



CITY OF SACRAMENTO

48

CITY PLANNING DEPARTMENT

725 "J" STREET

SACRAMENTO, CALIF. 95814
TELEPHONE (916) 449-5604

MARTY VAN DUYN
PLANNING DIRECTOR

July 23, 1980

City Council
Sacramento, California

Honorable Members in Session:

SUBJECT: Proposed Sacramento County Main Jail Draft Environmental
Impact Report (M-482)

SUMMARY

The Planning Commission has requested that the staff report on the proposed Sacramento County Main Jail Draft Environmental Impact Report be transmitted to the City Council as an informational item. The Commission, on July 17, 1980, found the Draft EIR generally adequate and approved the staff report.

BACKGROUND INFORMATION

Sacramento County has prepared a Draft EIR to evaluate sites for a new Sacramento County Main Jail facility. The document analyzes the impacts of constructing a new Main Jail for two sites in the County and four sites downtown. The new structure will either entirely replace or serve as an extension of the existing facility. The existing jail has 469 beds and accommodated an average of 550 inmates per day in 1979. The inmate projection for 1980 is 624 per day and 1,081 per day in the year 2000. The County has not specified the size of the new main jail since it has a variety of development options. These options include constructing a new jail facility and demolishing the existing facility or constructing a new jail and operate the existing jail, or any combination of those alternatives. The new jail's size will be dependent upon the amount of funds available for construction and operation.

The recommended location for the new jail is downtown Site A, the block bounded by 6th, 7th, H and I Streets. Various City departments have reviewed and commented on the subject Draft EIR. A summary of the comments follow:

1. The jail design should be oriented away from the nearby elderly housing units (Planning).

FILED
By the City Clerk
Office of the City Clerk

JUL 29 1980

2. The jail design should not impact the three existing structures on the block which are potentially eligible for listings in the National Register (Preservation Director).
3. Clarify the possible future impacts on the City's Hall of Justice building (Police).
4. Address further parking displacement impacts and mitigation measures in the final environmental impact report (Traffic: Engineering).
5. Limiting the height of the new jail to 150 feet (maximum reach of the Firebird) for safety and fire protection reasons (Fire).

The Planning Commission concurs with the comments and with the selection of Site A as the best site for the new jail. However, it should be noted that the City, as a commenting agency, reviews the draft EIR only to determine the adequacy of the document in accordance with CEQA requirements. The response date for comments was July 21, 1980; therefore, the staff report and accompanying comments have been transmitted to the Sacramento County Environmental Impact Section. The Planning Department's staff report and other City Department's comments are attached for the Council's information.

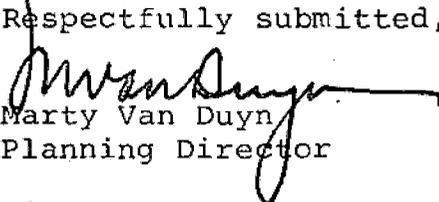
VOTE OF COMMISSION

The Commission approved the attached staff report by a vote of six ayes and three absent.

RECOMMENDATION

This matter is submitted to the Council for its information and specific action is not necessary unless the Council desires to transmit additional comments on this matter.

Respectfully submitted,


Marty Van Duyn
Planning Director

FOR CITY COUNCIL INFORMATION
WALTER J. SLIPE
CITY MANAGER

MVD:JH:bw
Attachments
M-482

July 29, 1980
District No. 1

SACRAMENTO CITY PLANNING COMMISSION

MEETING DATE 7-17-80
 ITEM NO. 1 FILE NO. P-
 M- 245
 M- 482

- GENERAL PLAN AMENDMENT
- COMMUNITY PLAN AMENDMENT
- REZONING
- SPECIAL PERMIT
- VARIANCE
- TENTATIVE MAP
- SUBDIVISION MODIFICATION
- EIR DETERMINATION
- OTHER _____

Recommendation:

- Favorable
- Unfavorable
- Petition
- Correspondence

LOCATION: County Main Jail

PROPOSERS		
NAME	ADDRESS	
<u>Fulton Bullock</u>	<u>CITY TRAFFIC Engineering</u>	

OPPONENTS		
NAME	ADDRESS	

MOTION NO. 1

MOTION:

