

ULI Rose Center *presents*

Lessons from the Rose Fellowship:
the politics of large-scale land use development

**Redeveloping the Railyards to Strengthen the Urban Core -
Sacramento, CA**

John Dangberg, Assistant City Manager



Daniel Rose Center for Public Leadership in Land Use

Alison Johnson
Program Manager
202-624-7015; alison.johnson@uli.org

-
- **Welcome**
 - ULI Rose Center
 - Who we are/what we do
 - Webinar instructions
 - Webinar
 - Rose Fellowship introduction
 - Sacramento, CA : **Redeveloping the Railyards to Strengthen the Urban Core**

ULI Rose Center

Mission:

“ . . . to encourage and support excellence in land use decision making. By providing public officials with *access to information, best practices, peer networks* and other resources, the Rose Center seeks to foster creative, efficient, practical, and sustainable land use policies.”



Daniel Rose
*Chairman, Rose
Associates;
ULI Foundation
Governor*

ULI Rose Center

How this webinar works:

- Webinar audio information:
 - **Dial-in #: 866.404.3683**
 - **Conference code: 1496305939**
- All callers are muted during the presentation
 - To prevent any audio disruption, please mute your individual line by pressing *6. You can un-mute your line by pressing #6.
- To ask a question-
 - During the presentation, type your question into the *Question* or *Chat* box, the moderator will review and present your questions to the panelists.
 - There will be time for questions at the end of the presentation.

Give us your Feedback!

- **Email us** – rosecenter@uli.org
- Complete our survey via Survey Monkey

Keep informed and learn more about our programs:

- Rose Center at: www.uli.org/rosecenter
- twitter  : [@ULIRoseCenter](https://twitter.com/ULIRoseCenter)
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Daniel Rose Fellowship

- Four cities selected for yearlong program of professional development, leadership training, assistance with a local land use challenge
- Mayor selects 3 fellows and team coordinator
- Participating cities to date: Charlotte, Detroit, Houston, Kansas City, Minneapolis, Nashville, Oakland, Philadelphia, Phoenix, Providence, Sacramento and Tampa



City Study Visits

- Based on ULI Advisory Services Program
- Assembles experts to study land use challenge
- Provides city's fellowship team with framework and ideas to start addressing their challenge



Sacramento, California

Redeveloping the Railyards to strengthen the urban core





Redeveloping the Railyards to Strengthen the Urban Core

**Lessons from the
Rose Fellowship:**

***The Politics of
Large-scale Land
Use Development***

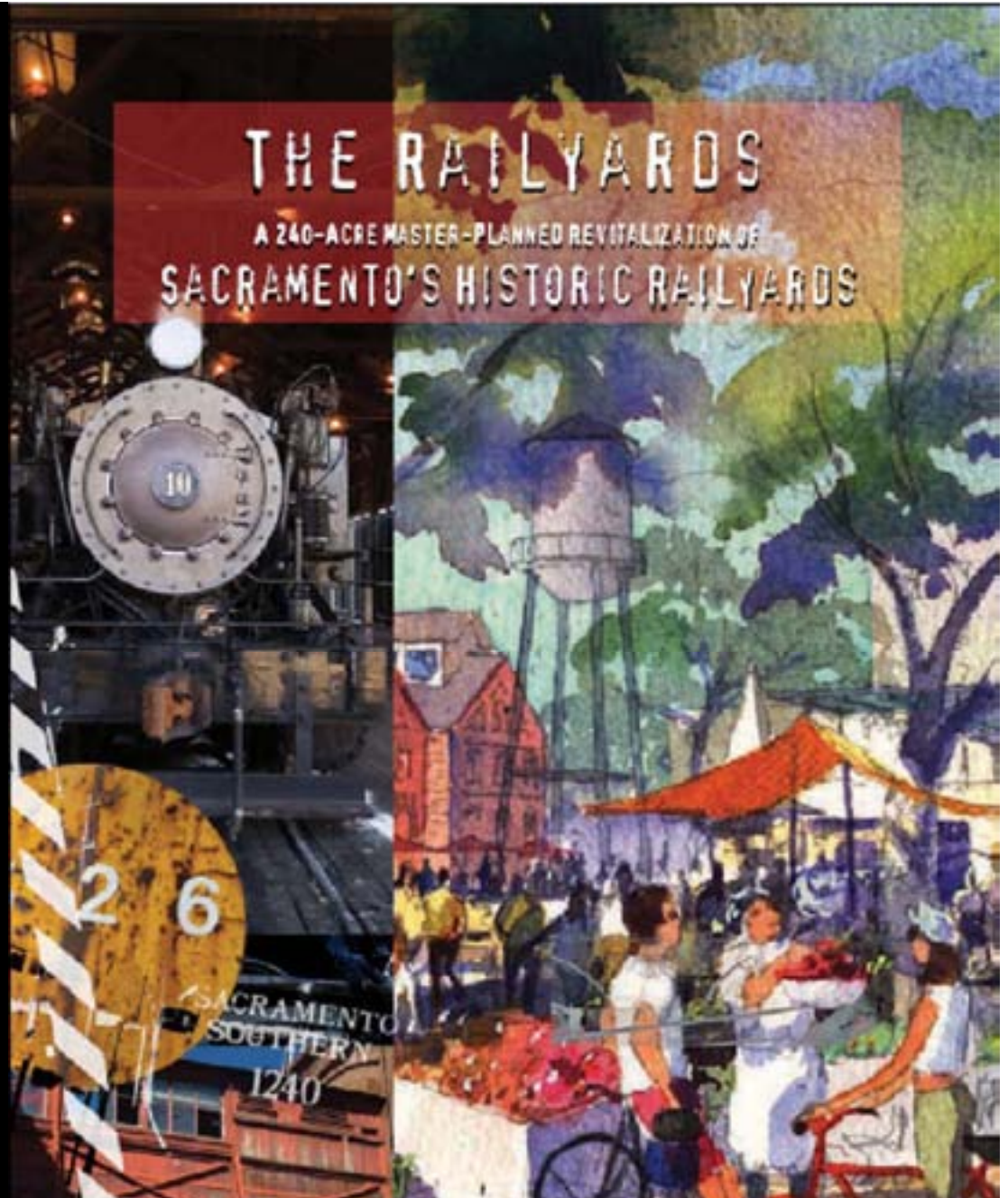
John Dangberg
Assistant City Manager
City of Sacramento, CA



**Urban Land
Institute**

Daniel Rose Center for Public Leadership in Land Use

- Context
- Why the Railyards?
- Background
- The Railyards: Original Vision and Planning Efforts
- The Challenge
- ULI Rose Center Review and Recommendations
- Land Use Challenge – Part II
- Accomplishments
- Measuring Success
- Lessons Learned
- Next Steps
- Questions



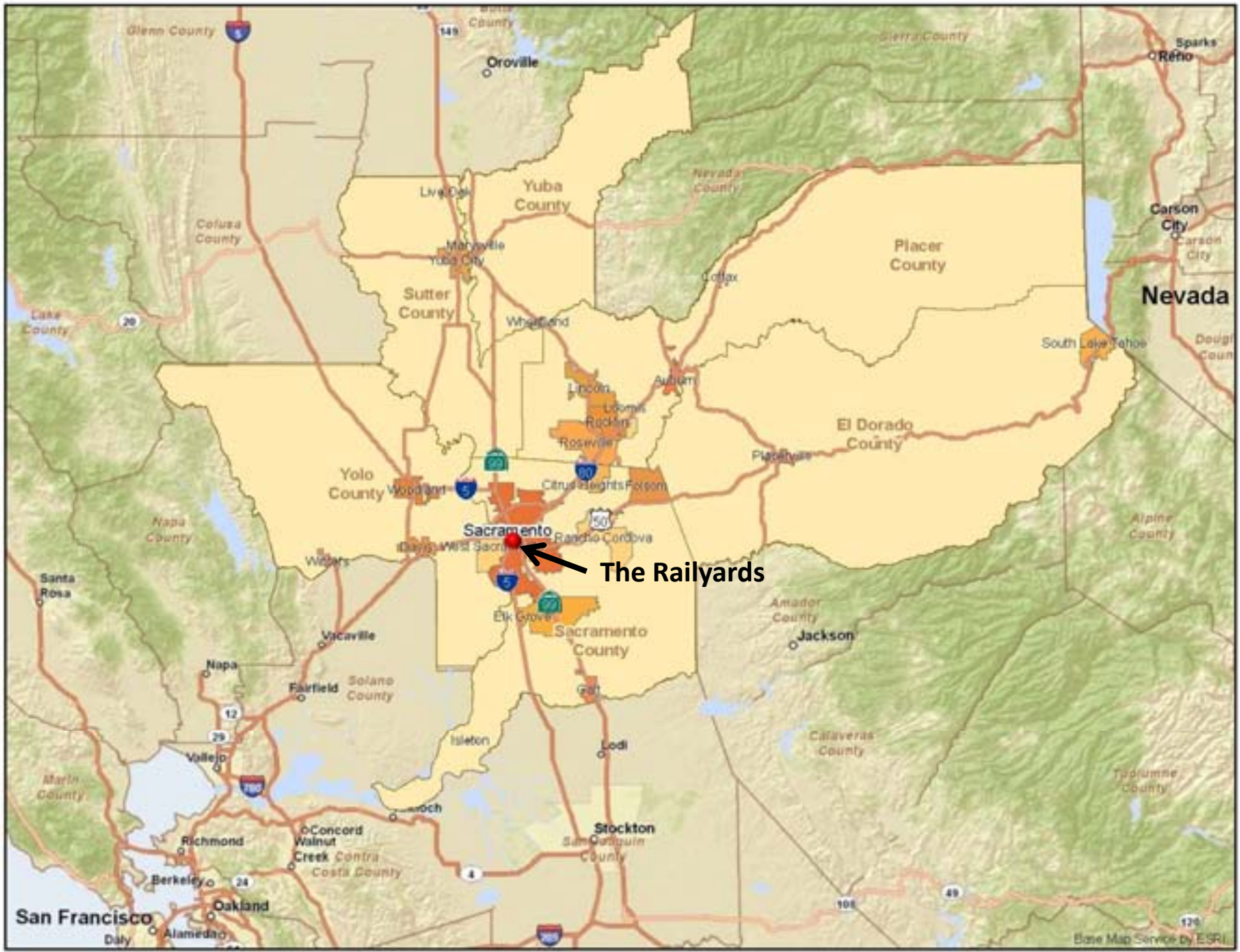
Outline

An aerial photograph of the Sacramento region, showing a winding river, industrial areas, and rail yards. The image is in black and white with a grid overlay. A semi-transparent dark box is overlaid on the bottom left, containing the text 'CONTEXT' and 'The Sacramento region and the Railyards'.

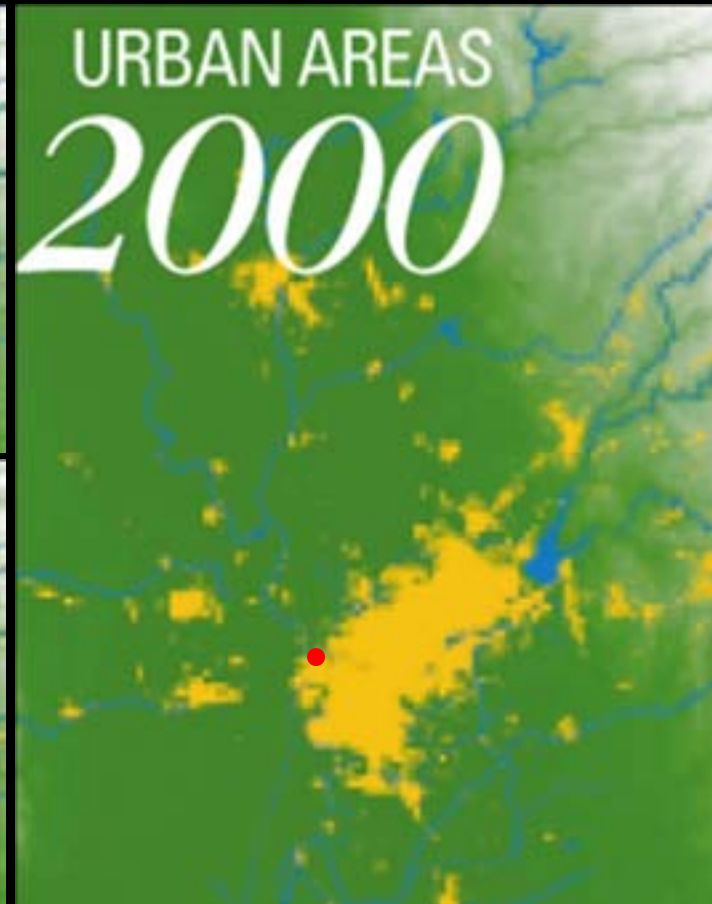
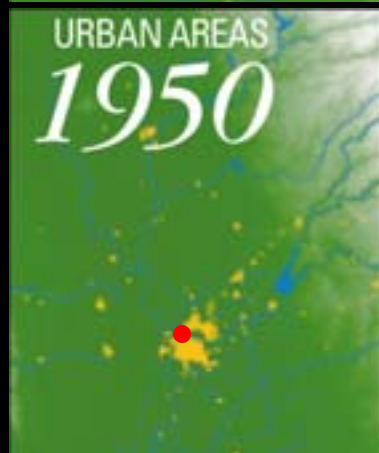
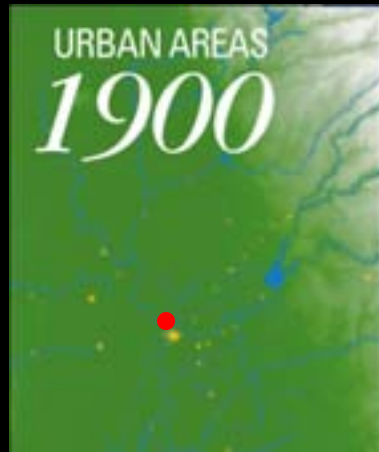
CONTEXT

The Sacramento region and the Railyards

Photo courtesy AirFlight Service
Richard Rose, Photographer



The Railyards



Projected Growth in Region

- Concern over effects of sprawl
- Region adopted SACOG Blueprint in 2005 to guide future growth
 - Regional Emphasis on Compact Development
 - Encourages development near jobs, services and transit
- City's 2030 General Plan
 - 200,000 more people in 25 years
 - Focus on key opportunity areas
- State Legislation: AB 32 and SB 375
 - Designed to reduce greenhouse gas emissions
 - Promote development in Transit Priority Project Areas

Infill in Sacramento Region



Prime Location for Infill Development



WHY THE RAILYARDS?

The need for the Urban Land Institute's Rose Center

- 244 acres north of Central Business District
- One of the largest urban infill sites in the U.S.
- New specific plan adopted projecting significant development
- What are catalysts that could get the project going on the site?
- How can the City encourage development?
- What is best role for City as steward of site?

Why the Railyards?

