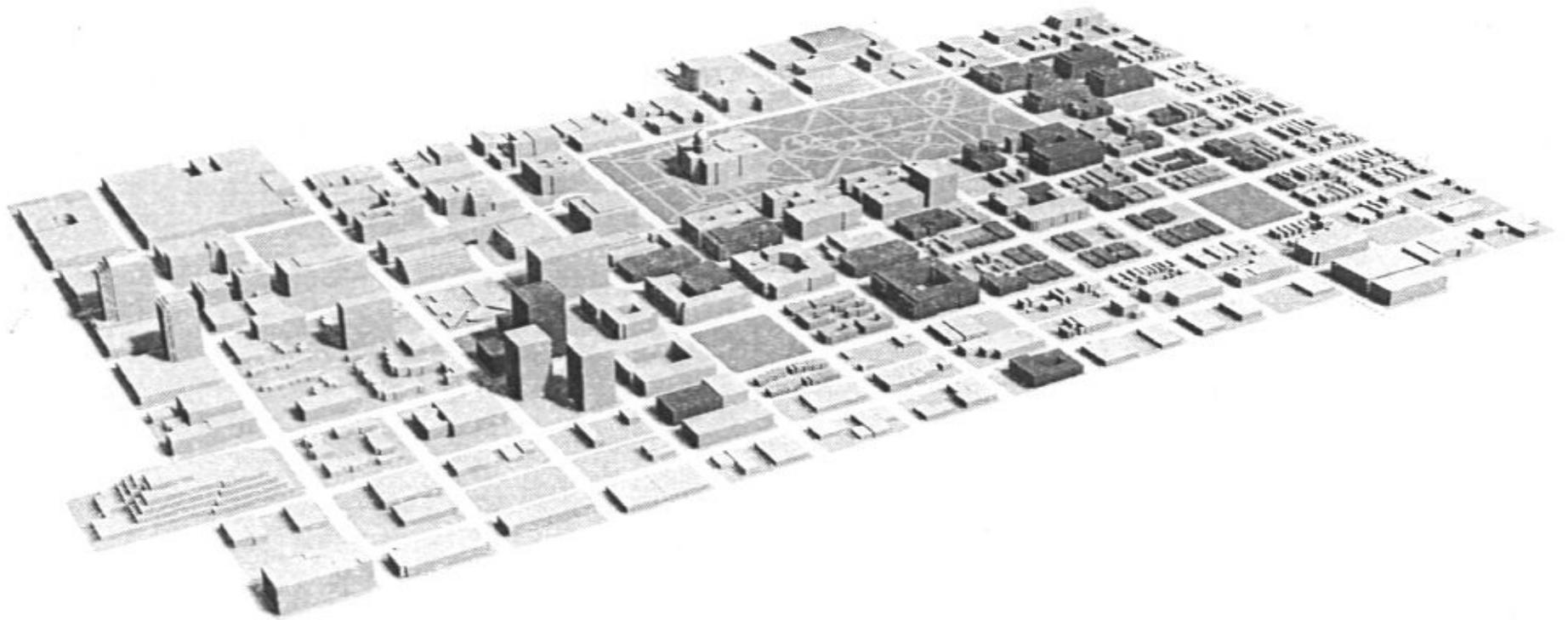


1997 CAPITOL AREA PLAN



State of California
JULY 1997

1997 CAPITOL AREA PLAN
An Update of the 1977 Capitol Area Plan

July 1997

State of California

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**DEPARTMENT OF GENERAL SERVICES
EXECUTIVE OFFICE**1325 J Street, Suite 1910
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July 1, 1997

Dear Interested Parties:

As Director of the Department of General Services, I am pleased to present the 1997 Capitol Area Plan. Building on the original 1977 statutory objectives for a vibrant, mixed-use community on state-owned land in downtown Sacramento, this update represents the culmination of a series of significant planning initiatives. Preparation of the 1997 Capitol Area Plan was a collaborative effort with the Capitol Area Development Authority to ensure a coordinated strategy for office and housing development. It is consistent with the directives of Governor Wilson's executive order on asset management and the Legislature's charge to consolidate fragmented state office operations. It also integrates the Urban Land Institute panel's recommendations for preservation and enhancement of state-owned land surrounding the Capitol Building and Capitol Park.

Findings from the Capitol Area master planning studies were incorporated to reflect current conditions and developments that have occurred since the plan was adopted 20 years ago. The environmental review process addressed the potential environmental effects of the 1997 Capitol Area Plan and provided an opportunity for participation from local and regional governments, and business, neighborhood, and community representatives.

The Department of General Services would like to recognize the contribution of the Capitol Area Committee and the Technical Advisory Committee during the development of the plan. I look forward to continuing the partnership among the state, the City of Sacramento, and the community as we work together to implement the 1997 Capitol Area Plan.

Yours sincerely,

A handwritten signature in cursive script that reads "Peter G. Stamison".

PETER G. STAMISON, Director
Department of General Services



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CAPITOL AREA PLAN UPDATE

The Capitol Area Plan, adopted in 1977, presents a comprehensive, long-term plan for the physical development and conservation of the Capitol Area in downtown Sacramento. Government Code Section 8160 established Capitol Area Plan objectives (Table A-1) which provide a flexible framework defining the State of California's role in accommodating office space needs and using its land in the Capitol Area. The objectives present general direction regarding state offices, housing, transportation, parking, and related aspects to foster the creation of a vibrant and mixed urban community.

This planning effort represents an update to the 1977 Capitol Area Plan, and has been undertaken to respond to changed conditions. The update is based on master planning studies prepared for the Department of General Services and Capitol Area Development Authority (CADA) in spring 1996. The results of these studies were presented to the Capitol Area Committee, Technical Advisory Committee, CADA Board of Directors, State Legislature, state agency representatives, local government officials, business and real estate representatives, neighborhood and community associations, and interested individuals. Upon completion of the environmental review of the draft update and approval by the Director of the Department of General Services, this update became the 1997 Capitol Area Plan.

**Table A-1
CAPITOL AREA PLAN OBJECTIVES
(Government Code Section 8160)**

Land Use	To establish patterns of land use in the Capitol Area which are responsive to the goals of the Capitol Area Plan, which provide for flexibility in meeting future state needs, and which protect the state's long-term interest without inhibiting the development process.
State Offices	To provide offices and related services to meet present and future space requirements for the State of California near the State Capitol and in the context of metropolitan Sacramento, in the most cost effective manner.
Housing	To foster housing within the Capitol Area meeting a wide range of income levels and restoring the area to a population consistent with its urban surroundings.
Transportation and Parking	To develop strategies, patterns and systems of movement into and within the Capitol Area that will provide adequate mobility for people, that will provide adequate parking, and that will enhance the area's environment.
Open Space and Public Amenities	To develop within the Capitol Area a network of attractive and convenient open spaces and access routes in order to improve the environment for workers, residents and visitors, and to encourage a favorable response to alternatives for moving within and using the resources of the Capitol Area.
Development of the Community	To stimulate the development of a community within the Capitol Area which is attractive and comfortable to work in, live in, and visit, which is integrated into the fabric of the rest of the city of Sacramento, and which is physically and economically viable over the long term.
Energy Conservation	To assure that the evolution and the development of the Capitol Area accomplishes an increase in the intelligent and efficient use of energy resources within the scope of state operations in metropolitan Sacramento.
State's Relation to Local Government	To assure the integration of planning and development efforts in the Capitol Area with the activities of all appropriate local governmental agencies.
Administration and Implementation	To assure the effective implementation of the plan, by providing effective development mechanisms, by maintaining communications and coordination with all agencies and constituencies, and by updating the plan as needed.

CHANGED CONDITIONS

The 1977 Capitol Area Plan established program goals for the year 2000. Goals included supplying an additional two million gross square feet of state office space within the Capitol Area and north of L Street, developing parking and transportation facilities to support this new office space, and maintaining and developing housing and support services to accommodate a population of 3,500 residents in publicly- and privately-owned housing within the Capitol Area.

Since the adoption of the Capitol Area Plan in 1977, the regulatory context of the plan, access to and from the Capitol Area, and state office space needs have changed sufficiently to require an update to the plan, sustaining the original objectives while responding to the current planning conditions.

Among the factors contributing to the need for an update are the various assumptions or projections made by the 1977 Capitol Area Plan. For example, the plan forecasted the need to provide office space for 32,900 state employees in downtown Sacramento by the year 2000. That number of employees was already achieved in the downtown area by the early 1990s. Also, development of state offices north of L Street has occurred with the acquisition of the Department of Justice Building at 13th and I streets, as well as transactions for numerous leases for state office space in the Central Business District.

Transportation assumptions made by the 1977 Capitol Area Plan are no longer current. The goal of reducing single-occupant travel to five percent of all trips is no closer to being met now than it was in 1977, potentially affecting plans for parking and transportation in the Capitol Area. The plan did not foresee the construction of light rail transit within the Capitol Area; therefore, the update considers how future office, housing and commercial development could better relate to this important transit service.

The 1977 Capitol Area Plan established a population goal of 3,500 residents in the Capitol Area, which has not been met because of market and economic conditions. Therefore, the update includes planning considerations to meet this goal.

The quarter-block development module designated by the plan did not provide appropriate size sites for state office and parking facilities; variances in these designations have continuously occurred throughout the plan implementation. Development also has been affected by the enactment of the Capitol View Protection Act, which established height, setback, and stepback limits for development surrounding the State Capitol Building and Capitol Park.

Recent planning efforts also recognized the need for an update to the Capitol Area Plan. The state's 1992/93 Strategic Facilities Plan for Sacramento noted that the Capitol Area Plan should be updated so that the Capitol Area could accommodate more of the state's office space need. Also, the 1995 Urban Land Institute's study of the state's office program in Sacramento recommended that the Capitol Area Plan reflect current conditions, trends, and changes that may have occurred since 1977.

PURPOSE OF THE UPDATE

The 1997 Capitol Area Plan maintains the policy framework and overall development pattern of the 1977 Capitol Area Plan, and updates the specific approaches to be used in new development. The intent of the update is:

- To continue development of the Capitol Area as a mixed-use community;
- To offer opportunity sites for office, housing, and commercial development, consistent with the established development patterns in the area;
- To maintain and enhance the historic prominence of state government in the area, consistent with the state's emphasis on office space consolidation;
- To provide for stately, appropriate development at the east end of Capitol Park that complements the west end setting;
- To plan for appropriate utilization of state-owned real estate assets; and
- To use a transit system significantly expanded in the Capitol Area since the development of the 1977 plan.

DIRECTION OF THE 1997 CAPITOL AREA PLAN

The update provides for the development of an additional 2.8 million gross square feet of state office space and associated parking, approximately 725 new housing units, and up to 90,000 square feet of neighborhood and support commercial space. To accomplish this buildout, the plan includes the following changes from the 1977 plan:

- Shift from a policy of development based on a quarter-block module to one of reinforcing an area-wide mix of uses, and designating sites of sufficient size for office, parking, housing, and retail development;
- Inclusion of measures to encourage development of ownership housing;
- Transition from the transportation mode goals established in the 1977 Capitol Area Plan to a more realistic set of goals that is consistent with regional commute patterns;
- Elimination of a Capitol Area perimeter parking zone of small garages; and
- Increased floor area ratio for office development.

These changes will:

- Improve efficiency of state operations by consolidating fragmented agencies;
- Help reduce regional sprawl by concentrating development in a downtown setting;
- Enhance public access to state offices; and
- Reduce air pollution by fostering development in proximity to light rail transit, as well as by reduced travel between state facilities.

PLAN RE-ORGANIZATION

The 1977 plan contains goals, concepts, principles, policies, and guidelines intended to achieve the plan's objectives. The 1997 Capitol Area Plan simplifies the organization by identifying planning principles to sustain the direction of the objectives, and to re-focus direction where necessary. These principles were formulated in consultation with the Capitol Area Committee, Technical Advisory Committee, Department of General Services, and CADA, and build on recent planning studies for the Capitol Area.

The plan organization has been streamlined, with the longer-range objectives and principles included in the Capitol Area Plan. Actions, which will guide staff implementation and may change during the plan horizon, are included in a companion Capitol Area Plan Implementation Program, which can be periodically updated as implementation progresses.



INTRODUCTION

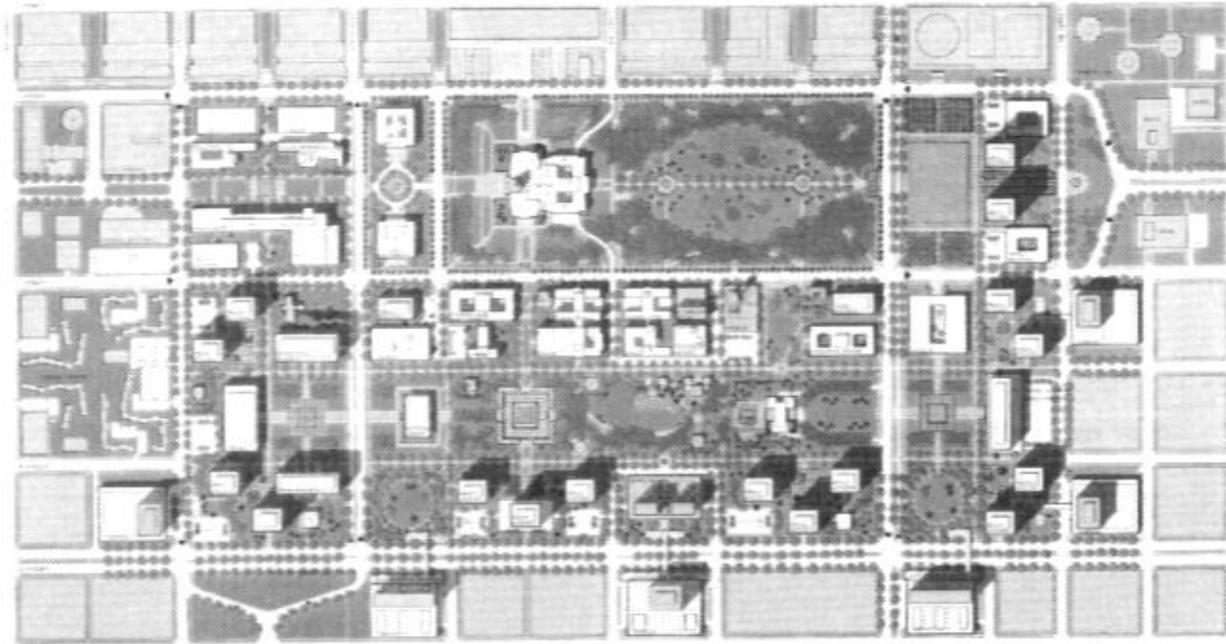
California state government represents a significant presence in the Sacramento region. The physical effects of state development activity within the region are considerable, and are closely followed. The majority of state government business emanates from the downtown area, with the State Capitol and the Capitol Area being the center of legislative and administrative activities. Because of its importance to state operations and to the region, the Capitol Area has been the subject of many studies and plans.

EARLY CAPITOL AREA PLANNING

The state's capital was permanently located in Sacramento in 1854, and construction of the State Capitol Building was completed in 1869. While several studies relating to different aspects of state operations were prepared in the intervening years, the State of California's first coordinated planning activities for the Capitol Area began in 1960 with the preparation of a California State Capitol Plan. In order to consolidate state administrative operations close to the State Capitol Building, the plan advised that the state purchase lands south of L Street adjacent to the State Capitol Building, demolish the buildings already standing, and construct a high-rise office complex within a park-like setting.

CAPITOL AREA PLAN

Subsequently, approximately 90 percent of the designated property in the 42-block area was purchased by the state. A number of older residential structures acquired by the state were removed to make way for new development. Office Buildings 8 and 9, the Central Heating and Cooling Plant, and the Resources Building were constructed. Successive administrations redirected state office space planning, leading to a trend toward leasing office space from the private sector, rather than constructing state-owned space. As a result of this policy and expansion of the space needs over the years, state office locations became scattered throughout the Sacramento metropolitan area.



THE CALIFORNIA STATE CAPITOL PLAN
YEAR 2000



California State Capitol Plan, 1960

1977 CAPITOL AREA PLAN

A plan update in 1975 identified the need for additional office space, as well as future consolidations into state-owned buildings. A revised plan, developed in 1977 and set forth in Government Code Section 8160, is the current official state master plan for development in the Capitol Area. The assumptions and guidelines in the 1977 plan reflect the then-prevailing concerns and needs.

The plan promoted a strategy of developing and sustaining an urban mixed-use community in the Capitol Area. Integration of office space, housing, and parking, within individual blocks, based on quarter block sites throughout the area was proposed. The plan sought to locate state offices within a ten-minute walk of the State Capitol Building to maintain a sense of community and reduce the reliance on automobiles for transportation. Parking strategies also addressed the desire to combat traffic congestion in the downtown area by reducing the presence of vehicles. Many of the plan's concepts and programs have been implemented. While development has adhered to the broad overall direction established in the plan, some of the detailed measures have been modified during the course of implementation to reflect changing conditions.



Capitol Area Plan, 1977

The Department of General Services is responsible for the administration of the plan, including updates, as required. As part of the 1977 plan, the department was also designated the responsibility for implementation of the office and parking elements of the plan. The Capitol Area Development Authority (CADA), a state-city joint powers authority, was subsequently created in 1978 to implement the objectives of the Capitol Area Plan as designated by the state and the City of Sacramento. CADA is responsible for implementation of the housing and retail elements of the plan.

OFFICE SPACE TRENDS

Since adoption of the Capitol Area Plan, the state's office construction activity has been affected by changed market factors and conditions. The loss of capital outlay funding in the late 1970s and early 1980s, combined with the availability of relatively inexpensive private speculative office space, altered the direction of facility development. Increasingly, the state satisfied its office space needs in leased office space. Though the 1977 Capitol Area Plan targeted a goal of 90 percent state-owned space and 10 percent leased space in the region, by 1993, over 52 percent of the state's office operations were located in privately-owned leased space, with the state having no equity in these buildings.

Consolidation Initiatives

Governor Wilson's Executive Order W-18-91 directed state government to seek office space consolidation opportunities, to own facilities where feasible, and to examine the most efficient use of its property assets. This approach was underscored by Senate Concurrent Resolution 39, which requested the state to prepare a consolidation plan and propose a priority list to relocate agencies from leased to state-owned space in the Capitol Area and its vicinity.

In response to these directives, a two-phased Sacramento Regional Facilities Plan was published, beginning in December 1992. The Regional Plan examined current and 20-year office space needs for the 111 state agencies in the region. It recommended development of new multi-tenant state facilities in order to meet

the 20-year consolidated space requirements of the 18 largest state agencies. The plan also noted that the Capitol Area Plan should be updated so that the Capitol Area could accommodate more of the state's office space needs.

Supplemental language in the 1993 Budget Act required the Department of General Services to assess the potential for expanding state office space in the Capitol Area. The department completed the assessment in June 1994 after a series of public workshops, resulting in an updated Capitol Area Plan Land Use Synthesis, which provided increased opportunities to accommodate consolidated state office space demand identified in the 1992/93 Regional Plan, while reinforcing the housing and retail components in the Capitol Area.

RECENT PLANNING EFFORTS

Changes in market conditions, real estate opportunities, financing and budgetary considerations, the state's asset management policies, competing state program needs, technology advances, and the regulatory context have affected the state's facility needs since the development of the 1977 Capitol Area Plan. Accordingly, several planning activities were undertaken to provide direction for state office development into the next century.

Urban Land Institute Study

In April 1995, the State and Consumer Services Agency sponsored a panel from the Urban Land Institute (ULI) to provide independent recommendations on the state's use of its real estate in the Capitol Area and its office procurement process. The ULI panel recommended that:

- The state should begin immediate development of one to two million square feet of state office space;
- State-owned land in the area north of Q Street in the Capitol Area should be the state's first priority for locating office space, with the Central Business District being the second priority;



State Capitol Building

- Programs requiring large floor plates or having no programmatic need to be near the State Capitol Building should be appropriately located outside the downtown area;
- A critical population mass should be maintained in the Capitol Area during and after business hours, and a rational mix of state office, residential, and supporting commercial uses should be maintained;
- Future activities should reinforce and take advantage of the public transportation system; and
- Capitol Area development adjacent to surrounding neighborhoods should be appropriate and sensitive to residential land use.

The panel also found the quarter-block module as a building unit to be unworkable for state office or parking use. Specifically, the panel recommended:

- Floor area ratios for new state office buildings should on an average be approximately 4:1 to 5:1;
- The use of large floor plates should be encouraged wherever possible to allow for flexibility and efficiency; and
- The height of buildings should not be rigidly controlled, and eight- to ten-story structures on average would be an appropriate building height for the Capitol Area.

The Department of General Services has pursued the principal recommendations of the ULI panel. To recommend implementation strategies, the State and Consumer Services Agency convened four task forces composed of state agency, legislative and local government representatives, private sector representatives with expertise in a wide variety of real estate disciplines, and community and neighborhood association representatives. These task forces are Procurement, Housing and Retail, Interagency Coordination, and Legislation.

Capitol Area Master Planning Studies

In spring 1996, the Department of General Services and CADA conducted a three-month coordinated planning effort resulting in Capitol Area master planning studies for office and parking development, and residential and commercial development. The purpose of these studies was to assess alternative development opportunities on key office, housing, and commercial sites in the Capitol Area, consistent with existing statutory objectives of the Capitol Area Plan. Conceptual massing for office, parking, residential, and commercial development, and a three dimensional massing model were the key products of these studies, completed in May 1996. The Department of General Services and CADA conducted community information workshops on the studies for representatives from the Legislature, community groups, neighborhood associations, local planning agencies, business groups, private sector real estate, development and construction organizations, and other interested parties.

Legislative Direction

With the passage of Senate Bill 1770 (Chapter 193, Statutes of 1996), the Legislature reaffirmed the Capitol Area Plan, approved by the Director of the Department of General Services on March 15, 1977, as “the official master plan for state development activities in the Sacramento central city area.” The legislation also endorsed the principal findings of the ULI study. Chapter 193, Statutes of 1996 directed the Department of General Services to complete the following planning activities by July 1997:

- **Capitol Area Plan Update and Environmental Impact Report (EIR)** - The 1997 update of the Capitol Area Plan maintains the nine original objectives of the Capitol Area Plan and updates general planning principles to address changed conditions and assumptions, unforeseen in 1977. With the ULI study recommendations as a foundation, the update is based on the findings of the master planning studies. This effort has resulted in a 1997 Capitol Area Plan that reflects changed conditions, current and future needs, and regulatory direction. The Department of General Services also prepared an EIR on the updated Capitol Area Plan. In addition to a general



Master Planning Studies, 1996

analysis of the updated plan, the EIR provides greater analysis of a multiple-block site proposed for near term state office development east of Capitol Park.

- **Comprehensive Facility Plan** - The Department of General Services conducted a comprehensive facility plan for approximately 1.4 million gross square feet of office space on the multiple-block site located east of Capitol Park. As directed by Chapter 193, Statutes of 1996, the facility plan analyzed program and service requirements, economic feasibility, conceptual massing studies, and opportunities to improve efficiencies by consolidation, use of technology, and contemporary space planning. The Sacramento headquarters operations of the departments of Education, General Services, and Health Services were evaluated as candidates for buildings on this site.
- **Update of Sacramento Regional Facilities Plan** - The Department of General Services also completed the update of the Sacramento Regional Facilities Plan. This comprehensive regional plan identified state office requirements, consolidation opportunities, and priorities. It provided recommendations for a 20-year construction, leasing, and backfill program. The plan updated the 1992/93 Sacramento Regional Facilities Plan. It will serve as the framework for future state office space development and leasing in the Sacramento Region.

PLAN ORGANIZATION

The Capitol Area Plan is divided into 12 chapters in addition to the introductory chapters:

- Plan Summary identifies the Capitol Area Plan objectives and principles;
- Chapter 1: Context and Framework, states the plan's purposes, establishes the principles, and presents the context for planning in the Capitol Area;
- Chapters 2 through 10: Plan Elements, each expand on the objectives and

principles for development of the Capitol Area with detailed supporting information. The following elements are included:

- Land Use
 - State Offices
 - Housing
 - Transportation and Parking
 - Open Space and Public Amenities
 - Development of the Community
 - Energy Conservation
 - State's Relation to Local Government
 - Administration and Implementation
- Chapter 11: Urban Design Guidelines, addresses specific urban design issues that relate to all development and improvements within the Capitol Area. The guidelines are advisory and convey intent on how architectural design and development can help shape the built environment, and contribute to the Capitol Area's vitality and sense of place.

IMPLEMENTATION PROGRAM

The Capitol Area Plan Implementation Program is a separate document that identifies recommended actions for carrying out the plan's objectives and principles. The program is not a part of the Capitol Area Plan. It defines the state's and CADA's roles in implementing the policies contained in the Capitol Area Plan, identifies specific actions, and provides guidance for monitoring progress towards implementation. Actions are not statements of policy, but rather recommendations to guide state and CADA efforts to implement the principles outlined in the Capitol Area Plan, and coordinate efforts with the city and other agencies. The program may be revised periodically over the course of Capitol Area Plan implementation to reflect new tasks or tasks completed, or emerging priorities for actions.