	YES	NO	MOTION	2ND
Augusta				
Flores				
Goodin				
✓ Hunter	✓			
✓ Larson	✓			✓
✓ Muraki	✓			
✓ Simpson	✓			
✓ Silva	✓		✓	
✓ Fong	✓			

- TO APPROVE
- TO DENY
- TO APPROVE SUBJECT TO COND. & BASED ON FINDINGS OF FACT IN STAFF REPORT
- INTENT TO APPROVE SUBJ. TO COND. & BASED ON FINDINGS OF FACT DUE _____
- TO RECOMMEND APPROVAL _____ & FORWARD TO CITY COUNCIL
- TO REPLY NEGATIVE DECLARATION
- TO CONTINUE TO _____ MEETING
- OTHER Recommend approval of EIR
staff report.

- EXHIBITS:
- A. Site Plan
 - B. Floor Plan
 - C. Elevation
 - D. Landscaping

City Planning Commission
Sacramento, California

Members in Session:

Subject: Review of the Draft Environmental Impact Report for the
Proposed Sacramento County Main Jail (M-482)

SUMMARY

The Sacramento County has prepared a Draft EIR to evaluate sites for a new Sacramento County Main Jail facility. Because the County is not subject to local planning and zoning laws, the City is acting only as a commenting agency pursuant to CEQA. Staff finds the draft EIR generally adequate and recommends that the report be transmitted to the County of Sacramento and to the City Council for their information.

BACKGROUND INFORMATION

The draft EIR analyzed the impacts of constructing a new Main Jail for two sites in the County and four downtown sites. The existing facility has been deemed generally inadequate. The new structure will either entirely replace or serve as an extension of the existing facility, depending upon the amount of funds available for construction. Sites in the County are being considered.

The present Main Jail, located at 620 H Street, consists of two distinct but connected structures. One of the buildings, erected in 1906, is described in past studies as too antiquated to make renovation practical. The second building, built in 1956, is described as poorly designed for inmate flow and supervision. The building would require major remodeling in order to implement current standards for correctional housing and services. Existing conditions at the County Jail have been the subject of study by Sacramento County Grand Juries and the California Department of Corrections. Both studies find serious overcrowding and substandard facilities and services. The Department of Correction urges that the existing facility be "razed and replaced as quickly as possible." The 1978-79 Grand Jury recommendation is that "an effort be made to obtain both state and federal funds, either on a grant, loan, or matching basis for local jail construction."

The two most important factors used by the County to analyze sites are the operational characteristics of the jail and transportation requirements as affected by location. This analysis led to the conclusion that sites out in the County would be less economically feasible than a downtown location. All the downtown sites considered meet general criteria involving proximity to courts, City and County law enforcement, and good transit access. Recognizing the potential historical resources, all the downtown sites have been the subject of independent professional analysis of potential for existence of historic resources.

The architectural detail for the proposed structure, i.e. bulk and height, have not yet been determined. This factor is contingent on the amount of funds available. A summary of the impacts and mitigation from the draft EIR is provided as Exhibit A.

The following is a brief description of environmental and operational effects of each site as addressed in the Draft EIR:

Bradshaw Site - Exhibit B

This site is a 133 acre vacant/farmland parcel owned by the County located on the east side of Bradshaw Road due east of the County Branch Center south of Old Placerville Road. The site is approximately 14 miles from downtown. Locating the jail at this site could cause negative social/psychological effects upon nearby residential neighborhoods. Operational considerations include increased travel requirements (to courthouse), staff time, energy costs, and limited public transit for visitors. Operational costs will increase in magnitude if funding does not permit replacement of the existing facility. In addition, there are safety and noise problems associated with this site because of the close proximity of Mather Air Force Base.