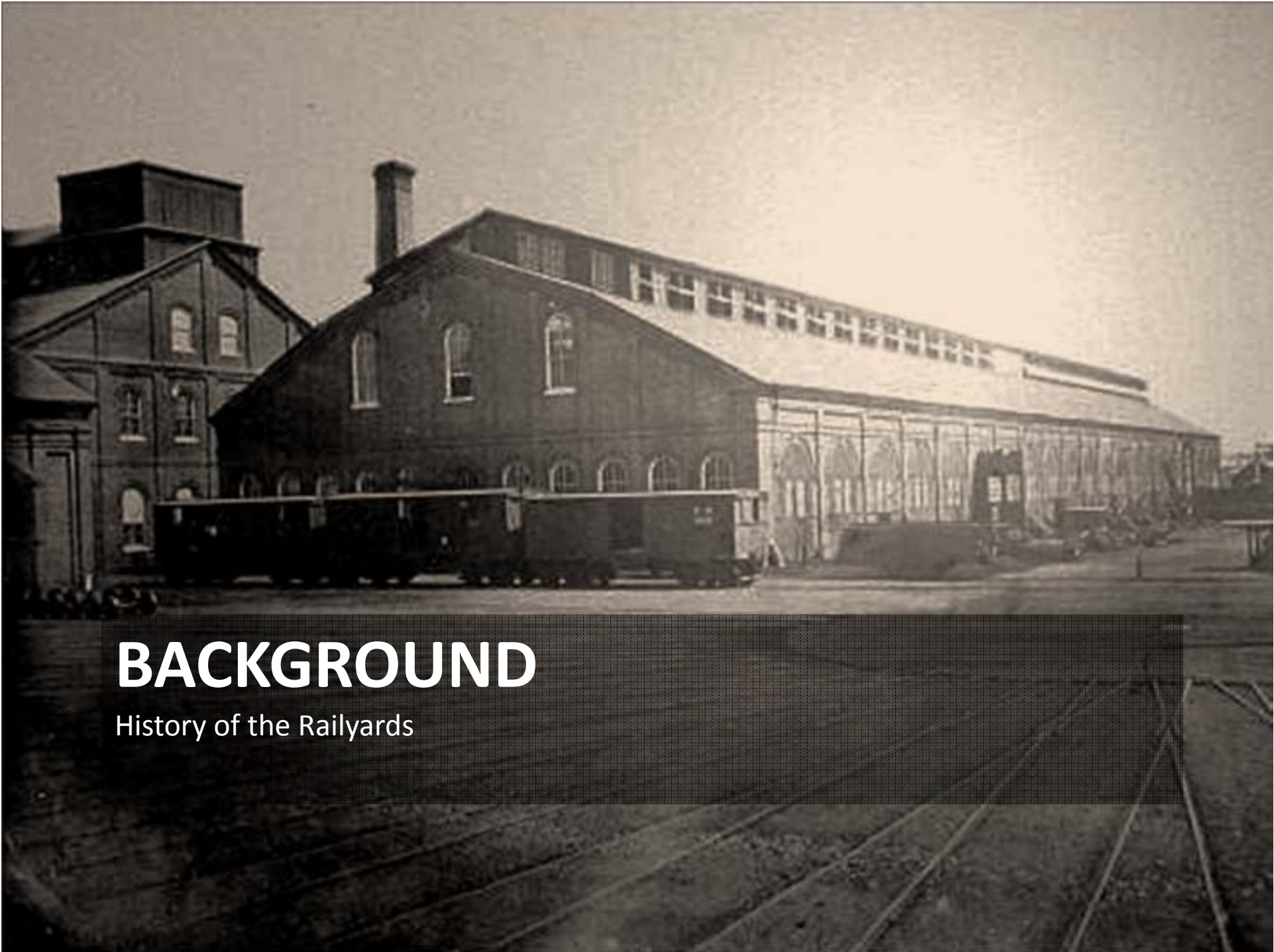
- Rose Center brought national development experts
- Had credibility with elected officials and public
- Needed fresh perspective without political baggage
- Required independent objective view of situation
- Involved complex development issues

Initial Land Use Challenge

A photograph of a large, multi-story brick industrial building with arched windows and a brick walkway leading between two buildings. The building is made of reddish-brown brick and has several large, arched windows on the upper floors. The ground is paved with concrete, and there are some weeds growing in the cracks. The sky is clear and blue.

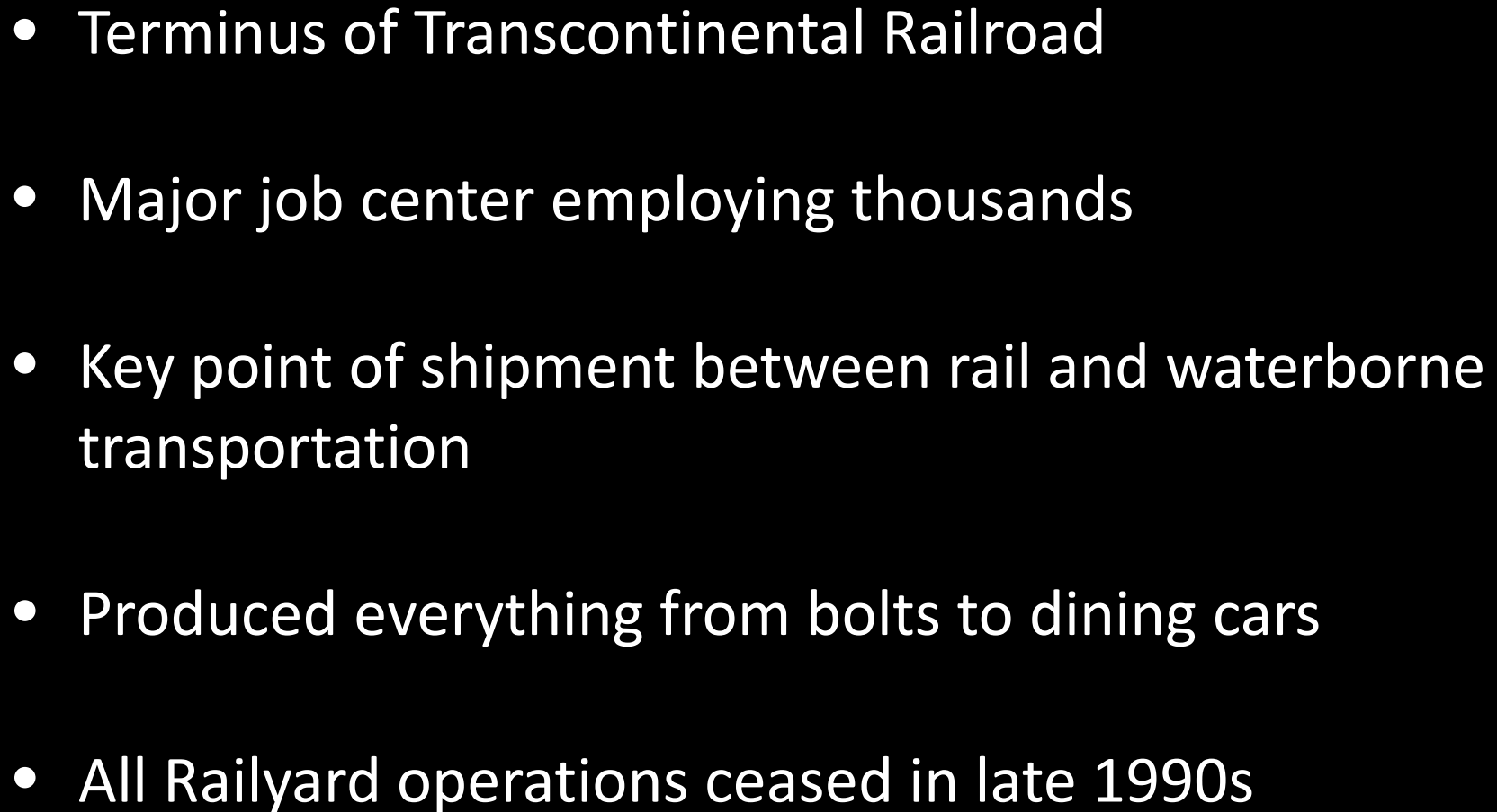
What actions will position the Railyards to attract a significant share of regional development over the long term and what activities or investments can be an early catalyst?

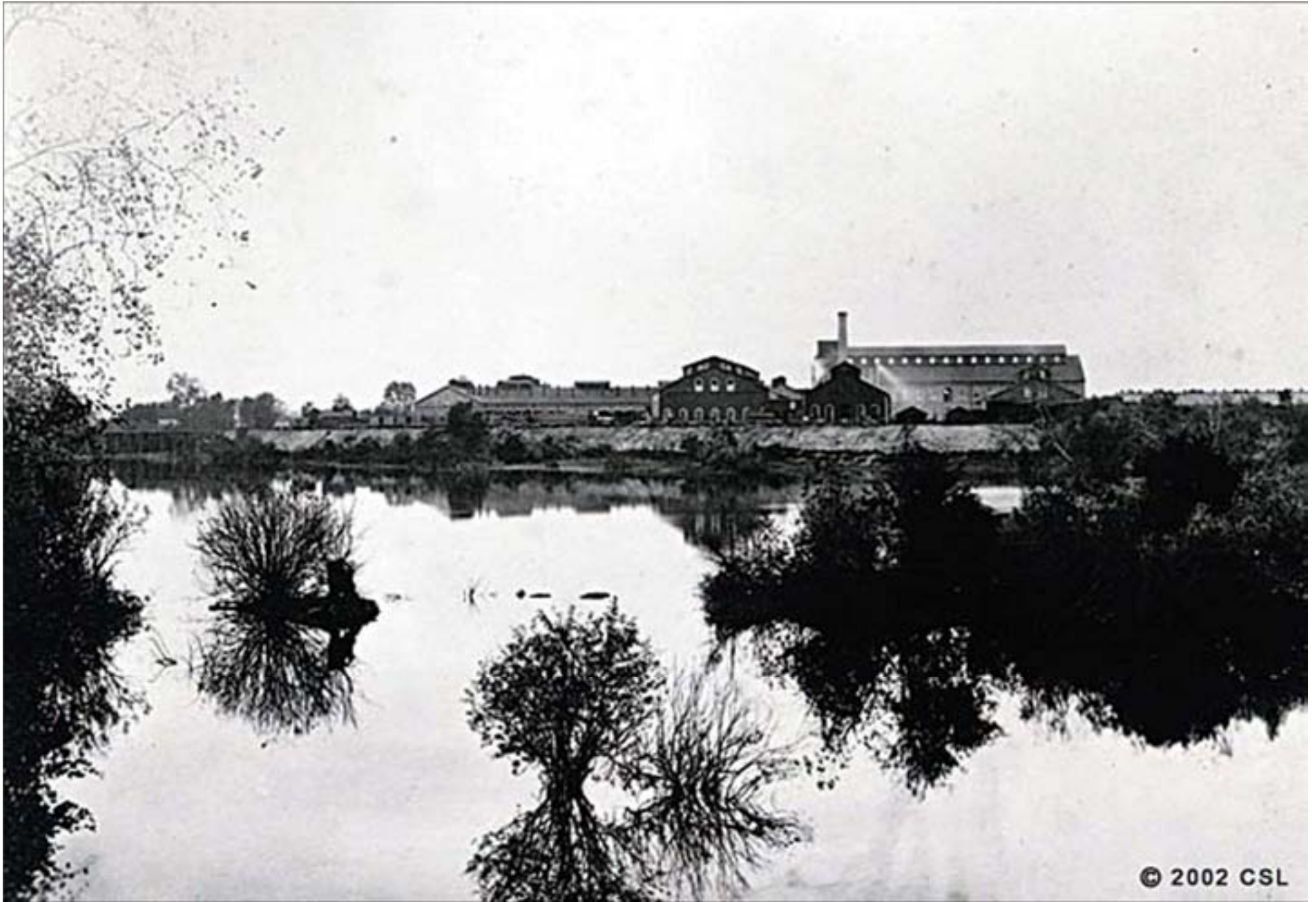
- Kick-off Presentation at ULI Fall Conference
 - October 12-15, 2010
- Initial Study Visit and Preliminary Report
 - January 25-28, 2011
- Follow-up Visit and Preliminary Report
 - July 13-14, 2011
- Fellowship Conclusion and Final Report at ULI Fall Conference
 - October 25-28, 2011



BACKGROUND

History of the Railyards

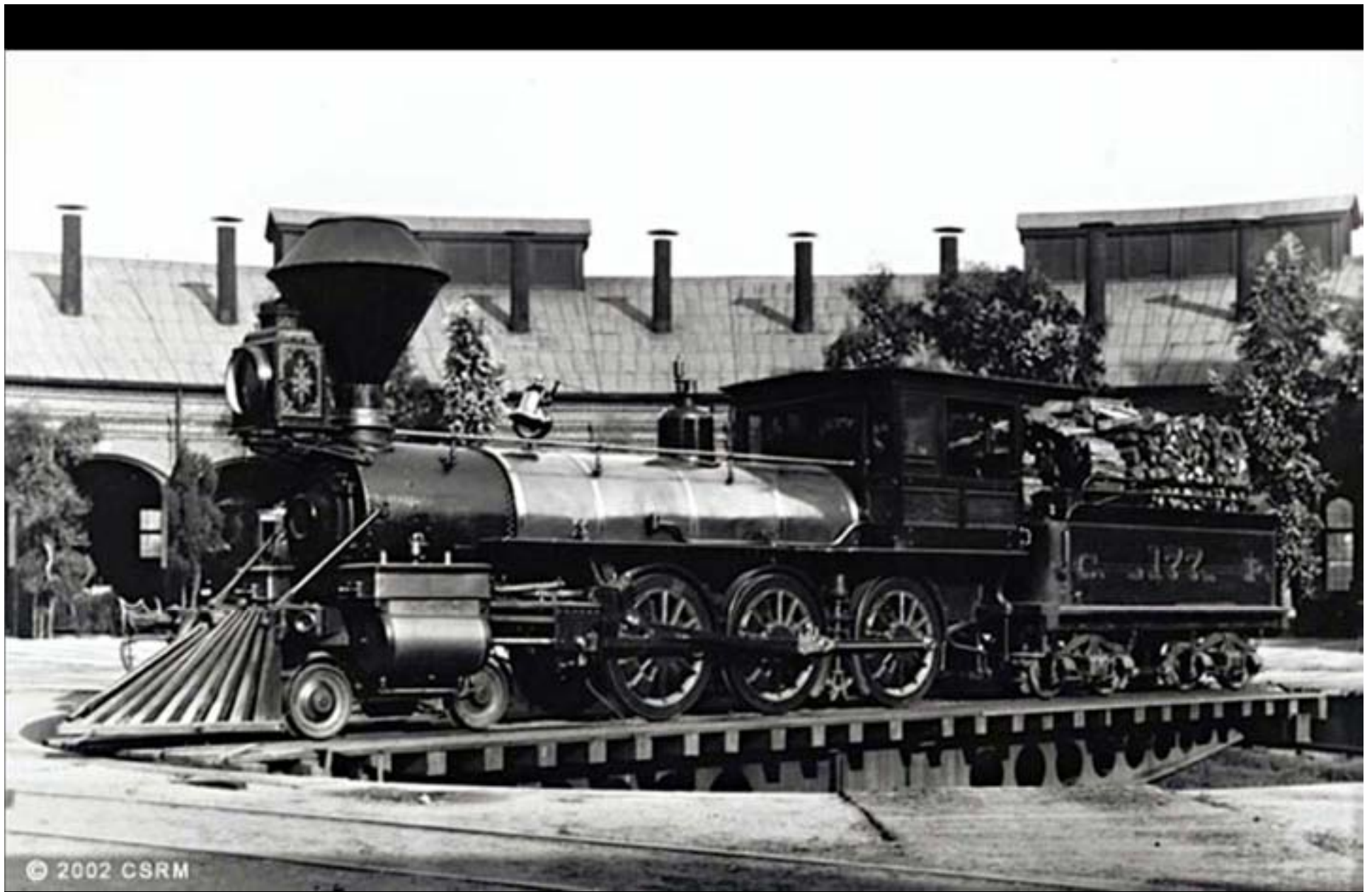
- 
- Terminus of Transcontinental Railroad
 - Major job center employing thousands
 - Key point of shipment between rail and waterborne transportation
 - Produced everything from bolts to dining cars
 - All Railyard operations ceased in late 1990s



Railyards circa 1869



Railyards Central Shops



© 2002 CSRM

Railyards circa 1886



Railyards circa 1959



Railyards circa 2000 (Brownfield Site)