PLAN SUMMARY

The Capitol Area Plan presents a comprehensive, long-term plan for the physical development and conservation of the Capitol Area. The plan serves multiple purposes:

1. It is an integral part of the state's efforts to coordinate the development and use of facilities in the Sacramento area, focusing on the consolidation of offices on state-owned land adjacent to the State Capitol Building;
2. It informs the city, the county and the private sector of the state's plans for use of its land in downtown Sacramento;
3. It establishes principles to carry out the Capitol Area Plan objectives established by the State Legislature in a manner that balances and serves the needs of area employees, residents, and visitors;
4. It forms the basis for the actions included in the Capitol Area Plan Implementation Program; and
5. It serves as the Redevelopment Plan for the Capitol Area Development Authority (CADA) for state-owned land in the Capitol Area.

OBJECTIVES AND PRINCIPLES

Objectives and principles form the substantive basis of the Capitol Area Plan. These statements of intent and policy are summarized by plan element below.

The 1997 Capitol Area Plan principles are based on an assessment of current and future needs and economic and market conditions. The principles outline the planning direction to implement the objectives, and affirm the state's policies with regard to the scope of activities connected with plan implementation. Principles can evolve to reflect present conditions and updated planning assumptions. While the objectives and principles address a wide variety of circumstances, they share a set of unifying intentions:

- Maintaining and enhancing the prominence of the Capitol Area as the historical center of state government;
- Expanding and promoting a mixture of uses in the Capitol Area;
- Establishing viable opportunity sites for office, housing, and commercial development; and
- Providing for flexibility in future office, housing, and commercial development.

The objectives and principles of the plan follow.

Land Use

Objective: *To establish patterns of land use in the Capitol Area which are responsive to the goals of the Capitol Area Plan, which provide for flexibility in meeting future state needs, and which protect the state's long-term interest without inhibiting the development process.*

Principle 1: Use the Capitol Area Plan as the official master plan for land use and development on state-owned land in the Capitol Area, and a flexible guide for development.

- Principle 2: Develop the Capitol Area as a vibrant mixed-use neighborhood of office, residential and supporting commercial uses; and as an integral part of the downtown Sacramento community. Maintain a balance of uses and activities in the Capitol Area.
- Principle 3: Consider transit accessibility, protection of the State Capitol Building’s prominence, and linkage to surrounding neighborhoods in the location, intensity, and design of development.
- Principle 4: Provide for development of residential uses, with a variety of housing types, including ownership and rental opportunities.
- Principle 5: Allow the Department of General Services the flexibility to either maintain state ownership of land, or lease or sell property to more successfully implement the Capitol Area Plan objectives and manage state assets efficiently.
- Principle 6: Work with local agencies to ensure that local plans for use of non-state owned land within the boundaries of the Capitol Area are compatible with the Capitol Area Plan.
- Principle 7: Retain the opportunity to locate the Governor’s Residence within the Capitol Area.

Objective: *To provide offices and related services to meet present and future space requirements for the State of California near the State Capitol and in the context of metropolitan Sacramento, in the most cost effective manner.*

- Principle 1: Use the Capitol Area Plan as the master plan for state facility development on state-owned land in the Capitol Area.
- Principle 2: Identify and protect opportunity sites for development of state offices in the Capitol Area.

State Offices

Principle 3: Ensure that building massing for office development enhances the Capitol Area's urban character, respects and maintains the State Capitol Building and Capitol Park as the focus of the Capitol Area, and provides adequate transition to the surrounding neighborhoods.

Principle 4: Use the state's Regional Facilities Plan for Sacramento to determine overall state office needs in the Capitol Area and central Sacramento.

Principle 5: Consolidate agencies for which proximity to the State Capitol and other facilities and activities in the Capitol Area is appropriate.

Principle 6: Intensify office space use on underutilized sites or in aging state facilities through renovation of existing buildings or through redevelopment.

Housing

Objective: *To foster housing within the Capitol Area meeting a wide range of income levels and restoring the area to a population consistent with its urban surroundings.*

Principle 1: Enhance the overall residential environment in the Capitol Area; foster development of neighborhood identity and residential support services.

Principle 2: Provide for a variety of housing and building types to facilitate development of the Capitol Area as a mixed-income community, and expand ownership housing opportunities.

Principle 3: Meet the housing needs of individuals and families with a wide range of socioeconomic characteristics, consistent with consideration of existing and potential market conditions.

Principle 4: Balance retention and renovation of existing housing units, with redevelopment of housing sites. Build new housing where existing

buildings are either outdated to the extent that renovation would be economically infeasible, or are functionally obsolete relative to market expectations; or where it is desirable to create larger or more marketable development sites.

Principle 5: Maintain the supply of affordable housing in the Capitol Area in accordance with requirements of Government Code Section 8193.

Principle 6: Maintain a program goal to achieve a population of 3,500 in privately and publicly-owned housing in the Capitol Area over the plan horizon.

Objective: *To develop strategies, patterns and systems of movement into and within the Capitol Area that will provide adequate mobility for people, that will provide adequate parking, and that will enhance the area's environment.*

Transportation and Parking

Principle 1: Support measures that promote transit and alternative transportation modes to further regional transportation and air quality objectives, while continuing to provide adequate automobile access.

Principle 2: Maintain a comprehensive transportation demand management strategy to minimize traffic contributions from new and existing development.

Principle 3: Maintain single-occupancy vehicle trip reduction goals and monitor progress toward their attainment.

Principle 4: Ensure that the design of new buildings and any open space and street improvements support transportation management measures and facilitate walking, bicycling, and use of transit.

Principle 5: Provide adequate automobile access and parking to support office and housing development and visitor services, consistent with established standards.

- Principle 6: Consolidate parking in the Capitol Area into structured garages to allow for development of sites that are currently used for surface parking, consistent with their land use designations.
- Principle 7: Accommodate parking demand for state employees and visitors at an appropriate combination of facilities, located both within the Capitol Area and at peripheral locations.
- Principle 8: Maintain parking management strategies for existing and new development that promote the use of alternative transportation modes.
- Principle 9: Examine opportunities for joint use of transportation and parking facilities with local agencies and for regional transportation planning and demand management programs.

Open Space and Public Amenities

- Objective:** *To develop within the Capitol Area a network of attractive and convenient open spaces and access routes in order to improve the environment for workers, residents and visitors, and to encourage a favorable response to alternatives for moving within and using the resources of the Capitol Area.*
- Principle 1: Protect the historic value and role of the Capitol Park as an arboretum and a public gathering space.
- Principle 2: Incorporate open space features into new office facilities and housing developments.
- Principle 3: Use the opportunity provided by development of the Capitol Area's east end to create an eastern entrance to Capitol Park and the Capitol Area.
- Principle 4: Ensure a streetscape that enhances the Capitol Area's identity and sense of place, is responsive to the needs of pedestrians and the requirements of adjacent activities, and orients visitors to destinations and services within the Capitol Area.

Principle 5: Promote safety and security in open spaces and public areas, such as streets, for residents, employees and visitors, through design guidelines and planning and operations processes.

Objective: *To stimulate the development of a community within the Capitol Area which is attractive and comfortable to work in, live in, and visit, which is integrated into the fabric of the rest of the City of Sacramento, and which is physically and economically viable over the long term.*

Principle 1: Provide commercial and service facilities to meet the needs of residents, employees, and visitors in the Capitol Area.

Principle 2: Incorporate ground floor commercial into new state office and parking facilities and housing developments as feasible and appropriate, consistent with principles and land use designations, market demand, and other development considerations.

Principle 3: Develop concentrations of commercial, social, and recreational activities for Capitol Area residents and employees.

Principle 4: Link the Capitol Area physically and functionally to surrounding commercial and residential neighborhoods.

Objective: *To assure that the evolution and the development of the Capitol Area accomplishes an increase in the intelligent and efficient use of energy resources within the scope of state operations in metropolitan Sacramento.*

Principle 1: Ensure that new office, residential and commercial buildings meet applicable energy conservation building codes.

Principle 2: Retrofit existing buildings to increase energy efficiency where appropriate and feasible, consistent with applicable laws and regulations.

Development of the Community

Energy Conservation

State's Relation to Local Government

Principle 3: Maintain and promote energy efficiency in the management of state-owned facilities, including energy-efficient infrastructure to support those facilities.

Objective: *To assure the integration of planning and development efforts in the Capitol Area with the activities of all appropriate local governmental agencies.*

Principle 1: Coordinate the state's Capitol Area planning and development efforts with local and regional agencies to ensure integration of the Capitol Area with the surrounding area.

Principle 2: Work with local governments to ensure compatibility of land uses and building intensities between state-owned and privately-owned sites in and adjacent to the Capitol Area.

Principle 3: Coordinate infrastructure improvements with the City of Sacramento and relevant agencies to ensure adequate services to support planned development.

Objective: *To assure the effective implementation of the plan, by providing effective development mechanisms, by maintaining communications and coordination with all agencies and constituencies, and by updating the plan as needed.*

Principle 1: Maintain Department of General Services responsibility for updating and implementing the Capitol Area Plan.

Principle 2: Continue to utilize the Capitol Area Committee and the Technical Advisory Committee as advisory bodies to the Director of the Department of General Services.

Principle 3: Continue to support housing and commercial development on state-owned land and management of existing state-owned residential and commercial buildings by CADA.

Principle 4: Monitor Capitol Area Plan implementation on an on-going basis.

Administration and Implementation

1

CONTEXT AND FRAMEWORK

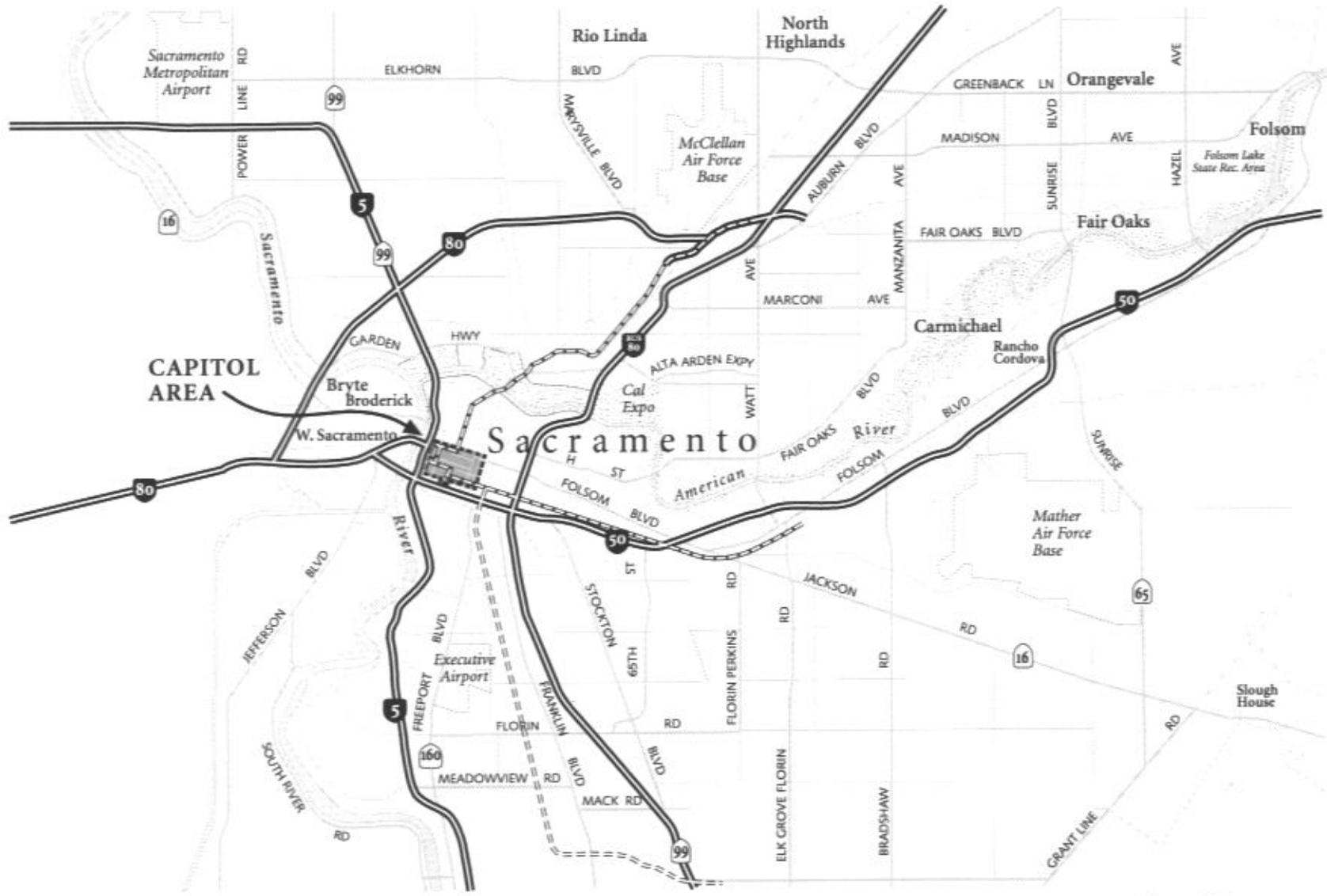
This chapter provides the physical and regulatory context related to planning for the Capitol Area.

THE CAPITOL AREA

The Capitol Area, defined by Government Code Section 8160.1(d), is the area bounded by 5th Street on the west, 17th Street on the east, L Street on the north, and R Street on the south, referring specifically to those blocks containing state-owned properties. An additional half-block, located south of R Street between 11th and 12th streets, is also included in the area. The Capitol Area extends exactly one-half mile north to south and almost one mile east to west, encompassing approximately 290 acres, and contains property and improvements owned by the state on 42 blocks. The area's location in the southern portion of downtown Sacramento and adjacent to the midtown neighborhoods provides a unique urban setting for a mixed-use community of state offices, housing, commercial, and parking. Figure 1-1 displays the regional location of the Capitol Area, and Figure 1-2 illustrates the Capitol Area in relation to the rest of downtown Sacramento.

The Capitol Area, anchored by the State Capitol Building and Capitol Park, is the physical and symbolic center of California state government. The area is a major regional employment center that occupies a strategic position in downtown Sacramento. Continued planning and development of the Capitol Area presents an opportunity for additional consolidation of state offices currently dispersed throughout the region, many in leased facilities, as well as additional housing and commercial development.

CAPITOL AREA PLAN



— Existing Light Rail System
 - - - Proposed Light Rail Extension

Figure 1-1
 Regional Location

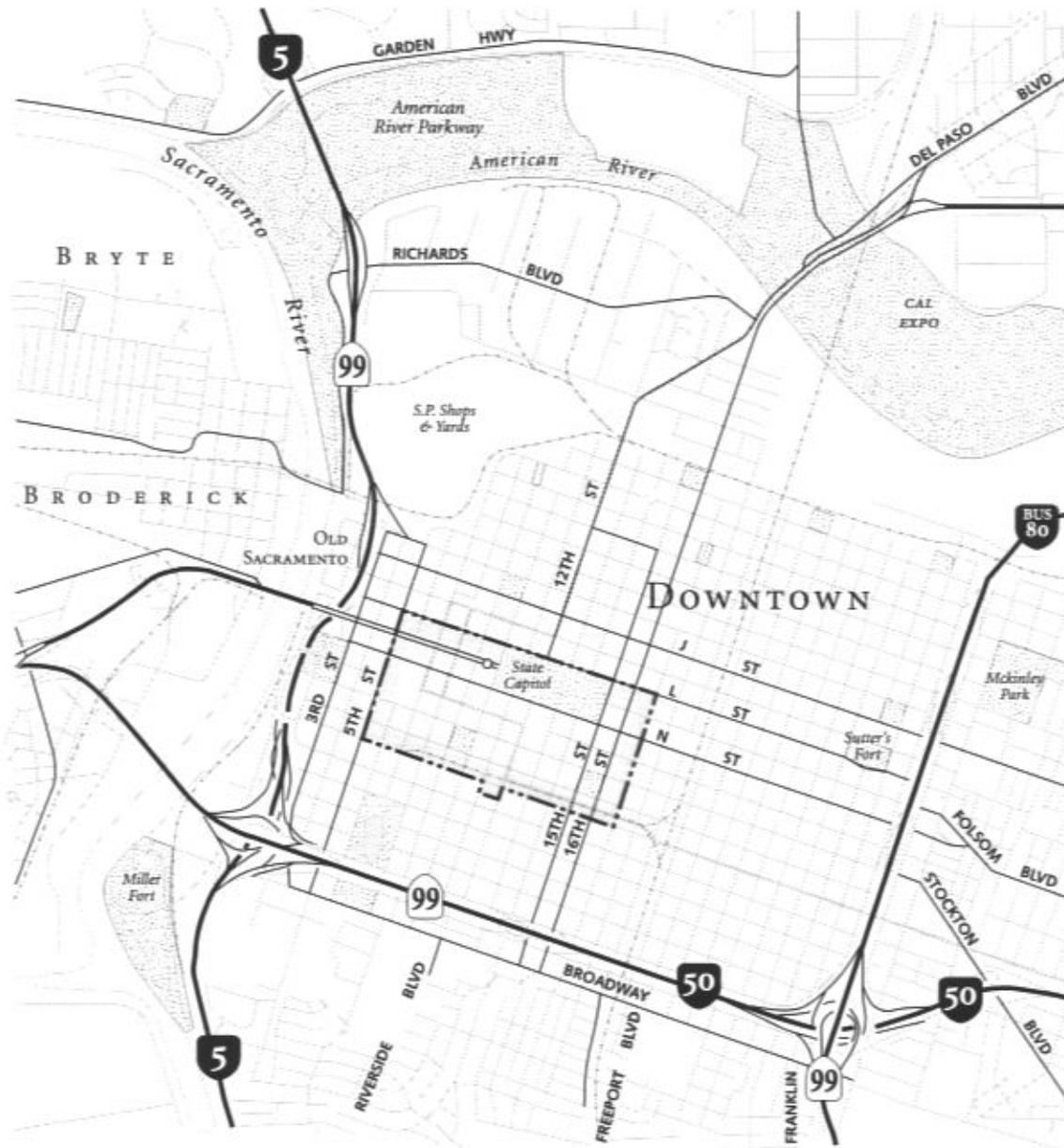


Figure 1-2
Capitol Area and Central City

CAPITOL AREA PLAN



Wide, tree-lined streets are a distinctive feature of the Capitol Area.

Located on a level site east of the Sacramento River, the Capitol Area's configuration consists of the regular grid of streets and blocks typical of the central parts of Sacramento. Most streets measure 80 feet in width; Capitol Mall and Capitol Avenue measure 100 feet in width. Most blocks measure 320 feet by 340 feet, with a 20-foot east-west alley dividing the two half blocks; blocks between 13th and 14th streets measure 400 feet in width. The State Capitol, centered on the Capitol Mall and 11th Street, and Capitol Park are the area's main landmarks. The area also contains such important historical facilities as the Library and Courts Building, and the Jesse Unruh Building.

Further development of office, residential, and supporting uses on state-owned land in the Capitol Area will stimulate continued revitalization efforts in one of Sacramento's most varied and distinctive neighborhoods. To provide an environment supportive of a vibrant, mixed-use community, this plan identifies the land use pattern and decision-making framework for development during the next 10 to 20 years.

PLANNING FOR THE CAPITOL AREA

The Capitol Area has been the focus of state office development for over 130 years, since the City of Sacramento donated four blocks to the state as a site for its Capitol Building in 1860. This site was expanded to the ten-block Capitol Park in the early 1870s, the first in a series of efforts to increase the prominence and symbolic stature of the State Capitol Building. Construction of additional state offices west of Capitol Park began in the early 1920s. In 1950, a 60-block zone adjacent to the State Capitol Building was designated Sacramento's first redevelopment area. This action provided the basis for state purchase of most of 42 blocks south and east of Capitol Park following preparation of the first comprehensive plan for the area in 1960.

As state planning has evolved since 1960, so too has the vision for the Capitol Area. In an effort to produce a "noble and monumental seat of government" for California, the 1960 California State Capitol Plan envisioned consolidation of state offices in high-rise office buildings in a park-like setting south of the Capitol. The 1977 Capitol Area Plan maintained the 1960 plan's goal of developing on this state-owned land, but changed the vision to include developing a community with a mixture of offices and residences, fully integrated with downtown Sacramento. The 1977 Capitol Area Plan objectives, adopted by the State Legislature, have been maintained and form the basis for this update. This plan contains principles responsive to these objectives and the existing planning environment to guide state actions over the next decade or two.

The Capitol Area Plan is intended to be general, long range and flexible so that the state and the Capitol Area Development Authority (CADA) can respond to changes in conditions and opportunities. Therefore, the plan is supplemented by an implementation program designed to evolve over the course of plan implementation to focus planning and development efforts.



The State Capitol



Capitol Mall, 1935 Proposal

EXISTING DEVELOPMENT

The Capitol Area is developed with a mixture of state offices, housing on state- and privately-owned sites, and commercial establishments serving nearby residents, employees, and visitors. In 1997, the Capitol Area contained approximately 4.8 million gross square feet of state office space, approximately 1,507 housing units (including approximately 498 units located on privately-owned land within the Capitol Area boundaries), and approximately 40 commercial establishments on state-owned land. Additional commercial development on privately-owned land also exists. Figure 1-3 illustrates the 1997 existing development pattern in the area.



1996 aerial photo of Capitol Area

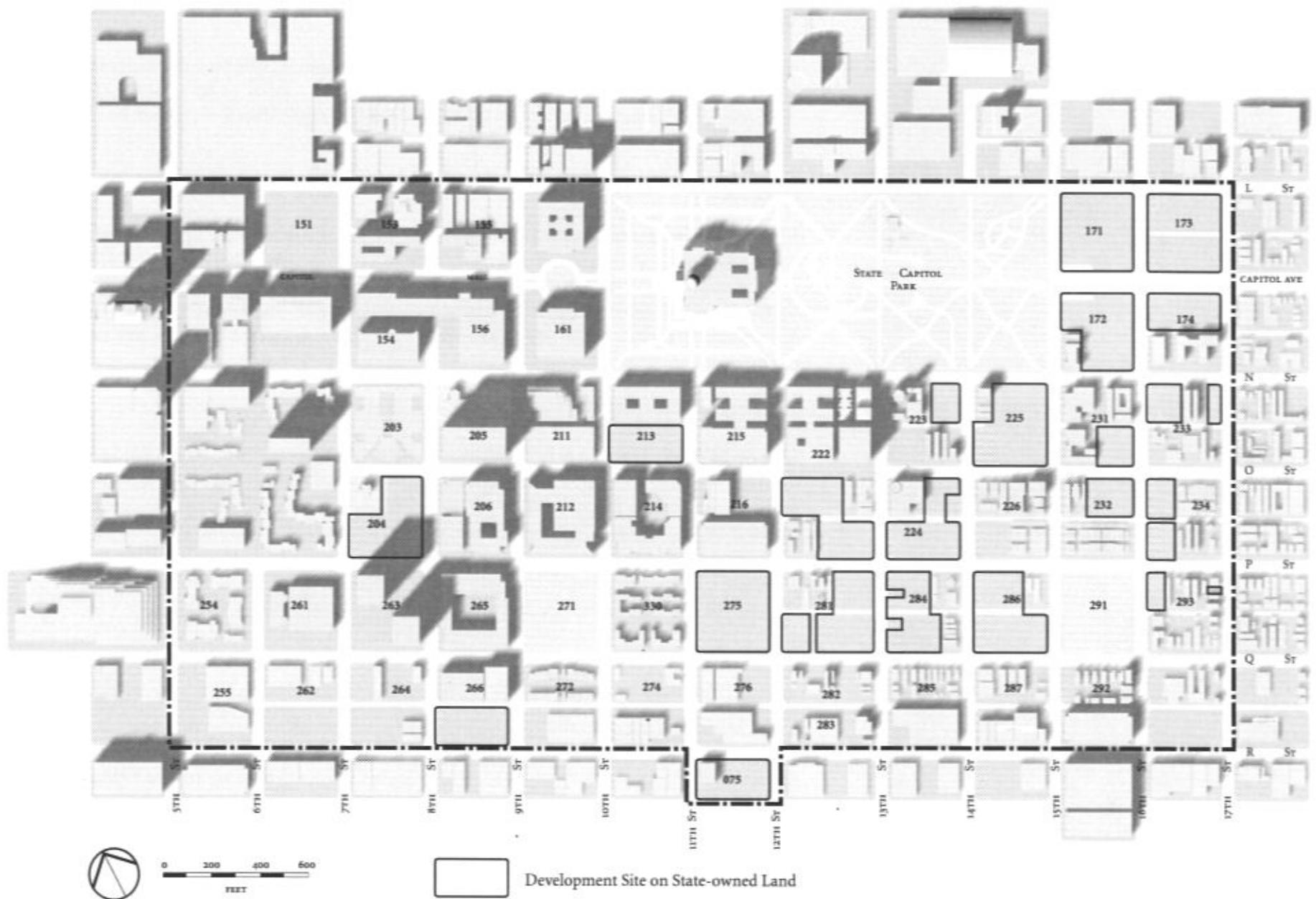


Figure 1-3
Existing Development Pattern



The Capitol Area includes a variety of uses and architectural styles.

Offices

Most existing state office buildings are located within 1,500 feet of the State Capitol Building. This area, located roughly between L, O, 7th, and 13th streets, also contains Roosevelt Park (9/10, P/Q), parking garages, retail uses, and housing.