Rio Cosumnes Correctional Center (RCCC) - Exhibit C

This County-owned 144 acre site is located at the southwest corner of Lambert and Bruceville Roads in the southwest area of the County. RCCC is a County-operated detention facility for sentenced men, and women. Because the site is County-owned and the site is currently used for correctional facilities, it has been given consideration as a potential Main Jail site. Use of this site may conflict with the Franklin Field Master Plan. (Franklin Field is a County-owned General Aviation facility immediately to the west of RCCC.) The Master Plan calls for an expansion of the field to include on-site general aviation facilities which would increase its use and present safety problems. Operational impacts would be similar to the Bradshaw site, however, travel costs, staff time, energy costs would be even greater due to the greater distance (24 miles) from downtown. No public transportation serves the area.

Downtown Site A - Exhibit D

Block bounded by 6th, 7th, H and I Streets (recommended site). This block is the site of the present Main Jail. The entire block is owned by the County, with the exception of one parcel which contains the Hall of Justice (City Police building). The southern half of the block which would be the construction site, is currently a parking lot with 148 spaces occupied by County employees.

This site is historically significant because it was the site of three Court Houses, the Hall of Records, the State Capitol, the County Jail and City Hall of Justice. The site may also retain the archaeological resources because it was swept by fire in 1854 and inundated by flood in January 1862.

Land uses in the immediate proximity are almost entirely public. The most sensitive receptor in the vicinity is the elderly housing units on the upper floors of the Redevelopment Agency building which is immediately across I Street to the south. Other potential impacts are displacement of parking for County employees and damage to subsurface historic resources eligible for National Register of Historic Places.

The site's attributes include its close proximity to the existing jail, allowing for easy expansion access, close distance to the courthouse and centralized location for good transit service.

Downtown Site B - Block bounded by 8th,9th, F & G Streets.

This block is immediately north of the County Courthouse and is entirely vacant. Private development plans for high rise offices for this site have been approved by the City; however, the Board of Supervisors has approved negotiations for acquiring this site to use as surface parking as an interim use. The site offers potentially easy access to the courthouse by means of a secured pedestrian overcrossing or an underground tunnel.

Land use in the vicinity is mixed, including residential uses, private offices, numerous county offices and the County Courthouse to the south. The block is located within the Alkali Redevelopment Area. The EIR indicates that a strong negative response from the neighborhood and City government can be expected if detention facilities are proposed for this site. Construction of the Main Jail on this site may impose negative physical and psychological impacts on Alkali residents. This site may also contain cultural resources of historical and archaeological interest.

Downtown Site C - Block bounded by 7th,8th, F & G Streets

This block contains the Sheriff's Administration Building which is located on the corner of 7th and G Streets. The entire block is in County ownership with the exception of a 120-foot by 160-foot parcel which contains the Spink Corporation Headquarters building. The remainder of the block is used for parking of the Sheriff's vehicle fleet (124 spaces) and County employee parking (54 spaces). Land use in the immediate proximity of this site consists of parking structure to the south, Southern Pacific property now leased for County employee parking to the west, mixed residential uses to the north and northeast, and a vacant block proposed for residential development (Site B) due east. The blocks to the north and northeast are within the Alkali Flat Redevelopment Area. The EIR points out that a negative social response may be expected for a detention facility proposed in such close proximity to residential use. This site also presents a land area constraint imposed by the three existing structures. Development on this site would require demolition of structures or a complicated building design. Development of this site would also displace parking spaces.

Downtown Site D - Block bounded by extension of 6th, 7th, H Streets and the alley between 6th & 7th Streets.

This property is owned by the Southern Pacific Transportation Company and is currently leased to the County for use as a 242 space employee parking lot. The southern portions of the site, fronting on H Street, contains the City Police Annex. Other surrounding land uses include the Sheriff's Administration Building, County parking garage, City Police vehicle service center, and Southern Pacific yards. Construction of the Main Jail on this site would be contingent upon acquisition of the land from Southern Pacific. There are current development plans for the Southern Pacific property which centers around a proposal to convert the existing terminal building into a multi-modal transportation facility. The EIR states that the Redevelopment Agency indicates that under this plan, public development of the terminal building and related facilities would occur, while Southern Pacific or others would privately develop the other areas on the development plan. Another plan has proposed the construction of a new Criminal Courts building on Site D. Therefore, the EIR has determined that the development of the Main Jail on Site D conflicts with prior development plans for the area.

