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DEVELOPMENT SERVICES  
DEPARTMENT

CITY OF SACRAMENTO  
CALIFORNIA

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September 7, 2004

City Council  
Sacramento, California

Honorable Members in Session:

**SUBJECT: BRIDGING I-5 PROJECT (PN: TU07) – CONCLUSION OF INITIAL PUBLIC OUTREACH PHASE AND DIRECTION TO MOVE FORWARD WITH TECHNICAL ANALYSIS OF CONCEPTS**

**LOCATION/ COUNCIL DISTRICT:** APPROXIMATE AREA FROM CAPITOL MALL TO R STREET, 3<sup>RD</sup> STREET TO RIVERFRONT, COUNCIL DISTRICT 1

**RECOMMENDATION:** This report recommends approval of the attached City Council resolution which will direct staff to continue with technical analysis of the preliminary concepts developed to date.

**CONTACT PERSONS:** Michelle Nelson, Sr. Redevelopment Project Mgr. 808-7064  
Theresa Arnold, Senior Engineer, 808-5514

**FOR COUNCIL MEETING OF:** September 21, 2004

**SUMMARY:** In March 2004, City Council approved project objectives and key features to be used to screen a long list of concepts for the Bridging I-5 Project down to a shorter list of concepts for further study. This staff report summarizes the results of the screening process and the public feedback received to date. This report also raises several key transportation and land-use issues that will be studied in the next phase of study.

**COMMITTEE/COMMISSION ACTION:** None

**BACKGROUND:** In July 2003, City Council authorized a \$3.9 million consultant services agreement with a team of consultants led by Parsons Brinckerhoff Quade

Douglas, to manage the public involvement and prepare the Project Study Report (PSR) and environmental documentation for the Bridging I-5 Project.

In March 2004, staff presented to City Council the outreach process to date, including the public kickoff events, December 2003 design charrettes, and the results of the first public meeting in January 2004. Council was shown eleven preliminary concept maps that were derived from the design charrette process.

Council approved thirteen key features and five project objectives (Exhibit 1) that were derived from public feedback and analysis by staff and the consultant team to be used to screen the eleven preliminary concepts.

The screening of the eleven concepts yielded three “full footprint” concepts and three “small footprint” concepts. This report summarizes the short list of concepts that are recommended for further study (Exhibit 2) and highlights the comments received to date and the issues to be studied in the next phase.

### **Short List of Concepts**

The concept development process that has occurred since October 2003 provides a vision for the types of uses the community would like to see as a part of a reconnection project. Identifying a range of uses that may be on top of a deck will provide important context to the evaluation of the structural design and the engineering of the deck. These preliminary concepts, which capture the community’s vision, are a beginning point for technical studies; the outcome of ongoing technical studies may result in modifying or eliminating some elements of the proposed community concepts. Discussions about the specific land uses (i.e. location, residential density, amounts of parks and open space) will occur as more definitive detail is derived from the technical studies.

The characteristics of the three full-deck concepts have been summarized (Exhibit 2). The three “small footprint” concepts were developed to depict a possible first-phase or stand-alone project. The small footprint concepts would essentially keep many of the same elements of the full footprint yet may reduce the significant cost and design challenges of impacting the current and/or planned transportation system.

The Crocker Art Museum Association (CAMA) has a significant number of land holdings in the project area and is a major stakeholder in the future development of the area. The Crocker Art Museum’s current expansion plan is depicted on each of the preliminary concepts as a given. Land-use decisions for the land holdings of CAMA will be consistent with CAMA’s existing and future plans. In addition, any land-use discussion on CAMA’s land holdings will recognize that revenues from development must be used to benefit Crocker’s future expansion and/or endowment.

It is assumed that any future land-use plan for the Bridging I-5 project will be consistent and/or coordinate with the following planning efforts: Riverfront Master Plan, Docks

Area Plan, SR275 Relinquishment, Downtown Parking Study, R Street Urban Design and Infrastructure Plan, Intermodal Transportation Facility Plan, General Plan Update, and West Sacramento Waterfront Master Plan.

### **Public Outreach/Feedback on Concepts**

From May through July 2004, the project team presented the six concepts to a wide range of community groups and stakeholder organizations to get their feedback and comments. A listing of the groups involved to date is attached (Exhibit 3).

In addition to the eighteen community presentations, the project team conducted three focused roundtable meetings to allow key invited guests to give specific and detailed input. The facilitated discussions were ninety minutes each, and questions were directed to provide feedback on a variety of project issues. The groups that were targeted included:

- Developers (15 participants)
- Downtown/Business (15 participants)
- Neighbors/Residents (15 Participants)

The major issues and concerns that were received were related to Land Use and Transportation/Circulation and have been highlighted (Exhibit 4). The most challenging of the issues are related to transportation and include:

- Not precluding future I-5 improvements (e.g. HOV) or on-going maintenance needs
- The redesign of P/Q ramps and traffic queuing on these and other downtown freeway ramps.
- Traffic circulation and safety on city streets, in general.
- Clear span vs. center pier construction of the deck

### **Other Study Information**

Research of decking projects in Hartford, Connecticut, Phoenix, Arizona, and Duluth, Minnesota has yielded a number of lessons that are useful in evaluating the economic feasibility and future funding potential of the Bridging I-5 project (Exhibit 5 & 6).

- Decking projects that are tied to or are done in conjunction with freeway improvements have a better chance for receiving a large amount of federal and state funding.
- Decking projects that provide connections and reconnections to natural, cultural/civic, commercial and neighborhood areas experience the greatest economic benefit.
- Decking projects with vocal and organized citizen support were critical to keeping projects moving forward through design challenges and achieving desired community benefit.

- Decking projects with key federal, state and local “champions” working together were able to identify a long-term funding strategy to get the project built.

### **Next Steps**

- **Prepare Caltrans Project Study Report (PSR)** – The PSR will determine feasibility, scope, alternatives, cost and schedule of the proposed decking project that would be required to support the types of uses envisioned in the community concepts. At the conclusion of the PSR, an environmental document to assess the environmental effects of the decking project as required by NEPA and CEQA will be prepared.
  - A policy team including the City Manager’s office, Department/Division Managers, and Caltrans District Officials will meet regularly to discuss policy issues that may arise during the development of the technical studies.
- **Refine Land Use/Concepts** - This task will be continuing throughout the development of the PSR and the environmental studies. Once the preliminary structural/engineering elements of the deck are defined, a multi-departmental staff team will assemble with key stakeholder groups (e.g. Crocker) and address the land-use issues in context with other central city plans and programs.
- **Conduct Economic Studies and Determine Air Rights** - Economic analysis of the various land-use scenarios are being conducted to help refine final land-use alternatives to be included in the environmental document. Based on the land-use alternatives and the public or private nature of different portions of the deck, a study of various air rights transfer strategies will be undertaken.
- **Develop Funding Strategy** - Staff and City officials will continue to provide updates and discuss funding opportunities with Congressman Matsui’s office, as the lead for the California congressional delegation. Other key funding partners include Caltrans, California Transportation Commission, Office of Planning & Research, State Parks and Recreation, SACOG, Regional Transit, Yolo County, Sacramento County, and West Sacramento.
- **City Council Updates/Public Outreach** – Staff will schedule updates as necessary, to keep the Council aware of study findings and policy implications. Public outreach through the project website and/or community presentations will continue to keep the community aware of study findings and policy issues.

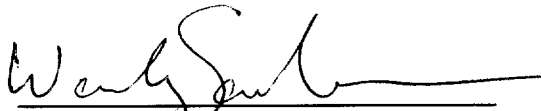
**FINANCIAL CONSIDERATIONS:** This report describes activities that are currently budgeted in the Bridging I-5 CIP (TU07). There are no financial considerations associated with this report.

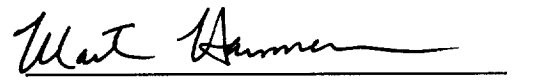
**ENVIRONMENTAL CONSIDERATIONS:** None

**POLICY CONSIDERATIONS:** The activities described in this report are consistent with the City's Strategic Plan goals to 1) establish and strengthen the community and regional partnerships to enhance the quality of life; 2) to improve and diversify the transportation system; and 3) to enhance and preserve the neighborhoods.