Historic Central Shops in 2000 (Planned Adaptive Reuse)

- Planned intermodal transportation facilities
- Served by light rail, bus, commuter rail, heavy rail and automobiles
- Planned location for streetcar, high speed rail and new transportation infrastructure
- Specific Plan approved in 2007
- Zoned for mix of housing, office, retail and entertainment uses

Key Features of the Railyards Site

- Amtrak's Capitol Corridor
 - 3rd busiest intercity route in US
- Light-rail in Sacramento
 - Ridership growing at double the national rate
- By 2025, 15 million annual passengers will use Facility
- Requires Track Relocation and development of Sacramento Intermodal Transportation Facility



Sacramento Valley Station

- Center of region's transportation network
- To be served by:
 - Amtrak (Commuter Rail and Regional Bus)
 - Regional Transit (Light Rail and Bus)
 - Greyhound (Bus)
 - Regional Buses (Yolo, Amador, Roseville, etc.)
 - High Speed Rail (Future Bullet Train)
 - Streetcar
- Connects Downtown to:
 - Airport (Future Light Rail)
 - San Francisco Bay Area (Capital Corridor)
 - Rest of state and western region

Sacramento Intermodal Transportation Facility



THE RAILYARDS

Original City/developer vision and planning efforts

- 244 acre Plan Area
- 10,000 – 12,100 residential units
- 2.3 million square feet of office
- 1.3 million square feet of retail
- 1,100 hotel rooms
- 491,000 square feet of mixed-use space
- 485,000 square feet of historic/cultural uses

- Extension of Downtown
- Catalyst for Redevelopment and Urban Housing
- Consistent with City's Vision and Guiding Principles
- Public-Private Partnership
- Specific Plan and Streamlined Review Process

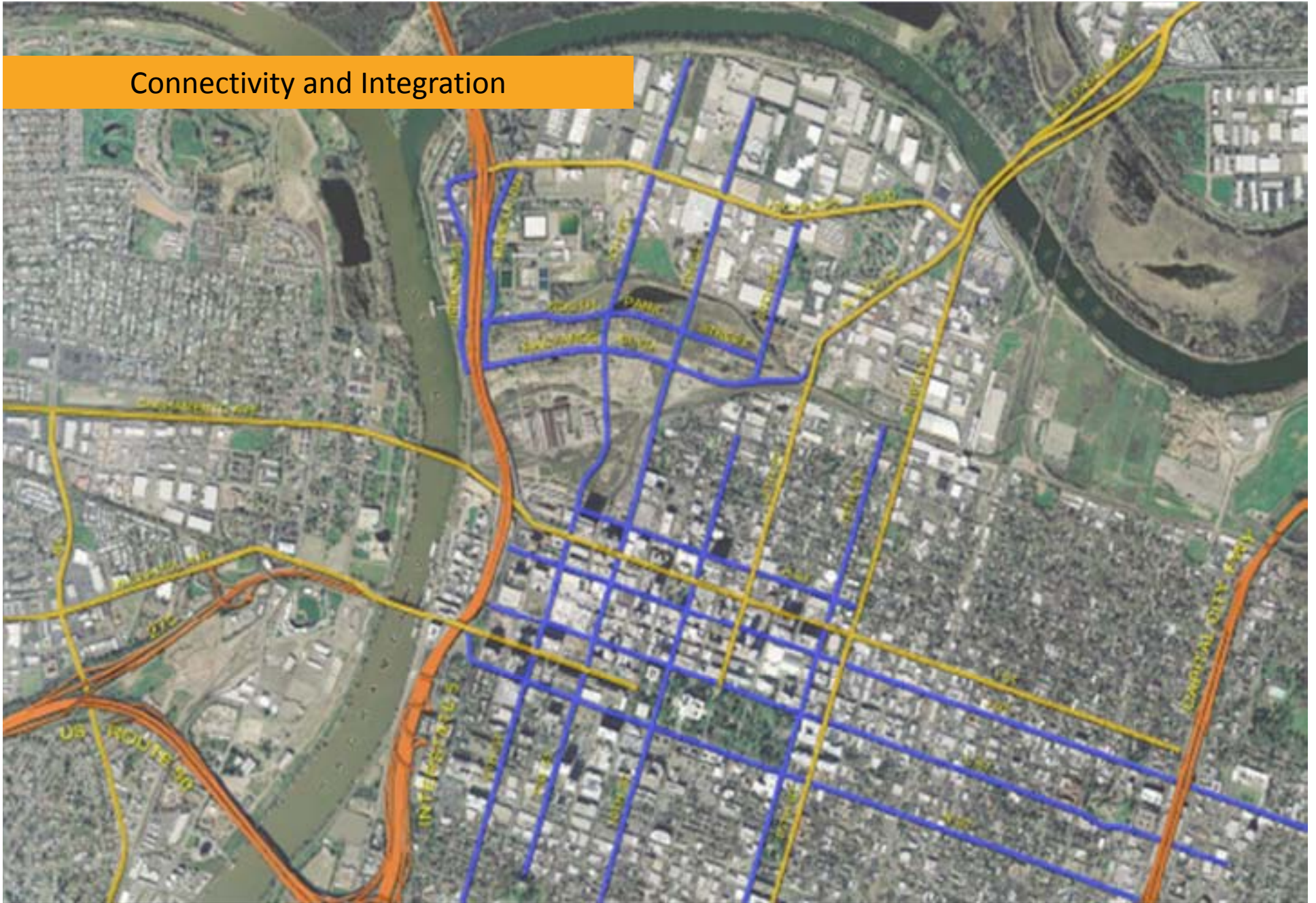
Land Use	Acreage
Total Gross Acres	244.00
Road Rights of Way	54.46
Public/Rail Transportation Uses	32.12
Parks and Open Space	41.80
Public Facilities	15.00
Net Developable Acreage for Private Development	100.62

Developable Acres

Source of Funding	Amount of Funding
Project-Based Funding (Development Impact Fees and CFD)	\$169 M
City/Redevelopment Funding	\$222 M
Other Funding Sources (primarily State and Federal funding)	\$354 M
Total Estimated Infrastructure/Public Facilities Costs	\$745 M