The City Planning Department finds the Draft EIR for the proposed Sacramento County Main Jail generally adequate. City staff from the various departments reviewing the document has the following comments:

Planning Department

1. Site A seems to be the most feasible for the development of the Main Jail.
2. If Site A is selected then the building design should be sensitive to the nearby elderly housing units and be oriented away from the residents with much visual screening as possible.
3. The paragraph on page 31 which discusses the Central City Plan should be updated to read that the plan was officially adopted by the City Council on July 4, 1980.
4. Staff has learned that future expansion plans on the recommended Site A, if to exceed design population for the year 2000, may require the demolition of the Hall of Justice. However, County staff indicates that any expansion is unlikely due to limited funds. In addition, due to the historical significance of the Hall of Justice, the building will most likely be retained. Staff feels that these possible expansion plans should have been addressed and explained in the drafted EIR.
5. The Preservation Director indicates that the new jail design plans on Site A should be carried out so that future infringement is minimal on the three existing structures on the block which are potentially eligible for listing in the National Register of Historic Places or the City's Official Register. These buildings are 813-6th Street (1916), 620 H Street (rear, 1906), and 814- 7th Street (1939).

Police Department - Exhibit E

See attached letter for comments from the Police Department.

Fire Department - Exhibit F

See attached letter for comments from the Fire Department.

Traffic Engineering

Comments from Traffic Engineering will be distributed and addressed at the Commission meeting. (Comments attached - Exhibit G)

RECOMMENDATION

Staff recommends that the Planning Commission approve this report, along with any additional comments the Commission wishes to make. Approved comments will be forwarded to the County of Sacramento and also to the City Council as informational item.

Respectfully submitted,

Art Gee

Art Gee
Principal Planner

AG:JH:bw

Attachments

The potentially significant effects of the project depending upon the location chosen are as follows:

BRADSHAW SITE:

<u>Impact</u>	<u>Mitigation</u>
Social/psychological effects upon residential neighborhood.	Locate in most southerly area of site (Note: conflicts with U.S. Air Force Policy).
Substantial increase in travel requirements, energy costs, staffing for affected agencies, limited public transit for visitors, costs much greater in magnitude if funding does not permit replacing existing facility.	Some high occupancy vehicle transport may be possible, but difficult to absorb high % of trips.

RCCC SITE (Next to Franklin Field)

<u>Impacts</u>	<u>Mitigation</u>
Substantial increase in travel, energy costs, staffing for affected agencies, no public transit available for visitors. Costs much greater if funding does not permit replacing existing facility.	Some high occupancy vehicle transport may be possible, but difficult to absorb high % of trips.
Conflict with Franklin Field Master Plan.	Insufficient land area to mitigate.

DOWNTOWN SITE A (Block bound by 6th, 7th, H & I Sts.)

Potential damage to sub-surface historic resources eligible for National Register of Historic Places (needs confirmation by Archeological testing) and may effect historic structures.	Incorporate measures suggested by the State Historic Preservation Officer (SHPO).
Displaces parking where limited shortfall exists and additional losses to new development are expected, contributing to A.M. peak hour congestion.	Pursue options for replacement parking subject to policies eventually adopted from City-County Parking Management Study.

DOWNTOWN SITE B (Block bound by 8th, 9th, F & G Sts.)

Impact

Potential damage to subsurface historic resources eligible for National Register of Historic Places (needs confirmation by archeological testing).

Social/psychological effects upon residential neighborhood (Alkali Flat)

Potential for increased long term costs if limited funding requires operating two physical plants to house inmate population.

Requires acquisition of private property.

Mitigation

Incorporate measures suggested by the SHPO.

Incorporate design considerations which minimize visual and physical intrusion to north (extent of mitigation highly subjective).

DOWNTOWN SITE C (Block Bound by 7th, 8th, F & G Sts.)

Displaces parking where limited shortfall exists and additional losses to new development are expected, contributing to A.M. peak hour congestion.

Pursue options for replacement parking, subject to policies eventually adopted from City-County Parking Management Study.

Impact

Social/psychological effects upon residential neighborhood (Alkali Flat), though limited because of present conversion to non-residential uses to the north.

Potential for increased long term costs if limited funding requires operating two physical plants to house inmate population.