Housing

Much of the area's housing is concentrated in the southeastern part of the Capitol Area, much of it within a three block radius of Fremont Park (bounded by 15th, 16th, P and Q streets). Housing densities are generally high, but range from older Victorian single family houses and newer townhomes developed at less than 30 units per net acre to high-rise apartments developed at over 110 units per net acre.

Vacant and Underutilized Land

A large portion of the undeveloped state-owned land planned for office, housing or other support uses consistent with the Capitol Area Plan is still being used for interim surface parking lots. While scattered throughout the planning area, parking lots are concentrated between the State Capitol and Fremont Park. Other interim uses include a child care center on the block between 11th, 12th, P, and Q streets, a garden on the southern half of the block between 14th, 15th, P, and Q streets, and several motels located on the blocks east of Capitol Park.

Building Types

The mix of building heights and types in the Capitol Area ranges from small-scale, low-rise single family and townhome apartments to mid- and high-rise condominiums, offices and apartment buildings. Office facilities vary from older buildings along N Street and close to the State Capitol Building, to the Office

Building 8 and 9 high rise towers, to newer mid-rise structures. Much of the older housing is built on the smaller 40 by 160 square foot lots originally platted within the planning area while more recent development, both office and housing, has been built on larger sites. Recent office development has occurred, for the most part, on half- or full-block sites.

REGULATORY CONTEXT

Planning in the Capitol Area operates under several state laws, including provisions that future updates of the Capitol Area Plan be responsive to local and regional policies.

CALIFORNIA GOVERNMENT CODE

Sections 8160 through 8169 of the California Government Code establish the statutory context for Capitol Area planning, setting out the boundaries of the Capitol Area, and the purposes and objectives for the Capitol Area Plan. Redevelopment regulations are set forth in Sections 8180 through 8193, while height and setback limits are explained in Section 8162.

Capitol Area Planning Responsibility

State law charges the Department of General Services and its Director with the responsibility to prepare and update the Capitol Area Plan. State law also establishes the Capitol Area Committee. This advisory committee, appointed by the Governor and Legislature, has the responsibility to review departmental reports to the Legislature and to advise the department on maintaining and carrying out the Capitol Area Plan. Figure 1-4 displays the Capitol Area Plan organizational structure.

Section 8160 of the Government Code requires that the nine plan objectives cannot be changed without the approval of the majority vote of both houses of the

CAPITOL AREA PLAN

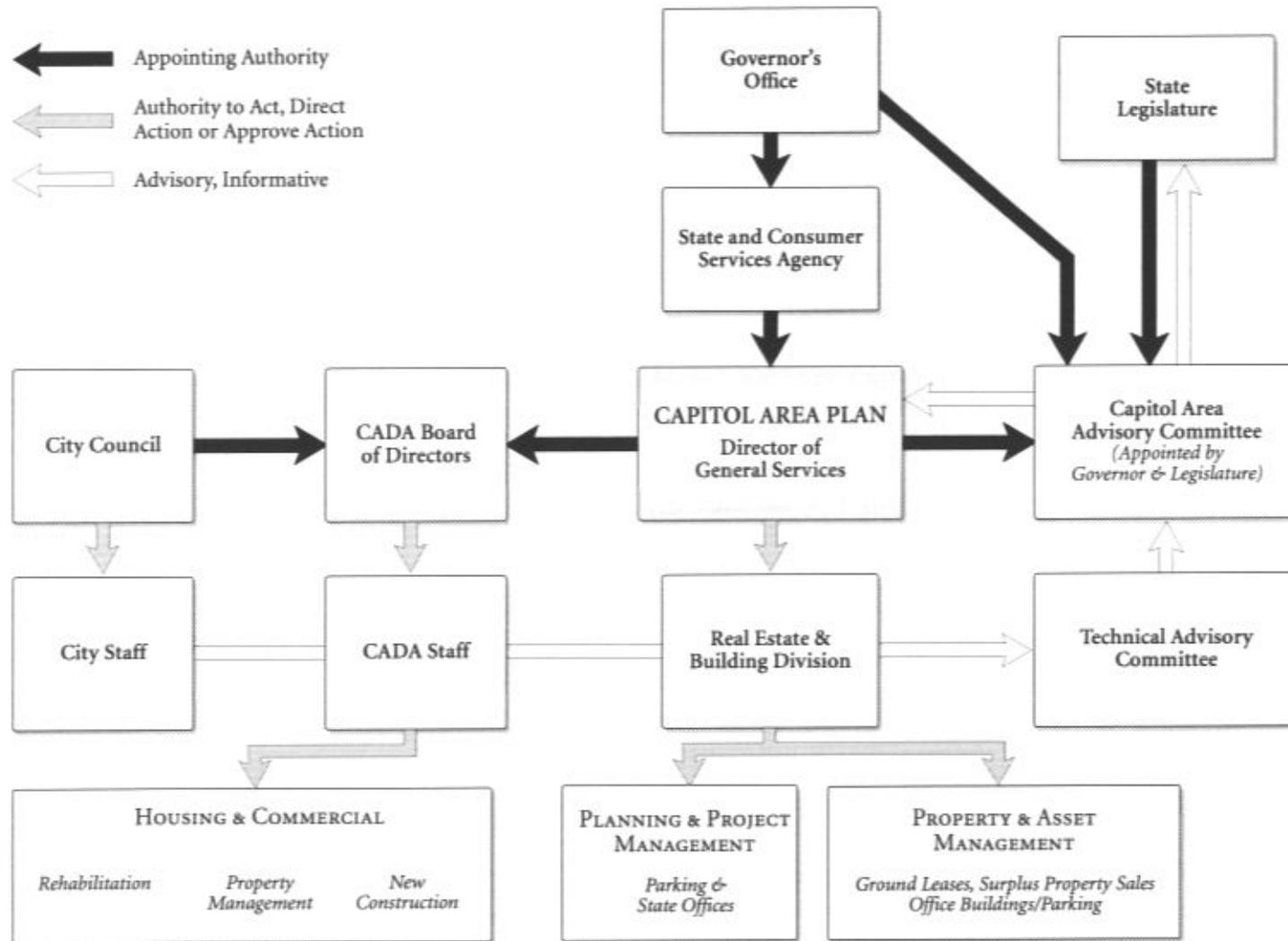


Figure 1-4
 Capitol Area Plan
 Organizational Structure

Legislature. Section 8163 lists factors that the Department of General Services must consider when updating the Capitol Area Plan, including the needs of the state and other affected government agencies with regard to the amount, location and design of new development; local ordinances; and other considerations related to “the orderly, integrated, and cooperative development” of the Capitol Area.

Capitol Area Development Authority

In 1978, the State of California and the City of Sacramento established CADA as a joint powers authority to “accomplish the purposes and objectives set forth in the Capitol Area Plan” as designated by the state and City of Sacramento. CADA currently has two primary areas of responsibility. The first is management, maintenance, and rehabilitation of existing state-owned and CADA-owned residential and commercial buildings. CADA is not involved in management of state office facilities. The second is development and construction of new residential and commercial projects consistent with the Capitol Area Plan, including neighborhood improvements and amenities.

State law permits CADA to prudently exercise any of the powers available to a California redevelopment agency. For the purpose of exercising these powers, state law identifies the area bounded by 7th, 17th, L, and R streets as the “project area”, and the Capitol Area Plan as the “redevelopment plan” for the Capitol Area. While funding for staff and operations is provided solely from CADA property management and development activities, CADA does receive limited tax increment revenue. These funds are then directed into projects within the Capitol Area. State law also identifies CADA as a housing authority for purposes of eligibility for participation in state programs and receipt of state grants, loans or other funding for which a housing authority is eligible.

Detailed plans for housing and supporting commercial uses within the Capitol Area, prepared by CADA, are required to be consistent with the Capitol Area Plan.



CADA’s responsibilities include construction and management of residential and commercial uses in the Capitol Area.

Capitol View Protection Act

In 1992, the Legislature enacted the Capitol View Protection Act as Chapter 8162.5 et seq. of the Government Code. This act was designed to maintain the visual prominence of the State Capitol Building by setting height limits on building sites in close proximity. It also requires building setbacks and stepbacks along streets adjacent to Capitol Park and approaching the State Capitol Building, as well as consideration of the impacts of large buildings on smaller scale historic buildings (specifically the Stanford Mansion and Heilbron House) in the Capitol Area.

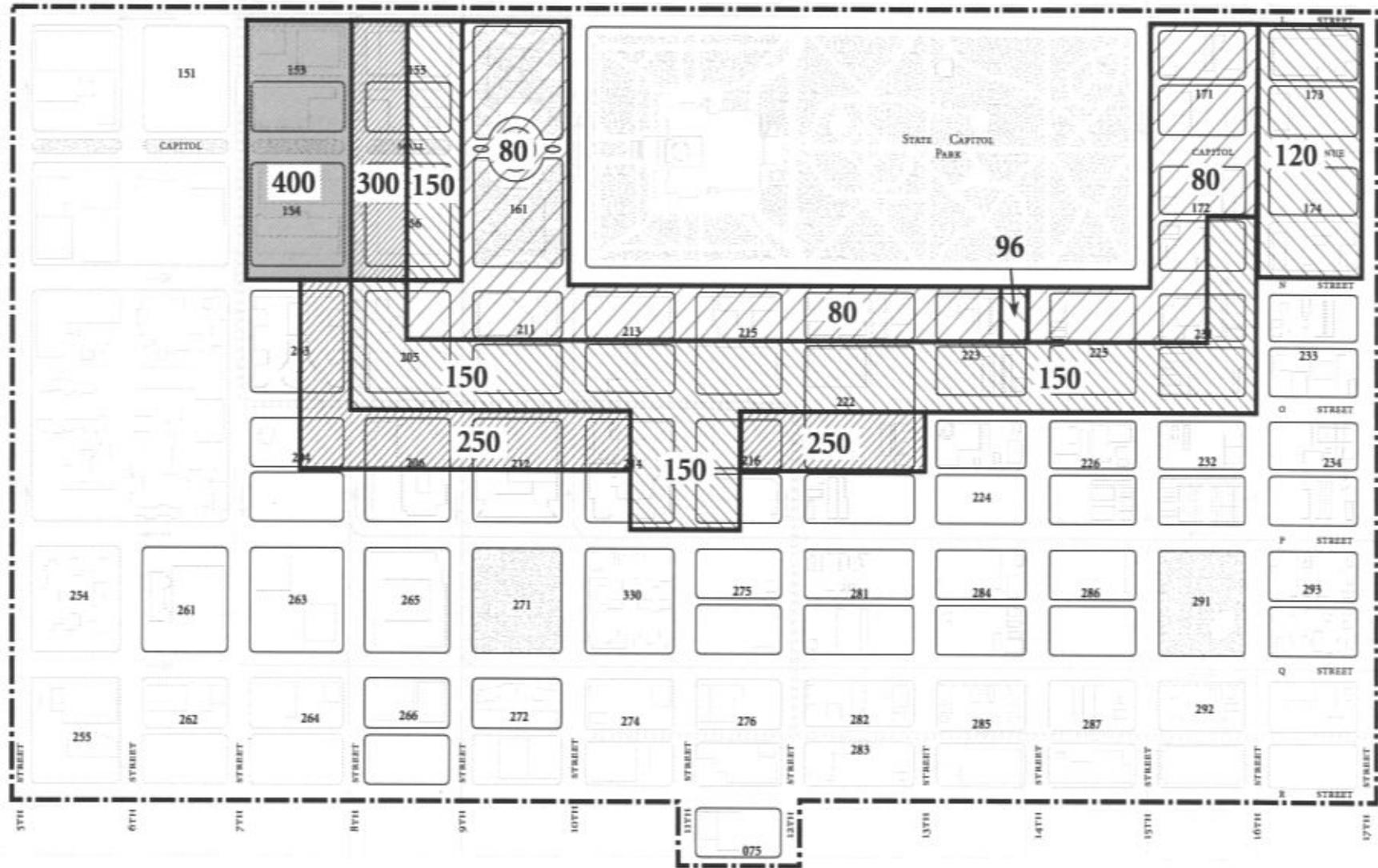
The Capitol View Protection Act is an important factor in the design of buildings on the streets closest to Capitol Park and affects the Department of General Services' flexibility in the location of new offices. Building height requirements under the Capitol View Protection Act are displayed in Figure 1-5.

OTHER PLANS AND REGULATIONS

Other statutes, policies, and regulations direct the state's facility development activities, including the following which are important considerations for the Capitol Area Plan.

Transportation/Transit

Transit availability is ensured by Government Code Sections 15808.1 and 14660 and Health and Safety Code Section 50093.5 which mandate that state office facilities with more than 200 employees or which directly serve the public be located within a "public transit corridor". A public transit corridor is defined in Health and Safety Code Section 50093.5 as the area within one-quarter mile of a route on which the level of service is at, or above, the average for the transit system as a whole, according to the transit operator serving the area, and on which regularly scheduled public mass transit stops are located, or within one-quarter mile of an existing or planned public mass transit guideway or busway station, or within one-quarter mile of a multi-modal transportation terminal serving public mass transit operation.



80 Height restriction (in feet)

Figure 1-5
Capitol View Protection Act Height Restrictions

Commute trip reduction is the goal of Governor's Executive Order D-73-88, which requires state agencies to implement an employee transportation management program designed to result in an annual ten percent reduction in the number of commute trips by state employees, toward the commute goal of two employees per vehicle.

Telecommuting is supported by Government Code Sections 14200 - 14203, which authorize state agencies to incorporate a telecommuting work option as an element of its transportation management programs.

Child Care

Government Code Section 4560 states that newly-constructed state-owned buildings housing 700 employees or more, or existing state-owned facilities which are being rehabilitated more than 25 percent and house 700 employees or more, shall include space for child care facilities if the Department of General Services has identified the need.

Historic Preservation

Public Resources Code Sections 5024 and 5024.5 require inventory and protection of state-owned buildings over 50 years old. These sections state that no state agency shall alter a building's original or significant historical features, or transfer, relocate or demolish historical resources listed on the inventory without first submitting plans for proposed alterations to the State Office of Historic Preservation for review and approval. The department that owns the property is required to report any proposed changes of a building over 50 years old to the State Office of Historic Preservation.

2

LAND USE

To establish patterns of land use in the Capitol Area which are responsive to the goals of the Capitol Area Plan, which provide for flexibility in meeting future state needs, and which protect the state's long-term interest without inhibiting the development process.

Objective

The Capitol Area occupies a strategic location in downtown Sacramento. As the Capitol Area's principal landowner, the state has a compelling interest in ensuring coordinated land uses and development patterns in the area. The state maintains complete jurisdiction over uses, intensities, and development standards on state-owned land in the area; City of Sacramento plans and ordinances regulate the use of private properties in the Capitol Area.

As the Capitol Area Plan has been implemented, its flexibility has allowed for land use designation adjustments in response to developing needs and conditions. The Capitol Area Plan will guide development on sites in the Capitol Area that are vacant or underutilized. Considerations for a future land use strategy include integration of new activities with existing uses; optimal uses of development sites that address economic, programmatic and environmental factors; opportunities for state office consolidation; contribution to a strong, mixed-use Capitol Area neighborhood; and support of a vital downtown Sacramento community. The Capitol Area Plan Land Use Element and the following principles advance these concepts by providing an enduring and inherently flexible development framework.

Principle I

Use the Capitol Area Plan as the master plan for land use and development on state-owned land in the Capitol Area, and a flexible guide for development.

Implementation of the Capitol Area Plan will uphold the land use patterns already established in the area. Opportunities for future state offices exist in areas already within office districts or areas that would complete linkages with other state offices. Opportunities for new housing exist to the south and east of Capitol Park in established residential areas. Figure 2-1 illustrates the conceptual framework for the area, emphasizing the strengthening of existing land uses in different portions of the Capitol Area.

The Land Use Diagram (Figure 2-2) illustrates the land use pattern that will occur with the implementation of the Capitol Area Plan, and Figure 2-3: Conceptual Capitol Area Massing displays the resultant development. The Land Use Diagram serves as the general control document for Capitol Area development by illustrating the type and combination of land uses considered appropriate for the block locations. The flexibility of the Land Use Diagram will continue with periodic reviews and assessments. The Land Use Diagram designates uses for state-owned land in the Capitol Area, including the following classifications:

- **Office.** State offices, and limited support facilities such as parking, child-care, and ground-floor support commercial uses where appropriate. Residential uses are not incorporated into office development sites.
- **Housing.** Housing as the primary use, with supporting community facilities and commercial uses, including retail and small-scale office uses.
- **Parking.** State employee and visitor parking garages and structures and ground-floor support commercial establishments as a secondary use where appropriate.
- **Open space.** Parks and major landscaped areas.

Support commercial facilities are permitted with office, housing, and parking uses. Designated locations where a concentration of these activities is desirable are shown in Figure 7-1.

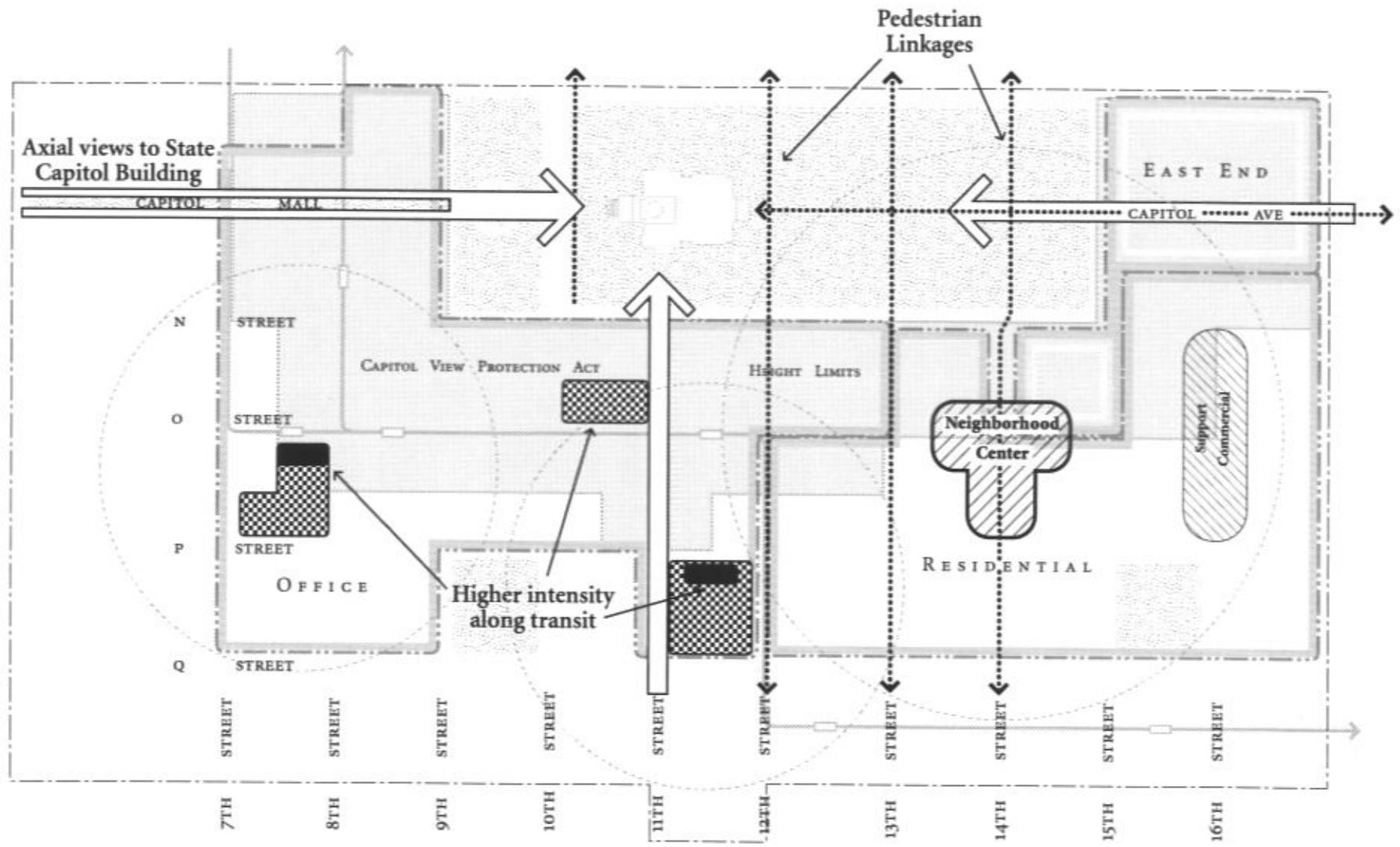


Figure 2-1
Conceptual Framework

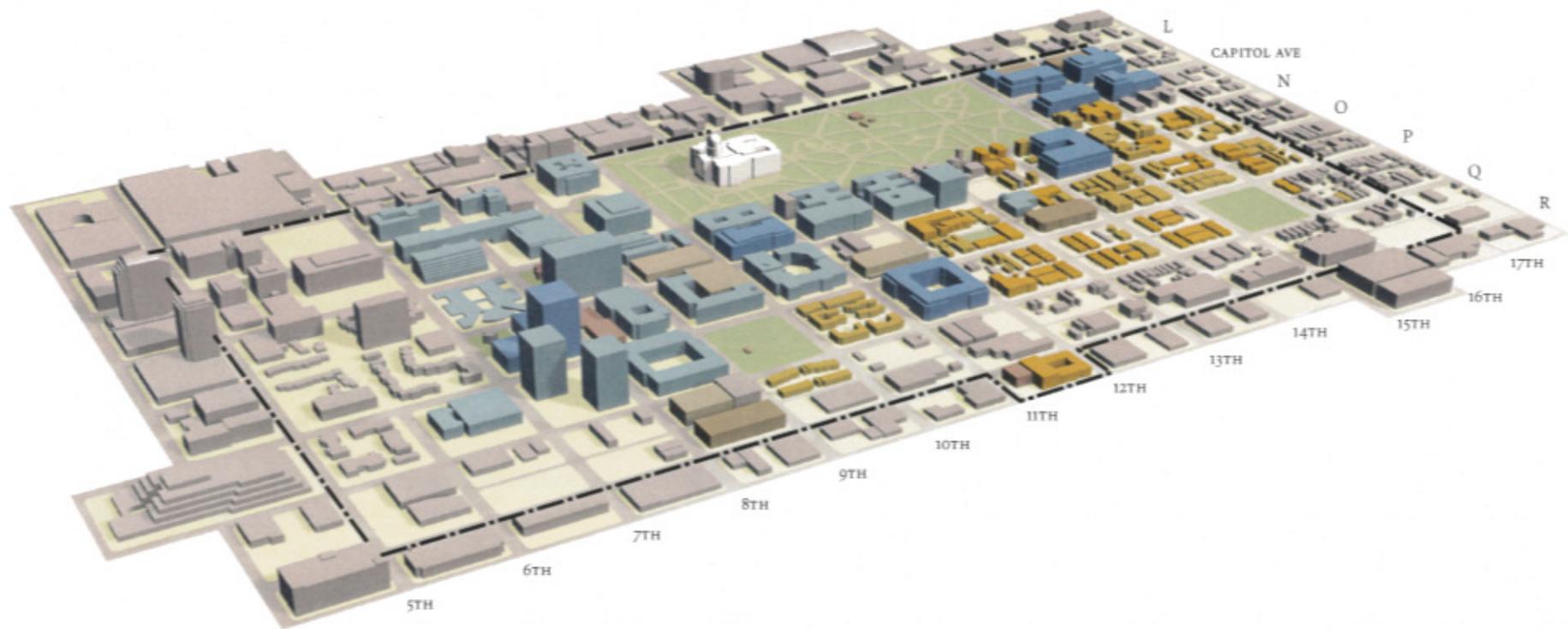
CAPITOL AREA PLAN
Sacramento, CA



- Office
- Residential
- Parking
- Private ownership or other existing use
- Parks and Open Space



Land Use Diagram



Note: Existing building massing is shown on non state-owned land

Figure 2-3
Capitol Area Massing from Southwest

Principle 2

Develop the Capitol Area as a vibrant mixed-use neighborhood of office, residential and supporting commercial uses; and as an integral part of the downtown Sacramento community. Maintain a balance of uses and activities in the Capitol Area.

Development of a mix of uses in the Capitol Area has been a major emphasis of planning efforts over the last two decades. The Capitol Area currently includes a variety of uses—offices, parking, housing and commercial—and the Capitol Area Plan reinforces the Department of General Services’ commitment to continued development of a range of compatible uses in the Capitol Area.

While the 1977 Capitol Area Plan advocated mixing uses within blocks on a quarter-block scale, the 1997 Capitol Area Plan emphasizes maintenance and enhancement of the mixed-use community on an area-wide basis, and on individual blocks, where appropriate. The Land Use Diagram designates sites for different uses with a rational proximity to each other, to ensure that the development program supports an overall plurality of uses. Commercial uses are planned in a mix with both office and residential structures; however, a mix of housing and state office development within the same structure is not contemplated. This strategy minimizes conflicts between office and residential uses and provides opportunities to accomplish needed state office consolidations.