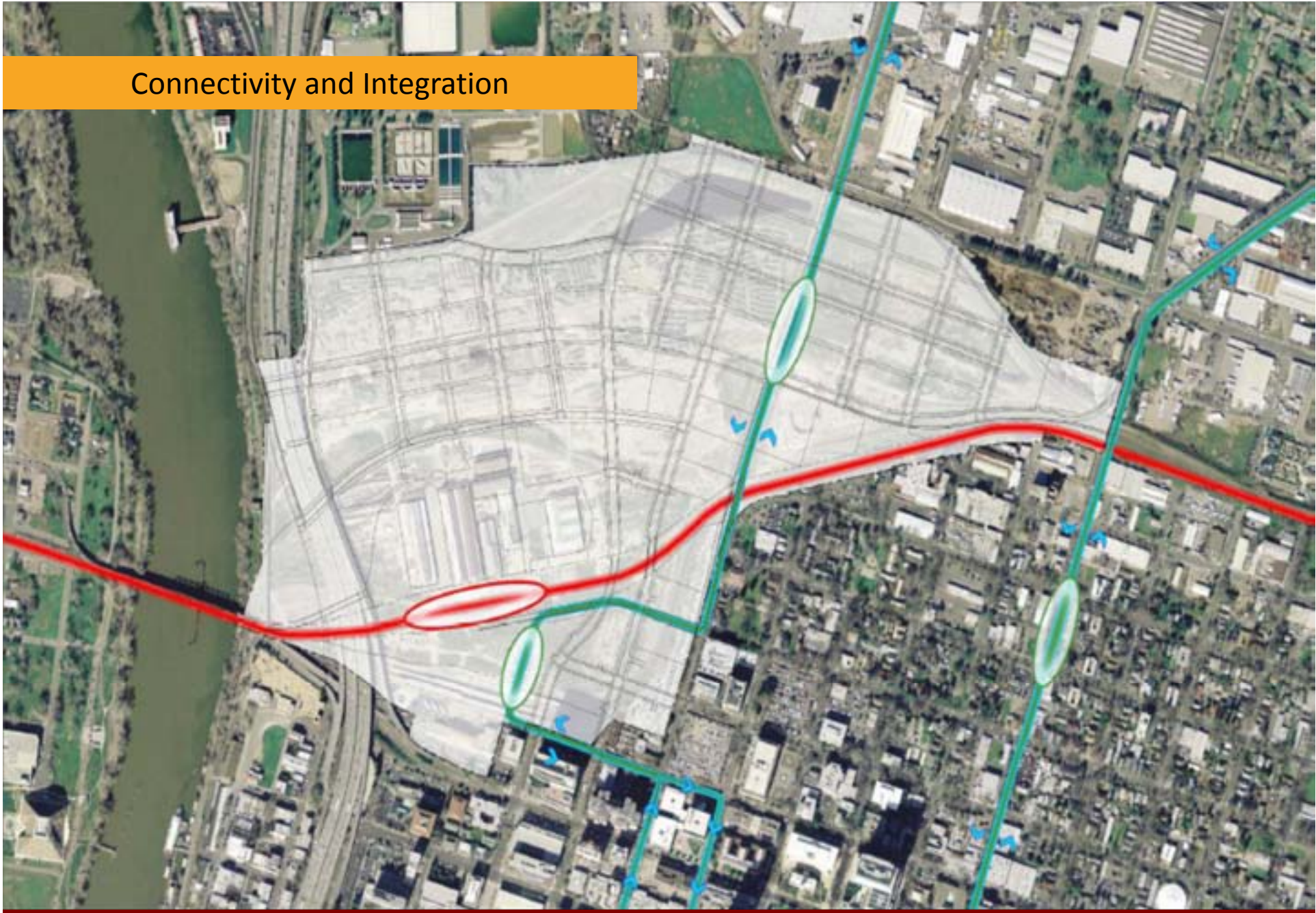
Infrastructure & Public Facilities

Connectivity and Integration



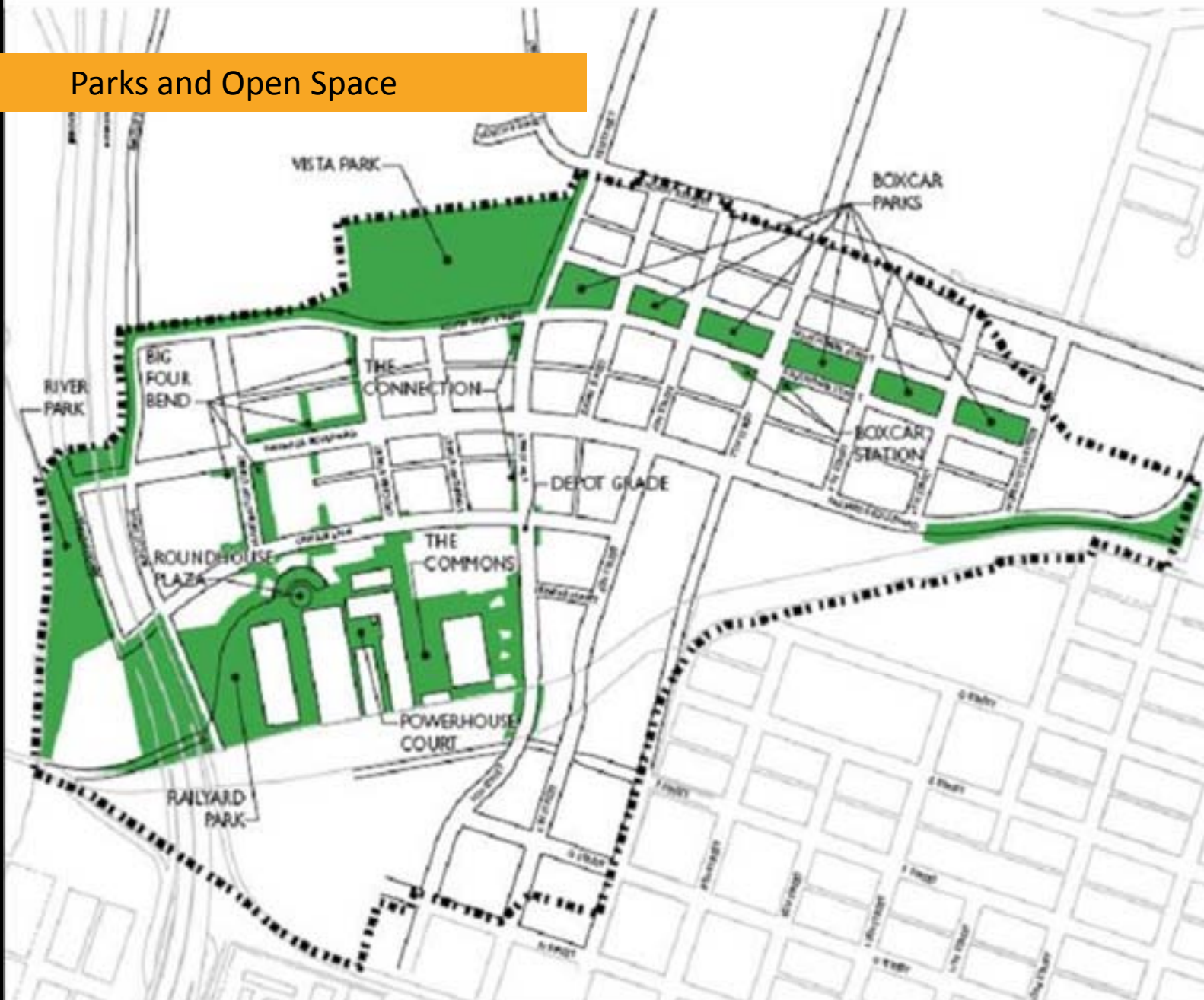
Arterials and Major Roads

Connectivity and Integration

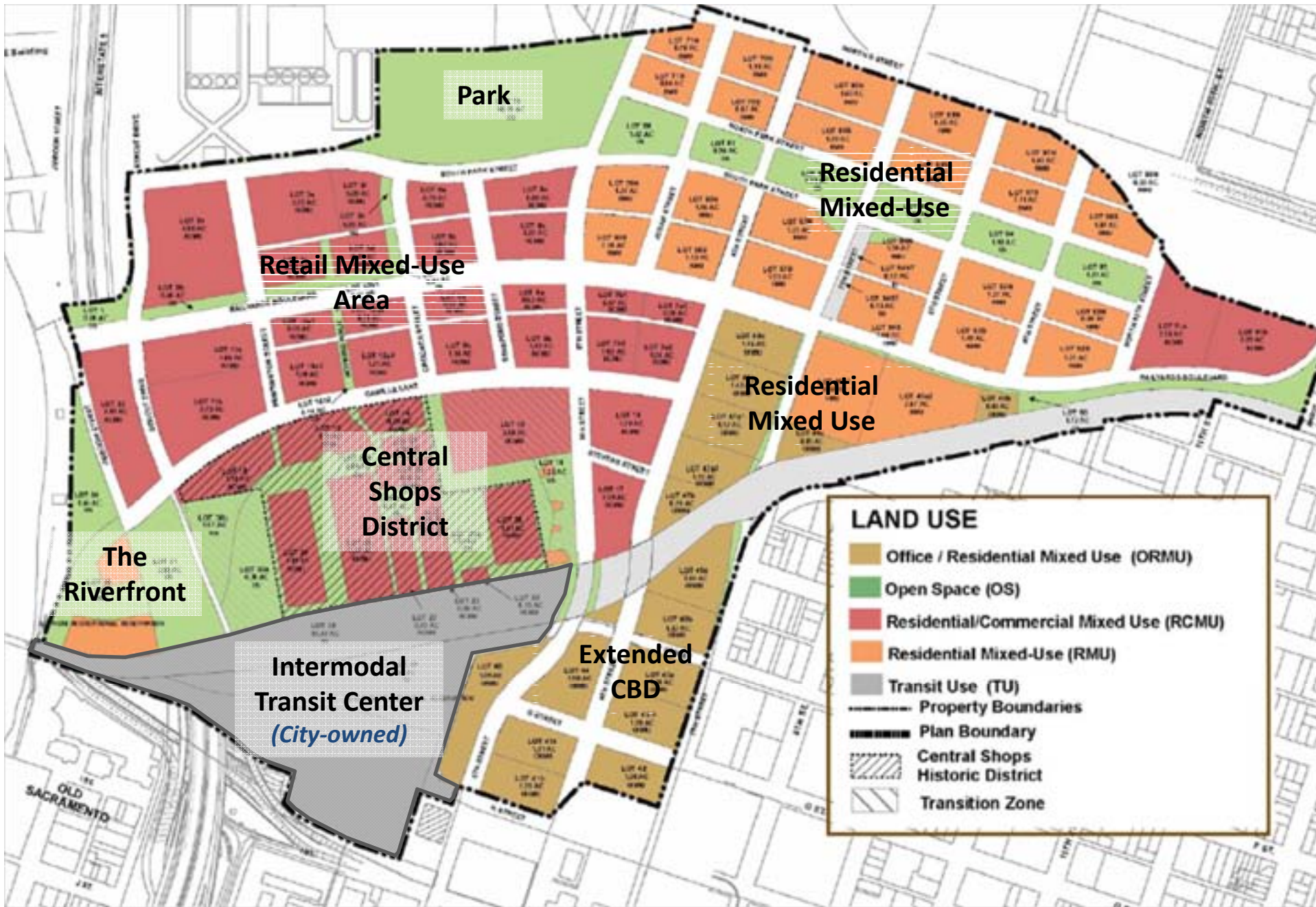


Passenger and Light Rail

Parks and Open Space

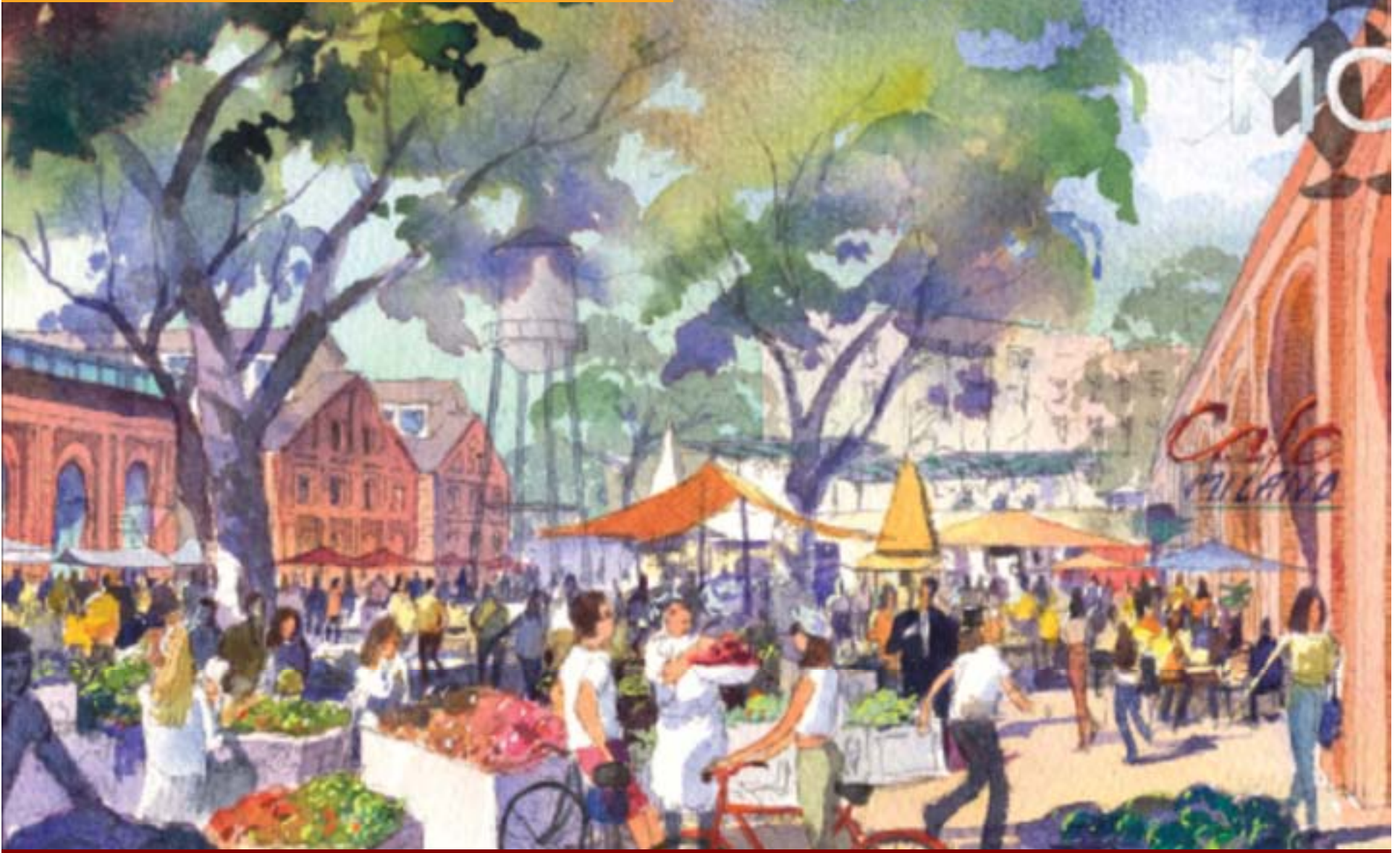


Open Space Network



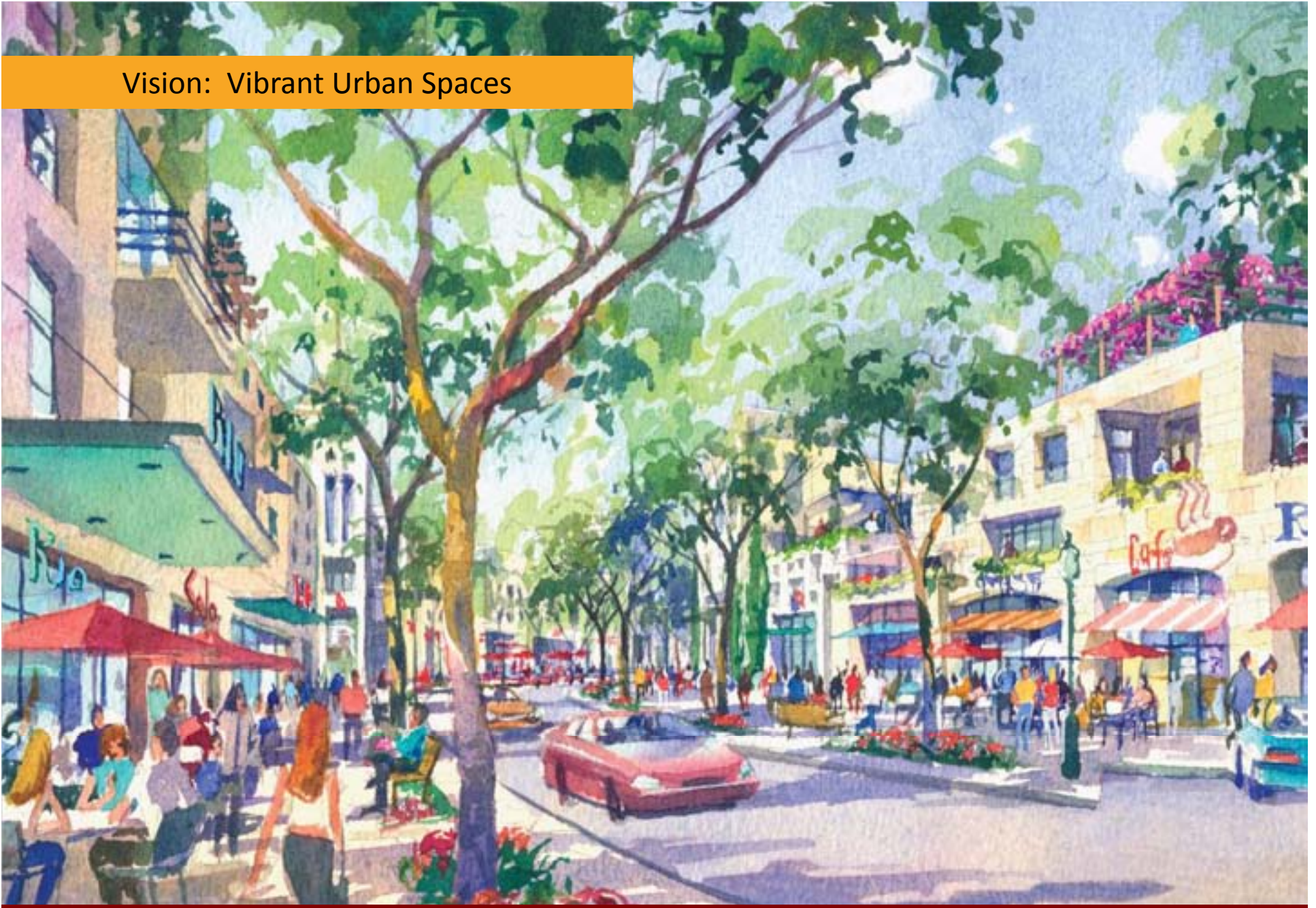
Land Use Plan

Vision: Vibrant Urban Spaces



Central Shops Plaza

Vision: Vibrant Urban Spaces



Mixed-Use Neighborhoods

Vision: Vibrant Urban Spaces



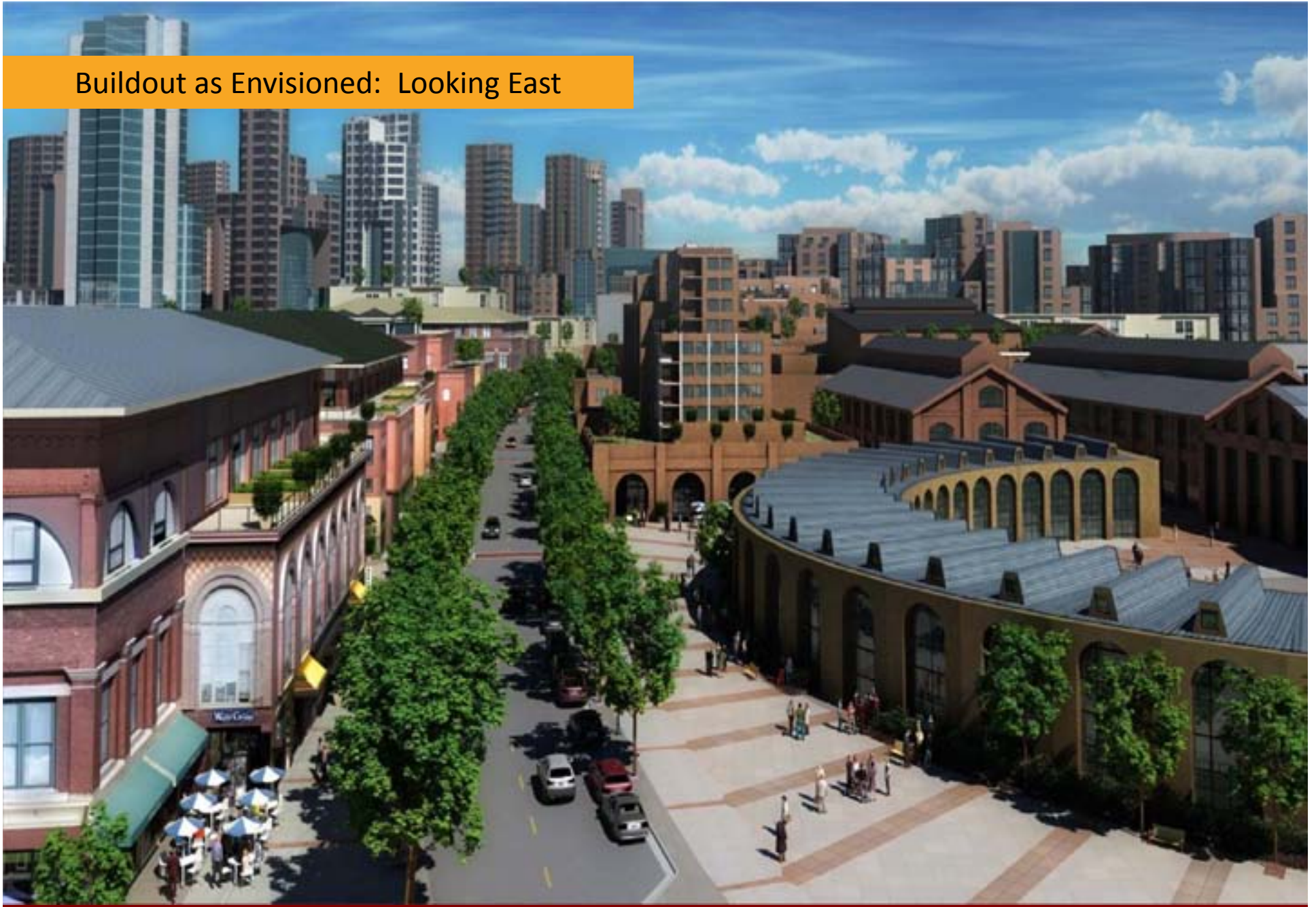
The Waterfront

Buildout as Envisioned



Vision: Railyards of the Future

Buildout as Envisioned: Looking East

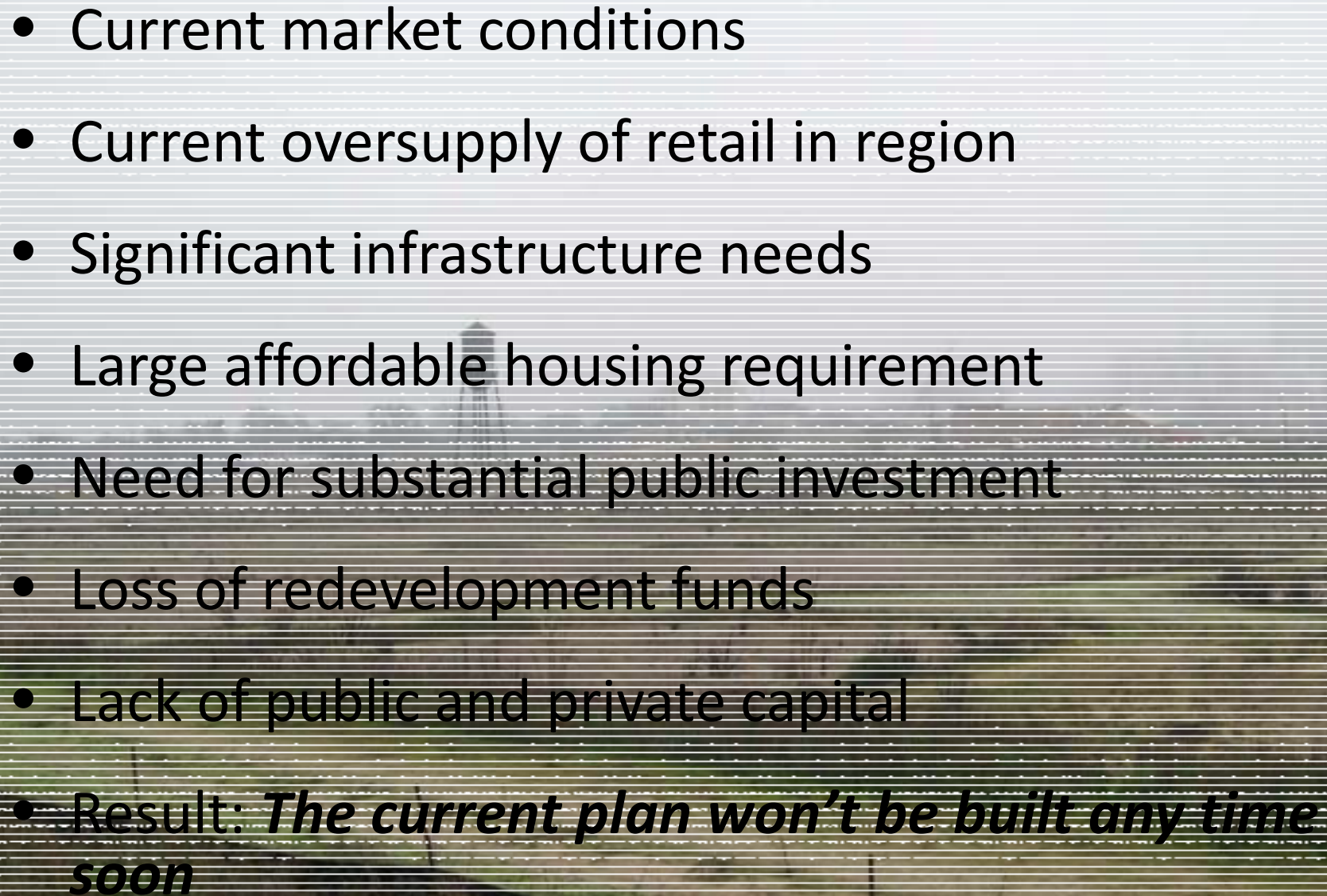


Vision: Future of Camille Lane



THE CHALLENGE

How to spur development?