DOWNTOWN SITE D (Block bound by 7th & H Sts. S.P. Prop.)

Potential damage to subsurface historic resources eligible for National Register of Historic Places (needs confirmation by Archeological testing).

Displaces parking where limited shortfall exists and additional losses are expected, (may occur from private development of this site in any case) contributing to A.M. peak hour congestion.

Potential for increased long term costs if limited funding requires operating two physical plants to house inmate population.

Requires acquisition of private property.

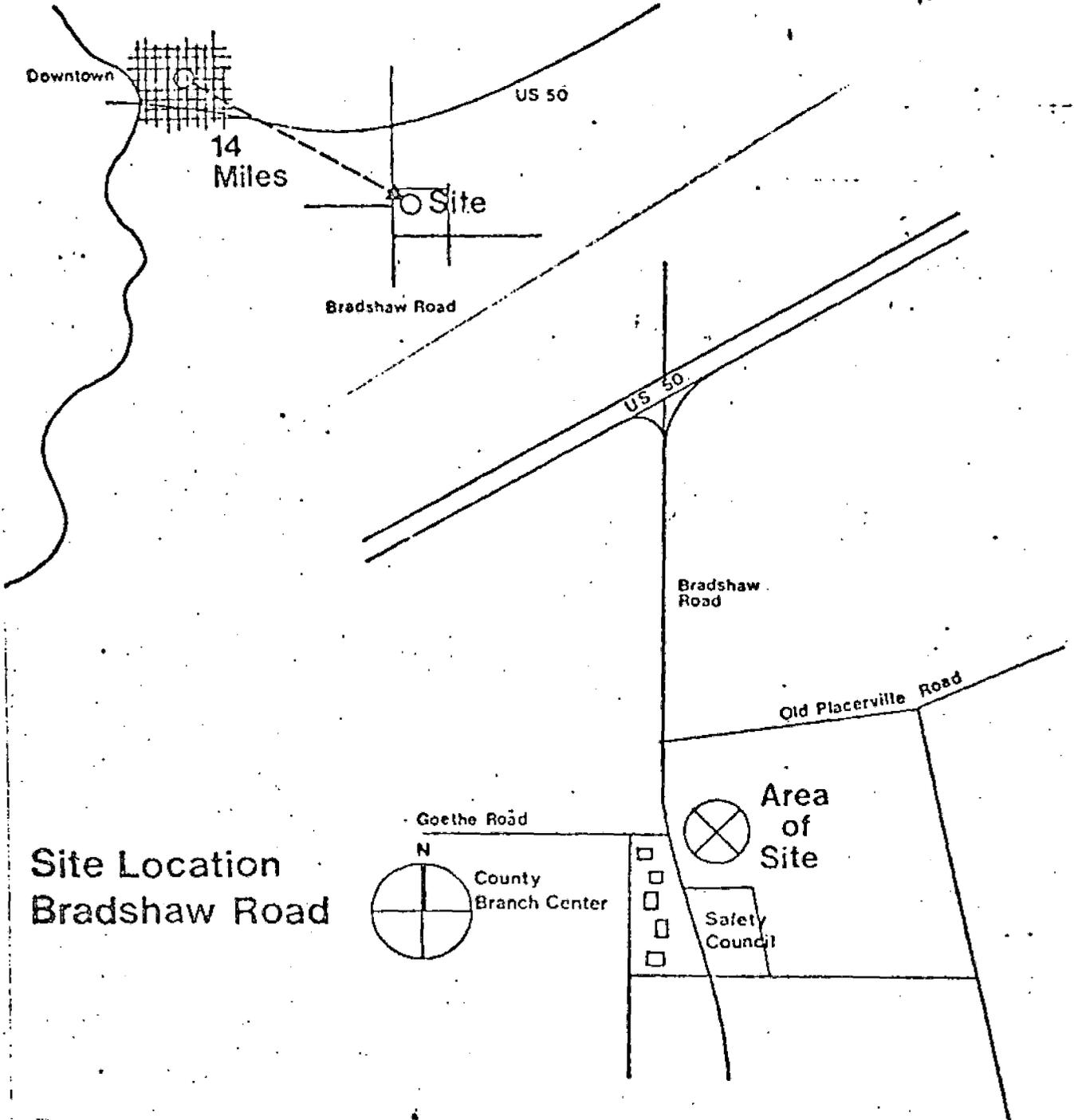
Mitigation

Incorporate design considerations which minimize visual and physical intrusion to north (extent of mitigation highly subjective).