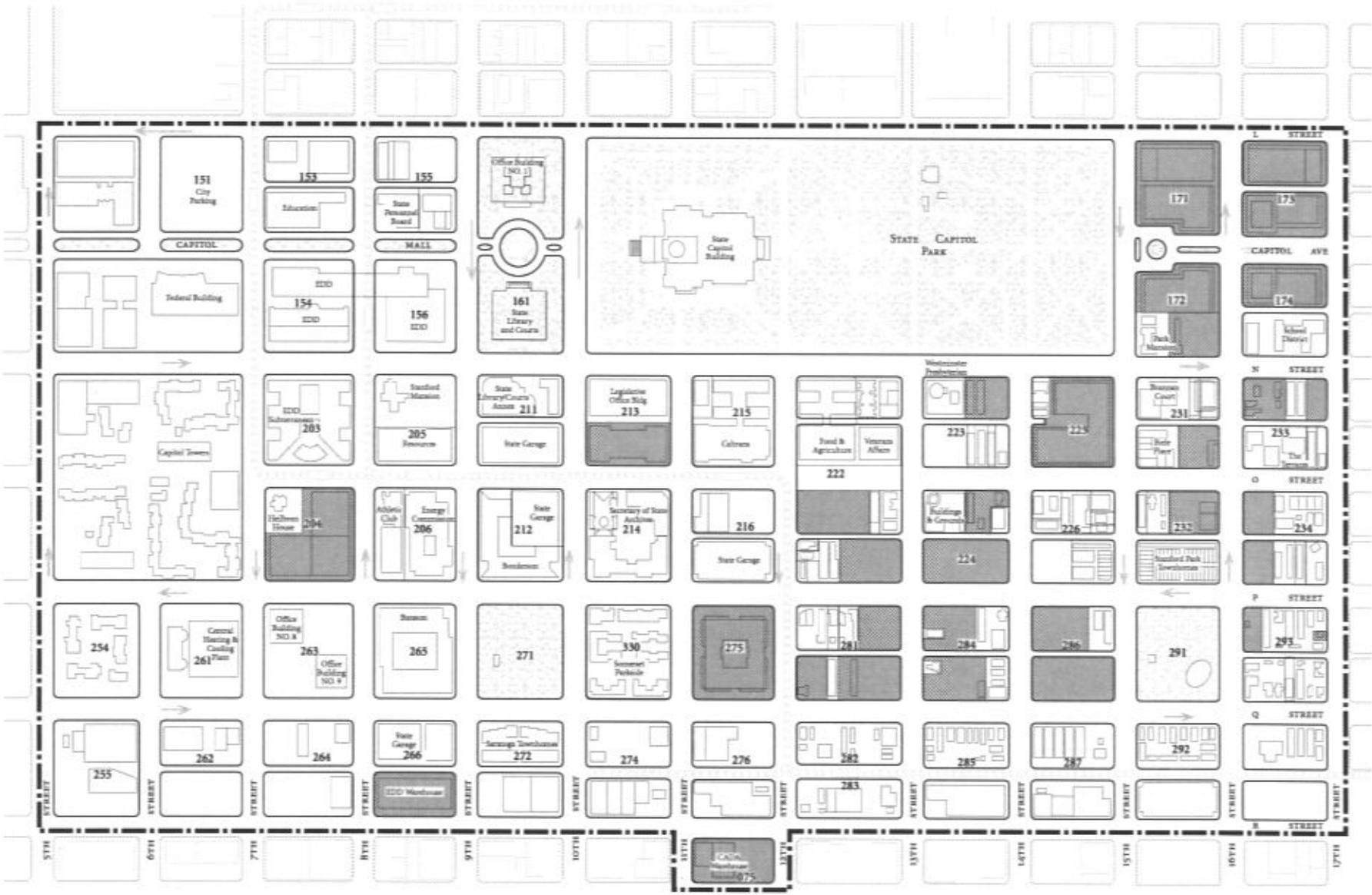
Development Sites

New development in the Capitol Area is expected to result from reuse of interim surface parking lots, and renovation and intensification of uses on other sites. A moderate expansion of peripheral parking (located outside the Capitol Area) may occur during the latter phases of Capitol Area Plan implementation.

A total of 32.2 acres of land on 22 blocks have been identified for additional development under the Capitol Area Plan (Table 2-1). The development sites are mapped in Figure 2-4.

**Table 2-1
CAPITOL AREA PLAN DEVELOPMENT SITES**

Land Use	Area (acres)
Office	15.9
Residential	13.9
Parking Garages	2.4
Total	32.2



Development Site on State-owned Land

Figure 2-4
Development Sites



New development in the Capitol Area will result from reuse of sites devoted to surface parking or occupied by low-intensity uses.

Development Program

The development program provides for the addition of approximately 2.8 million gross square feet of state office space, approximately 725 additional housing units, and up to 90,000 square feet of neighborhood and support commercial space (Table 2-2). A detailed description of the development program is provided in the Capitol Area Plan Implementation Program.

**Table 2-2
CAPITOL AREA PLAN DEVELOPMENT PROGRAM (STATE-OWNED LAND)**

	Existing	Future Potential	Total
Office (millions of gross square feet)	4.8	2.8	7.6
Residential (units)	1,009	568 ¹	1,577
Commercial (thousands of square feet)	62	90 ²	152
Capitol Area State-owned Parking (garage and surface spaces)	5,203	4,211	6,835³

¹ Includes removal of 157 existing units, to be replaced by new housing.

² Includes both neighborhood retail and estimated non-retail commercial.

³ Includes removal of 2,579 surface parking spaces for office, residential, and parking development.

Consider transit accessibility, protection of the State Capitol Building's prominence, and linkage to surrounding neighborhoods in the location, intensity, and design of development.

The State Capitol Building, centered on the Capitol Mall and 11th Street, is the Capitol Area's most prominent landmark. The Capitol Area Plan locates new office development close to the State Capitol Building and Capitol Park to ensure their prominence within the urban context. Completion of the linkage of state offices to the south and east of Capitol Park protects the State Capitol Building and Capitol Park from falling to the fringes of downtown Sacramento as a result of regional office development to the north.

Proposed office development intensities range from a Floor Area Ratio¹ (FAR) of approximately 3:1 on the east side to provide adequate transition to the surrounding residential neighborhoods, to an FAR of over 7:1 on the west to reflect existing intensities in the area and proximity to light rail transit. Parking standards for individual blocks also reflect accessibility to transit.

Drawings and descriptions of recommended building massing on individual sites are included in the Implementation Program. The conceptual building massing has been designed to take advantage of transit, and ensure adequate compatibility with surrounding neighborhoods.

Provide for development of residential uses, with a variety of housing types, including ownership and rental opportunities.

The Capitol Area Plan provides opportunities for a focused Capitol Park residential neighborhood. Housing development sites are concentrated in the southeastern part of the area to provide a critical mass of residential activity, and ensure that neighborhood services can be provided within easy reach of residences. A variety of housing types—detached townhomes or zero lot lines, attached townhomes, and mid-rise apartments—are programmed to cater to the needs of a diverse populace. Housing densities are programmed from 20 to over 100 units per net acre to ensure that a diversity of housing types can be accommodated.

¹Floor Area Ratio = Gross Building Area/Site Area

Principle 3



Residential and commercial activities are planned to reinforce the existing use pattern in the Capitol Area: a residential development site in the southeast.

Principle 4

Principle 5



Housing on state-owned land leased to CADA

A neighborhood center, which will provide retail, restaurants and supporting commercial establishments to serve the needs of the residents and Capitol Area workers, is identified at 14th and O streets, within a three-minute walk of most residences. The center will help provide identity and focus to the Capitol Park neighborhood. Additional support commercial uses are anticipated as part of residential development along 16th Street, and two smaller centers are dispersed to ensure that convenience commercial and restaurant needs of state employees, visitors, and residents, can be met within an easy walking distance.

Allow the Department of General Services the flexibility to either maintain state ownership of land, or lease or sell property to more successfully implement the Capitol Area Plan objectives and manage state assets efficiently.

Exclusive of streets and other rights-of-way, the state owns approximately two-thirds of the land (about 128 acres) in the Capitol Area. The remaining third is owned either privately or by other agencies including the City of Sacramento, Regional Transit, and the federal government. The 1996 land ownership in the Capitol Area is mapped on Figure 2-5.

The state currently leases state-owned land improved with existing housing units and commercial/retail space to the Capitol Area Development Authority (CADA), and would lease additional state-owned land designated for residential use to CADA on a long-term basis for new housing and commercial development. Historically, CADA's ability to implement the housing and commercial components of the Capitol Area Plan has been hampered by the inability to offer fee title when pursuing new development projects. Rental and owner-occupied housing has been developed with moderate success on land provided under long term ground leases. However, such ground leases are less attractive than fee title to developers, lending institutions, initial buyers, and resale buyers.

The ability to offer fee title, especially for new development, would allow CADA and the state to attract a greater number of private sector investors, developers, and homeowners to the Capitol Area in the difficult urban housing market. Private ownership of completed projects does not compete with the statutory objec-

tives of the Capitol Area Plan and such sales previously have been authorized and successfully completed under specific legislative authorization. The state would use deed restrictions or other available legal methods to assure that housing and commercial land uses remain consistent with the Capitol Area Plan, following any property sales.

Principle 6

Work with local agencies to ensure that local plans for use of non-state owned land within the boundaries of the Capitol Area are compatible with the Capitol Area Plan.

The Capitol Area includes about 60 acres of privately-owned land, much of it at the Capitol Area's edges. Development on privately-owned property is regulated by the City of Sacramento General Plan, and other local plans and ordinances. The Capitol Area Plan establishes the state's intent relating to land it owns in the Capitol Area. To ensure coordinated development, local land use strategies and actions for privately-owned land in the Capitol Area and the land outside the area should be coordinated with the Capitol Area Plan. The Capitol Area Committee and Technical Advisory Committee will continue to function as effective conduits between the state, CADA, local and regional planning agencies, and the community to ensure that adequate coordination occurs.

Principle 7

Retain the opportunity to locate the Governor's Residence within the Capitol Area.

The possibility of locating an official Governor's Residence in the Capitol Area has been discussed over the years with interest given to several different sites. Discussions have included various arrangements, including a separate residence or reception facility or penthouse incorporated into the development of a state office building. Although no specific plans or projects are currently under consideration, the Capitol Area Plan implementation should recognize the potential for an actual project proposal in the future. Any efforts to locate accommodations for the Governor in the Capitol Area will require an analysis of the physical and logistical implications of such a decision. The analysis should include the consideration of security issues involved with this type of activity.

3

STATE OFFICES

To provide offices and related services to meet present and future space requirements for the State of California near the State Capitol and in the context of metropolitan Sacramento, in the most cost effective manner.

The Capitol Area offers an ideal setting for office development because of its proximity to downtown and its excellent regional access. State offices, with 4.8 million gross square feet of office space on about 30 acres of land, represent the primary land use in the Capitol Area, and support approximately 15,000 employees.

The Capitol Area Plan office development strategy builds on several recent planning efforts involving numerous public and private sector participants. These include: the 1992/93 Regional Plan for Sacramento, which identified 20 year office space needs in the Sacramento Region; 1993/94 Capitol Area Plan assessment, which examined potential development sites in the Capitol Area; 1995 Urban Land Institute (ULI) study of office development potential in the Capitol Area, which identified eight sites appropriate for office development; and 1996 Capitol Area master planning studies. Sites for new office development have been identified to reinforce the State Capitol Building as the focus of Capitol Area development, provide opportunity sites suitable for office consolidation efforts, stimulate future housing and retail development initiatives, and benefit and promote transit accessibility. The Capitol Area Plan objectives and principles establish the state's strategies for developing space that meet the needs identified in these planning efforts.

Objective

CAPITOL AREA PLAN



The Capitol Area includes a variety of state office and other buildings constructed over the last 140 years: above: The EDD building spans across 8th Street, above right: The State Library and Annex, right: Office Buildings 8 and 9, constructed during the 1960s viewed from the Subterranean Building.

Continued office development in the Capitol Area will:

- Improve efficiency of state operations by consolidating fragmented agencies;
- Maintain the Capitol Area and the State Capitol Building as the functional and symbolic center of state government;
- Utilize existing state-owned real estate assets;
- Enhance public access to state offices; and
- Reduce air pollution by utilizing transit which has been developed in the Capitol Area over the last decade, as well as by reducing travel between state facilities.

Use the Capitol Area Plan as the official master plan for facility development on state-owned land in the Capitol Area.

Office development in the Capitol Area over the last two decades has occurred under the 1977 Capitol Area Plan, which called for development of two million gross square feet of office space between 1977 and 2000. Development of 1.2 million gross square feet under the 1977 Capitol Area Plan already has occurred, and the projected state employee population has been reached. The current demand for office space in the Capitol Area exceeds development contemplated under the 1977 Capitol Area Plan. The 1997 Capitol Area Plan outlines an office development program that will advance the state's consolidation objectives.

The programmatic requirements of state offices include physical aspects of office buildings and support facilities that enhance efficiency, and ease of operations. These include:

- Internal space configurations that allow for flexibility, ensuring long-term efficient use of the state's buildings;
- Sites from one-half to a full block in size to allow for floor plate dimensions that are large enough for efficient contemporary office needs and operations;

Principle I



Office development in the Capitol Area will further regional transit objectives.

- Building sizes that allow for economies of scale in construction and services provided; generally, individual buildings should be at least 250,000 to 300,000 square feet in size; and
- Opportunities for centralized business and service functions, such as child care, auditoriums, cafeterias, mail rooms, libraries, and reprographic services.

Principle 2



Office development sites, above: Blocks 171-174, below: Block 225

Identify and protect opportunity sites for development of state offices in the Capitol Area.

Figure 3-1 displays the designated office development sites. The sites identified for office development as part of this Capitol Area Plan were recommended by the ULI's Sacramento panel based on their size and proximity to existing offices and transit. The multiple-block site located at the east end of Capitol Park (Blocks 171-174, 225) is considered a priority development site. Its development will reinforce the state office presence surrounding the park and promote needed re-development in an underutilized area.

The designated site on Block 213 is the site of the current Legislative Office Building Annex. This building was evaluated as part of the State Building Seismic Program and it was determined that the expenditure of seismic bonds to retrofit this building could not be justified. Therefore, demolition has been proposed. Future development on this site would be under the direction and ownership of the State Legislature.

The designated sites lend themselves to building arrangements that meet the consolidation needs of state agencies. Physically, the plan concentrates new office space to the east and south of Capitol Park, extending the Capitol Area's existing office district from its current location southwest of Capitol Park to fully border the south and east sides of the park. Thus, the office program reinforces the role of the State Capitol Building and park as the focal point of the Capitol Area.

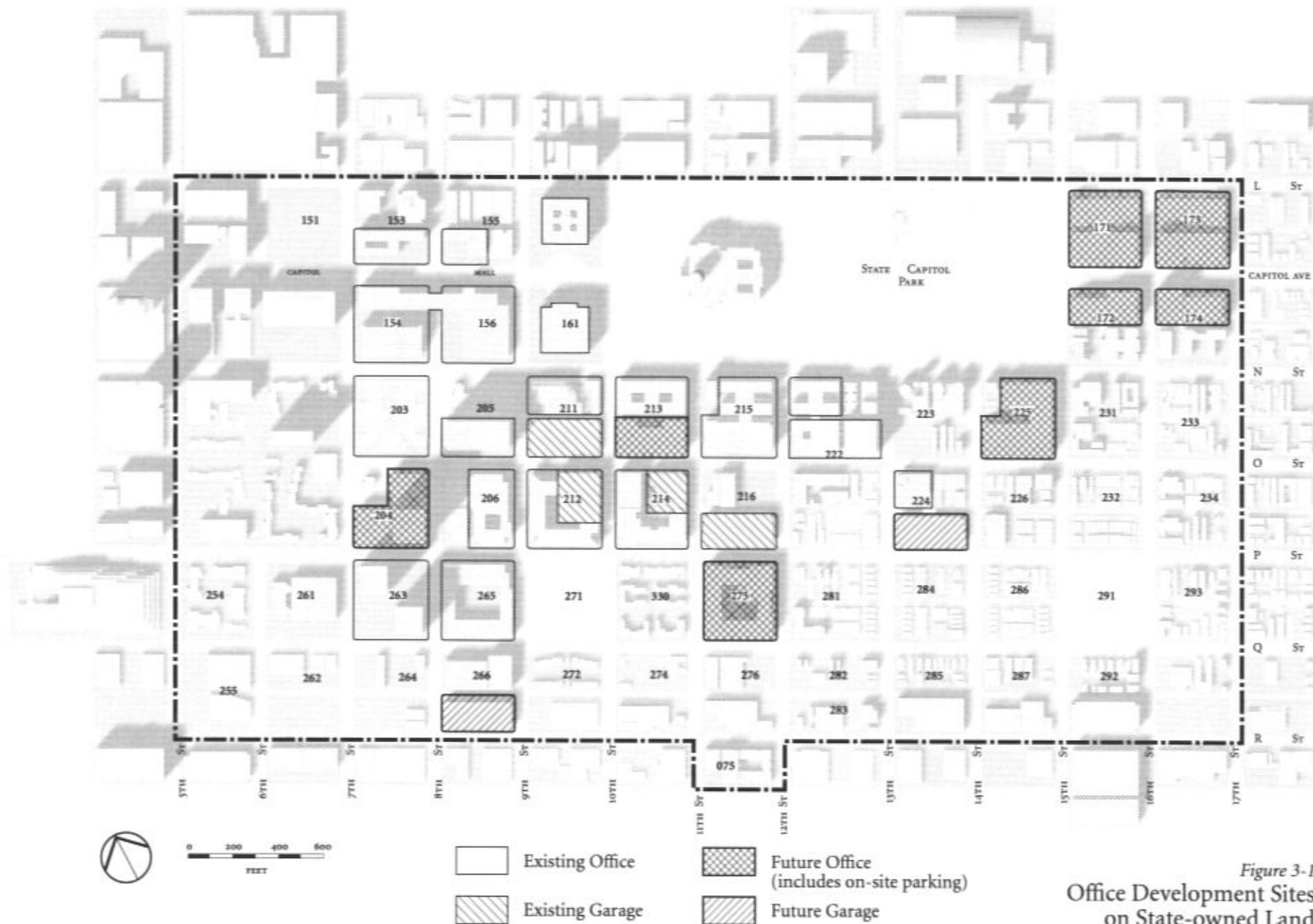


Figure 3-1
Office Development Sites
on State-owned Land



Above: Block 275, middle: Block 213,
below: Block 204

The Capitol Area Plan office development program provides for an additional 2.8 million gross square feet of state offices, located on 15.9 acres of Capitol Area land (Table 3-1). The overall intensity of contemplated office development is moderate, and within the range recommended by the ULI, which foresaw office development at an average FAR of 4:1 to 5:1 on these sites. Development intensities on individual blocks range from an FAR of approximately 3:1 to 7:1 to take advantage of well-located sites close to transit and minimize the effects of office development on residential areas and local streets, while still meeting office building size requirements.

**Table 3-1
OFFICE DEVELOPMENT PROGRAM**

Site	Building Site (square feet)	Building Area (square feet)	
		Gross	Net ¹
East End:			
Blocks 171-174	352,000	1,063,200	797,400
Block 225	94,400	407,000	305,250
Block 213 (Legislative Office Annex site)	51,200	268,000	201,000
Block 204	85,400	628,000	471,000
Block 275	106,400	454,600	340,950
Total	689,400	2,820,800	2,115,600

¹ Assuming net/gross ratio of 0.75.

Ensure that building massing for office development enhances the Capitol Area's urban character, respects and maintains the State Capitol Building and Capitol Park as the focus of the Capitol Area, and provides adequate transition to the surrounding neighborhoods.

With its location immediately south of Sacramento's Central Business District, the Capitol Area provides a transition between the city's high intensity commercial core and smaller-scale residential neighborhoods. The Capitol Area itself is a mixed-use district; state offices and residential buildings are interspersed, creating a varied and diverse urban fabric.

Recommended building massing for office development sites are based on careful study and analysis, and draw from the alternative schemes presented in the Capitol Area Master Planning Study: Office and Parking Development, and known environmental constraints. The study provided a focused analysis of the Capitol Area's capacity for additional office space, and identified ways in which the Capitol Area could be developed to meet the state's near term office space requirements. Building massing is generally depicted in Figure 3-2, and massing on individual blocks is illustrated in the Implementation Program. The Capitol Area's overall building mass considerations are discussed in greater detail in Chapter 11: Urban Design Guidelines.

Building Massing Considerations

New office development in the Capitol Area should be sensitive to the aesthetic and functional requirements of surrounding neighborhoods, while making efficient use of underutilized state property and ensuring that development intensities are appropriate for a downtown setting. The 1997 Capitol Area Plan provides for expansion of the area's office concentration from the current locations west and south of the State Capitol Building to areas east of Capitol Park. With these conditions in mind, office development strategies incorporate the following considerations:

- *The community's desire to maintain the scale and character of the existing Central City neighborhoods.* The Capitol Area Plan's development program

Principle 3



The Capitol Area provides a transition between the city's high intensity commercial core and smaller-scale residential neighborhoods. Capitol Area edges, above: N Street and Capitol Park, and below: 17th Street

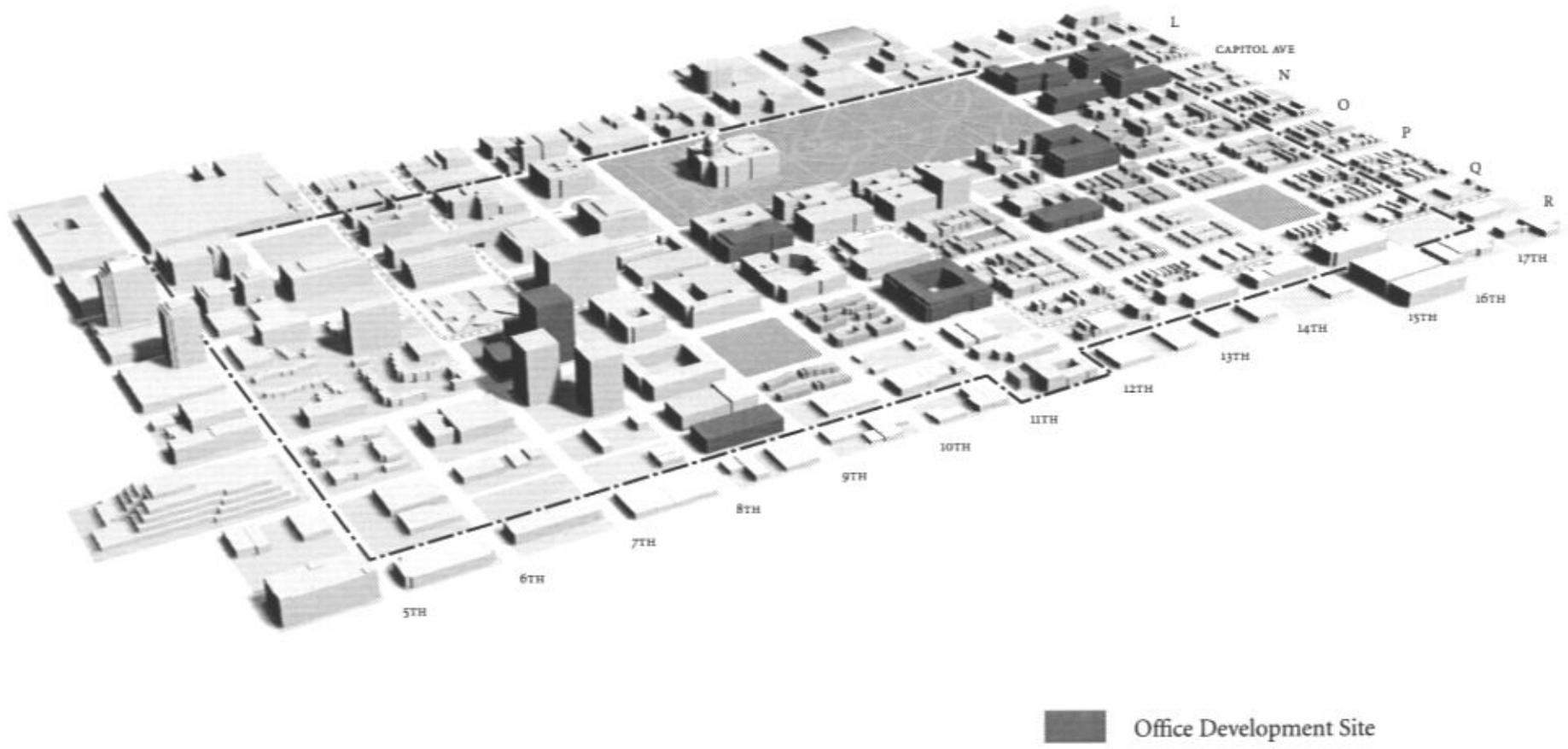


Figure 3-2
Capitol Area Office Development Massing

further the city's objectives for the Central City by reinforcing neighborhood character, and provides height and scale transitions to the two- and three-story neighborhoods located to the south and east of Capitol Park.

- *The presence of historic buildings within the Capitol Area, which contribute to the area's character and scale.* Some of the area's historic buildings are located adjacent to sites where office development is contemplated. Building massing has been designed to be sensitive to these resources, and to the area's overall physical and architectural character.
- *The need to protect views to the State Capitol Building and the character and scale of Capitol Park.* The Capitol View Protection Act sets height limits and building setbacks for the blocks surrounding Capitol Park. Building massing is respectful of the limitations, and is well within the maximum permitted envelope.
- *The potential impact of development on the pedestrian environment.* Development of sites currently used for surface parking will provide a more continuous building frontage along streets and sidewalks. Parking structures that are freestanding or located at the base of office buildings can have a significant effect on the street-level environment. Garages along sidewalks can result in inactive and inhospitable streetscapes, impacting the vitality and character of an urban district.

