



# CITY OF SACRAMENTO

## DEPARTMENT OF PLANNING AND DEVELOPMENT


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October 8, 1987

### MEMORANDUM

TO: City Planning Commissioners  
FROM: Michael Lake   
SUBJECT: **AGENDA REPORTS FOR OCTOBER 15TH MEETING**

Preparation of the Social Services Distribution Study report is being delayed by temporary computer tabulation problems.

Every attempt will be made to deliver this report to you as soon as possible.

ML:jr



**SACRAMENTO  
HOUSING AND REDEVELOPMENT  
AGENCY**



October 6, 1987

City Planning Commission  
Sacramento, California

Honorable Members in Session

SUBJECT: Draft Master Plan for Docks Area Development

SUMMARY

This report regards the Draft Master Plan for the Docks Area Development, which is the area bounded by the Sacramento River on the west, Tower Bridge on the north, Interstate 80 on the south, and Interstate 5 on the east.

The Project will involve the construction of a mixed use development, including commercial, marina, cultural, and public facilities. Private commercial uses will include a 300-room luxury waterfront hotel, a 10,000 square foot restaurant and 6,000 square feet of maritime-oriented specialty retail space. Cultural facilities included in the project would include Phase II and III of the State Railroad Museum and the Towe Ford Automobile Museum. Public amenities will include parks, plaza, utilities, streets, bike paths and promenades, 80-berth transient boat marina, and a commercial tour boat terminal.

The project would involve a total of approximately \$30,000,000 in construction costs for private improvements. Public improvements would total approximately \$15,000,000, including a parking garage. It is anticipated to take up to five years for the completion of the project due to the sequencing of the project phases and financing of the public improvements.

The Draft Master Plan is attached as Exhibit I for your information, and includes the master land use plan map; identification and costs of public improvements; financing of public improvements; implementation plan; etc.

# SACRAMENTO HOUSING AND REDEVELOPMENT AGENCY

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Also attached are the following documents:

1. Summary of Development Agreement with State for MORT (Exhibit II);
2. Summary of Lease Agreement with State for MORT (Exhibit III); and
3. Summary of Master Lease Agreement between City and State Lands for Docks Area (Exhibit IV).

An issue that remains to be resolved regards the relationship of the proposed Light Rail Transit (LRT) alignment through the southern portion of the Docks Area and the proposed State Museum of Railroad Technology (MORT) site. This issue is further described in Exhibit V. The Sacramento Area Council of Governments (SACOG) will conduct a focused study on alternatives of routing LRT down Front Street and/or through the PG&E property, instead of through the designated MORT site. This is to be prepared by DKS Consultants, the same firm that prepared the original LRT Extension Study.

## RECOMMENDATION

This report is for review and comment by the Commission on the Draft Master Plan for Docks Area Development and no other specific action is necessary.

Respectfully submitted,

*William H. Edgar*

WILLIAM H. EDGAR  
Executive Director

WHE/AJP:cmc

Contact Person: Andrew J. Plescia  
440-1333

2305J

EXHIBIT I

DRAFT MASTER PLAN

FOR

THE DOCKS AREA

1. Purpose of Master Plan

The purpose of the Docks Master Plan is to set forth the major land use, development and financial policies related to the revitalization of the Docks Area. The Master Plan indicates the financial arrangements of the private and public sector needed to implement the Plan, the development phasing and responsibilities of all parties.

2. Legal Description of Docks Project Area

See Appendix A for Project Boundary Map and Legal Description.

3. Master Plan Map for the Docks Area

Attached as Appendix B is the Master Plan Map, related sketches and conceptual hotel plans for the Docks Area.

a. Uses and Scope of Private and Public Development:

The specific land uses and private development to be included in the Docks Area are:

1. Hotel: A hotel complex of approximately 250 to 300 rooms of a quality substantially equal to the Park Suite Hotel or Embassy Suites franchise to be located as shown on the Master Plan on a triangular parcel of land at Capitol Mall, Front Street and Interstate 5. The number of parking spaces shall be in conformance with the City of Sacramento code requirements and may be provided to the hotel as part of a larger parking facility to be developed on the site.
2. Restaurant: Freestanding restaurant uses of approximately 8,000 to 10,000 square feet located as shown on the Master Plan Map. Parking shall be in conformance with the City of Sacramento code requirements.
3. Visitors Serving Area (P.G. & E. land subject to toxic study conclusions and recommendations): This area will be used for a variety of visitor serving activities such as parking for the Towe Ford and MORT museums, potential light rail and excursion train stops, restaurant, visitor center for MORT and use of restored historic P.G. & E. buildings for cultural and art space.