**ESBD CONSIDERATIONS:** None

Respectfully submitted:

  
\_\_\_\_\_  
Wendy Saunders  
Downtown Redevelopment Manager

  
\_\_\_\_\_  
Marty Hanneman  
Transportation Department Director

**RECOMMENDATION APPROVED:**

  
\_\_\_\_\_  
ROBERT P. THOMAS  
CITY MANAGER

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## Exhibit 1

### PROJECT OBJECTIVES & KEY FEATURES

#### Project Objectives

1. To reduce the impacts of the barrier caused by the freeway and regain access to the river.
2. To create a balance of land uses that is active, vibrant, safe, and compatible with the surrounding uses.
3. To generate economic opportunities for private investment in the project area.
4. To mitigate the negative impacts of the freeway- air quality, noise, and visual blight in the area of Interstate 5 from Capitol Mall to R Street.
5. To be implemented in phases, if necessary.

#### Key Features

##### Design

- Extend Crocker Park to the river
- Riverfront Promenade (Includes bike/ped paths)
- Capitol Mall Gateway
- Cultural Uses
- Amphitheater
- Large public celebration areas

##### Land Use

- Housing
- Mixed Use (includes parking)
- Riverfront Retail
- Parks/Open Space

##### Circulation

- Continue the grid
- Old Sacramento connection

## Exhibit 2

### Summary of Short-list Preliminary Concepts

	Uses	Circulation
<b>Concept B-1</b>	Riverfront residential (mixed-use) "Vancouver" style high rise Mixed-use office along Capitol Mall Extended Crocker Park to Front St. Riverfront Promenade extended Park space at R Street Capitol Mall Gateway element	Extension of grid to Front Street Extension of 2 <sup>nd</sup> Street Capitol Mall to R Retain Neasham Circle to Old Sac Roundabout at 2 <sup>nd</sup> & Capitol Mall Southbound on/Northbound off @ Q Street Northbound on/Southbound off @ P Street
<b>Concept C-1</b>	Residential concentrated at Capitol Mall Crocker Park relocated closer to riverfront Civic/Cultural building in Crocker Park Sculpture Garden west of Crocker Mixed-use office at Capitol mall Mixed-use retail; no stand-alone Capitol Mall gateway element	Extension of grid to Front except at R Third/Capitol Roundabout New 2 <sup>nd</sup> Street from Old Sac to Crocker Retain Neasham Circle to Old Sac Widened Front Street w/landscape median Southbound/on & off at Front between P & Q Northbound/on @ P - Northbound/off @ Q
<b>Team Concept</b>	Riverfront Residential O to R "Vancouver" style high rise Extended Crocker Park to Front Water feature through Crocker Park Mixed use residential @ Capitol Mall Additional cultural at N & R Capitol Mall gateway/civic elements	Extension of grid to Front Street 2 <sup>nd</sup> & Capitol Roundabout 2 <sup>nd</sup> Street extended Old Sac to O St Eliminate Neasham Circle Southbound/on& off at Front between P & Q Northbound/on @ P - Northbound/off @ Q

## **Exhibit 3**

### **Community Presentations**

#### **Stakeholder Group Meetings**

- Sacramento Metropolitan Chamber of Commerce, Transportation and Air Quality Committee - November 24, 2003
- Downtown Sacramento Partnership, Strategic Task Force - November 26, 2003
- Old Sacramento Management Board - December 11, 2003
- Sacramento Metropolitan Chamber of Commerce, Downtown Riverfront Committee - December 15, 2003
- Riverfront Plaza - December 16, 2003
- Neighborhood Advisory Group (NAG) - February 23, 2004
- Caltrans Planning Horizons Group - March 24, 2004
- Governor's Square (residential units) - March 25, 2004
- Southside Park Neighborhood Association - April 1, 2004
- Sacramento Transportation Management Association Board - April 19, 2004
- Alkali Flat Neighborhood Association - April 21, 2004
- Crocker Art Museum, Board of Directors - April 22, 2004
- Environmental Council of Sacramento (ECOS), Land Use Committee - May 10, 2004
- Sacramento City/County Bicycle Advisory Committee (SACBAC) - May 11, 2004
- Historic Old Sacramento Foundation - May 13, 2004
- Walk Sacramento - May 19, 2004
- Downtown Sacramento Partnership, Board of Directors - June 16, 2004
- Neighborhood Advisory Group (NAG) - June 21, 2004

#### **Roundtable Focus Groups**

- Developers - May 13, 2004
- Downtown/Business - June 14, 2004
- Neighbors/Residents - July 13, 2004

## **Exhibit 4**

### **Public Outreach Summary of Issues**

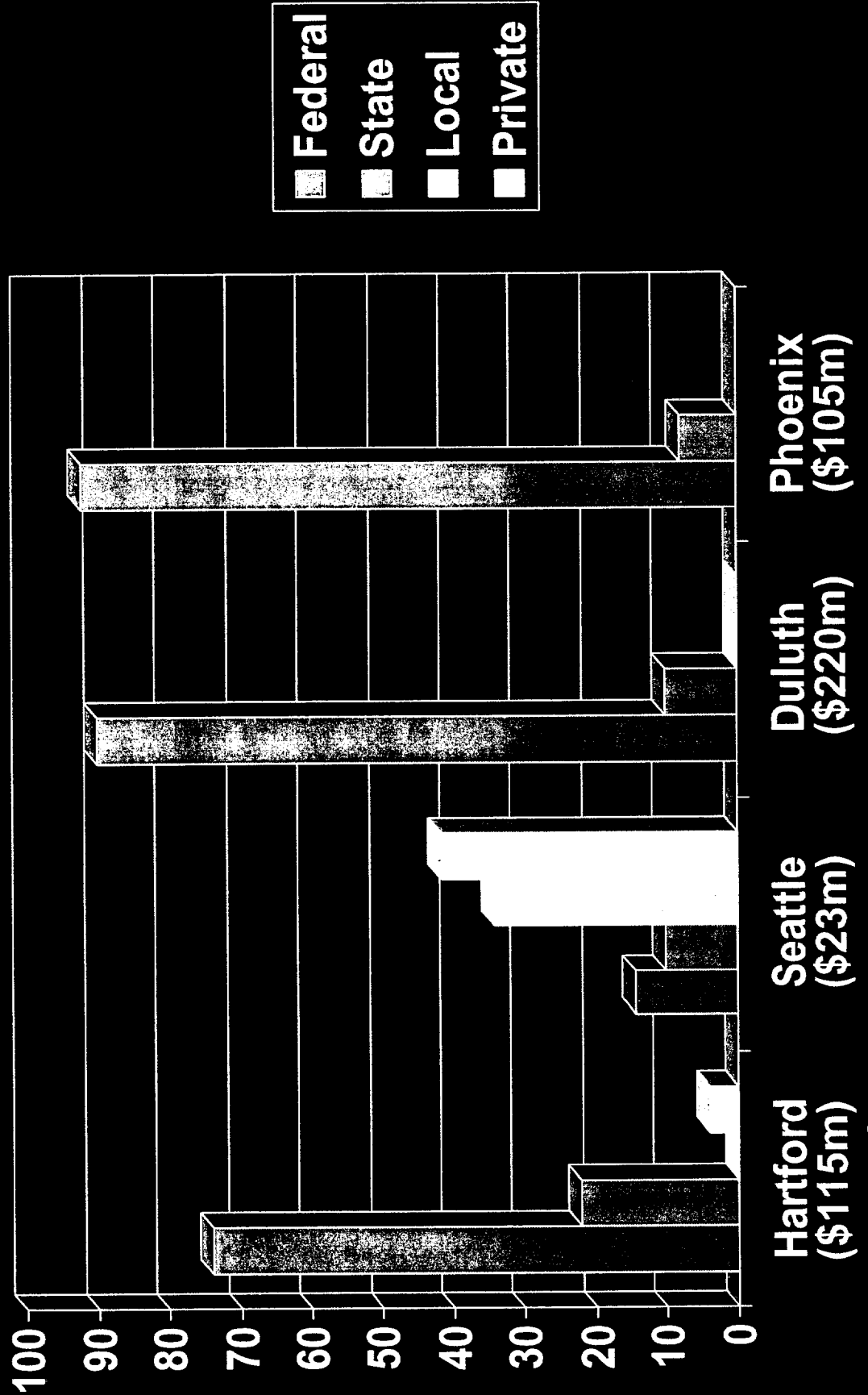
#### **Land Use**

- Consistent of decking alternatives with Crocker Art Museum expansion and future planning of CAMA property
- Appropriate residential mix (location, density)
- Appropriate “signature” amenities and/or attractions that are fun and vibrant to complement the riverfront master plan
- Feasibility of development along the river to link to a decking project
- Adequate parking for future uses of the area
- Economic feasibility of different uses on the deck
- Appropriate type and amount of public space