Design guidelines are provided to ensure that office structures which include street-level parking maintain a sense of vitality, either through incorporation of ground-floor retail or through careful design and massing. Additional consideration should be given to specific architectural elements and construction materials as specific projects are designed.



The Heilbron House is one of the historical buildings located in the Capitol Area.



Building massing and design should consider pedestrian needs.

Principle 4

Use the state's Regional Facilities Plan for Sacramento to determine overall state office needs in the Capitol Area and central Sacramento.

Planning for the Capitol Area is a component of wider planning activities for state facilities in the Sacramento region. The Regional Facilities Plan for Sacramento, completed in 1992/1993, determined the immediate and 20-year office space needs of the 111 agencies operating in the region, recommending development of facilities to house the 18 largest agencies and functionally related smaller agencies in consolidated locations. The plan's recommendation for locating state facilities primarily in the Capitol Area and downtown Sacramento and placing back office functions in outlying areas was confirmed by the ULI panel's report.

The state is the principal user of office space in the Sacramento area, occupying more than 13.5 million net square feet of space in owned or leased premises, representing approximately 30 percent of the regional office space inventory. The Capitol Area, with 4.8 million gross square feet of office space, has one of the largest concentrations of office space in the region.

The 1997 Sacramento Regional Facilities Plan updates the 1992/93 Regional Facilities Plan for Sacramento. The 1997 plan is a comprehensive regional plan which includes an assessment of office space needs for the 117 state agencies located in Sacramento, location recommendations, a recommended building program for new facilities, an integrated leasing strategy, and a reuse/backfill strategy for vacated state-owned space. It provides the framework strategy for the state to address its facility needs over the next 20 years.

Principle 5

Consolidate agencies for which proximity to the State Capitol and other facilities and activities in the Capitol Area is appropriate.

State agencies are currently scattered across 250 separate locations throughout the Sacramento region; some large agencies are housed in a dozen or more separate locations. The state currently leases approximately 7.1 million net square feet of general purpose office space in the Sacramento area. The addition of 2.8 million gross square feet of office space in the Capitol Area promotes consolidation of space and activities and shifts some offices from leased to owned space,

consistent with the state's goals to improve efficiencies and the state's asset management strategies.

Relocation of offices currently in leased space outside the Capitol Area is particularly important for those state agencies or portions of agencies with strong functional connections to the State Capitol and other control agencies in the Capitol Area. According to the 1995 ULI panel's report, consolidation of state offices in the Capitol Area continues to be particularly important for two reasons:

- Greater proximity between various offices and the State Capitol Building will improve the state's functional efficiency and public access to state offices; and
- As Sacramento's major employer, the state has a regional responsibility to focus its development for the purpose of containing sprawl.

Intensify office space use on underutilized sites or in aging state facilities through renovation of existing buildings or through redevelopment.

Sites included as part of the office development program in the Capitol Area Plan are being used for surface parking or other very low intensity non-office uses. Upon implementation of this program, other appropriate, underutilized Capitol Area sites should be examined for redevelopment and renovation potential, including but not limited to those identified under Chapter 193, Statutes of 1996 – blocks 153, 203, and 263. These blocks are not planned for change as part of this program. Block 216 also is a potential location for a future small, infill office project.

Principle 6

4

HOUSING

To foster housing within the Capitol Area meeting a wide range of income levels and restoring the area to a population consistent with its urban surroundings.

The Capitol Area provides a unique residential environment within downtown, close to the entertainment and shopping opportunities of the Central Business District, and easy access to public transportation. Housing development is central to the objective of creating a vital, mixed community, and has been a major planning goal for the Capitol Area since the preparation of the 1977 Capitol Area Plan. The Capitol Area currently has over 1,000 housing units on leased state-owned land.

The Capitol Area Development Authority (CADA) is responsible for managing and developing housing in the Capitol Area. Since CADA was established in 1978, it has developed or is developing 470 new units and rehabilitated over 300 state-owned units. There has also been a major shift in the nature of Capitol Area housing over the last two decades. CADA has developed several ownership housing projects on leased land. Through enabling legislation, the state's underlying fee interest is being conveyed at market value to the homeowners, converting these projects to complete private ownership.

Objective

**Table 4-1
CAPITOL AREA EXISTING (1996)
HOUSING UNITS**

State-Owned Land:	
CADA-Managed	773
Privately Owned	236
Subtotal	1,009
Privately-Owned Land	498
Total	1,507



Single family home along 16th Street

Principle I

Housing in the Capitol Area can be classified into one of three categories (See Table 4-1):

- CADA-managed rental units on state-owned land;
- Privately-owned units with long-term leases constructed on state-owned land; and
- Privately-owned units on privately-owned land.

The existing residences in the Capitol Area are a unique blend of apartment buildings, townhomes and single family residences, many of which are older Victorian structures, under both private and public ownership. Most housing is concentrated in the southeastern part of the Capitol Area. Many of the existing residential buildings have a high net density as they consist of studios or small one- and two-bedroom units, with little or no on-site parking on relatively small parcels of land.

Net housing densities (exclusive of streets, alleys, and other public rights-of-way) in the Capitol Area vary widely, from a low of 13 units per net acre to a high of 200 units per net acre. The average density is 66 units per net acre. Such densities are difficult to achieve with new development due to on-site parking requirements, and may not be desirable given the Capitol Area Plan’s objectives and principles.

The Capitol Area Plan’s vision for housing calls for the enhancement of a vibrant Capitol Park Neighborhood. Capitol Area Plan strategies focus on neighborhood building and creation of opportunities for a diverse group of residents to live in the Capitol Area.

Enhance the overall residential environment in the Capitol Area; foster development of neighborhood identity and residential support services.

Development of a diverse and vibrant residential neighborhood is one of the principal purposes of the Capitol Area Plan. The Capitol Area Plan’s residential building massing (see the Capitol Area Master Planning Study: Residential and Commer-

cial Development, the Capitol Park Neighborhood Design Plan, and the Capitol Area Plan Implementation Program) has been designed with a neighborhood orientation. The Capitol Area Plan also includes principles and actions to support development of a neighborhood center at 14th and O streets and additional support commercial uses along 16th Street to help provide amenities for the residential areas (see Chapter 7: Development of the Community for a detailed discussion of commercial and services).

Provide for a variety of housing and building types to facilitate development of the Capitol Area as a mixed-income community, and expand ownership housing opportunities.

The housing development sites included in the Capitol Area Plan were identified during the master planning phase of the update process. These sites, shown in Figure 4-1, are mostly vacant and used for surface parking, or have some existing housing. These existing housing units may be removed to create larger, more marketable development sites. Some of these units may be near the end of their useful economic or physical life at the time of a proposed development, and it may not be cost effective to rehabilitate such units.

Principle 2



The Capitol Area includes a variety of housing types and densities, on publicly- and privately-owned land.



Figure 4-1
Housing Development Sites on State-owned Land

HOUSING DEVELOPMENT PROGRAM

Development Program

The Capitol Area Plan establishes a goal of construction of approximately 725 new housing units over the next ten years² on about 13.9 acres of state-owned land, consistent with Capitol Area Master Planning Study: Residential and Commercial Development (May 1996). This goal is expected to be achievable based on current and projected market conditions, and the desire to increase the mix of residents in the area and expand ownership housing opportunities.

The housing development program is designed to strike a balance in new Capitol Area housing in several ways:

- Developing ownership and rental housing in quantities that will meet market demand and encourage private investment in the Capitol Area;
- Ensuring adequate affordable housing in addition to market-rate housing, at levels required by state statute; and
- Constructing housing appropriate to the opportunities and constraints on each development site.

Phasing for the housing development program will be contingent on market forces, which will determine the economic feasibility of each new project.

Housing Densities

The housing development program calls for a variety of densities in order to achieve diversity in the Capitol Area's housing stock. The density of new housing will vary widely, falling into the following four categories:

- Low Density (under 35 units per net acre);
- Medium Density (35 to 70 units per net acre);
- High Density (70 to 110 units per net acre); or
- Very High Density (over 110 units per net acre).

²This goal assumes removal of 157 existing units, leading to a net increase of approximately 568 units in the area.



Housing development sites are mostly either vacant or being used for surface parking.

Principle 3



The CADA warehouse on R Street could be converted to lofts and live/work space.

The overall target density for new development is approximately 50 units per net acre; target density ranges for individual sites are included in the Implementation Program.

Massing

General massing for each housing development site represents a way of achieving the program goal for population and objectives for neighborhood development within an overall residential building type framework. Figure 4-2 illustrates the overall housing massing concept.

Meet the housing needs of individuals and families with a wide range of socioeconomic characteristics, consistent with consideration of existing and potential market conditions.

With its location in downtown Sacramento and proximity to state offices, transit and freeway accessibility, and additional pool of state employees, the Capitol Area has the potential to attract a broad spectrum of households. The housing development strategy acknowledges and accommodates the need for this diversity. The program provides for both ownership and rental housing, in a variety of housing types and configurations.

Prevalent market conditions will affect the ability to develop residential projects, and will strongly influence the type of housing constructed. While attractive land prices are a strong incentive for private development in the area, Capitol Area housing will nevertheless need to compete, both in price and in amenities, with residential projects in other parts of Sacramento. Market forces will be a factor in determining the Capitol Area's future mix of housing types and its combination of ownership and rental units.

The range of housing types that the development program provides for include:

- Multi-family apartment buildings;
- Two- to three-story stacked flats;

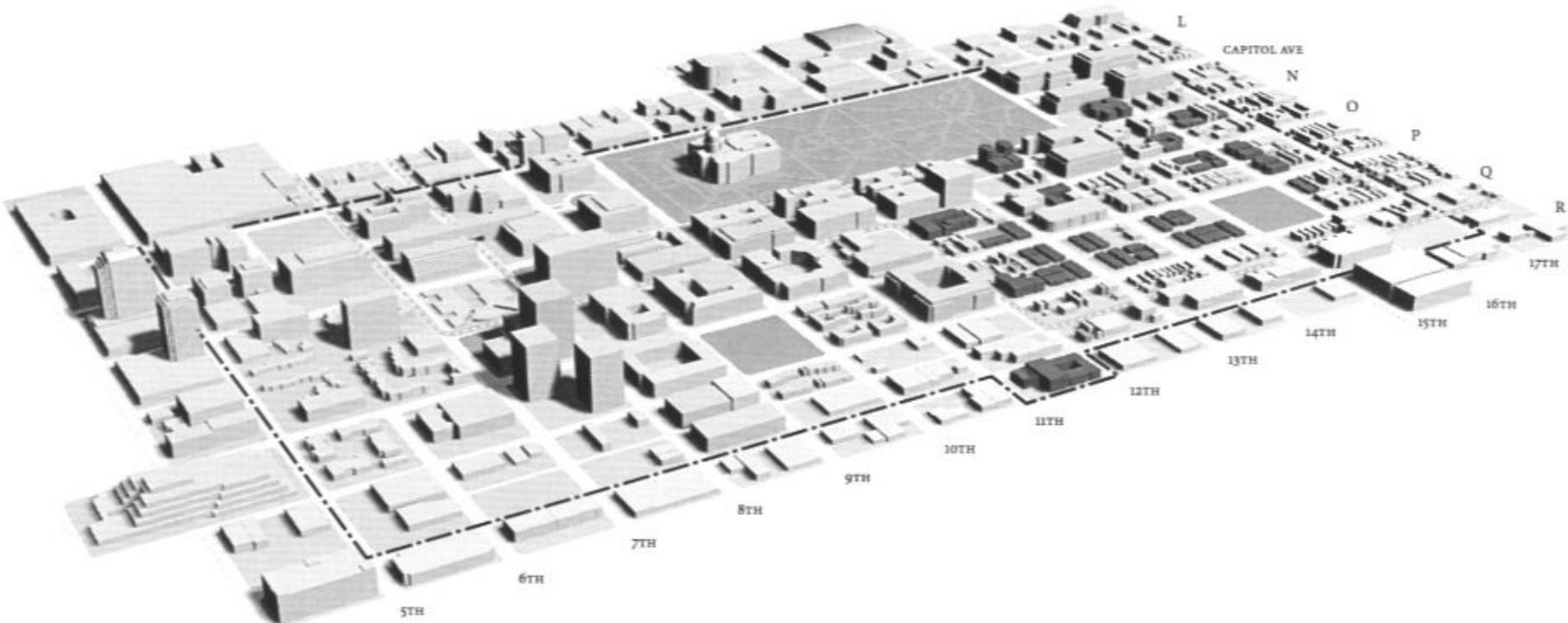


Figure 4-2
Capitol Area Housing Development Massing

- Townhomes;
- Zero lot line single family homes; and
- Lofts and live/work space.

Principle 4

Balance retention and renovation of existing housing units, with redevelopment of housing sites. Build new housing where existing buildings are either outdated to the extent that renovation would be economically infeasible, or are functionally obsolete relative to market expectations; or where it is desirable to create larger or more marketable development sites.



Dean Apartments on N Street

The Capitol Area includes a few older residential apartment buildings which reflect a 1920s and 1930s modern architectural character and have been renovated and are generally well maintained. The Park Mansion at 15th and N streets and Spanish revival style Dean Apartments at the corner of 14th and N streets reflect the historic importance of the State Capitol and are strong residential landmarks in the neighborhood.

While much of the new housing in the Capitol Area will result from development on sites currently used for surface parking, some new housing will be built on redevelopment sites. The Capitol Area Plan balances development on vacant land with redevelopment in a way that promotes an economically viable community, provides needed housing, and creates a vibrant and livable neighborhood for residents and workers.

Maintain the supply of affordable housing in the Capitol Area in accordance with requirements of Government Code Section 8193.

Section 8193 of the California Government Code requires that 25 percent of the units on land leased to CADA by the state be occupied or made available at affordable rents for low-income households. Affordable rents are defined in this section as rents that are no more than 30 percent of the households' income, including a utility allowance. The statute implements this requirement through a phased approach, in that it is only applicable to "existing dwelling units" until 600 new housing units, since CADA's inception, are built. When this occurs, the 25 percent requirement would apply to the total number of units located on land leased by CADA from the state.

To date, CADA has met this obligation by directly subsidizing 176 units located throughout the apartments it directly manages. This number is 25 percent of the 704 units that were initially transferred to CADA in 1979. Annual review processes and monitoring of the Capitol Area Plan implementation are potential mechanisms to ensure that a supply of affordable housing in the Capitol Area consistent with statutory requirements is maintained.

Maintain a program goal to achieve a population of 3,500 in privately and publicly-owned housing in the Capitol Area over the plan horizon.

In 1994, the Capitol Area had an estimated population of 2,260 in CADA-managed and privately-owned housing. The area has much smaller households than those found in the rest of Sacramento; while the city's households averaged 2.54 persons in size in 1996, the Capitol Area had an average household size of 1.48 (State Department of Finance). The average household size in downtown Sacramento is 1.7 persons. The area's household size is considerably smaller than the city's because of the urban nature of development; Sacramento's housing stock is by and large composed of larger, single-family dwellings catering to larger households.

Principle 5

Principle 6

Population Goal

The 1997 Capitol Area Plan carries forward the program goal as stated in Government Code Section 8163, of achieving a total population of 3,500 residents in the Capitol Area. CADA's housing and commercial development strategies support this goal and balance it with consideration of the achievable types of physical development needed to meet the Capitol Area Plan objective of developing a vibrant residential community.

The housing development program proposes housing types which would accommodate larger households, a measure that would also help achieve the population goal while allowing for development at marketable densities.

The housing development program identifies potential new development and mix of housing types and tenure, given project goals and available land. In light of the state and CADA's vision for the Capitol Area and the need to pursue economically viable solutions, the designated number of units for the area serves as a general direction rather than a specific target stated as policy.

While the Capitol Area Plan does not apply to residences on privately-owned land within the boundaries of the area, these units make an important contribution to the neighborhood. All of the housing types, and the diversity of units within each type, contribute to the Capitol Area's overall population goal, the neighborhood's mix of residents, and the ability of the area to support commercial services.

5

TRANSPORTATION AND PARKING

To develop strategies, patterns and systems of movement into and within the Capitol Area that will provide adequate mobility for people, that will provide adequate parking, and that will enhance the area's environment.

A safe and efficient transportation system is central to the Capitol Area's function as a major employment center, a vital residential neighborhood, and a destination for visitors. With the increase in work force and population in the Capitol Area contemplated as part of the Capitol Area Plan, transportation is likely to continue to represent an important component of the overall development strategy of the Capitol Area.

The Capitol Area Plan strongly promotes alternative modes of transportation, and outlines strategies to reduce single-occupant vehicle (SOV) use for commute and non-commute trips, emphasizing achievement of a balance between automobiles and other forms of transportation. Minimizing additional traffic contributions from new office development is of particular concern, given the high volume of existing traffic on some streets in the area.

Development of parking facilities to accommodate new development requires balancing adequate supply with incentives to encourage workers to use the Capitol Area's excellent transit access, and to ride-share, walk or bicycle. Principles, actions and programs outlined also enable more efficient use of local transportation systems and the state's parking supply.

Objective

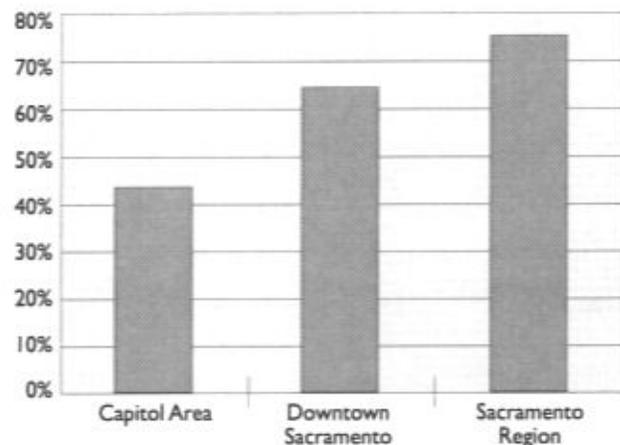
Principle I

Support measures that promote transit and alternative transportation modes to further regional transportation and air quality objectives, while continuing to provide adequate automobile access.

The transportation mode choice of state employees in the Capitol Area has an important impact on transportation and parking planning; the mode choice of Capitol Area residents has only a marginal impact on the overall traffic patterns in the Capitol Area.

Commute Patterns of State Employees

A majority of Capitol Area workers used transportation modes other than SOVs to reach their offices each day in 1996³. The accompanying chart illustrates that state employees in the Capitol Area have a much lower rate of SOV use (44 percent) than Sacramento Metropolitan Statistical Area workers (76 percent) or even Downtown workers (65 percent), who have comparable access to transit.



SOV use as a percent of daily trips. State employees in the Capitol Area (1996), and Downtown Sacramento and Sacramento Region workers (1990)

The 1977 Capitol Area Plan established an ambitious goal of reducing SOV use to five percent of all trips, and increasing transit use to 27 percent of trips (included use of peripheral parking lots and shuttle to work place). This target has proved to be unrealistic, even with the availability of light rail in the Capitol Area (which was not anticipated in 1977) and the comparatively high transit use by state employees. Setting realistic commute goals, and planning accordingly for Capitol Area employees using all transportation modes is an important component of the Capitol Area Plan update effort.

Commute Patterns of Residents

The use of SOVs for commuting purposes by Capitol Area residents is comparable to those for the area's workers (Table 5-1). However, because of access to jobs in downtown and the Capitol Area, a much larger proportion of residents walk to work. As a result of the comparable rates of drive-alone trips for workers and residents, and the Capitol Area's small residential population in relation to the employment base, the overall impact of population growth in the Capitol Area has only marginal impacts on traffic and parking.

³Survey by the California Department of Transportation (Caltrans), 1996.

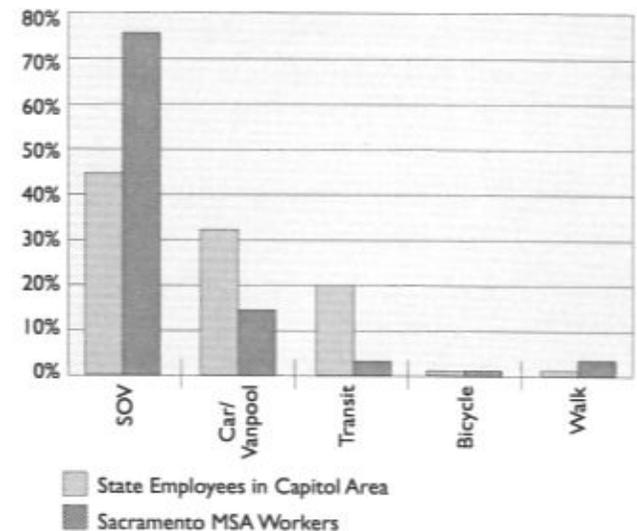
Balancing Needs

Ensuring smooth traffic operations with an increase in the Capitol Area workforce requires a comprehensive strategy that addresses all facets of transportation management and planning. In addition, it is essential that transportation strategies foster an urban environment conducive to walking and bicycling, and that vehicular traffic on residential streets is in keeping with the Capitol Area Plan's desired objective of fostering a vital urban neighborhood.

**Table 5-1
MEANS OF TRANSPORT TO WORK (IN PERCENT)**

Travel Mode	State employees in Capitol Area (15,000 workers)	Capitol Area Residents (2,300 residents)	Sacramento MSA Workers (621,390 workers)
Drive Alone	44	48	76
Carpool/Vanpool	32	4	14
Public Transit	20	6	3
Bicycle	2	4	2
Walk	2	35	4
Other & Work at Home	n/a	13	1

Sources: 1996 Caltrans survey of state employees; 1990 U.S. Census. Does not include residents without employment, telecommuters or those with compressed work weeks.



Means of transportation to work. State employees in the Capitol Area (1996), and Sacramento MSA workers (1990)

Principle 2



Incentives such as discount passes encourage use of the Capitol Area's extensive transit system.



The Capitol Area contains seven light rail transit stops.

Maintain a comprehensive transportation demand management strategy to minimize traffic contributions from new and existing development.

A variety of programs are already in place to promote use of alternative transportation modes; these programs, which will serve as a framework for future demand management efforts, include:

- An aggressive rideshare program that encourages carpool use by matching employees and offering discount carpool parking rates;
- Discount transit passes for use on buses or light rail; and
- Workday options such as flex time and telecommuting, that reduce the number of cars on the streets at peak hours.

The land use changes described in the Capitol Area Plan will both necessitate and create opportunities for changes in transportation patterns, as the increased concentration of state employees will make alternative modes more viable as well as create additional pressures on streets and parking facilities. Transportation demand management will permit efficient use of available roadway capacities, protect the regional investment in new transit infrastructure, and benefit air quality.

The addition and consolidation of office space in the Capitol Area will help make ride-sharing a practical commute alternative for a greater proportion of employees. An expansion of the number and types of housing, with increased emphasis on ownership housing, will provide greater opportunities for state employees to live in the Capitol Area, and walk or bicycle to work. Easily accessible support commercial services will permit employees to complete errands locally, and reduce the need to have automobile access during the day.

A comprehensive transportation demand management program is included in the Capitol Area Plan Implementation Program.

Maintain single-occupancy vehicle trip reduction goals and monitor progress toward their attainment.

The Governor’s Executive Order D-73-88 requires state agencies to implement an employee transportation demand management program designed to reduce single occupant vehicle trips by ten percent each year, towards an average vehicle occupancy goal of two employees per vehicle. The Department of General Services will continue to monitor progress towards this goal as it implements the transportation demand management program.

Ensure that the design of new buildings and any open space and street improvements support transportation management measures and facilitate walking, bicycling, and use of transit.

Building and infrastructure design should support transit, walking, and bicycling.

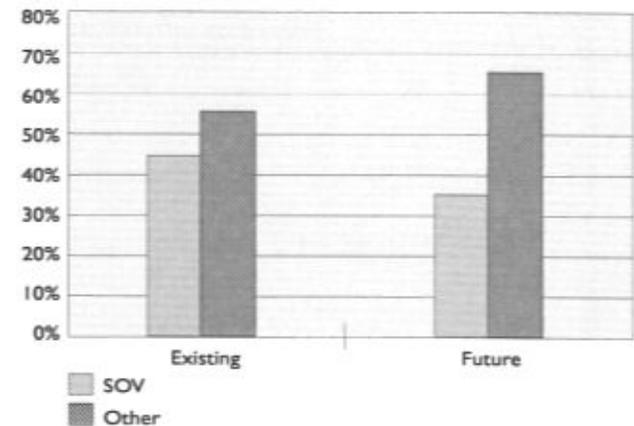
Transit and Walking

The Capitol Area has excellent access to transit, and more than 20 percent of state workers use transit for commuting. There are seven Regional Transit (RT) light rail stops in the western and southern parts of the Capitol Area (see Figure 5-1); a majority of the area is within a two-minute walk of a light rail station. The Sacramento RT light rail network is being expanded, and according to RT, all phases of a southern spur of the rail network should be fully operational by the year 2001, boosting regional rail ridership by about 18 percent. The expansion will provide rail access to many Capitol Area workers who live in the southern parts of the region, a group that comprises a significant proportion of state employees.

In addition to light rail, about 1,000 RT buses serve the Capitol Area every week-day, providing access to other areas in the region. Coordination with RT and monitoring of transit services would ensure that bus routes and stops are located to serve workers at the planned development sites.