Incorporate measures suggested by the SHPO.

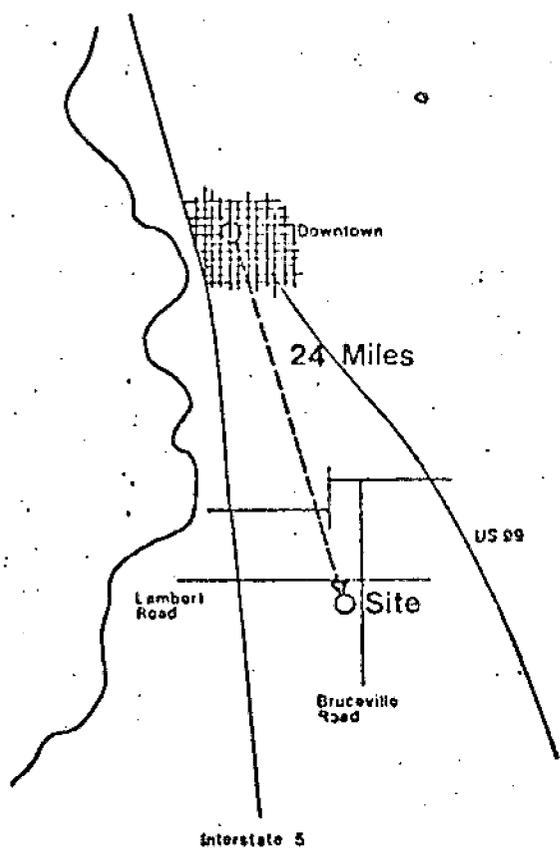
Pursue options for parking subject to policies eventually adopted from City-County Parking Management Study.

PLATE "B"



Site Location
Bradshaw Road

PLATE "C"



Site Location
Rio Cosumnes Correctional Center

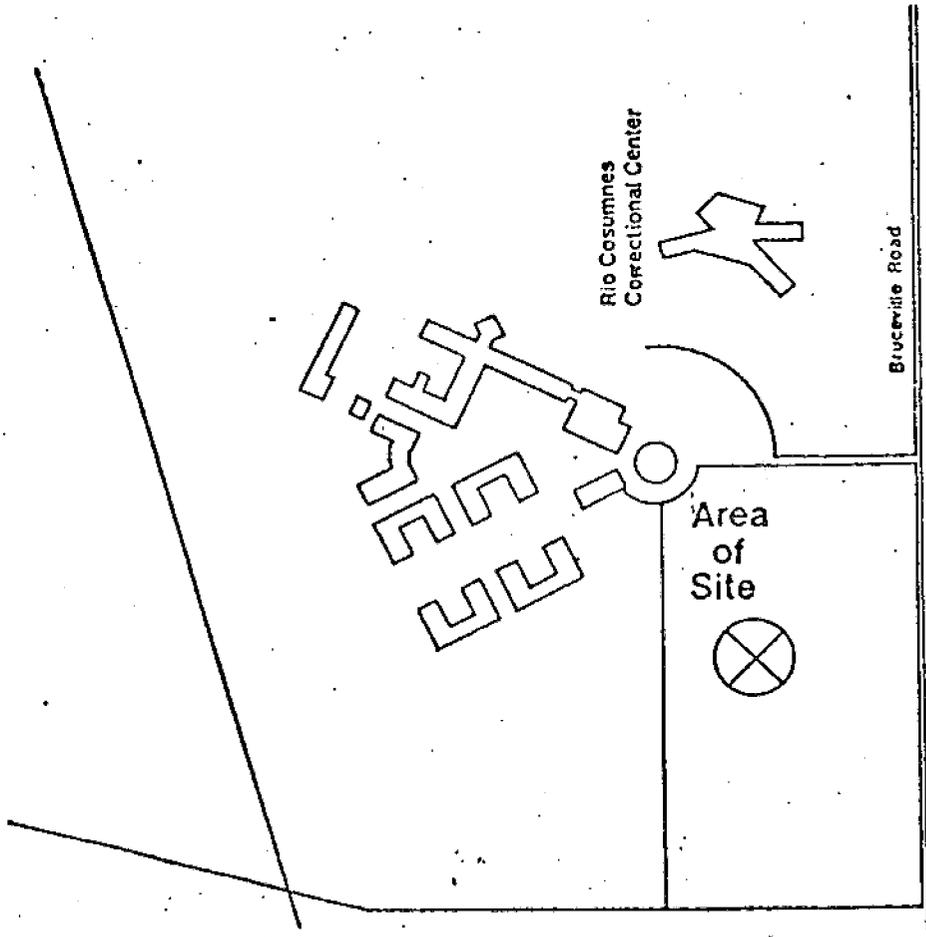
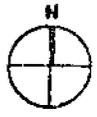
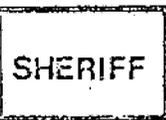
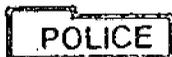
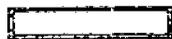