#### **Transportation**

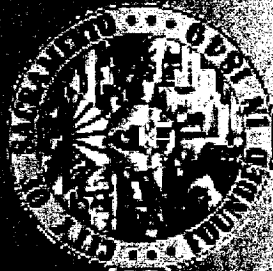
- Concern for traffic queuing on I-5 ramps with any redesign
- Deck design/construction must not preclude future improvements on I-5
- Impact of long term maintenance of the “boat section” on the decking project
- Resolution of traffic issues along front street impact the decking project
- Consideration of future light rail on Capitol Mall/Tower Bridge
- 2<sup>nd</sup> Street connection from Old Sac to Crocker is a critical missing link

# Percentage of Funding Mix



# Percentage of Funding Mix

Bridging Location	Type of Construction	Federal	State	Local	Private
Hartford, CT I-91/I-84 Interchange Riverfront Plaza	Existing Interchange	74% (62% FHWA & 12 % HUD)	22%	0%	4%
Seattle, WA I-5 Downtown	Existing depressed freeway	14.2% FHWA, CDBG, HUD	10.1%	34.2% Bonds	41.5%
Duluth, MN I-35 Downtown	New freeway extension	90% Fuel tax	10%	0%	0%
Phoenix, AZ I-10 Papago Freeway Downtown	New freeway construction	92% FHWA	8%	0%	0%



# Bridging I-5

Presentation to the  
Sacramento City Council

September 21, 2004

# Purpose

- Conclude initial visioning phase of public outreach
- Summarize results of screening process
- Direct staff to continue with Technical Studies
- Direct staff to report back regularly on status and policy implications

# Background

- October 2003 to February 2004 - Public outreach/concept development
- March 9, 2004 - Council approval of Project Objectives and Key Features
- March to July 2004 - Public outreach regarding screened concepts

# Community Involvement:

## Goals

- Work with residents, businesses, and community groups to:
  - Build common knowledge
  - Foster ideas and creative solutions
  - Determine specific needs
  - Solicit comments at every stage
- Educate community about transportation, land use, economic, and other reconnection issues

# Community Involvement: Tactics

- Kick-off events
- Stakeholder database
- Design charrettes
- Public workshops
- Roundtable focus groups
- Stakeholder meetings
- Newsletters and postcards
- Project Website/  
E-Links

**Enthusiastic  
Response  
from 4,000+  
Community  
Members**



# Community Involvement Activities Since March 9, 2004

- Second public workshop (March 24)
- Summer newsletter and Website updates (soliciting comments on 6 concepts)
- 18 stakeholder group meetings
- 3 focused roundtables: -  
Developers
  - Downtown/business
  - Neighborhood



# **“Project Objectives”**

1. Regain access to the river and reconnect the downtown to the river
2. Create a balance of land uses, including parks and open space
3. Create economic development opportunity
4. If necessary, phase project
5. Environmental impacts of freeway should be mitigated

# "Key Features"

## **Design**

- Extend Crocker Park to river
- Riverfront Promenade (include bicycle and pedestrian paths)
- Capitol Mall gateway
- Water features
- Cultural uses
- Amphitheater
- Large public celebration areas

## **Circulation**

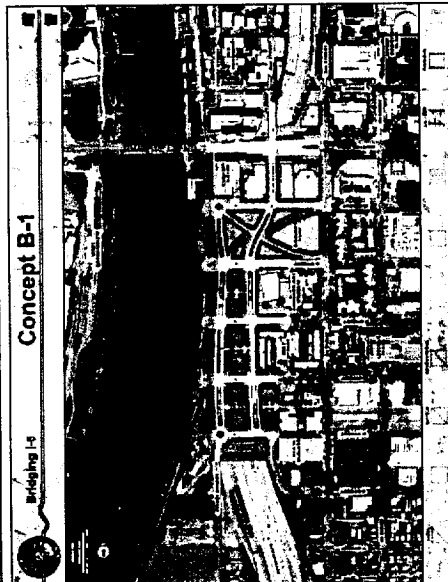
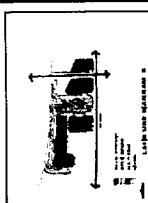
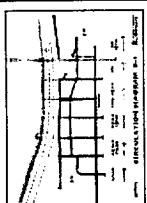
- Continue the grid
- Old Sacramento connection

## **Land Use**

- Housing
- Mixed use
- Riverfront retail
- Parks/open space

# The Concepts

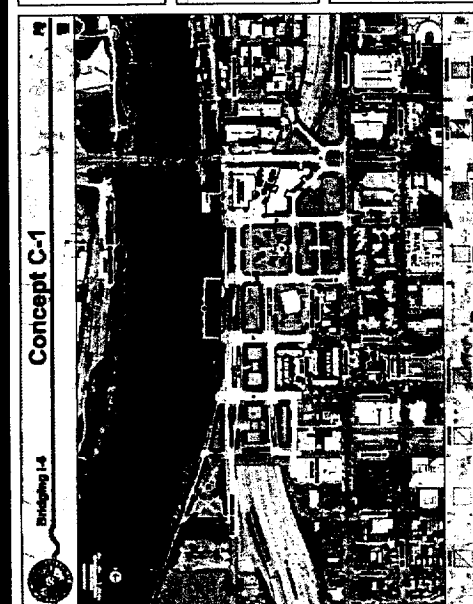
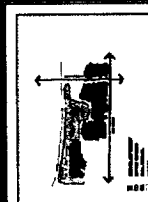
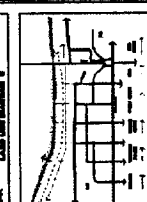
**Concept B-1**

**KEY FEATURES:**

- 1. Main span supported by a central tower.
- 2. Two side spans supported by the central tower.
- 3. Two side spans supported by two towers.
- 4. Two side spans supported by two towers and a central tower.
- 5. Two side spans supported by two towers and a central tower.
- 6. Two side spans supported by two towers and a central tower.
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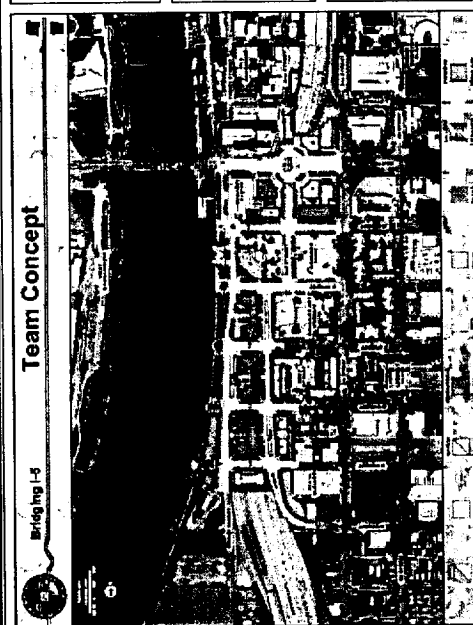
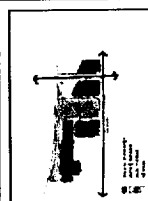
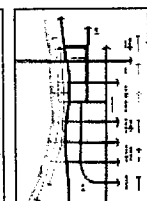
**Concept C-1**