Principle 3

Principle 4



Transportation mode split. Existing (1996) and future (upon full implementation of the Capitol Area Plan) rate of SOV use among state employees in the Capitol Area

CAPITOL AREA PLAN

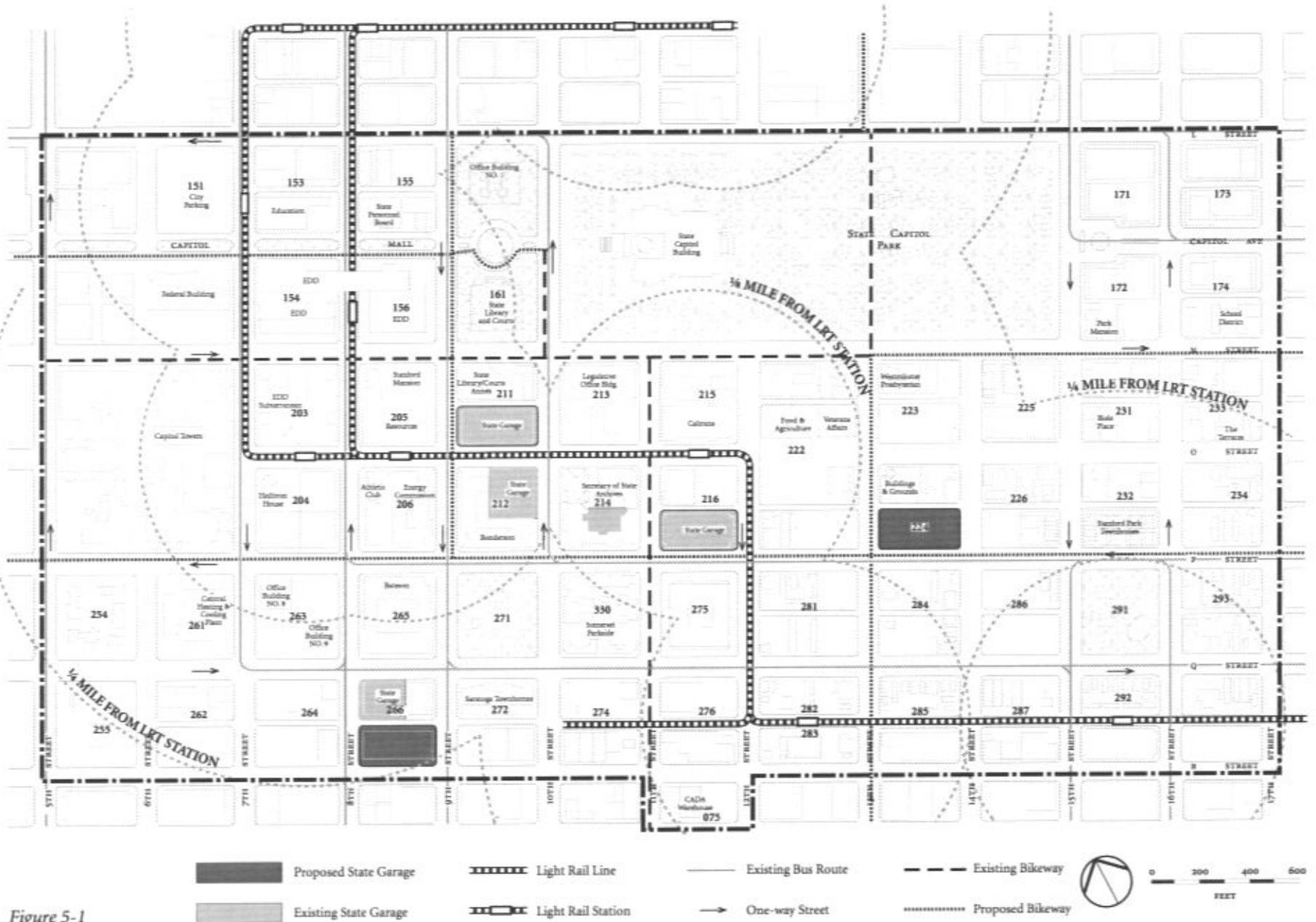


Figure 5-1
Transportation

Building massing for office and residential development has been designed to encourage pedestrian and transit use. Chapter 11: Urban Design Guidelines provides additional direction as well as guidelines for streetscape and signage design.

Bikeways

Improvements in alternative transportation mode infrastructure will also provide opportunities for reducing use of SOVs. The City of Sacramento is implementing its Bikeway Master Plan; figure 5-2 shows several existing and future bicycle routes designated in the Bikeway Master Plan (September 1996) and other bikeways that are appropriate for the Capitol Area. These bikeways will help connect the area to other parts of Sacramento, making it possible for state employees to commute by bicycle if adequate bicycle parking is provided at office buildings. The Bikeway Master Plan and the Capitol Area Plan call for two types of bikeways:

- Class I, which provide a bicycle-right-of-way separated from other vehicles; and
- Class II, which are on-street exclusive bicycle lanes.

The design of on-street parking and new facilities should maintain existing and future bikeways and should not impede bicycle access.

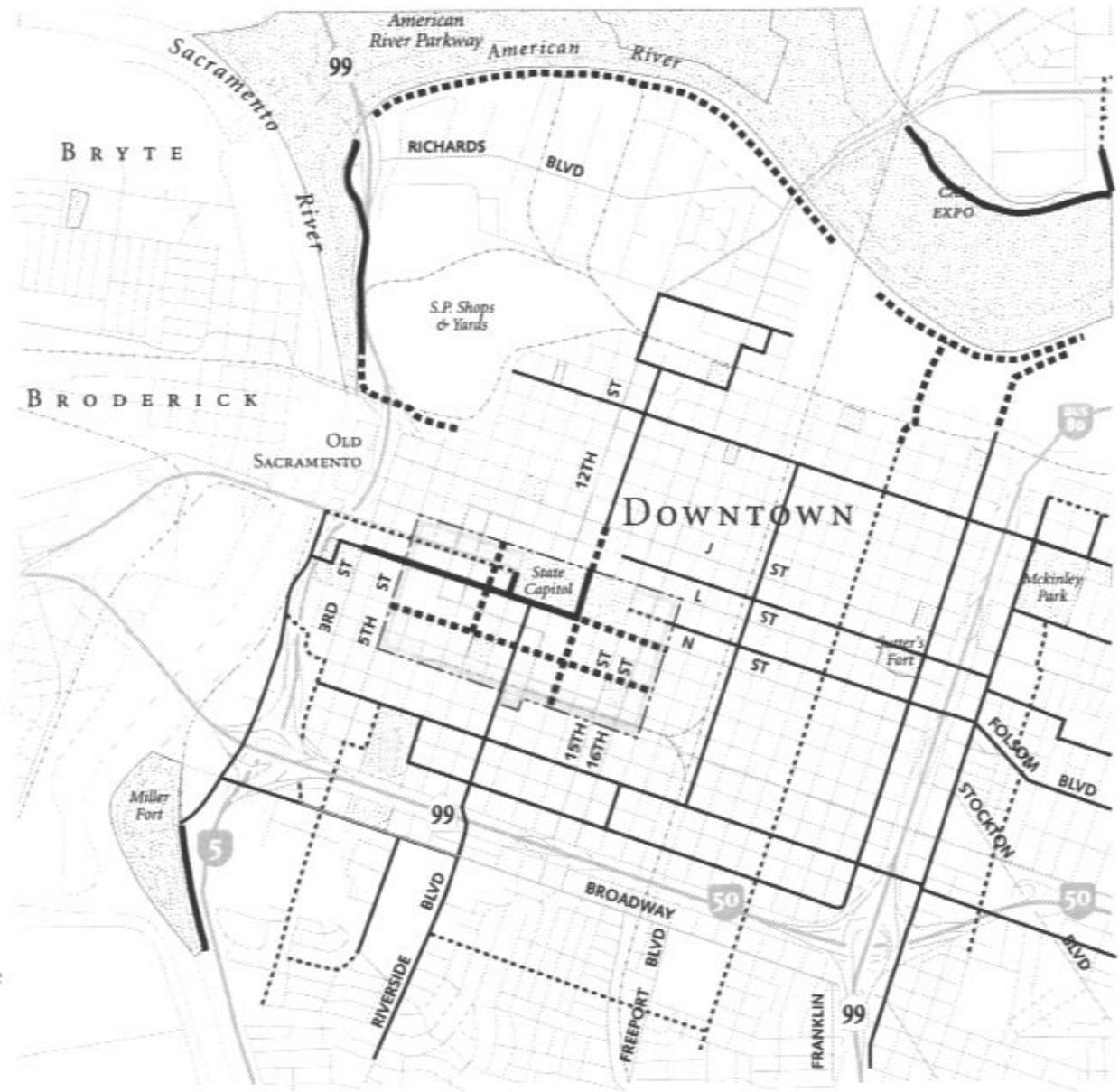
Provide adequate automobile access and parking to support office and housing development and visitor services, consistent with established standards.

Adequate parking and access contribute significantly to the quality of the Capitol Area as a living and working environment. Major freeways—I-5 on the west, Capital City Freeway to the south and Highway 99 to the east—provide excellent regional automobile access to the area. The Capitol Area street system is also well integrated with the surrounding neighborhoods, and some streets in the Capitol Area serve as key movement corridors for the central Sacramento area. The state should continue to support steps to maintain mobility along the Capitol Area streets.



Bicycles are an important alternative transportation resource.

Principle 5



Existing Proposed

— ·····

Class I: Bicycle-right-of-way separated from other vehicles

— ·····

Class II: On-street exclusive bicycle lane

Figure 5-2
Bikeways

The Capitol Area Master Planning Study: Office and Parking Development (May 1996), established parking standards for new office development, which provide the basis for determined parking demand in the Capitol Area. These standards are designed to ensure parking availability in light of other transportation goals and land development considerations. Parking standards used for the Capitol Area conceptual massing reflect the actual and projected demand for parking with the expansion of opportunities for use of alternative transportation modes. These opportunities include:

- Extension of the RT light rail line to South Sacramento;
- Consolidation of employees, thereby facilitating ridesharing and transit use; and
- Implementation of the transportation demand management program.

These opportunities are likely to result in a moderate decrease in the need for parking per square foot of space. However, limits on parking supply need to be considered in light of a variety of circumstances; for example, limited parking may cause employees to simply park farther from offices and use shuttles or buses, thereby offsetting air quality gains. Surrounding neighborhoods may also be impacted. Thus, the Capitol Area's future parking supply is carefully designed to provide adequate parking for visitors and employees while still providing for the most efficient development program and use of land. This balance will need to be maintained as implementation occurs.

Principle 6



Surface parking spaces will be consolidated into structured garages.

Consolidate parking in the Capitol Area into structured garages to allow for development of sites that are currently used for surface parking, consistent with their land use designations.

The Capitol Area includes several surface parking lots where office or residential development is planned. Surface parking has always been viewed as an interim use; land in the Capitol Area was originally acquired for a state office campus. In 1996, employee parking in state-operated facilities in the Capitol Area and peripheral lots totaled about 6,520 spaces, distributed as follows:

- 2,456 spaces in structured parking garages;
- 2,747 spaces of surface parking; and
- 1,422 spaces in peripheral locations under the Capital City Freeway, leased to the Department of General Services by the California Department of Transportation (Caltrans).

Most Capitol Area parking spaces are managed by the Department of General Services; some are owned by Caltrans, the Veteran Affairs Department, and the Employment Development Department. Because General Services-managed spaces are assigned from a centralized parking system, they are not directly linked to any particular office location; some parking spaces in the area are used by state employees who work outside the area, and some Capitol Area employees park in locations other than state-owned lots in the area.

As a result of Capitol Area Plan implementation, parking in the area will be consolidated into parking structures rather than widely distributed on surface lots. New parking structures within the Capitol Area, both freestanding and con-

tained within new office facilities, will total over 4,200 spaces to provide both for replacement parking and demand from new office development. Over 2,500 state-controlled surface parking spaces will be lost on sites to be occupied by new office and residential development, which will be replaced on a 1:2 basis (one space replaced for every two spaces lost). The Capitol Area Plan's strategies are designed to effect a decrease in the parking supply per square foot of office space.

New residential developments will also include appropriate off-street parking to serve residents and visitors of such developments.

Accommodate parking demand for state employees and visitors at an appropriate combination of facilities, located both within the Capitol Area and at peripheral locations.

Parking will continue to be accommodated at a combination of facilities in the future:

- *Office Development Sites.* Massing schemes for each office facility include on-site parking, either in basement or parking structures to provide for all or a part of the need resulting from development at the site;
- *Structured Facilities.* Freestanding parking structures will be constructed on two sites – Block 266, site of the current Employment Development Department warehouse, and the southern part of Block 224 (See the Capitol Area Plan Land Use Diagram, Figure 2-2); and
- *Peripheral Locations.* Additional parking demand may be accommodated by expanding the use of peripheral parking facilities.

Maintain parking management strategies for existing and new development that promote the use of alternative transportation modes.

A comprehensive parking management strategy encompasses many factors, such as pricing and parking standards, as well as operational factors. Availability of parking is also closely linked to transportation demand management efforts.

Principle 7

Principle 8

Pricing

Parking rates in state facilities are currently scaled based on the type (structured garage, or surface parking) and location (on-site or peripheral parking under the Capital City Freeway) of parking facilities, with lower rates for car/vanpools in each facility. The state also provides transit subsidies to employees. Parking rates, which are below-market, are based on collective bargaining agreements between the state and the employees.

Standards

Currently, state-owned parking in the Capitol Area is provided at approximately 1.35 spaces for every 1,000 gross square feet of office space.

For new office facilities, the Capitol Area Plan Implementation Program identifies appropriate parking standards for each site, based on proximity to transit, need for visitor parking, and surrounding uses.

Principle 9***Examine opportunities for joint use of transportation and parking facilities with local agencies and for regional transportation planning and demand management programs.***

The state's leadership in contributing to regional transportation demand management is demonstrated by the high use of alternative transportation modes by its employees. Consolidation of state office space in the Capitol Area will reduce sprawl and further regional demand management efforts. Space consolidation will also support other regional efforts, such as expansion of the regional light rail network.

Structured parking in the Capitol Area may serve as a valuable resource for Capitol Area residents and visitors during non-work hours. The state and the city should investigate opportunities to operate parking structures for the public on evenings and weekends, to accommodate parking during non-work hours. Opportunities may also be available for expanding the existing parking shuttle service to meet other needs, such as carrying passengers between the Capitol Area and the Central Business District.

6

OPEN SPACE AND PUBLIC AMENITIES

To develop within the Capitol Area a network of attractive and convenient open spaces and access routes in order to improve the environment for workers, residents and visitors, and to encourage a favorable response to alternatives for moving within and using the resources of the Capitol Area.

Open spaces—streets and alleys, and parks, plazas and courtyards—contribute to the Capitol Area’s identity and environmental quality. The area contains several notable open spaces – Capitol Park is a major landmark and destination, befitting its role as the center of state government; and Fremont and Roosevelt city parks are amenities for area residents and employees. Axial views of the State Capitol Building and other landmarks, such as those provided along the Capitol Mall, help enrich the walking and driving experiences, and provide orientation.

In addition, the Capitol Area’s everyday working and living experience is affected by the design of smaller open spaces such as courtyards and plazas, amenities such as street trees, signage and well-designed sidewalks, and pedestrian comfort and safety.

The existing open space framework, displayed in Figure 6-1, provides the basis for the Capitol Area Plan open space and amenities development program. The Capitol Area’s three parks are located such that most buildings are within three blocks of a park. The Capitol Area Plan seeks to enhance the area’s open spaces, commensurate with their functional and symbolic role in the Capitol Area.

Objective

CAPITOL AREA PLAN

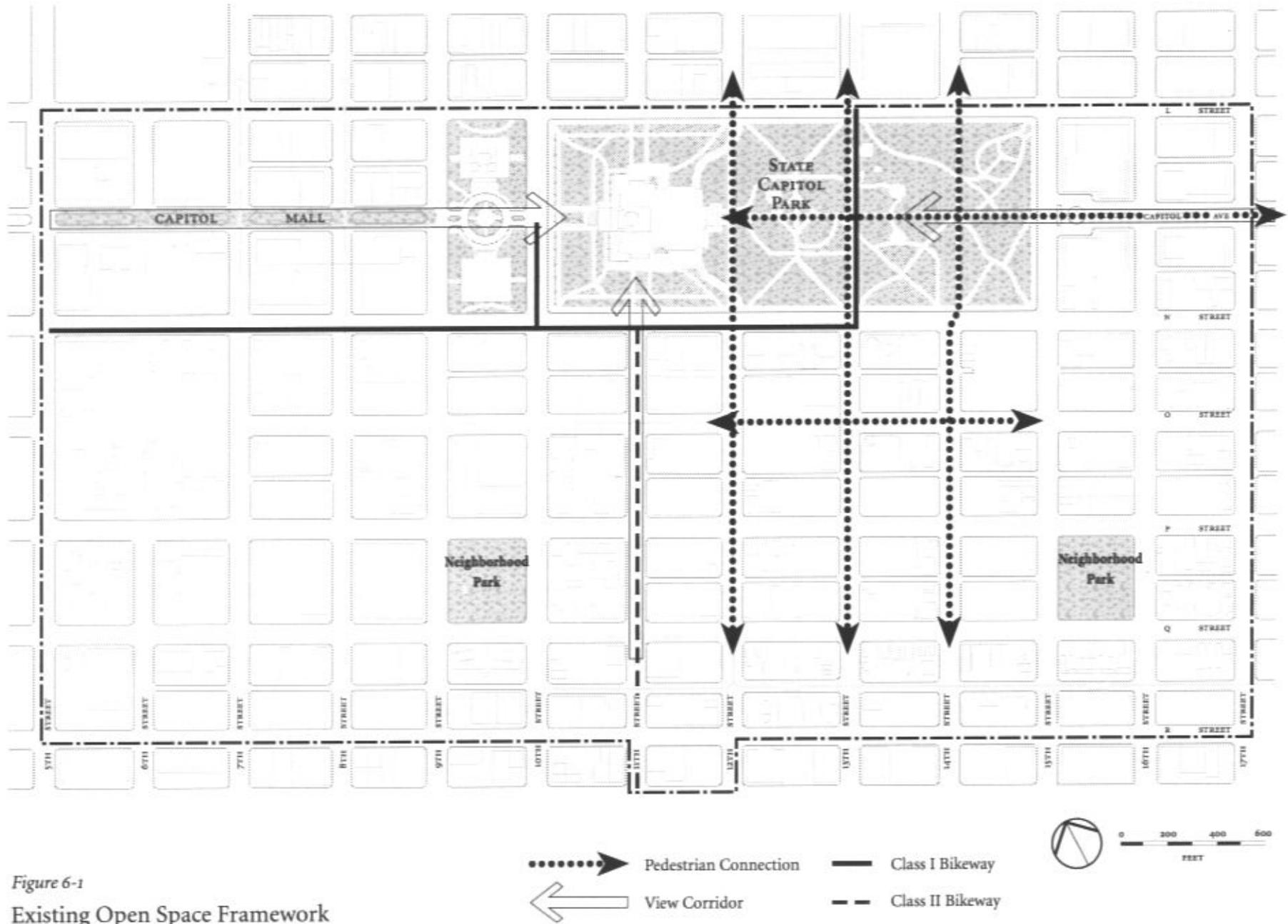


Figure 6-1
Existing Open Space Framework

Protect the historic value and role of the Capitol Park as an arboretum and a public gathering space.

Parks are central to the Capitol Area's identity and sense of community. The 35-acre Capitol Park occupies ten city blocks, the largest single site in the Capitol Area, and is a major civic and state historical resource. It contains the State Capitol Building, and serves as the focal point of the Capitol Area. The park was planned as an arboretum at the time of its inception, and is a central element in the Capitol Area's open space framework. Capitol Park should be maintained as an arboretum and a public gathering space. Future construction of structures in the park, including large memorials, should be avoided.

The area contains two City of Sacramento parks, each approximately 2.5 acres, or one city block in size. Fremont Park, located between P, Q, 15th, and 16th streets, serves as one of the focal points for the Capitol Area's residential neighborhoods. Roosevelt Park, located between P, Q, 9th, and 10th streets, is surrounded by several existing and proposed office facilities, as well as existing major residential projects. This park is also a focal point, and will continue to meet the active recreational needs of residents and employees in the area.

Incorporate open space features into new office facilities and housing developments.

Small open spaces, for example plazas, courtyards, and landscaped medians, such as along the Capitol Mall, contribute considerably to the Capitol Area working and living environment. Plazas and courtyards can be popular lunch time gathering places and can provide relief from the urban streetscape. Such spaces also may present opportunities for placement of memorials, and may be more appropriate for such use than the Capitol Park.

Access to open spaces and linkages are central to the Capitol Area Plan's building massing design. This consideration is particularly important for residential massing, where housing units are oriented toward streets, alleys and open space linkages to existing parks and retail and support businesses. As an example, Fremont Park is a primary element in the housing development concept for the area near

Principle 1



Capitol Park is central to the Capitol Area's identity.

Principle 2



Fremont Park enhances the area's residential community.

Principle 3

the park. The housing development program includes townhomes and other developments which will also help foster private open space attached to individual units. Open space features should continue to be incorporated in new developments to the extent feasible.

Use the opportunity provided by development of the Capitol Area's east end to create an eastern entrance to Capitol Park and the Capitol Area.

The nature and role of Capitol Park will be maintained as development occurs in the Capitol Area. New development adjacent to the park, including office and housing development on the east end and on N Street, will reinforce the park's eastern and southern edges. Open space treatment along Capitol Avenue should recognize the opportunity for framing an eastern entrance to the Capitol Area and views to Capitol Park and the State Capitol Building.

Principle 4

Ensure a streetscape that enhances the Capitol Area's identity and uniqueness, is responsive to the needs of pedestrians and the requirements of adjacent activities, and orients visitors to destinations and services within the Capitol Area.



Street trees help ensure pedestrian comfort.

Streets and alleys are the largest single land use in the Capitol Area, comprising 106 of the area's 299 acres. They are used by residents, visitors and employees alike, and have an enormous potential to contribute to the area's identity. Well-designed streetscapes can also enhance safety, help provide a pleasant environment, and enrich the pedestrian experience. Street trees are one of Sacramento's strong suits, and the Capitol Area includes many mature trees, and a variety of species.

While all of the Capitol Area's streets contribute to the open space framework, streets axial to the State Capitol are particularly important to the area's identity, and provide visual connections to the surrounding neighborhoods:

- ***East-west axis.*** Capitol Mall, a 100-foot wide boulevard with a median that leads from the Sacramento River to Capitol Park, provides formal views to the Capitol Building. East of Capitol Park, Capitol Avenue continues along the same axis; the east end office development provides an opportunity for framing of vistas along Capitol Avenue from the east.

- *North-south axis.* 11th Street provides the formal, direct connection between much of the Capitol Area and the State Capitol. Additionally, 12th Street and 13th Street provide important pedestrian connections between the Central Business District and the Capitol Area across Capitol Park.

Street Enhancement

Streetscapes in the Capitol Area have evolved over the years without benefit of a comprehensive and coordinated program. While many Capitol Area streets are lined with mature trees, the area as a whole lacks visual identity, or consistent street treatment and signage. A unified system of signage will enable significant landmarks, such as the State Library and the State Archives, to be designated as points of interest and direct visitors to individual state buildings and parking garages. Consistent treatment of streetscapes will also integrate disparate areas and uses and convey a sense of quality and pride.

Street enhancement efforts will require cooperative efforts between the state, the city and the Capitol Area Development Authority (CADA), and will occur as opportunities arise from new development or improvements. Opportunities may also result from the need to replace elm trees, susceptible to Dutch Elm disease, that line the Capitol Area streets. Improvements should occur according to an overall streetscape plan, considerations of which are included in the Urban Design Guidelines. Additionally, the Capitol Park Neighborhood Design Plan, developed by CADA, specifies street identity objectives for residential and commercial development. Bikeways and pedestrian connections, including pedestrian linkages along 12th, 13th and 14th streets, O Street, Capitol Avenue, and the alley between P and Q streets, will require particular attention to streetscape treatment. The Capitol Area has important pedestrian streets, including the O Street pedestrian and transit way. Figure 6-2 displays existing and future bikeways and pedestrian connections in the area.



O Street is designed for pedestrians and light rail.