4. Museum of Railroad Technology (MORT): The Museum of Railroad Technology consists of three museum functions, i.e., reference collection of about 60 locomotives and cars from 1862 to the present, a restoration program which will also serve the steam trains and a exhibit area which will interpret significant engineering concepts of railroading in California and the West.

5. Commercial/Office:

6. Museum:

b. **Uses and Scope of Public Improvements**

The specific public improvements to be included in the Docks Area as indicated on the Master Plan Map are:

1. Tour boat terminal and associated waterfront Marina oriented uses. Dock for transient boaters, (short term users only) No permanent berthing.
2. Public Plaza
3. Fishing Pods
4. Riverwalks and Promenades, Bicycle and Pedestrian Paths
5. Infrastructure including Reinforcement of the Sea Wall
6. Excursion Train and Light Rail
7. Public Parking

4. Estimated Cost of Public Improvements

a. **Phasing:**

Due to funding limitations and an agreement with the State Department of Parks and Recreation the public improvements have been divided into three phases. (See Appendix C.)

1. Phase I (Tower Bridge to Q Street extended)

This area will be the responsibility of Sacramento Housing and Redevelopment (SHRA) and including the public parking facility, marina, and tourboat terminal.

2. Phase II (Q Street extended to P.G. & E. land)

This area, adjacent to MORT will be the responsibility of the State of California. The State will utilize the plans and specifications prepared by SHRA to ensure compatible and coordinated improvements.

3. Phase III (Adjacent to P.G. & E. property and Pioneer Reservoir)

The State and SHRA will probably share joint responsibility of the waterfront public improvements on P.G. & E. land depending on MORT's utilization of the parcel. Phase III will also utilize plans and specifications prepared by SHRA; however, construction will depend on the availability of future funds.

b. Cost Estimates:

Appendix D contains detailed cost estimates by phase prepared by Lee Saylor, Inc.

(In Millions)		<u>A &amp; E (8%)</u>	<u>Total</u>
Phase I (incl. parking)	\$ 13,370	\$ 1,069.60	= \$14,439.60
Phase II	1,605	128.40	= 1,733.40
Phase III (future)	<u>1,667</u>	<u>133.36</u>	= <u>1,800.36</u>
	\$ 16,642	\$ 1,331.36	= \$17,973.36

For purposes of this master plan and the public financing plan detailed in the next section of this report, the focus will be on Phase I and the strategy of financing it with public revenues from the hotel and restaurants.

5. Master Lease with State Lands Commission

A Master Lease between the Agency and State Lands Commission is to be executed for the riverfront portion of the Docks Area. This is defined as the area bounded by the sea wall, Tower and Pioneer Bridges and the center line of the Sacramento River. The lease is to be similar to the lease executed for the public and private use of the waterfront area in Old Sacramento. The lease term will be for 49 years. The Master Lease will allow the Agency to control uses on the water, and reduce the number of regulatory agencies that potential lessees must go through for approvals.

Uses permitted are construction of public docks, marinas, retail space, walkways, access ramps, wharfs, platforms, tourboat facilities and fishing pods, consistent with the Docks Master Plan and State regulations.

6. Zoning and Redevelopment Plan

The recently approved merged Downtown Sacramento Redevelopment Plan designated the majority of the Docks Area as industrial with the northern portion above N Street as commercial. The plan contains a provision that the uses permitted under the City's industrial commercial category be permitted in the Docks Area.

The Downtown Sacramento Redevelopment Plan identifies the Docks Area as a mixed use recreation, public, hotel and housing district along the Sacramento River. After a careful review of the proposed land uses and in consultation with the City Planning staff and Agency legal counsel it has been determined that the proposed land uses in the Master Plan would be permitted within the industrial or commercial land use designation. The existing land use and zoning designations in the Docks Area were used because they provided a wide range of uses that could accommodate a diverse mixed use district.



There are three parcels that could potentially change in the future from their present use to a more intensive use. They are:

- a. Existing City owned parcel that currently houses the animal shelter and Agency owned parcel to the south of the pound which contains a construction yard. (These parcels would be combined and used for commercial/office use.)
- b. P.G. & E. property - This property could be used as a visitors serving area, including parking, restaurant, rehabilitation and conversion of existing historic P.G. & E. buildings into commercial, cultural/art uses or construction of new commercial/cultural & MORT visitors center. (Subject to toxic study conclusions.)
- c. Vacant triangular parcel south of Ford Towe Museum which could be used for commercial/office.