**KEY FEATURES:**

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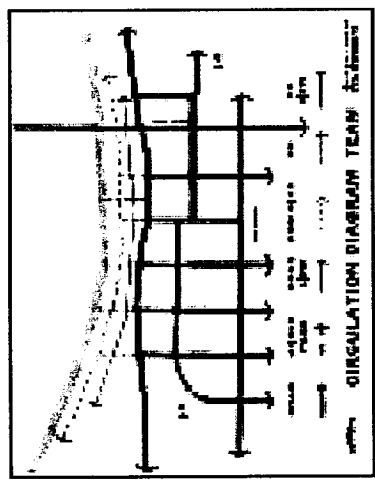
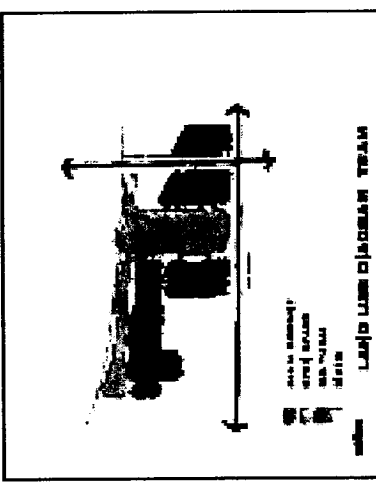
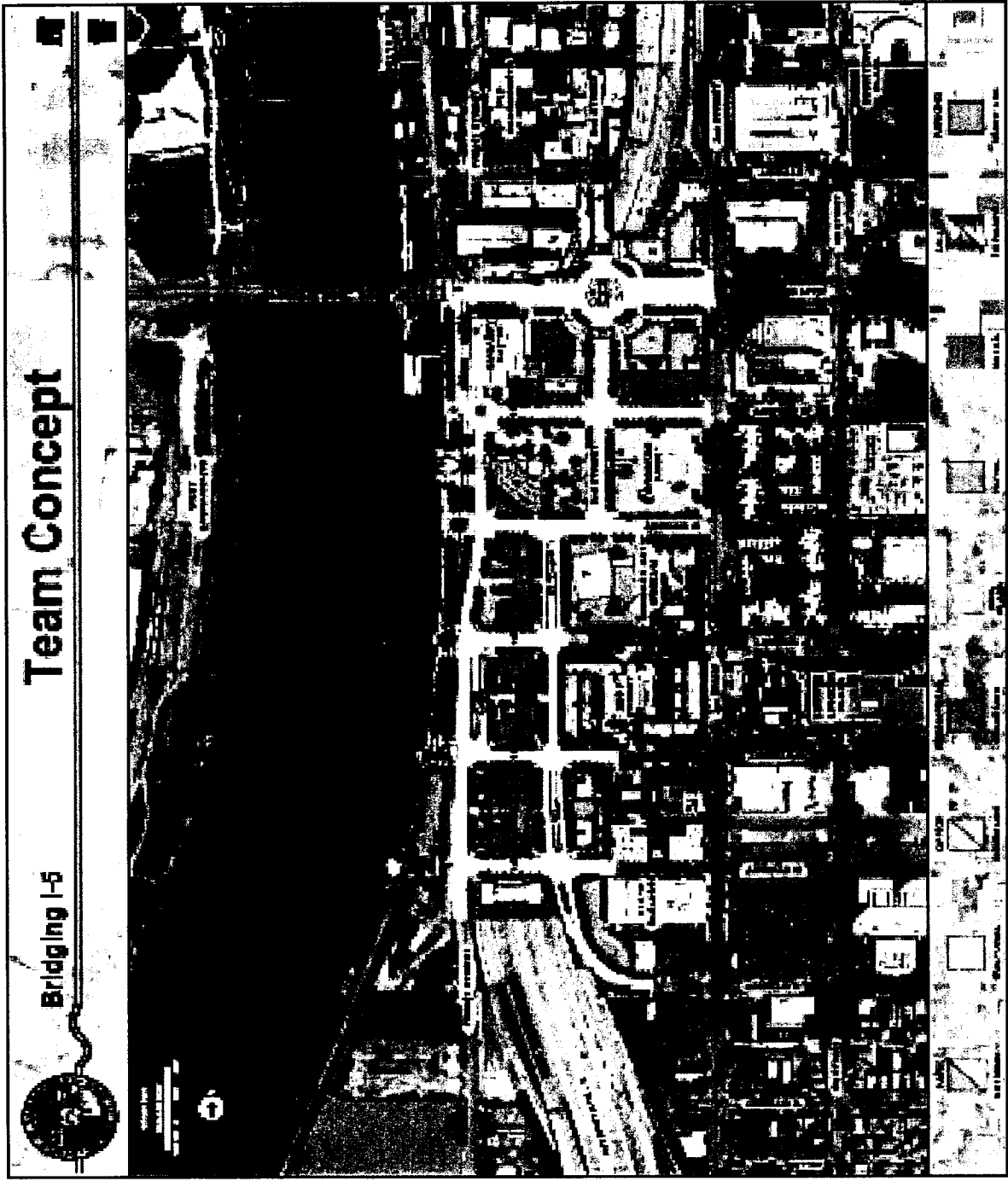
**Team Concept**

**KEY FEATURES:**

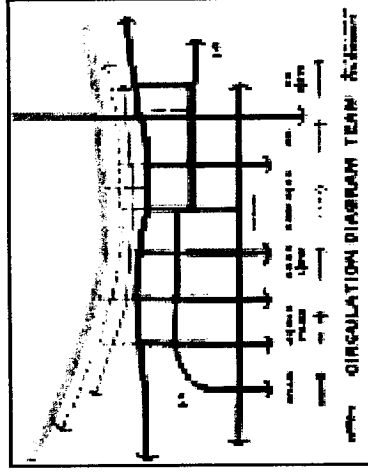
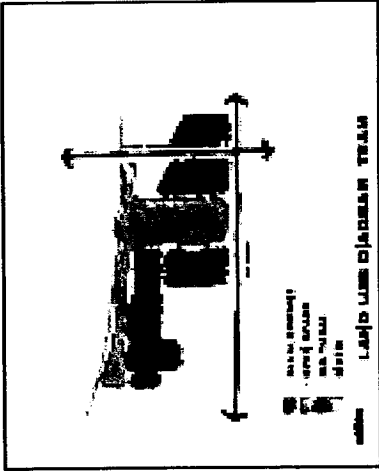
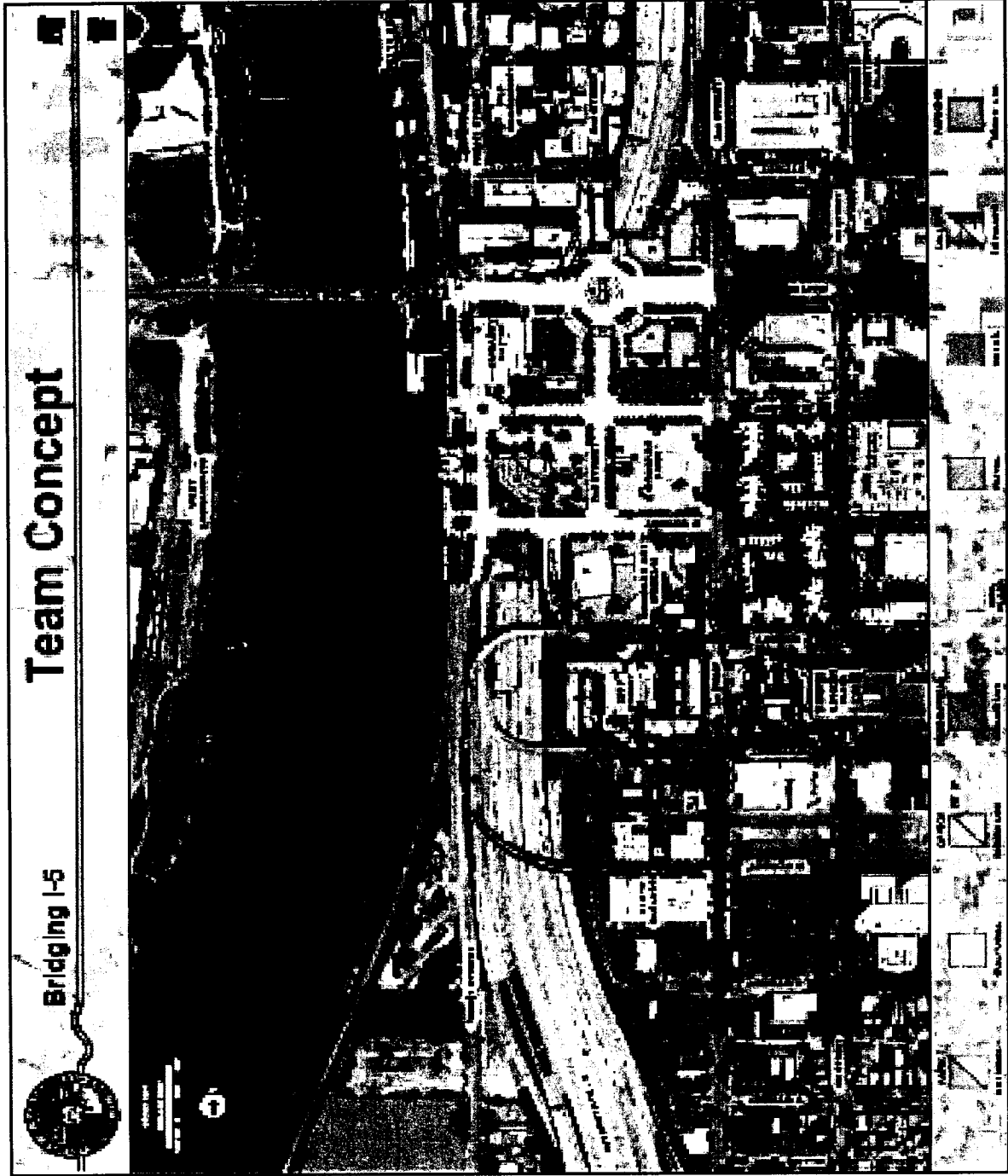
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- 10. Two side spans supported by two towers.