- 
- Current market conditions
 - Current oversupply of retail in region
 - Significant infrastructure needs
 - Large affordable housing requirement
 - Need for substantial public investment
 - Loss of redevelopment funds
 - Lack of public and private capital
 - Result: ***The current plan won't be built any time soon***

Development Challenges: Today's Reality



ULI ROSE CENTER REVIEW AND RECOMMENDATIONS

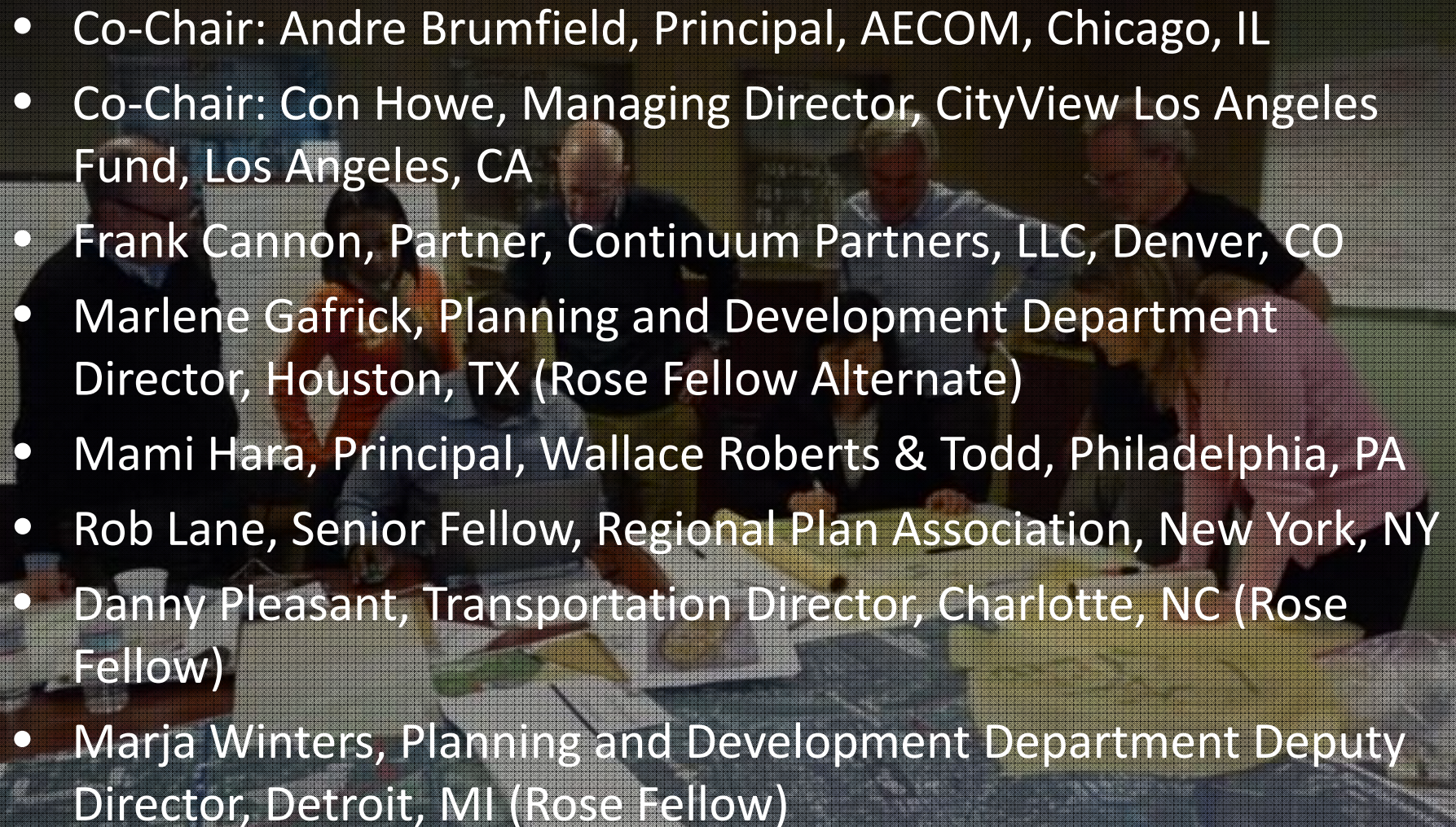
A strategic approach

- Specific Plan approved in 2007
- Great Recession hits Sacramento in 2007
- Developer/owner loses property to foreclosure
- Lender assumes control of site
- Redevelopment law/funding proposed for repeal
- State identifies Railyards as one of two sites for new superior courthouse
- Mayor raises possibility of new arena in Railyards

Status of Railyards at Start of ULI Effort

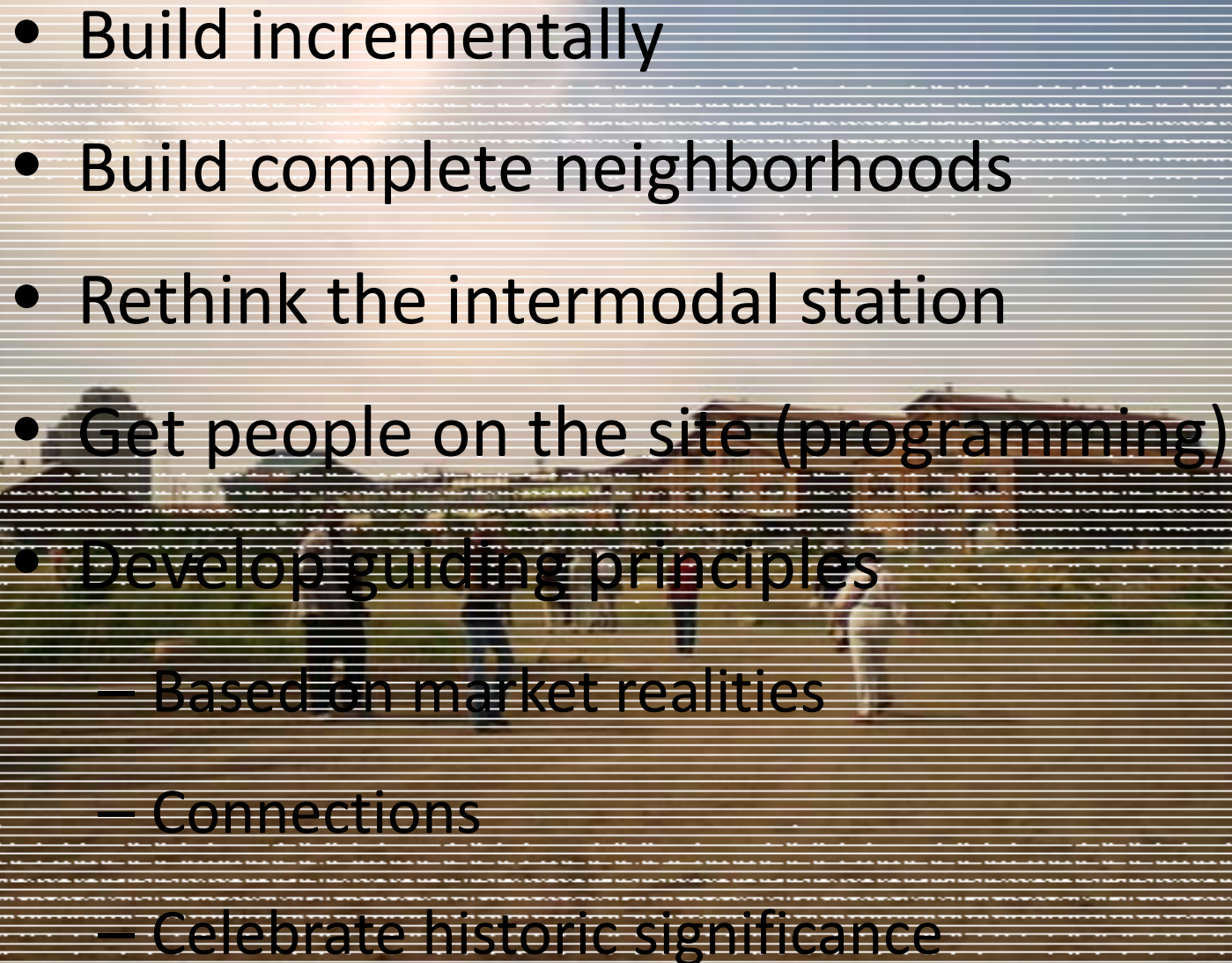


ULI Rose Center Tour of Railyards' Central Shops

- 
- A group of approximately seven people are gathered around a large table in a meeting room. They are looking at a large map or plan spread out on the table. The map appears to be a city plan or a site plan, with various colored areas and lines. The people are dressed in business casual attire. The background shows a whiteboard and some office equipment.
- Co-Chair: Andre Brumfield, Principal, AECOM, Chicago, IL
 - Co-Chair: Con Howe, Managing Director, CityView Los Angeles Fund, Los Angeles, CA
 - Frank Cannon, Partner, Continuum Partners, LLC, Denver, CO
 - Marlene Gafrick, Planning and Development Department Director, Houston, TX (Rose Fellow Alternate)
 - Mami Hara, Principal, Wallace Roberts & Todd, Philadelphia, PA
 - Rob Lane, Senior Fellow, Regional Plan Association, New York, NY
 - Danny Pleasant, Transportation Director, Charlotte, NC (Rose Fellow)
 - Marja Winters, Planning and Development Department Deputy Director, Detroit, MI (Rose Fellow)

ULI Rose Center Panel

- 
- A photograph of a group of people, likely at a public forum or meeting, is overlaid with a semi-transparent grid pattern. The people are dressed in business attire and appear to be engaged in conversation or listening. The background shows an indoor setting with wood paneling and recessed lighting.
- ULI stakeholder interviews
 - Key stakeholders included:
 - Transportation agencies and advocates
 - Preservation agencies and advocates
 - Neighborhood groups from adjacent area
 - Housing and parks agencies
 - Landowners
 - Business groups including Downtown businesses
 - Political officials
 - ULI public forum and presentation

- 
- Build incrementally
 - Build complete neighborhoods
 - Rethink the intermodal station
 - Get people on the site (programming)
 - Develop guiding principles
 - Based on market realities
 - Connections
 - Celebrate historic significance

Summary of Recommendations

1. Build Incrementally

- Don't think the whole place has to be built at once!
- Build incremental but complete development



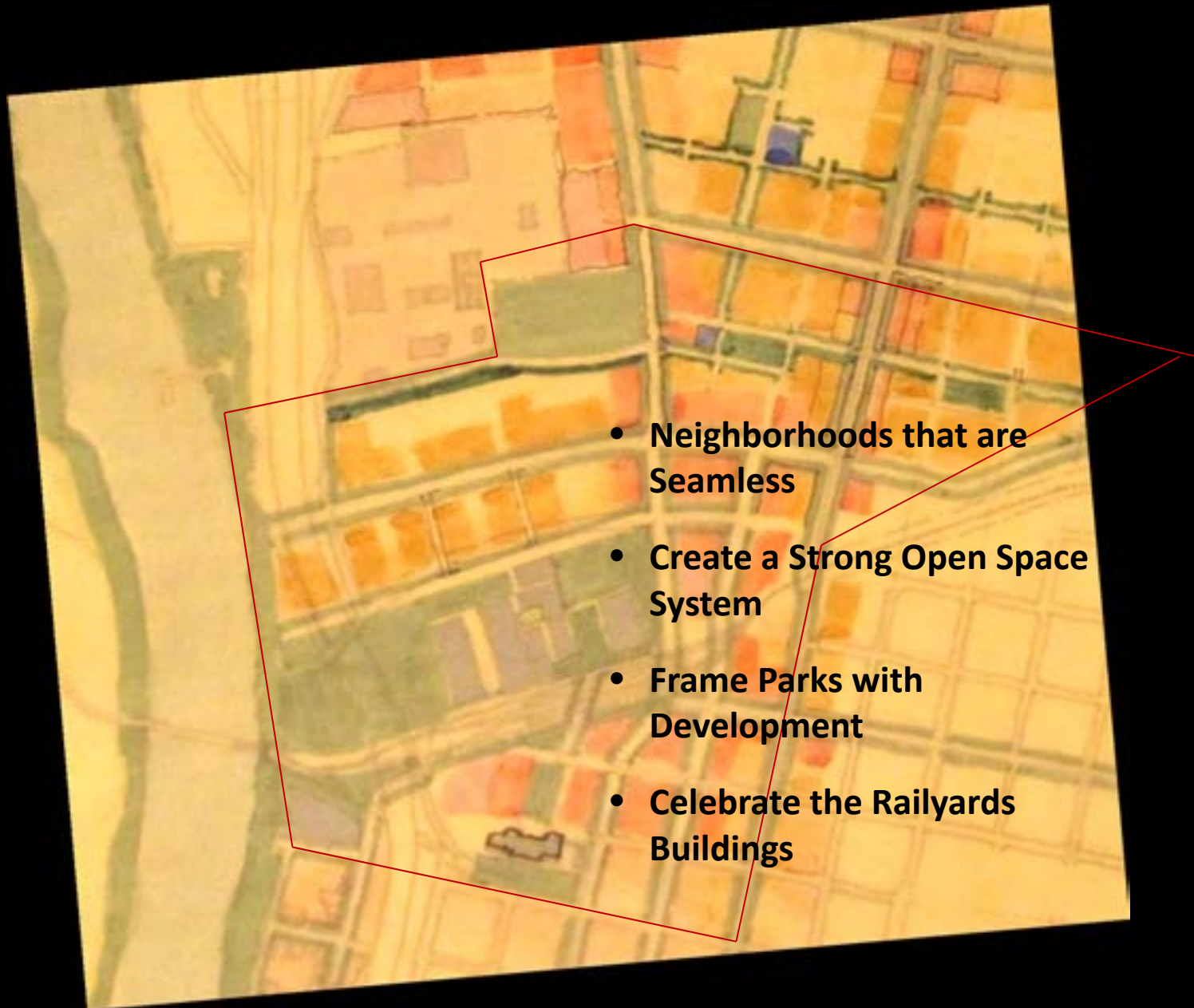
Inside out

vs.