The granting of any special permits or other entitlements if needed on these three parcels or others within the Docks Area will be handled on a case by case basis.

#### 7. Implementation Plan

In order to implement the Master Plan a number of actions by the Agency, City, State of California and developer will have to take place. The following items are summarized and recommended for action:

- a. Approval of the Master Plan;
- b. Approval of the Development Agreement between the Agency and Riverview Development Group, including the business arrangement and parking agreement;
- c. Approval of a ground lease with the developer for construction of a hotel and restaurant;
- d. Approval of the transfer of land designated for the hotel and restaurant from the City to the Agency for a period of 99 years with reversion provisions at the end of 99 years;
- e. Approval by the City to enter into a 49 year Master Lease Agreement with the State Lands Commission for lease of land and water in the Docks Area;

- f. Certification of the EIR as complete and adopt findings;
- g. Approval of the Public Financing Plan and authorization to the Executive Director to carry out plan as required;
- h. Approval of the development agreement with the State of California Parks and Recreation Department for construction of the Museum of Railroad Technology (MORT);
- i. Approval of the initial 4 year ground lease with the State Parks and Recreation Department for MORT;
- j. Approval of an agreement with Riverview Development Group to provide A & E services for the public improvements in the Docks Area including parking;
- k. Approval of the partnership agreement of the Riverview Development Group; and
- l. Approval of the schedule of events and work program to implement the Docks project.

8. Public Improvement Financing Plan

(To be inserted as part of the Final Master Plan)



In the matter of the decision of the )  
City Planning Commission to deny )  
special permits to establish a 24 )  
hour convenience market and special )  
permit to sell beer and wine for )  
off-site consumption on 0.71+ )  
developed acre in the General )  
Commercial (C-2) zone at the )  
northwest corner of El Camino Avenue )  
and Grove Avenue (P87-323) )

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NOTICE OF DECISION  
AND  
FINDINGS OF FACT

At its regular meeting of September 10, 1987 the Planning Commission considered testimony regarding the above entitlements and continued the hearing to September 24, 1987 in order to allow staff time to research land use and circulation issues. At its September 24, 1987 meeting, the Planning Commission indicated an intent to deny both Special Permits based upon Finding of Fact due October 8, 1987. Based upon oral and documentary evidence at the September 10 and September 24, 1987 Planning Commission hearing, the Commission denied the Special Permits based upon the following findings of fact.

FINDINGS OF FACT

1. Granting of the special permits is not based upon sound principles of land use in that:
  - a. extended hours of operation and activities associated with vehicles accessing the site will create negative impacts on surrounding residential land uses; and
  - b. traffic generated by the proposed use will affect the existing congestion at the intersection; and
  - c. sale of beer and wine currently occurs at several locations within 1/4 mile of the subject site in commercial areas not surrounded by residential land uses; and
  - d. adjacent residential land uses to the existing Circle K convenience market have been negatively affected by the allowed activities of customers.
2. The proposed project will be detrimental to the public health, safety and welfare and result in the creation of a nuisance in that:
  - a. the sale of beer and wine encourages loitering and boisterous behavior if customers are not told to depart (as is the case with the existing Circle K); and

- b. the operation of a 24 hour convenience market and gas station will generate noise and traffic activities incompatible with the adjacent residential land uses; and
- c. traffic at the intersection of Grove and El Camino is operating at a Level E traffic flow which will be affected by establishing the proposed market.

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Denied by the Planning Commission  
on October 8, 1987 for the September  
24, 1987 City Planning Commission  
Meeting.

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CHAIRPERSON

In the Matter of the Decision of the City )  
Planning Commission to approve a special )  
permit to establish a women's counseling )  
and variance to provide off-site parking on )  
0.1 acres in the General Commercial {C-2} )  
zone located at 3400 Broadway and 3334 3rd )  
Avenue (P87-376) )

NOTICE OF DECISION  
AND  
FINDINGS OF FACT

Based upon documentary and oral evidence presented at its regular public hearing on September 24, 1987, the City Planning Commission indicated an intent to approve the above entitlements, based upon conditions and findings of fact due October 8, 1987.

Conditions - Special Permit - Wellspring

1. All refuse containers are to be stored out of public view.
2. Clients served shall be limited to women and women with children.
3. Free meals or food shall only be served to those individuals or families receiving counseling.
4. No soup kitchen activity shall be allowed.
5. The special permit shall expire upon the termination of the lease, which is October 19, 1989. If the applicant wishes to operate longer, a new Planning Commission Special Permit shall be required.