# Team Concept



- KEY FEATURES TEAM**
- 1. MAIN SPAN
  - 2. MAIN PIERS
  - 3. MAIN PIER CAPS
  - 4. MAIN PIER FOUNDATIONS
  - 5. MAIN PIER ABUTMENTS
  - 6. MAIN PIER RETAINERS
  - 7. MAIN PIER WALLS
  - 8. MAIN PIER DECK
  - 9. MAIN PIER ROADS
  - 10. MAIN PIER SIDEWALKS
  - 11. MAIN PIER LIGHTS
  - 12. MAIN PIER SIGNAGE
  - 13. MAIN PIER UTILITIES
  - 14. MAIN PIER LANDSCAPING
  - 15. MAIN PIER SECURITY
  - 16. MAIN PIER MAINTENANCE
  - 17. MAIN PIER MONITORING
  - 18. MAIN PIER RECORDS
  - 19. MAIN PIER TRAINING
  - 20. MAIN PIER EVALUATION

# Team Concept

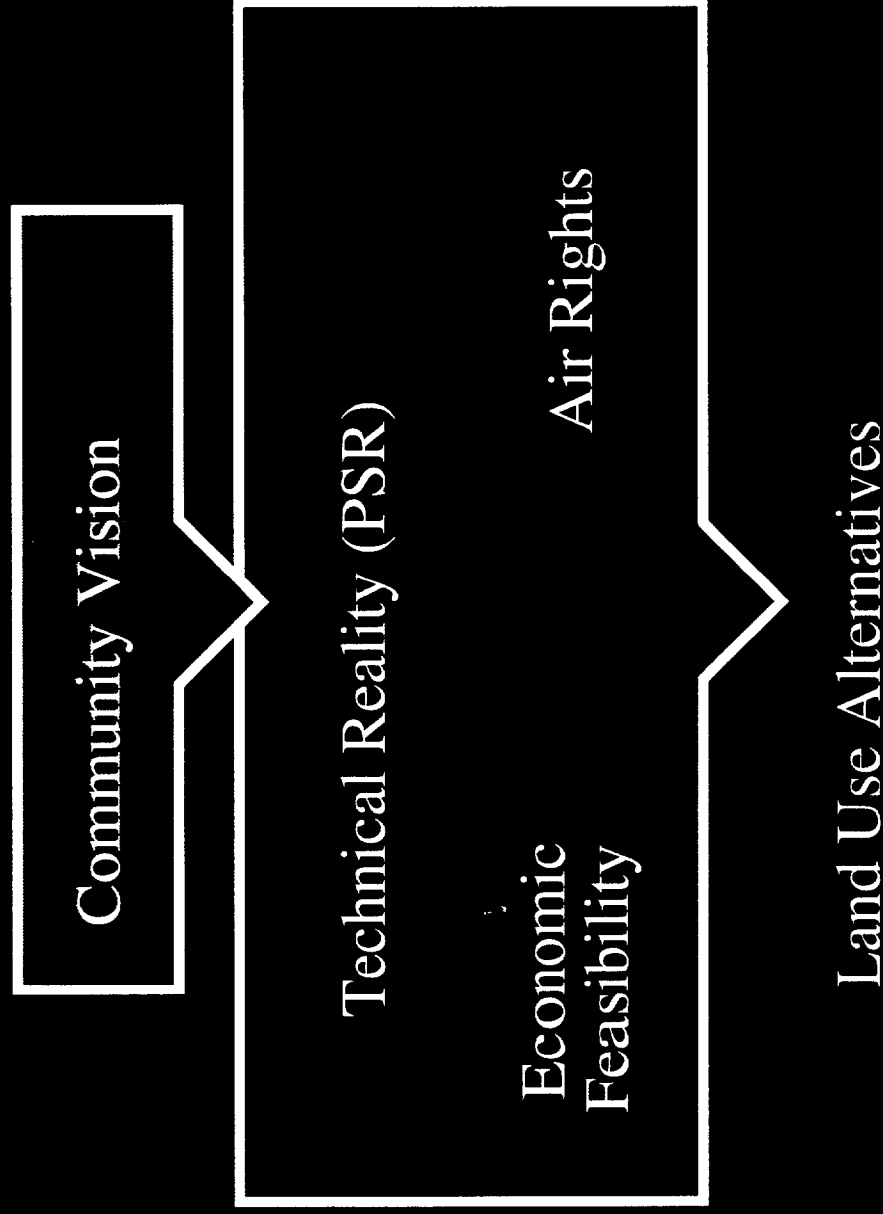


- KEY FEATURES TEAM
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# Community Involvements: Vision/Preferences

- Cohesive Central City vision
- Substantial decking project featuring a mix of land uses
- "Active" design pattern that energizes the riverfront while precluding potential for "dead" zones
- Civic amenity that serves as a unique, signature attraction
- Bicycle/pedestrian issues are a priority
- Connect 2nd Street to Old Sacramento
- Parking plan

