergistic uses compatible with on-site and adjacent uses and air rights above the transit facility, however, are possible

- Create a grand civic, multi-purpose plaza and gateway statement at the front entrance to the Depot to announce arrival to the ESC and SITF site, but retain parking and drop-off functions needed to serve rail passengers
- Separate pedestrian, service, and transit uses, when possible, to allow each to function without conflict and ensure public safety
- Design on-site facilities to accommodate the dispersion of pedestrian foot traffic to parking and other associated off-site uses in the Downtown
- Maximize connections and access to the site from adjacent development areas, via bike, pedestrian, and transit means, and convenient drop-off locations, thereby, improving connections in the Downtown
- Preserve view corridors from the Downtown to the historic Central Shops and future train tracks and platforms as an iconic reminder of the history of the Railyards site and assist transit users in finding their destinations
- Locate the loading docks on the west, peripheral area of the site

Site Opportunities

Construction of the ESC and SITF on the identified 13-acre site would provide tremendous synergy between these two facilities, creating a new civic gathering place for the community and transportation hub with the potential to provide critical site and infrastructure connections to the surrounding Downtown urban fabric. Locating a large events facility, adjacent to the region's largest transit hub, would provide multiple transportation options for patrons attending events and can assist with mitigating potential traffic impacts associated with ESC events. In addition to reduced traffic impacts and associated improvements in air quality relative to other potential sites, the proximity of the ESC to multiple transit options would benefit transit providers by increasing ridership, and therefore, also increase farebox revenue. The ease of accessing the ESC by transit would draw more first-time riders to various transit services.

In addition to these benefits, potential opportunities and synergies with other Downtown investments, associated with the construction of the ESC and SITF on the identified project site are summarized below:

- **Railyards Specific Plan:** Construction of the ESC on the identified Railyards site could assist with spurring the development of the Railyards specific plan area and connect it the Downtown, but needs to also respect the historic significance of the site. The large 244-acre urban infill redevelopment site is envisioned as an expansion of Sacramento's downtown. The Railyards plan calls for a transit-oriented mixed-use district surrounding RT's planned light rail extension across the American River (the Green Line), which recently began operation of its initial phase connecting Downtown to the Richards Boulevard.
- **Green Line:** Regional Transit's light rail Green Line is planned to extend northward over the American River, through Natomas, and terminate at the Sacramento International Airport. This planned transit investment would further assist in improving transit access from the north to the ESC.
- **Sacramento Streetcar:** The City of Sacramento's recently completed *Sacramento Streetcar System Plan* proposes a network of future streetcar lines serving the City. The initial line, identified in this plan, would link West Sacramento and Midtown Sacramento to the Sacramento Valley Station. Locating the ESC on the Railyards site would provide future patrons with an additional travel option and boost ridership on the planned streetcar line.
- **I-5/Riverfront Reconnection Project:** This project would realign Front Street between O Street and L Street, construct a new overcrossing of I-5 at N Street, and construct an at-grade intersection at Capitol Mall/Front Street. Additionally, Capitol Mall would be reconfigured to include Class II, on-street bicycle lanes alongside two travel lanes in each direction, between Neasham Circle and 3rd Street. This project is in line with the City's goal of improving access to the riverfront across I-5. The construction of the ESC with an off-street pedestrian/bicycle pathway beneath I-5 would further improve access in the area and provide an additional major destination in close proximity to the riverfront.
- **Sacramento River Crossing Alternatives Study:** This recently approved study explores new crossings of the Sacramento River to serve a mix of motor vehicles, transit, bicycles, and pedestrians or bicycle/pedestrian only connections, as well as modifications to existing crossings, in an effort to improve connectivity between Sacramento and West Sacramento. The study, adopted by both City Councils, recommends the development of a crossing in the "south market" area and "north market" area, north of Tower Bridge, which would improve access to/from the ESC/SITF site.

Planning Constraints and Trade-offs

While there are opportunities to co-locate the ESC and SITF on the project site accessible to Downtown, some planning constraints or trade-offs for the project would also occur. Though the project could proceed in spite of them, they are unavoidable consequences that would need to be considered in developing the project on the site.

- **Compatibility with Adjacent Historic Structures.** Design solutions have been explored to integrate the ESC with the historic Depot³ connecting and using the Depot as an entry to the ESC, creating adequate separation between the structures, and maximizing the view corridor from pedestrian plaza areas on the project site to the Central Shops. However, the placement of a large 135-foot high sports complex on the project site will significantly exceed the height of the two-story Depot building and obstruct views to the Central Shops. This is a historic preservation concern which can be viewed as a design opportunity to juxtapose the old and new, as part of the growth of the city, but would have to be addressed in the development plan.
- **Compromised Program Functions.** Existing site features—the small size of the site, constrained access, site grading, constructed tunnels, utility lines, and other physical constraints on the site—limit potential development solutions such as the ability to lower the ESC facility below grade. To enable the successful function of both the ESC and SITF on the project site, the optimal performance of each facility may be compromised or cause inconveniences which will need to be recognized and deemed acceptable by site users and stakeholders and/or functions accommodated elsewhere such as those described below.
 - Spaces needed for loading areas of the ESC site are minimal
 - Pedestrian plaza spaces are tight for the ESC event functions and need to be designed to allow pedestrian activities to safely overflow onto public right-of-ways and in the adjacent areas of the Downtown

³ Note: All development around the Depot, which is a nationally-listed historic district, is subject to the Depot District's required architectural guidelines..