Outside in



2. Build Complete Neighborhoods



3. Rethink the Intermodal Station

Not a giant intermodal *facility*
An intermodal *District*

Massing could overwhelm the
visual impact of the shops

Divides more than it connects

Consider:

- Shared use of conventional and high speed tracks in station vicinity, or
- New location for High Speed Rail



Not This!



Create This

Central Shops Park

River Trail + Parks

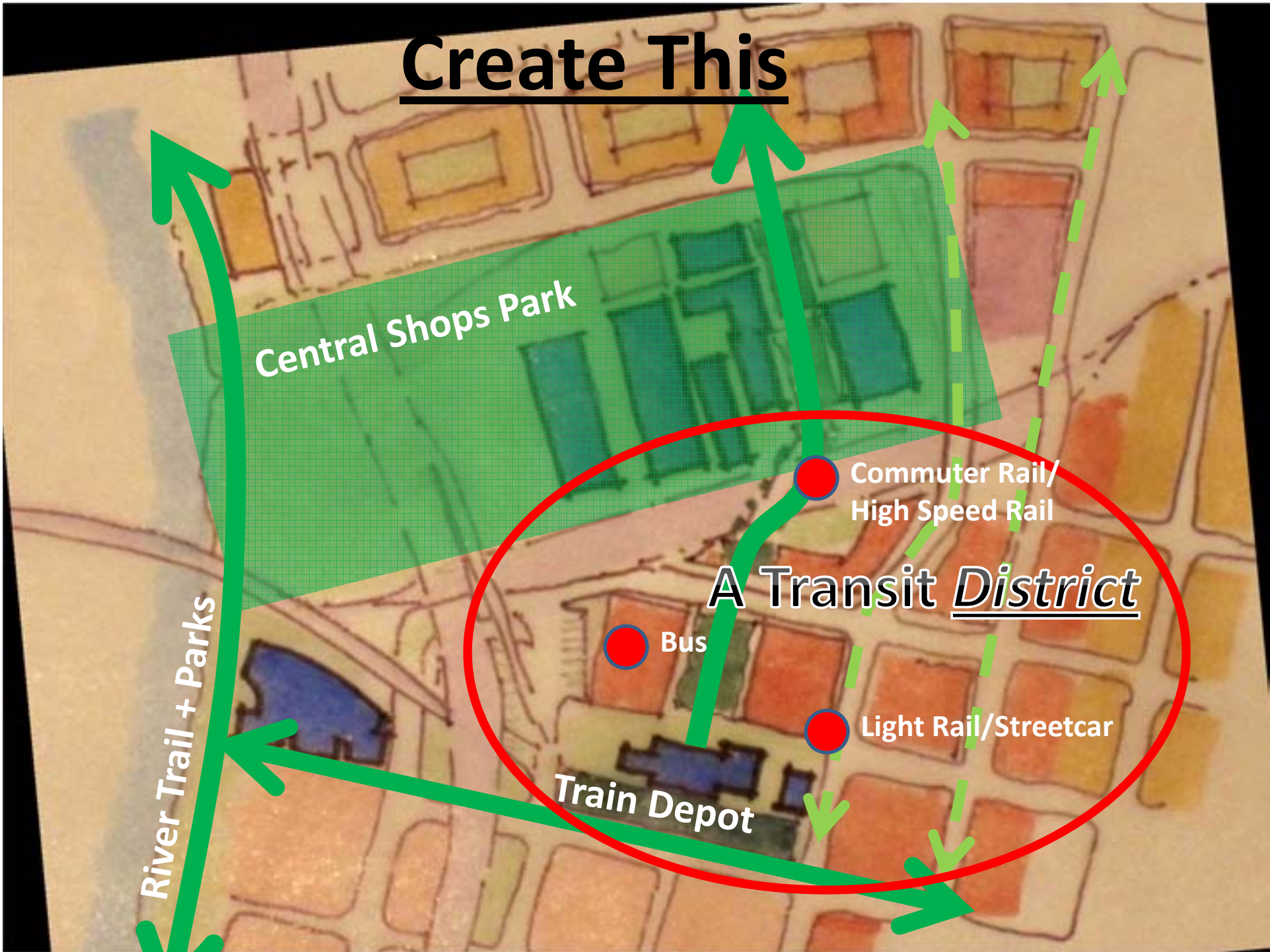
Commuter Rail/
High Speed Rail

A Transit District

Bus

Light Rail/Streetcar

Train Depot



4. Get People on the Site

- Interim uses such as:
 - Arts and culture
 - Sports/wellness
 - Educational
 - Large-scaled tented events



An aerial photograph of a city, likely St. Louis, showing a river, a bridge, and various urban buildings and infrastructure. The image is partially obscured by a black rectangular overlay containing text.

5. Develop Guiding Principles

- Seize the opportunity
- Connects to and complements Downtown, Midtown and the River District
- Based upon market realities & conditions
- Local and regional draw
- Urban context
- Celebrates the historic significance

ULI Thoughts on Catalyst Projects

- Several catalytic projects currently being contemplated for different parts of the Railyards:
 - Entertainment & Sports Complex (Arena)
 - County Courthouse
 - Intermodal Facility
- Each should be viewed in larger context:
 - Consider whether or not they add value to the overall experience/draw of the site
 - Consider the impact on future phases of development
 - Consider the return on current/planned investments

- Well received by Mayor, City, community and new owners, Inland American
- Positive press coverage
 - Sacramento Bee (article and editorial)
 - Sacramento Press
 - Sacramento Business Journal
 - KCRA News
- Particular support for:
 - Transit District
 - Getting people on the site/ interim uses
 - Starting small/ Building incrementally



Public Reaction

- Publicity from ULI Panel visit and action of local ULI helped City win Railyards site for new courthouse
- Raised public profile of local ULI
- Resulted in a better plan for the intermodal facility
- Energized staff and validated their work on the project
- Renewed public interest in Railyards
- Helped move arena/transit hub planning process forward
- New community focus on value of Railyards' past and how to realize its future



LAND USE CHALLENGE – PART II

Entertainment & Sports Complex and the Intermodal Facilities

How to plan for a new entertainment & sports complex (ESC) and intermodal transportation facility on the same site?



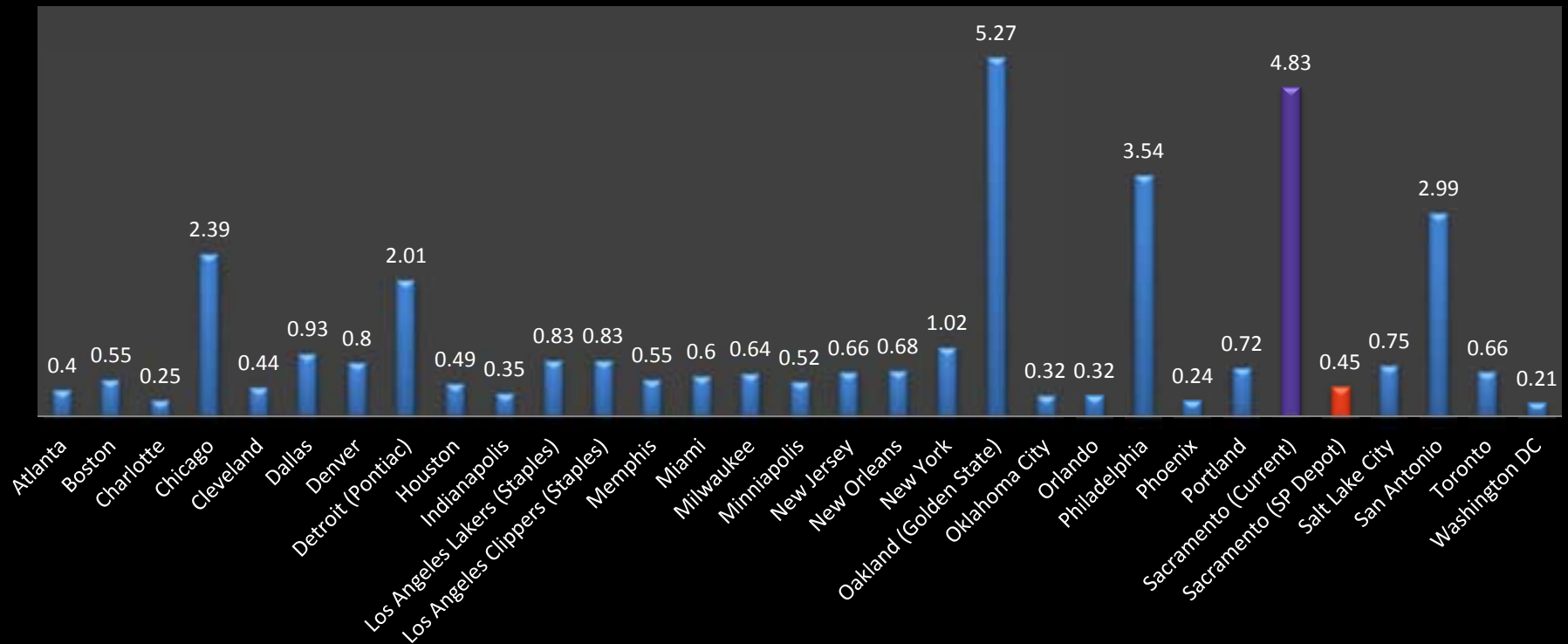
Follow-up Land Use Challenge

- Current arena outdated and located far from City center
- City-owned site within Railyards adjacent to Intermodal Transit Facilities
- Unique public private partnership between NBA, AEG, Kings and City
- \$391 million overall cost for development of arena
- City contribution to come from parking monetization
- Long-term lease for Downtown parking garages and parking meter revenues
- Public-private partnership between City and investor/operator team
- Upside from increased demand from arena events
- Strong support from business community

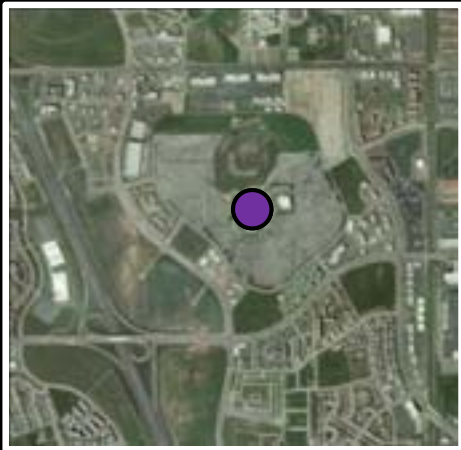
Innovative Public-Private Partnership

Facilities in Relationship to City Center (miles)

- Atlanta
- Boston
- Charlotte
- Chicago
- Cleveland
- Dallas
- Denver
- Detroit (Pontiac)
- Houston
- Indianapolis
- Los Angeles Lakers (Staples)
- Los Angeles Clippers (Staples)
- Memphis
- Miami
- Milwaukee
- Minneapolis
- New Jersey
- New Orleans
- New York
- Oakland (Golden State)
- Oklahoma City
- Orlando
- Philadelphia
- Phoenix
- Portland
- Sacramento (Current)
- Sacramento (SP Depot)
- Salt Lake City
- San Antonio
- Toronto
- Washington DC