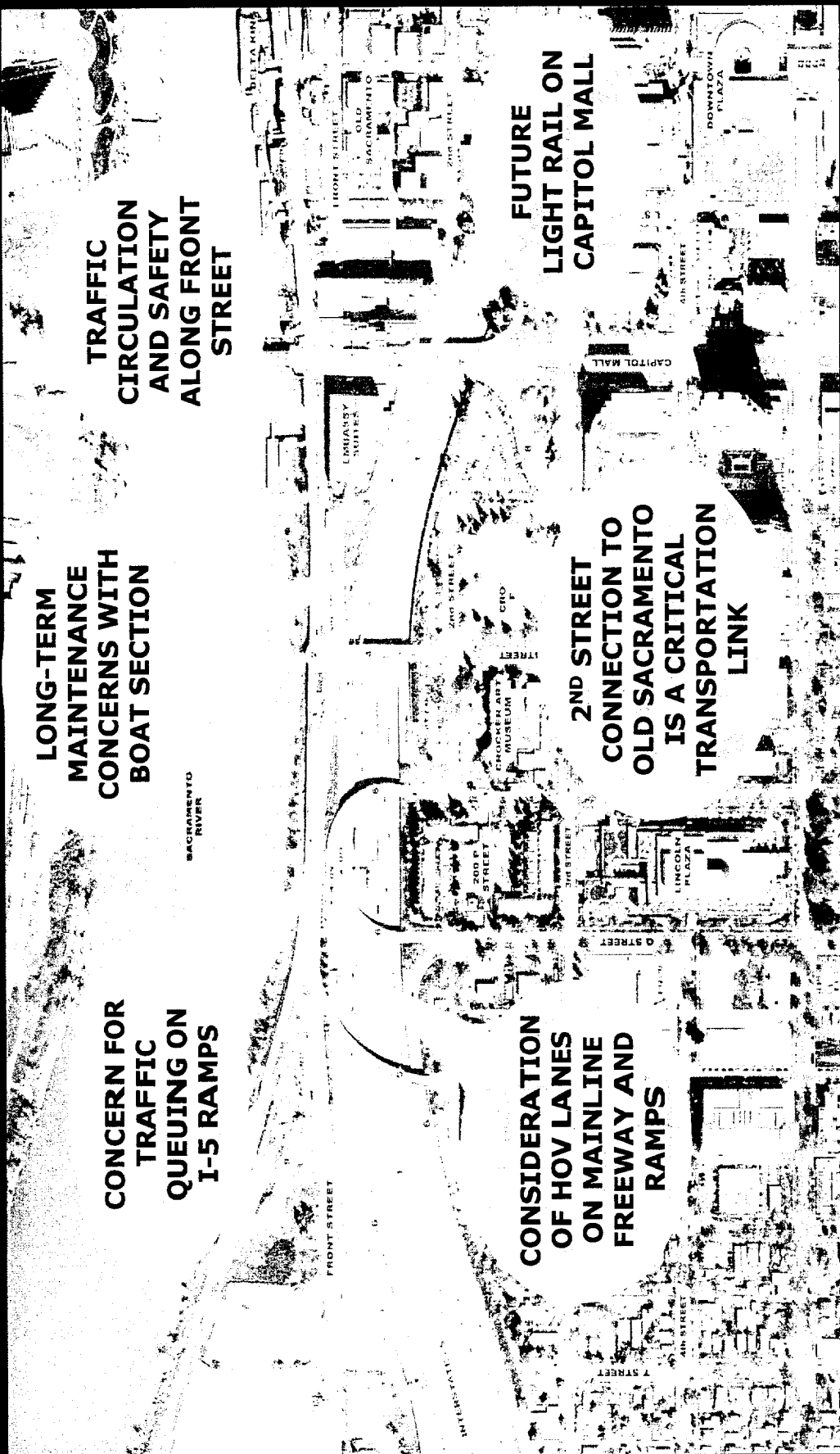
# Project Refinement Process



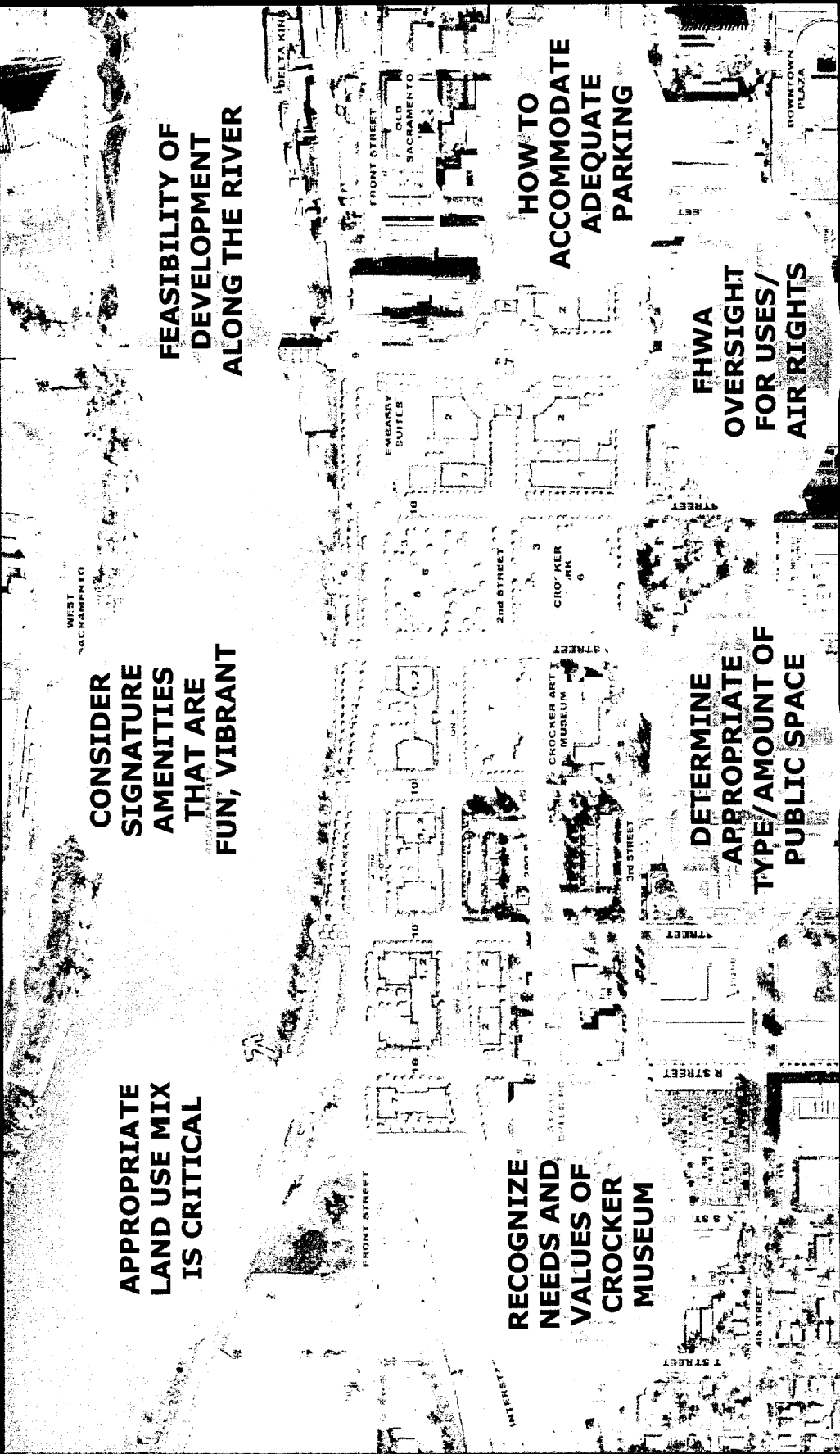
# Key Issues

## Transportation

## Land use



# Key Issues – Transportation



**APPROPRIATE  
LAND USE MIX  
IS CRITICAL**

**CONSIDER  
SIGNATURE  
AMENITIES  
THAT ARE  
FUN, VIBRANT**

**FEASIBILITY OF  
DEVELOPMENT  
ALONG THE RIVER**

**RECOGNIZE  
NEEDS AND  
VALUES OF  
CROCKER  
MUSEUM**

**HOW TO  
ACCOMMODATE  
ADEQUATE  
PARKING**

**DETERMINE  
APPROPRIATE  
TYPE/AMOUNT OF  
PUBLIC SPACE**

**FHWA  
OVERSIGHT  
FOR USES/  
AIR RIGHTS**

# Key Issues - Land Use

# Strategies for Success

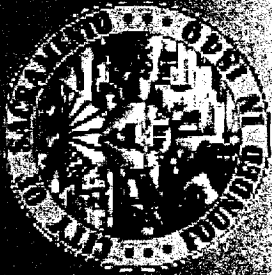
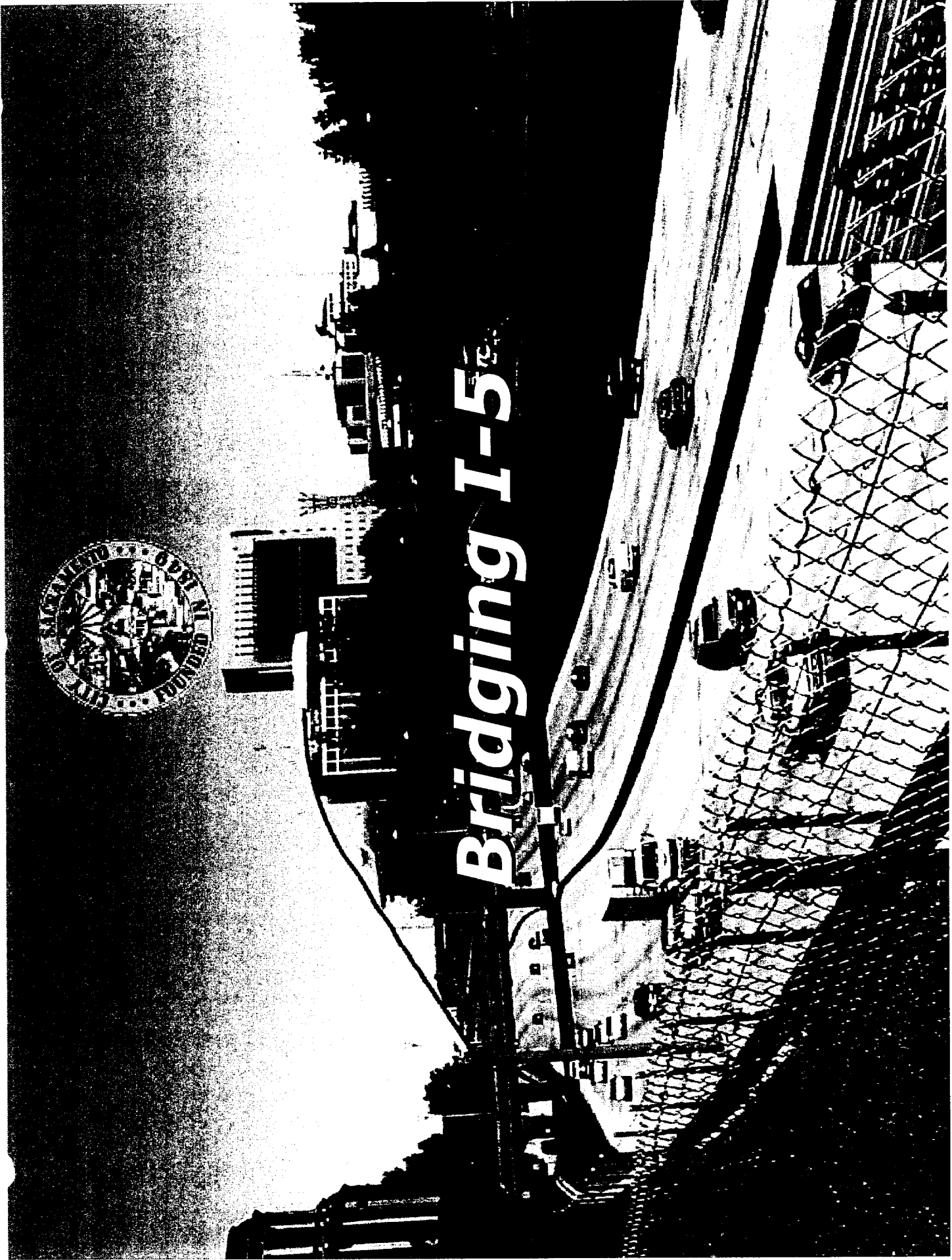
- Tie-in to freeway improvements equals more federal/state funding
- Creating connections to community assets increases economic benefits
- Organized local community support is key to long-term success
- Federal/state/local champions working in concert for funding

# Next Steps

- Prepare Caltrans Project Study Report (PSR)
- Refine land use/concepts
- Conduct economic studies and determine air rights