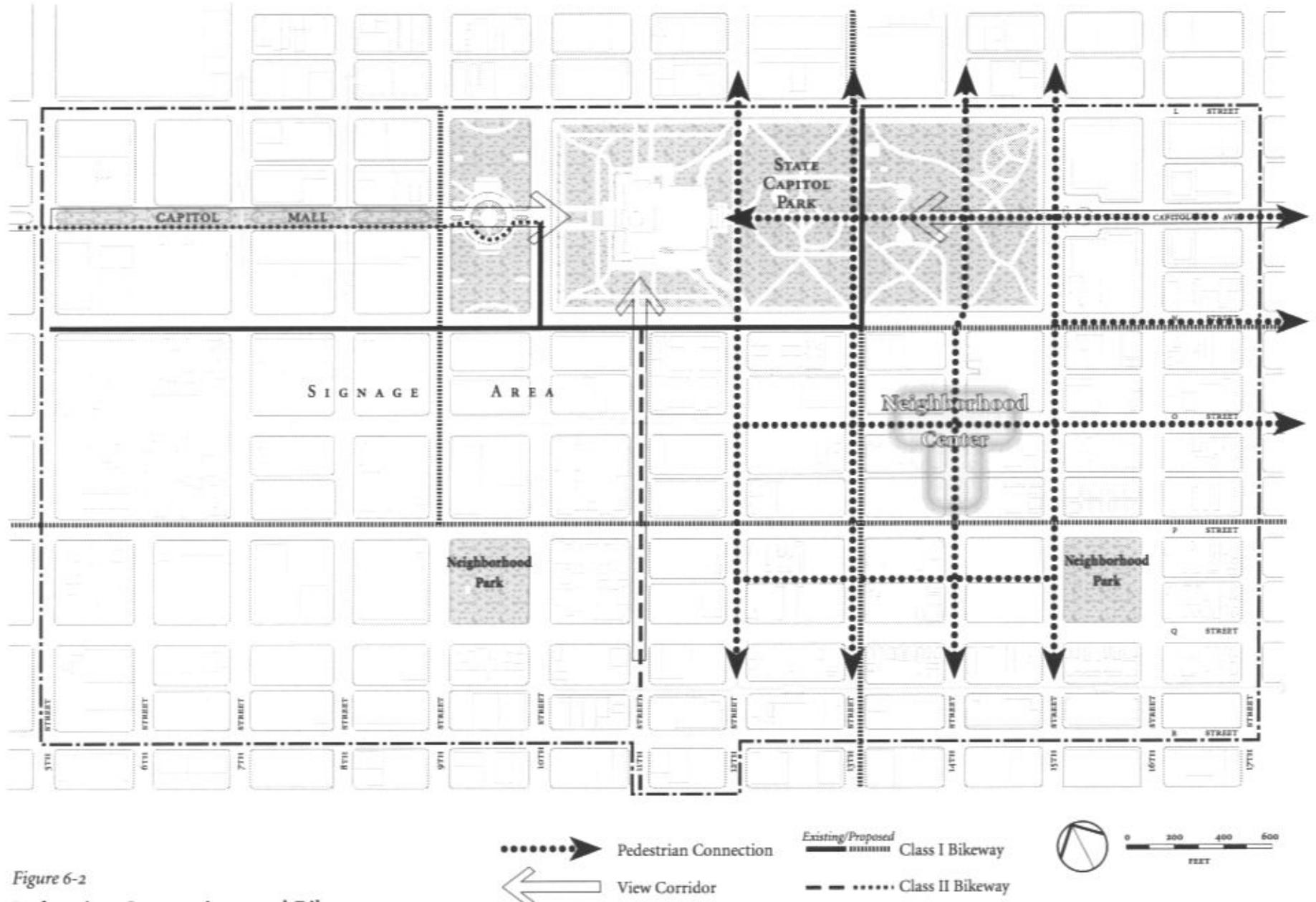


Figure 6-2
Pedestrian Connections and Bikeways

Promote safety and security in open spaces and public areas, such as streets, for residents, employees and visitors, through design guidelines and planning and operations processes.

In order to make a meaningful contribution to the enhancement of the Capitol Area as a living and working environment, the area's streets and parks must be safe. Adequate lighting and sight distances will help make residents and employees comfortable and secure as they move through the Capitol Area after dark. To some degree, street safety is a building design and landscape issue; buildings, including housing, should be designed with pedestrian security in mind. Adequate safety should also be addressed in joint street improvement efforts between the state, the city, and CADA.

Principle 5

7

DEVELOPMENT OF THE COMMUNITY

To stimulate the development of a community within the Capitol Area which is attractive and comfortable to work in, live in, and visit, which is integrated into the fabric of the rest of the City of Sacramento, and which is physically and economically viable over the long term.

The Capitol Area is unique in its status as a true mixed-use district, where employees and residents work and live in close proximity to one another, using the same stores, open spaces and services. This close relationship between living and working communities strengthens each environment. Efforts towards development of the Capitol Area community should enhance the Capitol Area as a living neighborhood for residents, state employees, and visitors.

Services currently available to Capitol Area residents and employees range from groceries to personal services such as shoe repair or dry cleaning, and business-oriented services. The area contains several restaurants, as well as a full-service health club, and day care services. Stores and services bring the community together by providing opportunities for residents and employees to interact and meet their needs in the Capitol Area.

Objective

Principle I



Commercial establishments can enhance the area's sense of community.

Provide commercial and service facilities to meet the needs of residents, workers, and visitors in the Capitol Area.

The development of retail, dining, and service establishments in the Capitol Area has the potential to bring together many of the plan's most important goals and objectives, including fostering a vital and mixed residential community, providing opportunities for economically viable commercial services, reducing automobile trips by state employees in the Capitol Area, and coordinating efforts between the state and the city. To meet these goals, it is important that commercial and service development is focused around the requirements of the area's current and future resident and employee populations.

Commercial facilities should support and meet the needs of the Capitol Area neighborhood population, rather than duplicating retail or entertainment activities that are readily available in downtown Sacramento. The Capitol Area should not attempt to serve a citywide population, but rather complement the Central Business District and the surrounding areas with specialty retail, support commercial, and eating establishments in a unique and evolving neighborhood ambience.

Community Services

Community services are central to the Capitol Area's success as an urban, mixed-use neighborhood. Some of the services that may be needed to meet the community development objective include:

- Public safety programs and services;
- Recreation facilities;
- Health-care facilities; and
- Child and elderly care services.

Adequate child care is an issue of particular concern for the state. State employee child care facilities are required as needed in conjunction with development of state facilities, consistent with Government Code Section 4560, and will be provided accordingly with new office development.

Principle 2

Incorporate ground floor commercial into new state office and parking facilities and housing developments as feasible and appropriate, consistent with plan principles and land use designations, market demand, and development considerations.

Available space for ground floor commercial in new residential and office development, commensurate with community needs and market demand, is central to community development. Commercial needs in the area can be divided into three categories:

- Convenience retail space;
- Restaurants; and
- Non-retail support commercial services.

Determination of commercial and support services needs for the Capitol Area Plan is based on the Capitol Area Master Planning Study: Residential and Commercial Development, which included an analysis of the area's capacity for retail activity based on current and projected future market conditions.

The analysis indicates a good market for neighborhood-oriented commercial in the Capitol Area, with potential demand for neighborhood retail space, restaurants, and non-retail support commercial in direct proportion to future resident and employee population growth. In addition, the increased resident and worker populations will support growth in the area's personal services, recreation opportunities, and community services. The amount and type of non-state uses in state facilities may be subject to various legal requirements, and may also be affected by the nature of financing utilized.

Specific types of ground floor neighborhood commercial should promote the desired pedestrian orientation of the neighborhood while maintaining economic viability. In order to ensure the viability of commercial development, it is critical that:

- The right ambiance be created for residents, state employees, and visitors to encourage patronage within the Capitol Area;

- A variety of eating establishments (such as restaurants, delis, and cafes) are located to serve the needs of potential customers and help foster public life, with establishments serving employees within walking distance of office workers; and
- Non-retail support commercial are encouraged in locations with good pedestrian and automobile access and visibility.

Principle 3

Develop concentrations of commercial, social, and recreational activities for Capitol Area residents and workers.

Because commercial and community services in the Capitol Area are planned to be neighborhood-serving, they should be located so that they are easily accessible to homes and offices, and contribute to the area's overall vitality. They should help residents and employees to meet their social and personal needs in the area, and help provide focused areas of activities in the Capitol Area. Appropriate location and arrangement of retail, dining, support commercial, and other establishments can provide the means for the Capitol Area to function as an integrated neighborhood of diverse uses.

Concentrated commercial development is often more viable than dispersed development, as a cluster of establishments improves the visibility of stores and services and encourages customers to visit more than one business. The overall strategy for commercial development in the Capitol Area includes:

- Development of a focused Neighborhood Center with emphasis on small groceries and convenience retail needs of the Capitol Area populace, as well as dining, support commercial and other establishments; and
- Smaller nodes, catering primarily to workers' luncheon needs, located so that most Capitol Area workers are within a three- to four-minute walk of a node or the Neighborhood Center.

Figure 7-1 identifies general locations that may be appropriate for the two different scales of commercial activities in the Capitol Area.

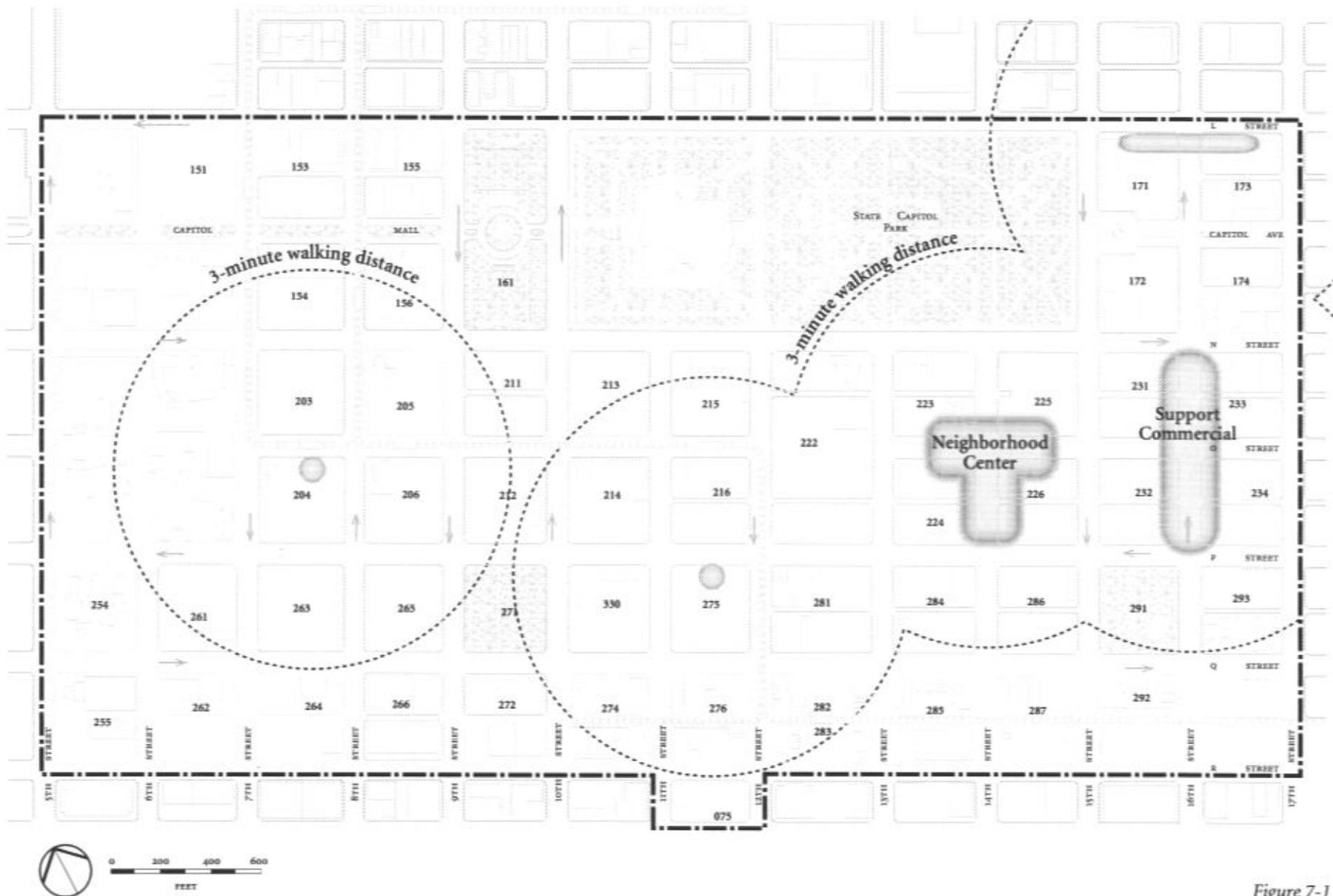


Figure 7-1
Potential Neighborhood
Centers and Nodes



14th and O Street will be enhanced as a neighborhood center.

The area around the intersection of 14th and O streets, which serves as the focal point of the neighborhood, provides an ideal opportunity to build on the existing retail uses and create a Neighborhood Center. This area is centrally located with respect to both offices and residences, and is surrounded by a number of residential and office development sites that provide the opportunity for developing a critical mass of retail frontage. Additionally, the area along 16th Street is close to the planned east end development, and would be appropriate for support commercial uses.

14th and O Streets: Neighborhood Center

Pedestrian oriented retail and commercial uses—cafes and specialty stores, eating establishments, and convenience grocery stores—should be emphasized in the area. Services, such as child care establishments may also be considered, as well as an entire range of commercial activities that would further the community objectives of the Capitol Area Plan. Buildings and streetscape should be designed to promote the center’s pedestrian focus, especially along O Street.

16th Street: Support Commercial

The stretch of 16th Street immediately south of the east end office development is fairly close to the east end of the K Street Mall; thus, commercial activities here should not compete with those in the Central Business District, but rather build on the pedestrian traffic to the east end office complex from the 16th/R Street light rail station, as well as the likely need for support commercial uses resulting from the east end development.

Several housing development sites are located along 16th Street, which would, over time, result in a change in the overall character of the area. The lower floors of new housing developments could provide space for commercial establishments, which can play an important role in the transformation of 16th Street that will occur as the multitude of opportunity sites are developed.

Nodes

Small concentrations of eating establishments located close to offices can meet employees’ and visitors’ lunch time needs, and provide for smaller convenience

needs. Nodes should be dispersed so that most offices are within a three-minute walk of either a node or the Neighborhood Center; thus, two or three nodes may be needed.

These nodes can be located as a part of any new office, residential or parking use. The location of nodes in Figure 7-1 is general; planned new development in the Capitol Area, such as state office buildings on blocks 204 and 275 provide some of the likely opportunities for locating the nodes.

Link the Capitol Area physically and functionally to surrounding commercial and residential neighborhoods.

Principle 4

While Capitol Area commercial and community services are programmed to meet the needs of the area residents, employees and visitors, linkages to other neighborhoods in downtown and midtown Sacramento will help strengthen the Capitol Area community on several levels. Commercial and neighborhood services that are attractive to residents of central city neighborhoods and downtown workers will have greater economic viability and will improve the Capitol Area’s image and functional connections to the city as a whole. As an example, the viability of eating establishments in the Capitol Area will be improved if they can rely on evening and weekend patronage in addition to lunch time activity.

Physical linkages along Capitol Area streets will strengthen the service linkages between the Capitol Area and adjacent neighborhoods. These include streets, bikeways, and pedestrian connections through the Capitol Park to link the Capitol Area with activities and establishments north of L Street, including K Street. With enhanced connections, services and amenities throughout downtown Sacramento can be mutually supportive. Proximity to downtown shopping and entertainment opportunities makes Capitol Area housing more attractive, and Sacramento residents and employees provide a potential market for Capitol Area services.

Community enhancement in the Capitol Area is consistent with the City of Sacramento’s policies and efforts towards downtown revitalization; improved connections between the Capitol Area and the surroundings will help further both the city’s and the state’s goals for community development and economic revitalization.

8

ENERGY CONSERVATION

To assure that the evolution and the development of the Capitol Area accomplishes an increase in the intelligent and efficient use of energy resources within the scope of state operations in metropolitan Sacramento.

The state has incorporated energy conservation into Capitol Area planning since the 1977 Capitol Area Plan. Consolidation of state office buildings in order to reduce sprawl is representative of the state's effort to set an example in energy conservation through its land use and development decisions. Energy conservation opportunities present themselves throughout the development process in the Capitol Area, including the design of buildings, retrofitting existing office and residential buildings, the use of landscaping, and the incorporation of public transportation into the area's land use framework.

Energy conservation applies to principles and actions in all elements of the Capitol Area Plan. Overall, conservation can be considered on two levels. The first, the individual project level, consists of the design and development process for a single office or residential facility. The second is the overall Capitol Area system, which presents opportunities for energy use reduction in infrastructure and transportation system design and operations.

Objective

Principle I



State office facilities are constructed to meet energy-efficient building codes.

Ensure that new office, residential and commercial buildings meet applicable energy conservation building codes.

With its long, hot summers and cold, foggy winters, Sacramento's climate demands attention to energy conserving measures in building design. Because the state's major cost associated with energy use is consumption in office buildings, energy efficiency in office facilities is of primary concern to the state. The state is committed to constructing office facilities that use energy efficiently, both for the internal benefit of cost savings and for the external benefits of reduced use of limited resources and the opportunity to engage in practices it encourages in others.

Building technology is continually evolving towards more energy-efficient methods of design and construction. Opportunities for using less energy in Capitol Area office and residential buildings encompass a wide range of individual decisions, including:

- Building design and siting, relative to sun and wind;
- Landscaping of streets, courtyards and terraces;
- Type and design of building utility systems; and
- Construction materials and methods.

In addition to incorporating emerging energy conservation methods in office facility design and construction, the state will continue to comply with building codes and standards that increase energy efficiency. The Capitol Area Development Authority (CADA) is also committed to encouraging energy conservation in residential and commercial buildings in the Capitol Area.

Retrofit existing buildings to increase energy efficiency where appropriate and feasible, consistent with applicable laws and regulations.

Many existing buildings in the Capitol Area were constructed prior to inclusion of energy-saving measures in building codes. These buildings represent an opportunity to improve overall energy efficiency in the Capitol Area, through retrofit of all or part of the structures. As opportunities or needs arise, the state will continue to consider the most appropriate ways to retrofit existing buildings for improved energy conservation.

Maintain and promote energy efficiency in the management of state-owned facilities, including energy-efficient infrastructure to support those facilities.

Physical development of offices and residential buildings in the Capitol Area can help further energy conservation goals by reducing energy used for transportation. The placement of buildings to enhance accessibility to light rail, inclusion of bicycle facilities, and the location of different uses within the Capitol Area can encourage Capitol Area residents and workers to use alternative modes. Transportation management is discussed in detail in Chapter 5: Transportation and Parking.

The state already uses energy-efficient building management techniques, and will continue to do so as new technology and methods emerge. Energy efficiency in facility management is closely connected to building construction, as buildings' underlying systems often determine energy use levels. The state will maintain its existing conservation programs in new office facilities.

As technology improves over time, other conservation opportunities will emerge. Identification and implementation of measures to increase the energy efficiency of buildings and infrastructure will be an ongoing opportunity for participation between the city, the state, and infrastructure providers.

Principle 2

Principle 3

9

STATE'S RELATION TO LOCAL GOVERNMENT

To assure the integration of planning and development efforts in the Capitol Area with the activities of all appropriate local governmental agencies.

Objective

Cooperation with local agencies is essential for creating a vital and balanced Capitol Area community. Just as physical integration between development on state-owned land and neighboring, privately-owned parcels is needed, the state's planning activities and processes need to be coordinated with those of appropriate local agencies. The state and the local government agencies have formed strong partnerships over the past two decades, most notably the creation of the Capitol Area Development Authority (CADA), that have enabled significant progress towards accomplishment of the state's land use and community development goals for the Capitol Area.

The state's experience with Capitol Area development reinforces the need for continued cooperation with local government. Growth under the 1997 Capitol Area Plan will require greater coordination between the state, the city, and other relevant local government agencies, both to ensure adequate servicing for Capitol Area properties and to facilitate integration of the state's development activities with the rest of the city. Main areas for consideration in the state's relationship to local government include:

- Land use coordination;
- Urban design and character of development;
- Infrastructure improvements; and
- Planning processes.

Principle I

Coordinate the state's Capitol Area planning and development efforts with local and regional agencies to ensure integration of the Capitol Area with the surrounding area.

While the state's unique status as both a landowner and decision-maker provides it with a great degree of independence on development decisions, cooperative planning efforts with other agencies will facilitate attainment of the state's goals, and are in the broader interest of the downtown Sacramento community.

Recognizing the essential relationship between the state's activities and the city's efforts to revitalize downtown Sacramento, the state participates in city planning efforts, including as a board member of the Downtown Sacramento Partnership. Implementation of the Capitol Area Plan will support local initiatives, including the Riverfront Master Plan, K Street Mall revitalization efforts, Community/Convention Center expansion, and R Street Corridor Plan, by concentrating state employees downtown.

Efforts called for in the Capitol Area Plan, such as transportation demand management, streetscape improvement, parking development, and bikeway improvement, also provide opportunities for state-local cooperation. The state will continue to involve appropriate stakeholders in the planning process, as it has throughout the Capitol Area assessment, Urban Land Institute (ULI) study, master planning studies, and update activities.

As needs or opportunities arise, the state should continue to pursue cooperative relationships with the city or other relevant agencies. In addition, the state should include representatives of the city, the county, or other agencies as appropriate on task forces and committees, and continue to participate in city planning efforts that affect its interests in downtown Sacramento.

Work with local governments to ensure compatibility of land uses and building intensities between state-owned and privately-owned sites in and adjacent to the Capitol Area.

It is in both the state's and the city's interests to ensure compatibility between land uses in the Capitol Area and adjacent neighborhoods. Compatibility is particularly relevant on the edges of the Capitol Area, where the state and the city's areas of jurisdiction come into contact. Physical compatibility can help meet the following purposes:

- Protect the quality of life for employees and residents of the Capitol Area and adjacent neighborhoods;
- Facilitate seamless integration of Capitol Area land uses with uses in neighboring areas;
- Manifest cooperative relationships between the state and local government; and
- Allow for efficient delivery of services to state- and non-state owned parcels alike.

Land Use and Zoning

Land uses are evolving all around the Capitol Area, as the city continues its efforts to revitalize Sacramento's central city. The Capitol Area Plan identifies a pattern of land uses and development intensities for state-owned land within the Capitol Area. Consistency between development under the Capitol Area Plan and development on privately-owned land in and adjacent to the area will enhance the overall quality of the Capitol Area environment and strengthen its integration with surrounding neighborhoods. Cooperation and periodic consultation between the City of Sacramento and the state will be necessary to ensure compatibility between the Capitol Area and its surroundings.

Principle 2



Coordinated development at the Capitol Area edges will facilitate integration of the Capitol Area with the surroundings.

Urban Design

Compatible treatment of buildings and streetscapes in the Capitol Area and along the area's edges will help facilitate integration of the Capitol Area with the rest of downtown and nearby midtown, and maintain the character of the area's neighborhoods. Ensuring consistency between design guidelines affecting the Capitol Area and adjacent areas is an important area for cooperative efforts between the state and other agencies.

Principle 3

Coordinate infrastructure improvements with the City of Sacramento and relevant agencies to ensure adequate services to support planned development.

Office, housing, and commercial development in the Capitol Area will place demands on local and regional infrastructure. The state and CADA will need to address with the city infrastructure needs and improvements, such as the storm water and sewer system and other public utility services, and negotiate appropriate capital costs with relevant agencies during construction planning for individual development sites. Additionally, it will be important to discuss with local and regional agencies the maintenance and upgrading of public utilities that serve existing state-owned buildings in the Capitol Area.

10

ADMINISTRATION AND IMPLEMENTATION

To assure the effective implementation of the plan, by providing effective development mechanisms, by maintaining communications and coordination with all agencies and constituencies and by updating the plan as needed.

Objective

The Capitol Area Plan is a long-range document; full implementation of the land use program will take 10 to 20 years to accomplish, and will require the cooperative effort of different agencies. Some other improvements, such as streetscapes, may take even longer depending on the availability of funding.

Plan Oversight

The Department of General Services is statutorily required to provide the oversight for Plan administration and update, and coordinate implementation activities. Other agencies will participate as necessary.

Plan Implementation

Capitol Area Plan implementation efforts can be divided into three categories, each of which require different direct mechanisms for administration:

- *Office and parking development, for which the state is directly responsible.* The Department of General Services will be the lead state agency for planning, coordination, and development activities associated with new office and parking facilities. The State Legislature will be responsible for development of the Legislative Office Annex on Block 213;
- *Residential and commercial development and management,* which will be implemented by The Capitol Area Development Authority (CADA), in accordance with the Capitol Area Plan and in consultation with the state; and

- *Activities and processes on land not owned by the state*, such as streets, but which affect residents, employees and visitors. These will require coordination between the state, CADA, and local agencies.

Some efforts, such as open space and community development, will be undertaken cooperatively depending on the specific land ownership and management responsibility status of the property.

Principle 1

Maintain Department of General Services responsibility for updating and implementing the Capitol Area Plan.

California Government Code Section 8160 establishes the Capitol Area Plan as the “official state master plan for development in the central city,” and places the Department of General Services as the responsible agency for its maintenance and implementation. The Director of the Department of General Services oversees and coordinates the multiple Capitol Area Plan administration functions and responsibilities.

Plan Compliance

The Capitol Area Plan provides a flexible framework for long-range growth and updates to the Capitol Area Plan. To ensure consistent and coordinated development in the Capitol Area, actions of the state, CADA, and other agencies involved in the Capitol Area should be consistent with the Capitol Area Plan. The Director of the Department of General Services will be the final authority in matters relating to determination of consistency.

Principle 2

Continue to utilize the Capitol Area Committee and the Technical Advisory Committee as advisory bodies to the Director of the Department of General Services.