Context: Cities with NBA Teams

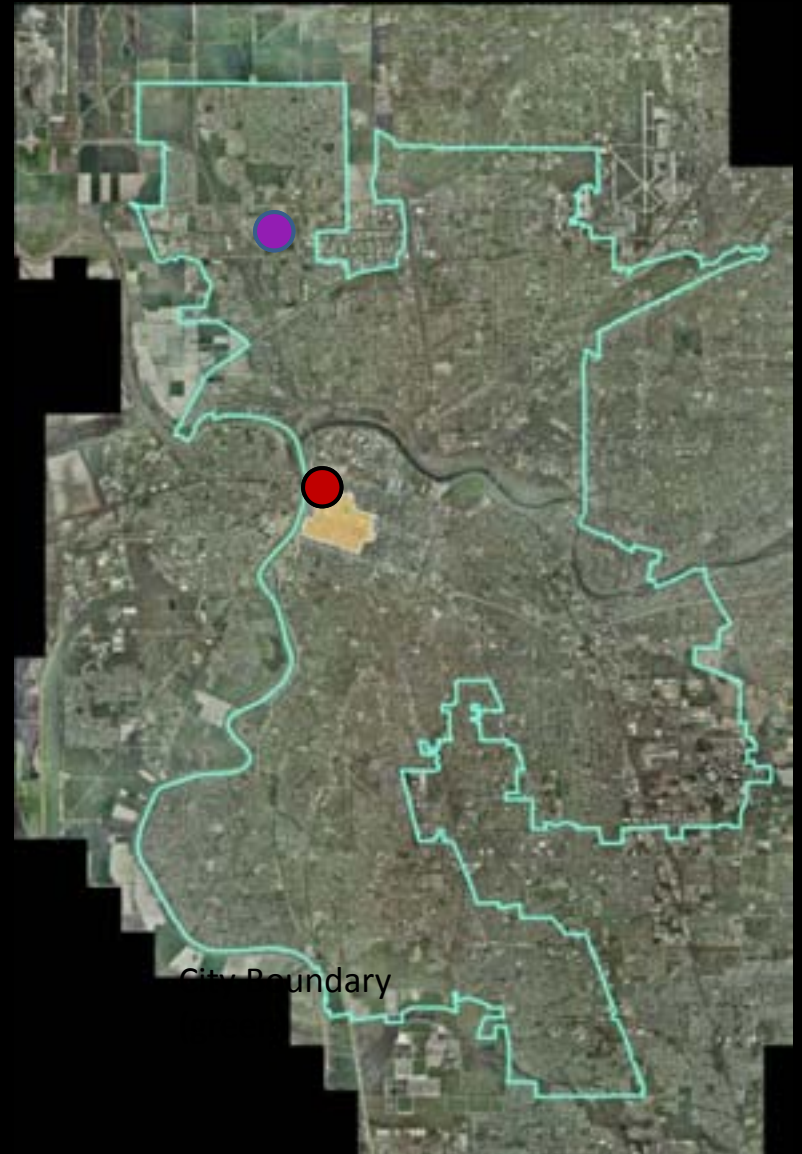


Power Balance Pavilion
4.83 miles from City Center

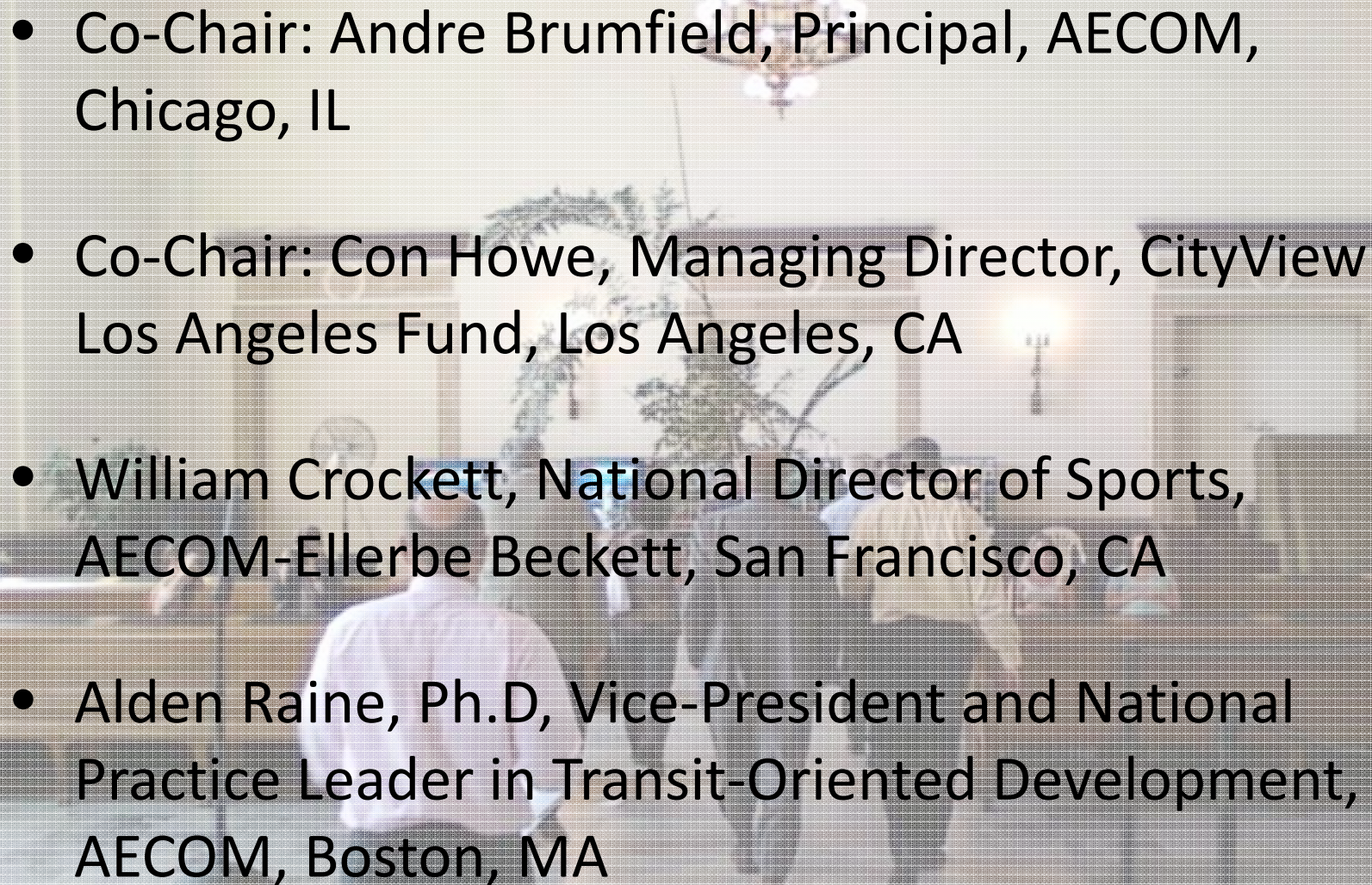


Proposed ESC
0.45 miles from City Center

Civic Center:
Cesar Chavez
Park



Sacramento: Current and Future Arena Sites

- 
- Co-Chair: Andre Brumfield, Principal, AECOM, Chicago, IL
 - Co-Chair: Con Howe, Managing Director, CityView Los Angeles Fund, Los Angeles, CA
 - William Crockett, National Director of Sports, AECOM-Ellerbe Beckett, San Francisco, CA
 - Alden Raine, Ph.D, Vice-President and National Practice Leader in Transit-Oriented Development, AECOM, Boston, MA

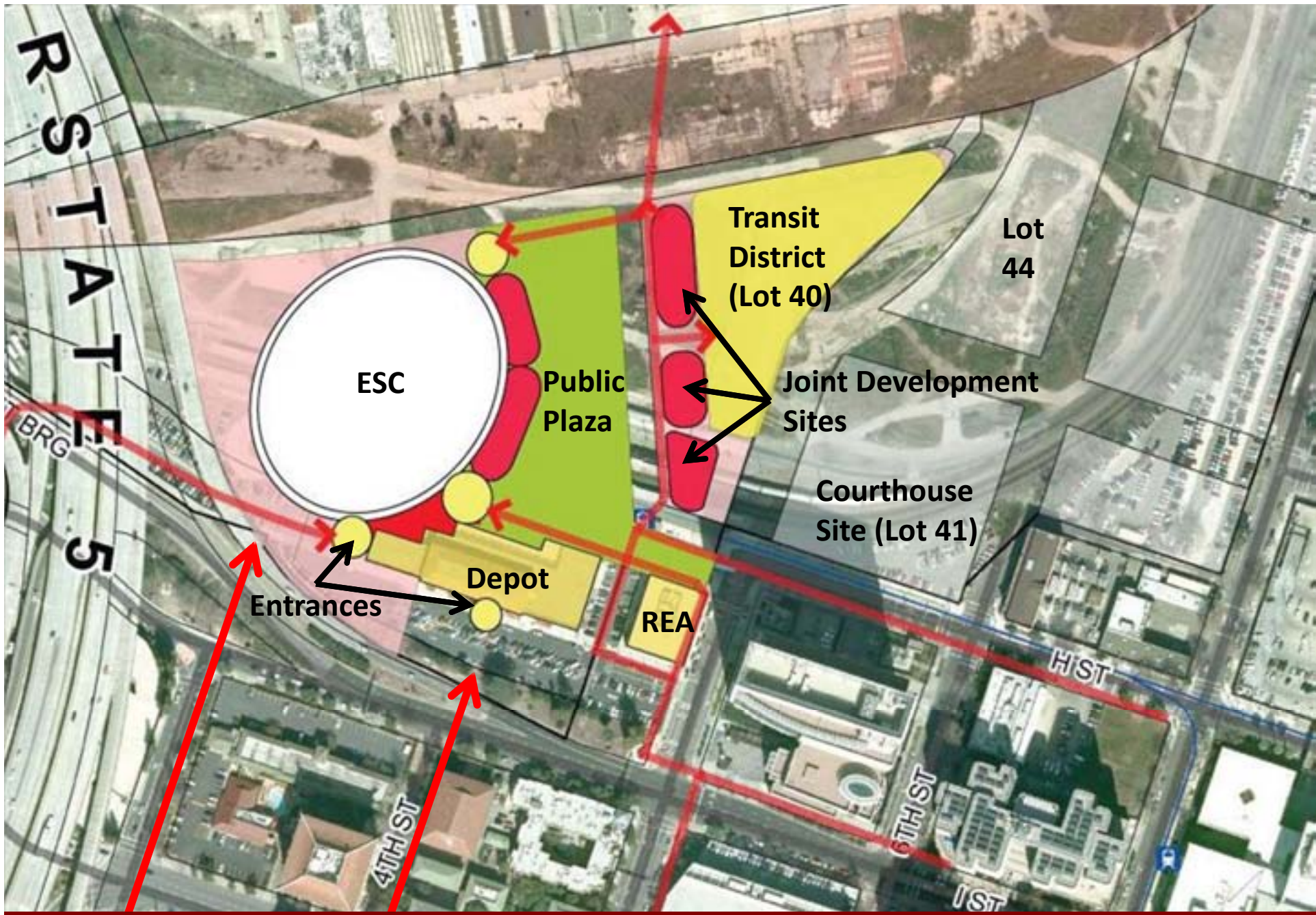
Follow-Up Visit: ULI Panel

- Both intermodal and arena CAN be accommodated in symbiotic way that creates public space, provides connectivity and achieves synergies with surrounding districts

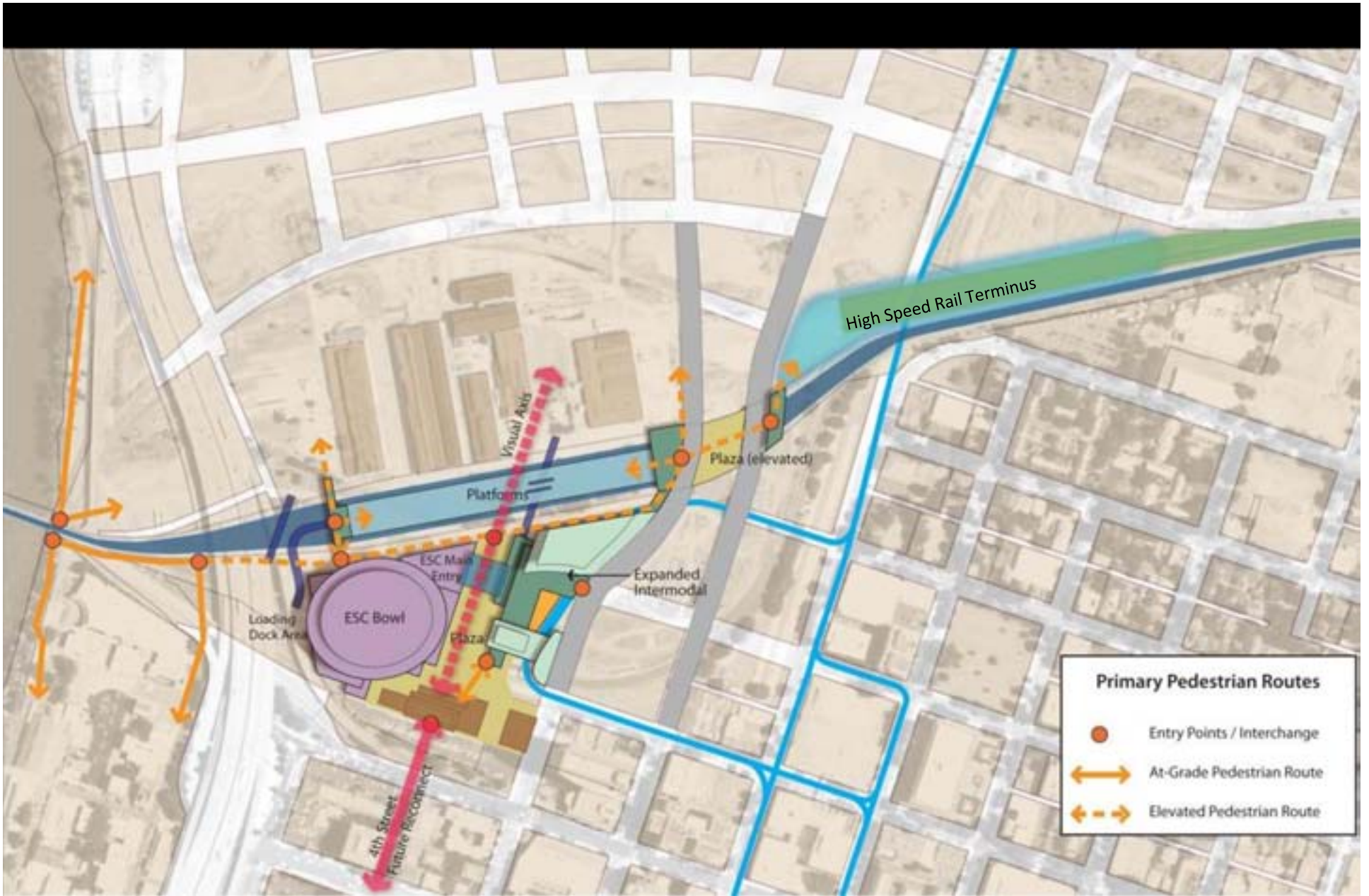
Overall Finding

- Create transit district and move high speed rail east across 6th Street
- Move arena west toward I-5
- Move transit district east and use Lot 40
- Lower arena and design it to respect historic context
- Create public space between arena and transit district with development opportunities

- Utilize existing parking to spread economic activity
- Parking and other infrastructure (drainage, detention) should be shared in district
- Do it right or don't do it:
 - Too many design compromises will diminish functionality of the facilities and regenerative potential to the surrounding areas



Arena (ESC) and Transit District Concept



City Staff Conceptual Site Plan

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

Area Context



Destinations

Powerhouse
Science
Museum

1000 J. Morgan
Way, 95811, USA

Railyards
Specific Plan

Museum of
Railroad
Technology

ESC
(for
purposes
only)

Old
Sacramento

Sacramento

Downtown
Plaza



Powerhouse
Science
Museum

Open Space

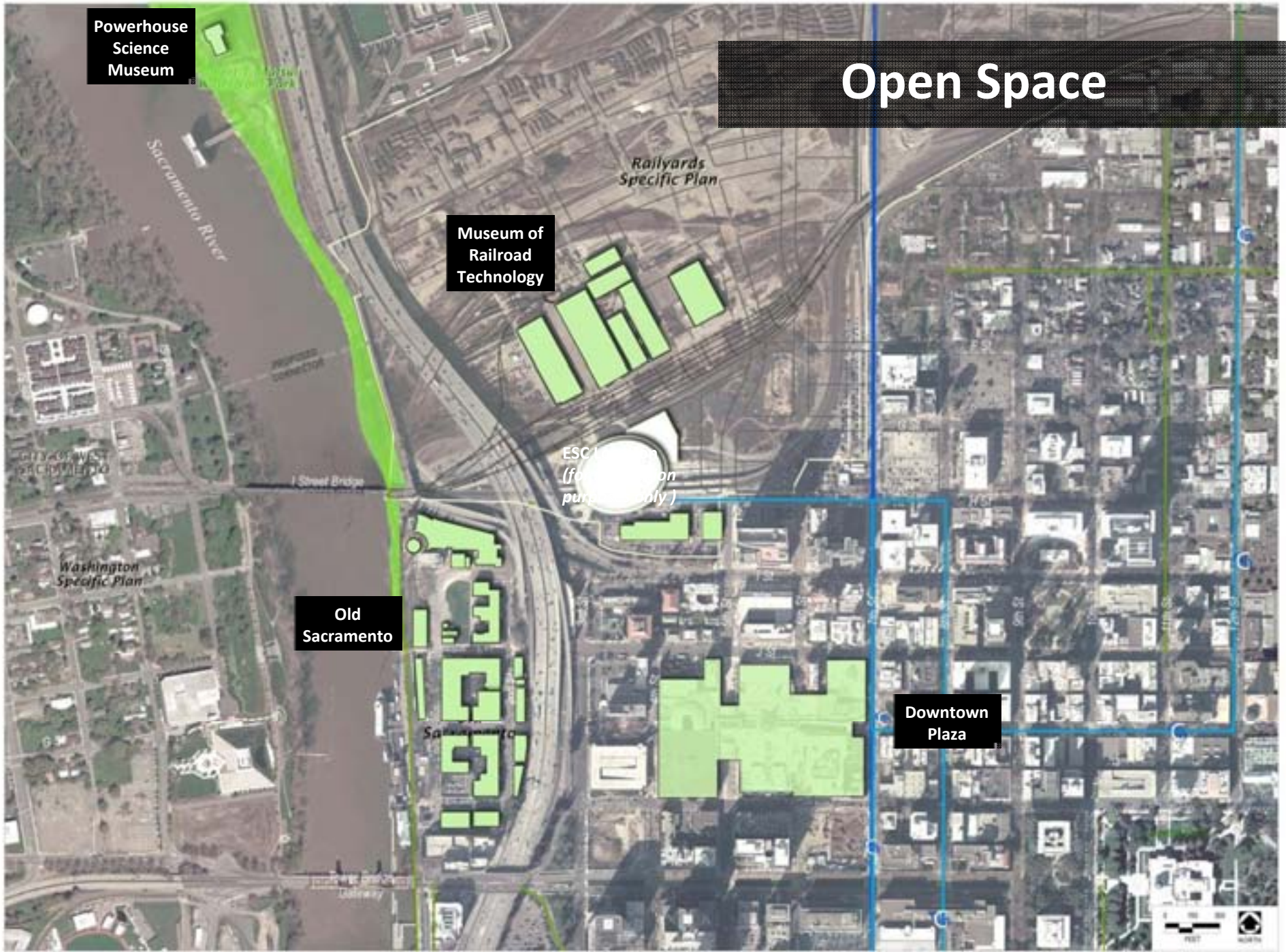
Railyards
Specific Plan

Museum of
Railroad
Technology

ESC
(for
purposes
only)

Old
Sacramento

Downtown
Plaza



Planned Development

Powerhouse
Science
Museum

Railyards
Specific Plan

Museum of
Railroad
Technology

Potential
Hotel Site

ESC
(for
information
purposes only)