Conditions - Variance - Off-site Parking

1. The applicant shall record in the deeds to both the church parcel and the parking lot parcel, restrictions tying the provision of 10 parking spaces for use of the counseling center.
2. The 10 spaces shall be marked reserved for Wellspring with days and hours posted.
3. The portion of the lot used by Wellspring shall be accessible and not blocked off. The current parking lot is chained off at the street so that access is limited.
4. The parking lot lease shall run the same period of time as the lease on the 3400 Broadway use. If a change in tenant to a restaurant is made, the off-site parking lot shall be renewed through a long term lease of 5 or 10 years or more with restrictions recorded in both deeds to the church lot and the parking lot.
5. The parking lot shall be maintained and kept in good repair.

Findings of Fact - Wellspring Counseling Center Special Permit

1. The project, as conditioned, is based upon sound principles of land use in that it complies with the locational criteria for care facilities, in that:
  - a. it does not represent a over-concentration of similar facilities in the one mile radius; and
  - b. it will not result in the disruption of the neighborhood significantly.
2. The proposed project, as conditioned, will not be injurious to the surrounding property or be detrimental to the public health, safety or welfare nor result in the creation of a nuisance in that:
  - a. adequate off-site parking will be provided;
  - b. the use will cease at the end of the existing lease.
3. The proposed project is consistent with the City's Interim Discretionary Land Use Policy in that the site is designated for commercial uses in the 1974 General Plan and the 1985 Oak Park Redevelopment Plan and the project is allowed in commercial zones subject to securing a special permit and showing compliance with the locational criteria for care facilities.

Findings of Fact - Variance for Off-Site Parking

1. Granting the variance does not constitute a special privilege, in that off-site parking is supported when on-site parking is available due to placement of a structure and changes in uses of the building. The proposed off-site parking area is close and easily accessible to users of the Counseling Center.
2. Granting the variance does not constitute a use variance in that parking lots are allowed in the C-2 zone.
3. The project will not be injurious to the public health, safety or welfare in that adequate crosswalks across 34th Street and a street light provides safe pedestrian access to and from the parking area.
4. The project is consistent with City's Interim Land Use Policy in that the site is designated for Commercial uses by the 1974 General Plan and 1985 Oak Park Redevelopment Area Plan and parking lots are allowed in Commercial areas providing off-site parking for expanded uses.

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Approved by the Planning Commission on  
October 8, 1987 for the September 24,  
1987 City Planning Commission Meeting

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CHAIRPERSON



NOTICE OF DECISION  
AND  
FINDINGS OF FACT

In the matter of the decision of the )  
City Planning Commission to approve )  
a variance to construct an 1,800 )  
square foot detached accessory )  
building for boat storage 5 feet )  
higher than the maximum 10 foot )  
height on 1.62 developed acres in )  
the Agricultural (A) Zone located at )  
5015 Sully Street )

Based upon documentary and oral evidence presented at its regular public hearing on September 24, 1987, the City Planning Commission indicated an intent to approve the above entitlement based upon findings of fact and conditions due October 8, 1987.

Conditions - Variance

1. The applicant shall submit revised drawings to scale showing the placement of the boat storage building in relation to the overall lot dimensions. Revised elevation and floor plan are to be drawn to scale indicating the precise location of doorways. Plans shall be reviewed and approved by the Planning Director prior to issuance of building permit.
2. No commercial boat repair or storage is to occur on the premises.
3. The building shall be painted a color to match the single family residence.
4. No customers or employees are to report to the site.
5. The applicant shall file for a home occupation permit with the City and have a valid City Business Operations Tax Certificate.
6. Use of the building shall be restricted to personal boat storage and repair. No commercial activity will be allowed.
7. All vehicle maneuvering areas are to be paved.
8. All lighting is to be focused on-site and not reflect off-site.

Findings of Fact

1. Granting the variance is not a special privilege extended to one property owner in that accessory building in Agricultural zones include barns and other structures which normally exceed the 10 ft. height limit.
2. The project, as conditioned, will not be injurious to the public health, safety or welfare nor to surrounding properties in that other properties facing similar circumstances have not created negative impacts on the neighborhood.

3. The proposed project is consistent with the City's Interim Discretionary Land Use Policy in that the site is designated for residential use by the 1984 North Sacramento Community Plan and the proposed garage conforms to the plan.

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Approved by the Planning Commission  
on October 8, 1987 for the September  
24, 1987 City Planning Commission Meeting

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CHAIRMAN