- Develop funding strategy
- City Council updates/public outreach

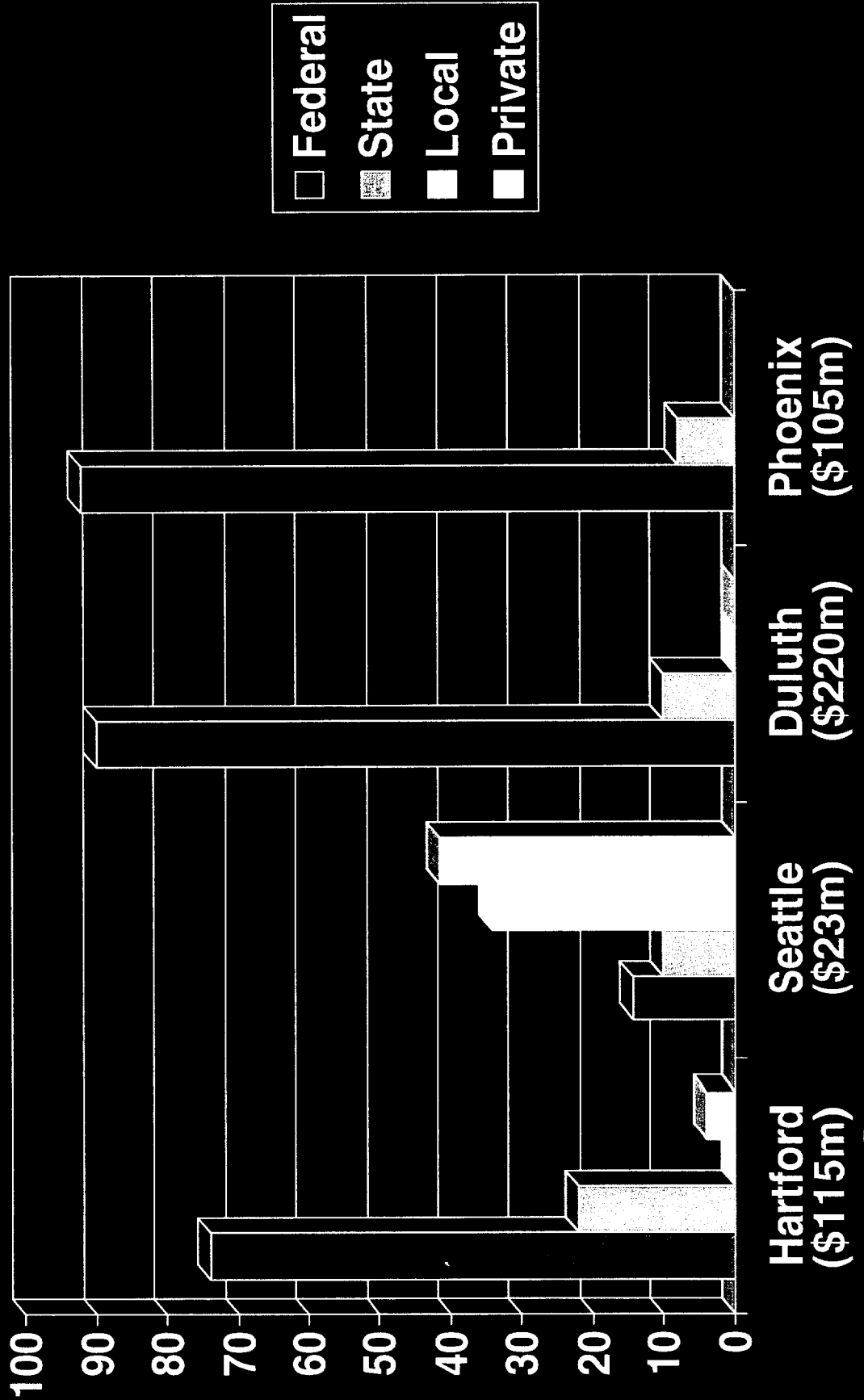
# Recommendation

- Conclude initial visioning phase of public outreach
- Direct staff to continue with Technical Studies
- Direct staff to report back regularly on status and policy implications



# Bridging I-5

# Percentage of Funding Mix



# Percentage of Funding Mix

Bridging Location	Type of Construction	Federal	State	Local	Private
Hartford, CT I-91/I-84 Interchange Riverfront Plaza	Existing Interchange	74% (62% FHWA & 12 % HUD)	22%	0%	4%
Seattle, WA I-5 Downtown	Existing depressed freeway	14.2% FHWA, CDBG, HUD	10.1%	34.2% Bonds	41.5%
Duluth, MN I-35 Downtown	New freeway extension	90% Fuel tax	10%	0%	0%
Phoenix, AZ I-10 Papago Freeway Downtown	New freeway construction	92% FHWA	8%	0%	0%

# Economic Value of Bridging Projects



## Duluth, Minnesota

- \$5 billion in new investment
  - Two new hotels
  - New retail shops
  - Adaptive re-use of old warehouses as new shops and housing
- New tourist economy:  
4-5 million new visitors