PLATE "D"
ALTERNATE DOWNTOWN SITES

S.P. SITE (D)



(C)

OFFICE BLDG.
SITE

(B)

G STREET

PARKING

COURTHOUSE

H STREET

CITY
BLDG.

JAIL

COUNTY
PARKING

(A)

COUNTY
ADMISTRATION

6TH STREET

7TH STREET

8TH STREET

9TH STREET

I STREET

DOWNTOWN AREA



TRAFFIC ENGINEERING DIVISION

1023 J STREET - SUITE 202

SACRAMENTO, CALIF. 95814

TELEPHONES (916)

TRAFFIC ENGINEERING 449-5307

OFF-STREET PARKING 449-5354

ON-STREET PARKING 449-5644

July 18, 1980

Alcides Freitas, Environmental Coordinator
Sacramento County Environmental Impact Section
827 - 7th Street, Room 101
Sacramento, CA 95814

SUBJECT: Draft EIR, Proposed Sacramento County Main Jail

Dear Mr. Freitas:

In response to your request for our review of the draft EIR for the proposed Sacramento County Main Jail, we appreciate the opportunity to submit the following comments regarding this project.

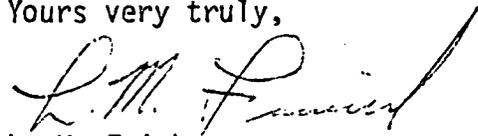
1. Under Mitigation Measures, (reference, pages 25-27), the problem of eliminating both on-street and off-street parking should be addressed. An analysis should be included concerning the impact on the City, particularly the core area, if one-for-one replacement parking of existing spaces is not provided for as a result of the development of this project on one of the proposed downtown sites.
2. Under Socio-Physical Development - Parking, page 32, it is suggested that the consultant's Final Report also address the displacement of on and off-street parking, how such displacements may be mitigated, what likely revenues may be lost to the City from the removal of metered on-street spaces, and what on-street parking regulations (i.e., time limits) may be recommended for the project for each of the four alternative downtown sites.
3. In addition, it is suggested that the report include a discussion of how the project relates to Regional Transit's recently completed Final Short Range Service Plan regarding all alternatives described in the draft EIR. It may also be well to include a similar discussion of how the project relates to the current Regional Transit General Plan, to which this latest plan is an amendment. Both plans should be included in the Bibliography.

4. Finally, it is recommended that the project EIR also address the possible effect of future changes in traffic circulation on each of the four proposed downtown sites (Reference the Central City Community Plan, adopted May 15, 1980, by the Sacramento City Council, which provides for several changes of major one-way streets to two-way local operations).

The County should assure that during construction, through traffic is maintained on all adjacent City streets with as little disruption on circulation as possible.

If you have any questions regarding these matters, please do not hesitate to call this office, telephone number 449-5307.

Yours very truly,



L. M. Frink
Traffic Engineer

LMF/FB/vmp

cc: Mel Johnson, Engineering
Cliff Carstens, Planning