- VIP and patron parking for the ESC will need to be provided off-site though possible parking opportunities are nearby and within a walkable distance of the site
- The number of bus berths would be limited by the size of the facility that can be fitted on the site; thus, potentially requiring exploration of other sites
- Transit patrons would mix with ESC patrons in the plaza areas that accommodate their shared circulation and service needs, especially during events at the ESC which may be a frustration for transit users
- **TOD Opportunities.** Opportunities for locating the ESC on the project site should be compared to potential development opportunities for other supportive TOD uses and development next to the SITF site and studied in the context of the larger Railyards site.

Conclusion

While there are redevelopment opportunities and synergies with bringing an entertainment and sports complex to the Downtown area, as a catalyst to the redevelopment of the Railyards urban infill site, the development and location of the project should be carefully considered. The functions of a sports complex take up space and may compromise the development potential of the equally important intermodal transit facility project and other potential joint-use or TOD opportunities in the Downtown area. There remains a need to explore the potential to remove or reduce existing barriers not only to enhance connectivity of the site, but to also add space that may allow for a more optimal arrangement and function of both uses. If after further study the site function and connectivity cannot be achieved, then more space for development of the sports and entertainment complex should be explored in other areas of the Railyards site such as adjacent to the waterfront or north of the new track alignment and should be considered in the bigger picture of the Downtown Railyards development, Old Sacramento, and the riverfront. Likewise, development of the SITF and a future adjacent high-speed rail terminal deserves more study to understand the potential impact/influence and opportunities for proposed supporting TOD uses in the adjacent Downtown area.

Thus, while the plans studied in this report suggest it is possible to program the ESC and SITF functions on the site and integrate this project into the larger urban fabric and activity of the Downtown, there are trade-offs to the project that require public support. Without an arena project, exploration of other catalyst area project opportunities should be considered in the larger context of the Downtown area. Under these circumstances, other transit-oriented proposals or recommendations for the site may be attractive options and future solutions for the area will need to be weighed against potential redevelopment benefits to the expanded Downtown and Railyards site.

RESOLUTION NO. 2012-

Adopted by the Sacramento City Council

ESTABLISHING THE RAILYARDS CONNECTION PROJECT (T02000000) AS A NEW CAPITAL IMPROVEMENT PROJECT AND APPROVING THE APPROPRIATION OF FUNDS FROM THE DOWNTOWN TRANSPORTATION SYSTEMS MANAGEMENT (TSM) CONTINGENCY TO THE RAILYARDS CONNECTIONS PROJECT (T02000000)

BACKGROUND

- A. In October 2010, the City of Sacramento was selected as one of four cities by the Urban Land Institute's Daniel Rose Center for Public Leadership in Land Use for its 2010-2011 Fellowship Program. The City selected the development of the Railyards as the topic for the fellowship.
- B. In January 2011, the ULI Rose Center panel visited the Downtown Railyards site and prepared its preliminary recommendations in order to position the Railyards to attract development.
- C. In July 2011, a second ULI Rose Center panel returned to Sacramento to assess and provide recommendations on the new proposal for an entertainment and sports complex (ESC) adjacent to the Sacramento Intermodal Transportation Facility (SITF).
- D. The panel concluded that the site could function for both uses but detailed analysis was needed to determine if both uses could function in an optimal manner there.
- E. In April 2012, the City hired AECOM and Fehr & Peers to assist staff with detailed site planning analysis in order to implement the ULI's recommendations and ensure that both the Intermodal and the ESC would function properly on the Railyards site.
- F. In May 2012, the ULI Rose Center released its final report containing recommendations for the Railyards including the Intermodal and proposed ESC area.
- G. In July 2012, the City's consultant team completed its report which determined the Railyards site south of the new track alignment functioned for both uses but could be improved by the removal of barriers, additional space, and greater connectivity with the surrounding area. This would not only benefit the Intermodal but would also improve the potential for development of either an ESC or other transit supportive uses.
- H. Based on these conclusions, staff determined that detailed analysis was required to see what obstacles could be removed including the potential cost, timing and complexity, and how this would promote multi-modal access and improve the design and development potential of the Depot District area.

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

- Section 1. The Railyards Connections Project (T02000000) is established as a new Capital Improvement Project; and
- Section 2. The FY2012/13 Capital Improvement Program is amended by appropriating \$20,000 from Downtown Transportation Systems Management (TSM) Fund balance (Fund 2012) to the Railyards Connections Project (T02000000) for site design, transportation planning, and connections analysis for the southern part of the Railyards.