# Economic Value of Bridging Projects

## Hartford, Connecticut

- \$1 billion in new construction along banks of Connecticut River
  - New housing
  - New retail shops
  - Convention Center
  - Entertainment Complex







**Bridging I-5** **Minimum Concept B-1**

**LEGEND**

- 1. Bridge
- 2. Approach
- 3. Interchange
- 4. Roadway
- 5. Right-of-Way
- 6. Existing Infrastructure

**CONSTRUCTION PHASES - 10 YEAR PLAN**

1. Bridge
2. Approach
3. Interchange
4. Roadway
5. Right-of-Way
6. Existing Infrastructure

**KEY FEATURES AND NOTES**

- 1. Bridge
- 2. Approach
- 3. Interchange
- 4. Roadway
- 5. Right-of-Way
- 6. Existing Infrastructure

**Bridging I-5** **Minimum Team Concept**

**LEGEND**

- 1. Bridge
- 2. Approach
- 3. Interchange
- 4. Roadway
- 5. Right-of-Way
- 6. Existing Infrastructure

**CONSTRUCTION PHASES - 10 YEAR PLAN**

1. Bridge
2. Approach
3. Interchange
4. Roadway
5. Right-of-Way
6. Existing Infrastructure

**KEY FEATURES AND NOTES**

- 1. Bridge
- 2. Approach
- 3. Interchange
- 4. Roadway
- 5. Right-of-Way
- 6. Existing Infrastructure

**Bridging I-5** **Minimum Concept C-1**

**LEGEND**

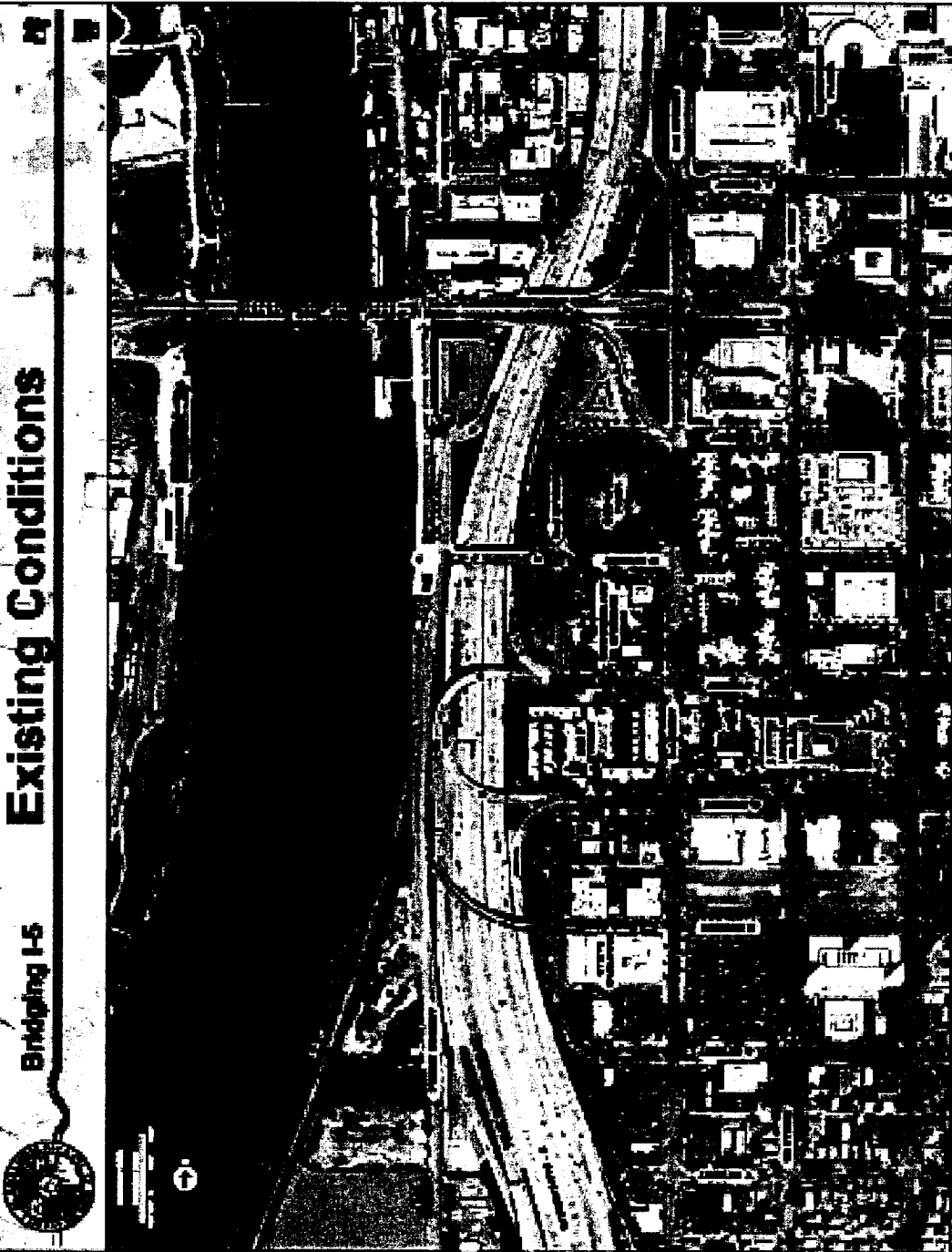
- 1. Bridge
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**CONSTRUCTION PHASES - 10 YEAR PLAN**

1. Bridge
2. Approach
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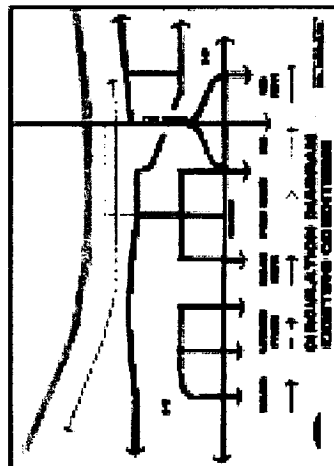
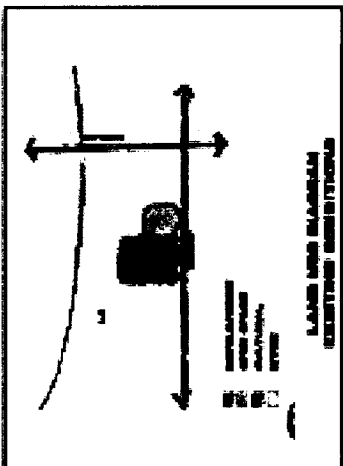
**KEY FEATURES AND NOTES**

- 1. Bridge
- 2. Approach
- 3. Interchange
- 4. Roadway
- 5. Right-of-Way
- 6. Existing Infrastructure



# Existing Conditions

Bridging I-5



1. All dimensions are in feet unless otherwise noted.
  2. All dimensions are to the centerline of the roadway.
  3. All dimensions are to the centerline of the roadway.
  4. All dimensions are to the centerline of the roadway.
  5. All dimensions are to the centerline of the roadway.
  6. All dimensions are to the centerline of the roadway.
  7. All dimensions are to the centerline of the roadway.
  8. All dimensions are to the centerline of the roadway.
- KEY FEATURES**  
 EXISTING ROADWAY CENTERLINE

**RESOLUTION NO. \_\_\_\_**

ADOPTED BY THE SACRAMENTO CITY COUNCIL

ON THE DATE OF \_\_\_\_\_

**A RESOLUTION DIRECTING STAFF TO CONTINUE  
WITH TECHNICAL ANALYSIS OF PRELIMINARY COMMUNITY  
CONCEPTS FOR BRIDGING I-5**

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

**Section 1.** Staff is directed to continue with technical analysis of the six preliminary community concepts as presented and report back on status and policy implication of technical findings.

APPROVED:

\_\_\_\_\_  
Mayor

ATTEST:

\_\_\_\_\_  
City Clerk

\_\_\_\_\_  
**FOR CITY CLERK USE ONLY**

RESOLUTION NO.: \_\_\_\_\_

DATE ADOPTED: \_\_\_\_\_

40.