Capitol Area Committee

The Capitol Area Committee advises the Director of General Services with the formulation and carrying out of the development plans for the Capitol Area, and

possible amendments to the Capitol Area Plan. The committee is responsible for independently reviewing department reports to the Legislature on matters pertaining to the Capitol Area Plan. Staffed by the Department of General Services, this group is a conduit for providing advice to the Director of the Department of General Services from a cross-section of affected constituencies regarding implementation of the Capitol Area Plan. Section 8164.1 of the California Government Code establishes the Capitol Area Committee, with the following composition:

- Four members appointed by the Governor, at least one of which is recommended by the City of Sacramento and one of which is recommended by the County of Sacramento;
- Two members appointed by the Speaker of the Assembly, one of whom may be a member of the Assembly;
- Two members appointed by the Senate Rules Committee, one of whom may be a member of the Senate; and
- One member appointed by the Director of Department of General Services.

Technical Advisory Committee

The Technical Advisory Committee was established by the Capitol Area Committee to provide a regional perspective, technical expertise, and ongoing coordination for planning. This committee consists of representatives of the Cities of Sacramento and West Sacramento, regional air quality and transit agencies, state agencies, CADA, and Capitol Area neighborhood associations, and acts as an advisory body to the Capitol Area Committee.

Meetings of the Capitol Area Committee and Technical Advisory Committee are open to the public and agendas are circulated widely in advance of meetings.

Principle 3



CADA is the primary mechanism for administration of plan components related to housing and community development.

Continue to support housing and commercial development on state-owned land and management of existing state-owned residential and commercial buildings by the Capitol Area Development Authority.

CADA, formed in 1978, is a joint powers authority between the State of California and the City of Sacramento. Neither of the two entities that created CADA provide it with operational funding. The state's contribution consists of leasing land to CADA to manage and develop on a long-term ground lease basis. In order to subsidize redevelopment of its land, the state does not require CADA to make any lease payments. The city provides financial and investment services to CADA at discounted rates. In addition, the city waives or discounts certain development fees for new development projects on state-owned land.

The CADA Joint Powers Agreement grants the authority power to “accomplish the purposes and objectives set forth in the Capitol Area Plan”. CADA is the state's primary mechanism for administration of plan components related to housing and community development; integration between the state and CADA's efforts and communication between the two is essential for effective administration.

CADA's policy decisions are made by a five-member board of directors. Two are appointed by the Director of the Department of General Services and two are appointed by the Mayor of Sacramento. The fifth member is selected by the other four board members.

Principle 4

Monitor Capitol Area Plan implementation on an on-going basis.

The Capitol Area Plan Implementation Program identifies the framework and specific actions for implementing the Capitol Area Plan. Implementation will require coordination at the staff level to ensure timely, efficient, and effective administration.

State law requires the Department of General Services to prepare an annual report to the Legislature on the status of the Capitol Area Plan implementation. The Implementation Program has been designed as a series of actions that can be reviewed annually in conjunction of preparation of this report. Each action of the Implementation Program also includes a time frame for implementation.

11

URBAN DESIGN GUIDELINES

The broad intent of the Urban Design Guidelines is to promote the Capitol Area's identity, vitality, and sense of place, and foster an environment that is conducive to living, working, and visiting. The relationship between buildings and streets, pedestrian shade and comfort, visitor orientation, and safety are all important components of neighborhood building.

The Guidelines illustrate how the Capitol Area Plan's objectives and principles can be furthered as the design and development of buildings—by the state, the Capitol Area Development Authority (CADA), the city, private developers, or other entities—is carried out. They outline a framework that can guide the character and quality of the urban environment, while adapting to the changes of program, emphasis, and detailed design work that will occur over time.

The Guidelines are advisory and non-prescriptive, and should be considered as suggestions; they do not represent commitments to specific design solutions, or implementing actions. The Guidelines will be used by architects, site planners and developers working on developments on specific sites, and will facilitate review of development proposals by staff and appointed bodies. They also provide a basis for setting forth detailed design concepts, and discussion and decision-making when detailed plans for streets, signage and other aspects of urban development in the Capitol Area are prepared.

Guideline I



Office development east and south of Capitol Park will complete the southern link of state offices around the State Capitol.



Looking towards the State Capitol Building along Capitol Avenue

Maintain the State Capitol Building as the focus of the Capitol Area.

The State Capitol Building is a historic landmark, a major center of activity, and the key contributor to the Capitol Area's identity. The State Capitol Building should be maintained as the physical and visual focus of the Capitol Area. Steps that would promote this include:

- *Locating office buildings to reinforce the State Capitol Building as the focus.* The State Capitol Building should remain the geographic center of state administrative operations in the central city, and not be left at the fringe of development in downtown Sacramento.
- *Maintaining an urban edge around the Capitol Park.* Development along the Capitol Park helps provide definition to the park, and new development should further this definition. The Capitol Area Plan development program will facilitate completion of the southern and eastern edges of the Capitol Park.
- *Building massing and design that complement the State Capitol Building.* Architectural design, especially along streets axial to the dome of the State Capitol Building, such as Capitol Mall, Capitol Avenue, and 11th Street, should reinforce existing street edges and complement the State Capitol Building; and
- *Streetscape design that promotes views to the State Capitol.* Tree planting and signage should reinforce vistas to the State Capitol Building, and not obstruct views of the dome of the State Capitol Building. Medians, if provided, along streets such as Capitol Avenue and Capitol Mall with views to the State Capitol Building, should not include tall plantings.

Ensure that all development complies with the stipulations of the Capitol View Protection Act.

The Capitol View Protection Act (Section 8162.5 et seq. of the Government Code) is designed to maintain the visual prominence of the State Capitol Building by setting height limits on surrounding development. It also requires building setbacks and setbacks along adjacent streets, as well as consideration of the impacts of large buildings on smaller scale historic buildings (specifically the Stanford Mansion and Heilbron House) in the Capitol Area.

The Capitol View Protection Act has played an important role in the conceptual massing design on individual blocks, and will continue to be a factor in the design of buildings on the streets in close proximity to Capitol Park.

Promote mixed-use development.

The 1997 Capitol Area Plan envisages the area as a vital mixed-use community, while providing sites large enough to meet floor plate needs of contemporary office buildings and to accommodate economically viable housing projects. Where appropriate, multiple uses on individual blocks are designated. In addition, a vertical mix of some compatible uses is permitted (i.e., residential/commercial, parking/commercial, office/commercial). However, residential development within state office or state parking facilities is not contemplated.

As a corollary to this guideline, and in accordance with the recommendations of the Urban Land Institute (ULI) panel, the quarter-block development module as provided for in the 1977 Capitol Area Plan, is no longer deemed to be appropriate or relevant for state office or parking development.

Guideline 2

Guideline 3



Mixed-use development in the Capitol Area with commercial space on the ground floor

Guideline 4



Maintain building intensities that are appropriate to the role of the Capitol Area and its setting.

Building heights and development intensities (both for office and residential uses) should not be rigidly controlled, except where necessary to protect views to the State Capitol Building. Intensities should be high enough to reflect the Capitol Area's important location in downtown Sacramento and exceedingly good transit access. Intensities on individual blocks should reflect transit accessibility, proximity to the State Capitol Building, and provide adequate transition between uses within the Capitol Area and to the surrounding neighborhoods.

For office development, an overall Capitol Area development intensity of a Floor Area Ratio (FAR) between 4:1 and 5:1 may be appropriate; floor area ratios on individual sites could vary from 2:1 to 8:1. Housing densities should balance market conditions and Capitol Area needs, and could vary from a low of 20 units per net acre to more than 110 units per acre on individual blocks, with an overall average of 50 units per net acre for new development.

Guideline 5



Building massing, scale, and surface treatment are especially critical where the old and the new come together.

Promote harmony between the old and the new.

The Capitol Area includes several prominent historical buildings and other existing older structures. Where feasible and practical, these buildings should be preserved. New development should also be respectful of and harmonize with the old. The Capitol Area includes a wide diversity of architectural styles, ranging from the Beaux Arts State Capitol Building to buildings in Victorian and Spanish Revival, as well as contemporary styles. Harmony is less a matter of specific architectural style or prescriptive design treatment, but more of responsiveness to broad and shared design intent, and respectful massing, scale and surface treatment where the old and the new come together. Where new development may

impact historical buildings, appropriate consultation processes should also be followed. Streetscape elements, such as trees and lighting fixtures, can also help knit the area together while permitting a richness of architectural styles and design treatments.

Promote development that is pedestrian-friendly and has a neighborhood orientation.

Relationship Between Buildings and Streets

Because of the Capitol Area's important setting, buildings in the area have a responsibility to the public domain. These considerations have been incorporated into massing schemes for each development site, which are illustrated in Figure 11-1, and described in detail in the Capitol Area Implementation Program. Buildings—office, residential, commercial or parking—should be integrated with the surroundings and offer pedestrian comfort, interest, and safety.

Buildings along streets which provide important pedestrian linkages, or in destination areas such as offices and the Neighborhood Center, should be especially cognizant of pedestrian needs. While specific building design treatment would vary depending on building use, buildings along these streets should present a public face and orientation. Additionally, buildings providing a transition between state-owned land and nearby neighborhoods (e.g. relationship of East End office complex to midtown neighborhoods) should be appropriately planned and designed for compatibility with surrounding retail and residential uses. Blank walls, surface parking next to sidewalks, and perimeter fences and walls should generally be avoided.

Detailed Design Plans

CADA has prepared the Capitol Park Neighborhood Design Plan, that builds upon the basic design concepts set forth in the Capitol Area Plan and the related master planning studies. It provides an overall design plan, design framework, and specific street identity objectives relating to housing and commercial development. The Design Plan provides guidance to designers and developers of future housing and neighborhood commercial development.

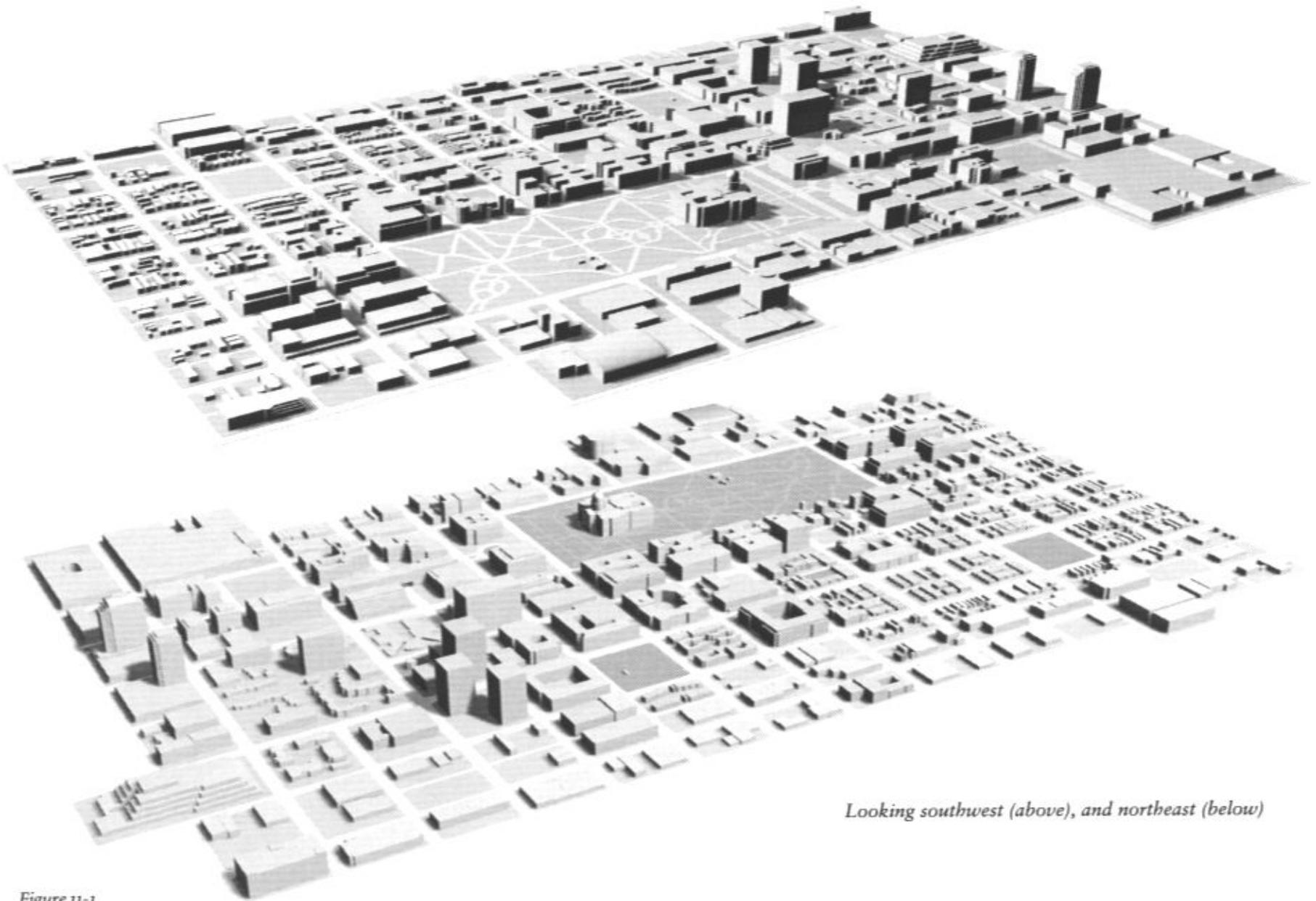
Guideline 6



The Urban Design Guidelines and building massing schemes (illustrated in the Capitol Area Plan Implementation Program) are designed to ensure that streets and alleys are fronted with active uses.



Streets and alleys should be fronted with active uses.



Looking southwest (above), and northeast (below)

Figure 11-1
Conceptual Building Massing

Facilitate building identification and visitor orientation through a comprehensive signage program.

As the capital of the country's most populated state, Sacramento draws many visitors and tourists. The State Capitol Building and the Capitol Park, the State Library and the Archives, and many other visitor attractions are located in the Capitol Area. An overall signage program that ensures consistent design and placement would help direct visitors to specific destinations, and alert them to parking opportunities.

Capitol Area Signage

Signs are an integral element of the streetscape; uniform signage will help reinforce the identity of the Capitol Area as a unique neighborhood. Specifics relating to signage design and placement should be developed during the course of plan implementation; figure 11-2 shows rough demarcations of the area with an office concentration, where provision of signage should be considered for early implementation. Specific features are likely to include:

- Sign size, including proportional sizes for vehicle- and pedestrian-oriented signs;
- Sign design, and inclusion of graphics such as maps or diagrams;
- Location of signs with respect to sidewalks, street corners, trees, and other physical surroundings;
- Sign types, including parking and visitor service directional indicators and maps; and
- Potential alternative visual indicators such as sidewalk treatment.

Readily identifiable Capitol Area information kiosks can also be installed at key places, such as near transit stations.

Guideline 7



Street trees should maintain a uniform pattern and spacing and further street identity.

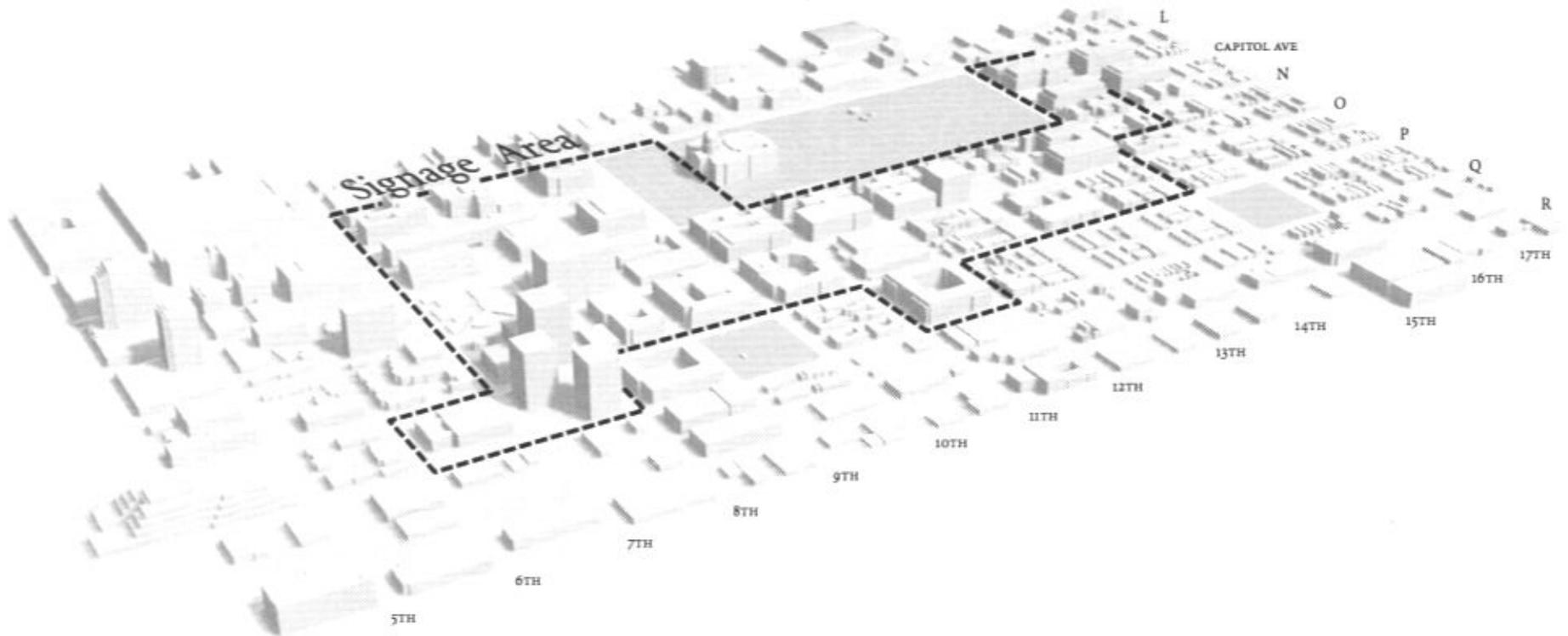


Figure 11-2
Signage

Signage for Individual Buildings

Signage for individual buildings—office, residential, parking or commercial—should be treated consistently throughout the Capitol Area. Details regarding sign design and placement (onsite and/or on-street) should be coordinated as part of the design of the east end office development site and the initial housing developments. Coordination should occur with CADA and the city.

Promote streetscapes that further Capitol Area’s identity, and promote pedestrian comfort and safety.

Streets occupy about one-third of the total land area in the Capitol Area, and in addition to linking the Capitol Area with the surroundings, play a strong role in defining the area’s identity. Streets have the potential to foster pedestrian linkages and comfort, promote bicycling, and maintain mobility. For example, emphasizing the pedestrian linkage between the new office complex east of Capitol Park and light rail stations would encourage use of transit by state employees.

Implementation of streetscape improvements is likely to take place over an extended time-period, as opportunities arise from reconstruction, re-striping, tree-planting activities, or replacement of trees such as elms that may succumb to Dutch Elm disease. New development also will provide opportunities for streetscape enhancement. Any specific streetscape plans should take into consideration:

- *Methods to promote street identity.* Many of the streets in the Capitol Area contain a large variety of street trees, planted at differing setbacks from the street, and with currently inconsistent spacing.
- *Selection of plant species.* Trees and plantings should be selected to offer shade to pedestrians and provide distinction to individual streets; and
- *Street treatments,* such as sidewalk widening at intersections, planting trees to close gaps, street lighting designed for pedestrian comfort, safety, and scale, and street furniture and bicycle parking at key locations can promote safety and comfort.

Guideline 8

The following discussion summarizes prototypical considerations that should be part of streetscape efforts that may be undertaken for specific streets or areas:

Capitol Avenue

Any streetscape treatments of Capitol Avenue should reinforce its role as the eastern gateway to the Capitol Area and Capitol Park. Streetscape design should:

- Protect views to the State Capitol Building. If a median is provided, it should be planted with grass or low plants only.
- Ensure that signs do not block views to the Capitol, and if provided on a median, should be kept to a low height; and
- Emphasize pedestrian connections to Capitol Park, 15th Street, 16th Street, and the midtown neighborhoods.

Neighborhood Center Streets

14th and O streets are both two-way streets with an 80 foot right-of-way, with one travel lane and one parking lane in each direction, and carry a limited amount of traffic. Streetscape considerations should include:

- Pedestrian comfort and safety. Potential methods include street lighting and furniture reflecting the streets' active pedestrian orientation, and widened sidewalks. Buildings should be as close to the street as possible for a defined street wall, with appropriate materials and treatment for pedestrian comfort;
- Enhancement of on-street parking availability; and
- Opportunities for bicycle parking at key locations.

Streets with Bikeways

Some Capitol Area streets, such as N and 11th streets, currently are part of the Central Sacramento bikeway network. While street designs should try and accommodate bikeways (whether dedicated or shared with automobiles) to the ex-



The Archives Building: shade, transparency, and the use of architectural elements can contribute to pedestrian interest and comfort.



14th Street will be a key element of the Neighborhood Center on 14th and O streets.

tent feasible, this should be a special emphasis along streets can link Capitol Area bikeway system with the regional network. These streets are shown in Figure 5-2.

East End Office-Light Rail Connection

Enhancement of pedestrian connections from the from east-end office complex to the light rail stations on K, O, and R streets will facilitate transit ridership and safety. These areas should:

- Emphasize safety for pedestrians traveling to and from stations and boarding and disembarking vehicles. Active ground floor commercial use, such as along 16th Street, may also increase the sense of pedestrian safety;
- Include area maps at stations to direct visitors to their destinations; and
- Emphasize street landscaping to enhance the pedestrian environment.



16th Street will form an important linkage from the east end office development to downtown light rail stations.



GLOSSARY OF TERMS

Acre, Gross. Area of a site calculated to the centerline of bounding streets and other public rights-of-way.

Acre, Net. The portion of a site that can actually be built upon. Not included in the net acreage of a site are public or private road or alley rights-of-way and public open space.

Bikeway, Class I. A paved route not on a street or roadway, expressly reserved for bicycles. Bike paths may parallel roads but typically are separated from them by landscaping.

Bikeway, Class II. A corridor expressly reserved by markings for bicycles on a street or roadway, in addition to any lanes for use by motorized vehicles.

Capitol Area. The Capitol Area, established by state statute, is the area defined by 5th Street on the west, 17th Street on the east, L Street on the north, and R Street on the south. An additional half-block, located south of R Street between 11th and 12th streets, is also included in the area.

Capitol Area Development Authority (CADA). Joint powers authority between the State of California and the City of Sacramento, with responsibility for developing and managing housing and commercial uses in the Capitol Area in accordance with the Capitol Area Plan.

Capitol View Protection Act. Act designed to maintain the visual prominence of the State Capitol Building by setting height limits and setback and stepback requirements on buildings proximate to it. The act is included as Chapter 8162.5 et seq. of the California Government Code.

Central Business District (CBD). City of Sacramento's business center; part of downtown immediately north of the Capitol Area.

Density, Net. The number of dwelling units per acre of developable residential land designated on the Land Use Diagram.

Development Sites. Properties on which development is contemplated as part of the Capitol Area Plan.

Downtown. Loosely defined term; includes the Central Business District, the Capitol Area, and adjacent commercial and employment centers.

Floor Area, Gross. The total horizontal area in square feet of all floors within the exterior walls of a building.

Floor Area, Net. The usable horizontal area in square feet of all floors within the exterior walls of a building, exclusive of service, ancillary, and circulation areas.

Floor Area Ratio (FAR). The ratio between gross floor area of structures on a site and gross site area. Thus, a two-story building covering 50 percent of its site would have an FAR of 1.0.

Guideline. See Urban Design Guidelines.

Household. Person or persons living in one dwelling unit.

Housing Unit, Multifamily. Buildings with two or more housing units in one structure.

Housing Unit, Attached. Housing units that are attached to other units with adjoining walls extending from ground to roof that separate it from other adjoining structures and form a property line. Each unit has its own heating system.

Housing Unit, Single-Family Detached. Single family units that are detached from any other house with open space on all four sides.

Housing Unit, Zero Lot line. Housing unit, where one or more sides is built on the property line (that is, with zero setback from the property line).

Implementation Program. The Capitol Area Plan Implementation Program is a separate document that identifies appropriate actions for carrying out the plan's objectives and principles. The program is not a part of the Capitol Area Plan.

Infill. The development of new housing or other buildings on scattered vacant lots in a built-up area or on new building parcels created by permitted lot splits.

Land Use. The purpose or activity for which a piece of land or its buildings is designed, arranged, or intended, or by which it is occupied or maintained.

Land Use Diagram. Figure 2-2 of the Capitol Area Plan; illustrates the land use pattern that will occur with the implementation of the Capitol Area Plan.

Mitigation Measure. Action taken to reduce or eliminate environmental impacts.

Objectives. Statutorily recognized statements of intent and philosophy in the Capitol Area; adopted in California Government Code Section 8160. Legislative approval is required to modify the objectives.

Principles. Statements that outline the planning direction to implement the objectives of the Capitol Area Plan.

Peak Hour Traffic. The number of vehicles passing over a designated section of a street during the busiest one-hour period during a 24-hour period.

Right-of-Way. A strip of land acquired by reservation, dedication, forced dedication, prescription or condemnation, and intended to be occupied or actually occupied by a road, crosswalk, railroad, electric transmission lines, oil or gas pipeline, water line, sanitary storm sewer, or other similar use.

RT. Sacramento Regional Transit District.

Setback. Space between building and property line.

SOV. Single-occupant vehicle.

TDM. Transportation Demand Management.

Urban Design Guidelines. Statements conveying intent relating to design of building, streetscape, and other aspects of development that shape the built environment. Guidelines are advisory.

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