New State
Courthouse

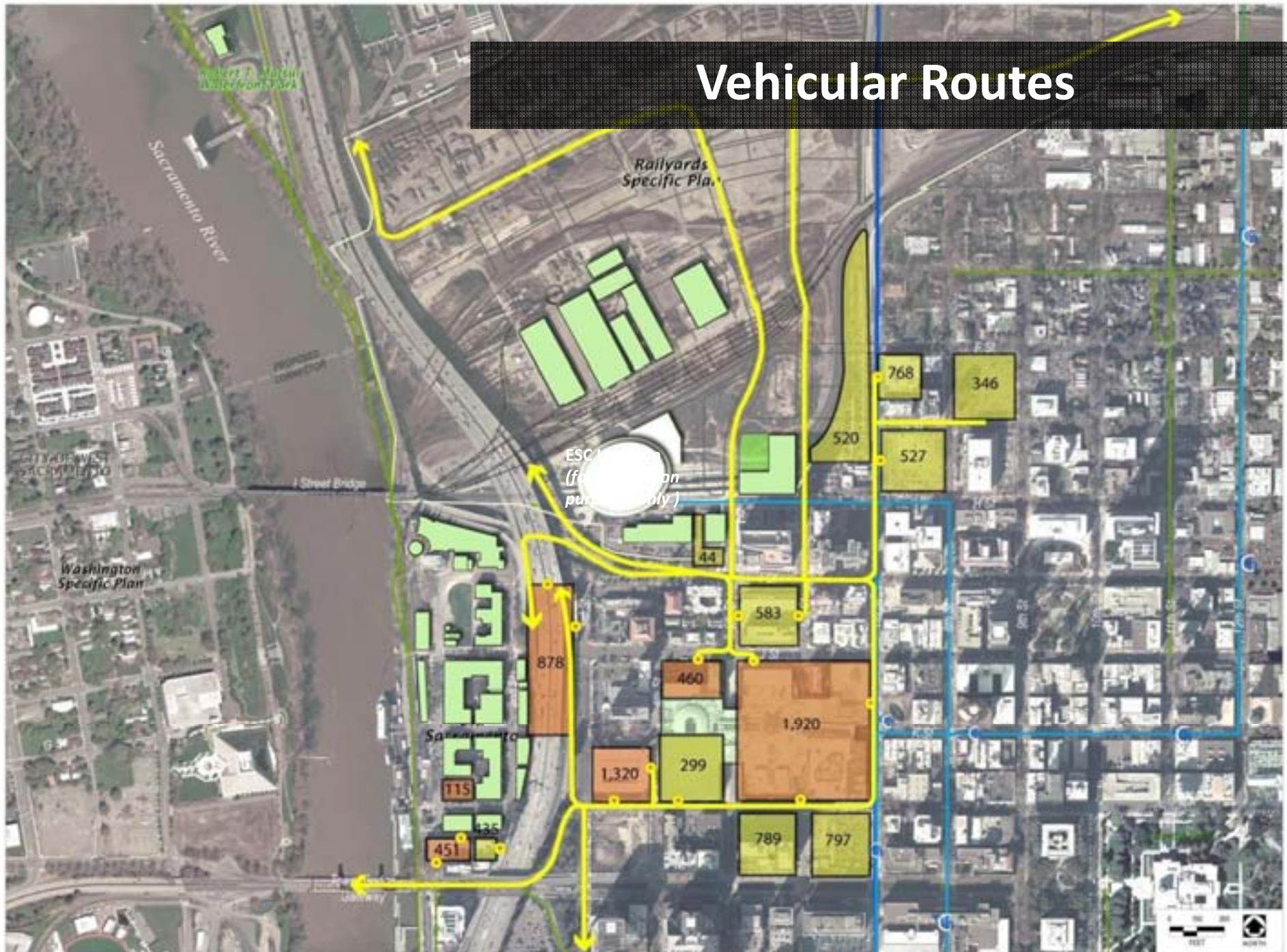
Washington
Specific Plan

Downtown
Plaza

Sacramento



Vehicular Routes



Pedestrian Access



Existing Site Features

Existing Site Features

Sacramento ESC & Intermodal Facility

I Street Bridge

Old Sacramento

Access Tunnels

Utility Lines

ESC and Intermodal Transit Facility Site

Access Tunnel

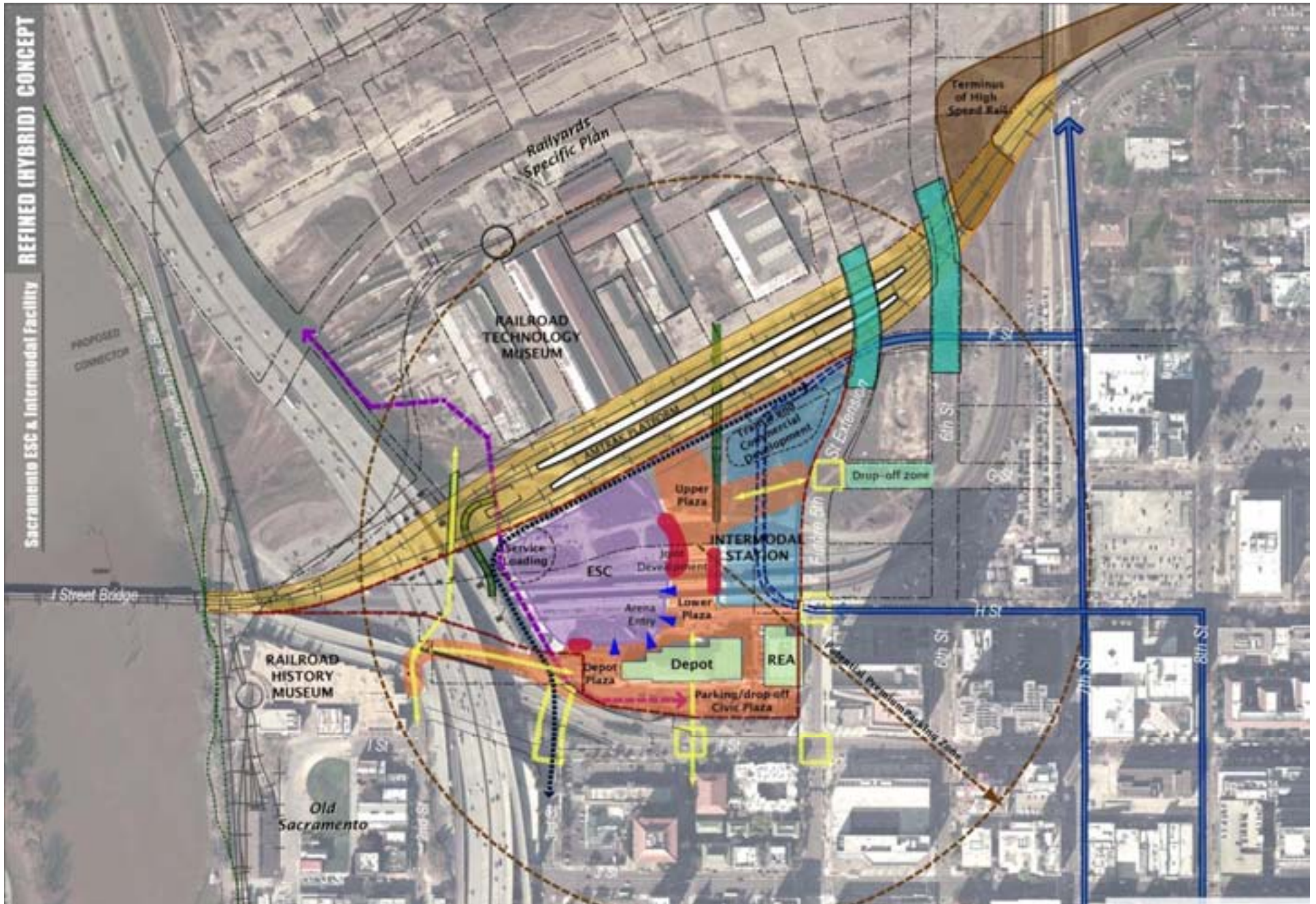
Future Light Rail Route

5th Street Extension

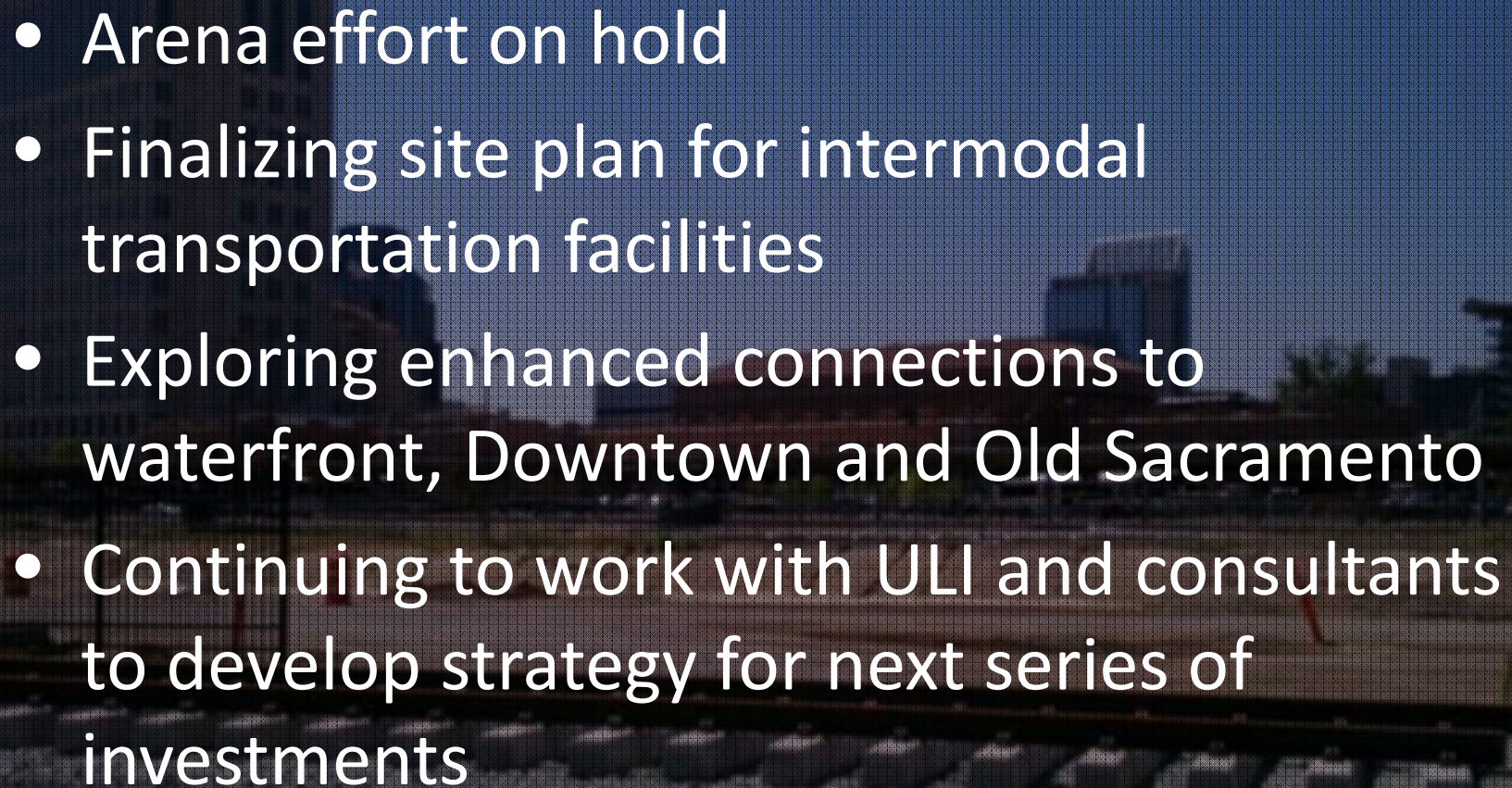
6th Street Extension



April 11, 2012



Revised ESC and Intermodal Site Plan

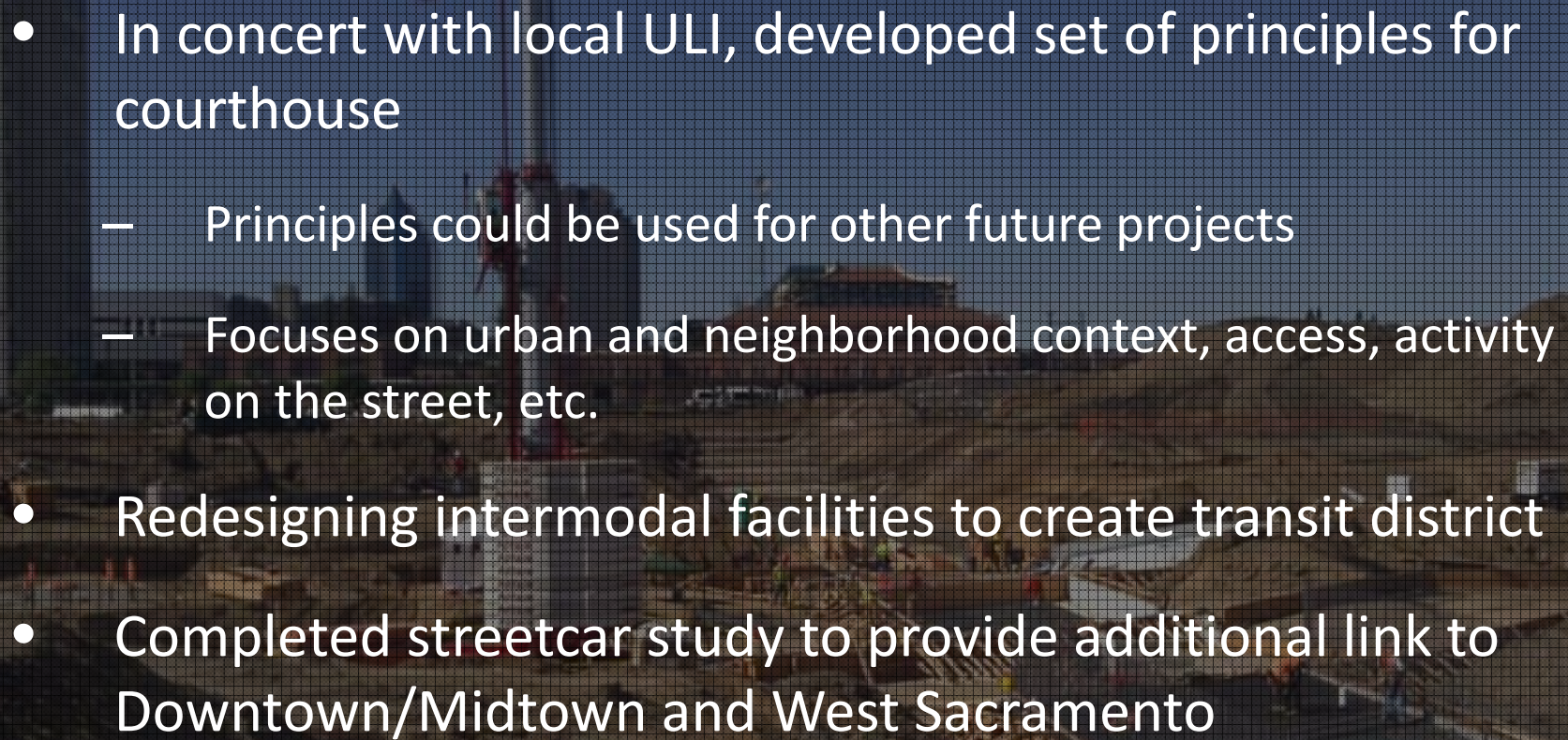
- 
- Arena effort on hold
 - Finalizing site plan for intermodal transportation facilities
 - Exploring enhanced connections to waterfront, Downtown and Old Sacramento
 - Continuing to work with ULI and consultants to develop strategy for next series of investments

Current Status



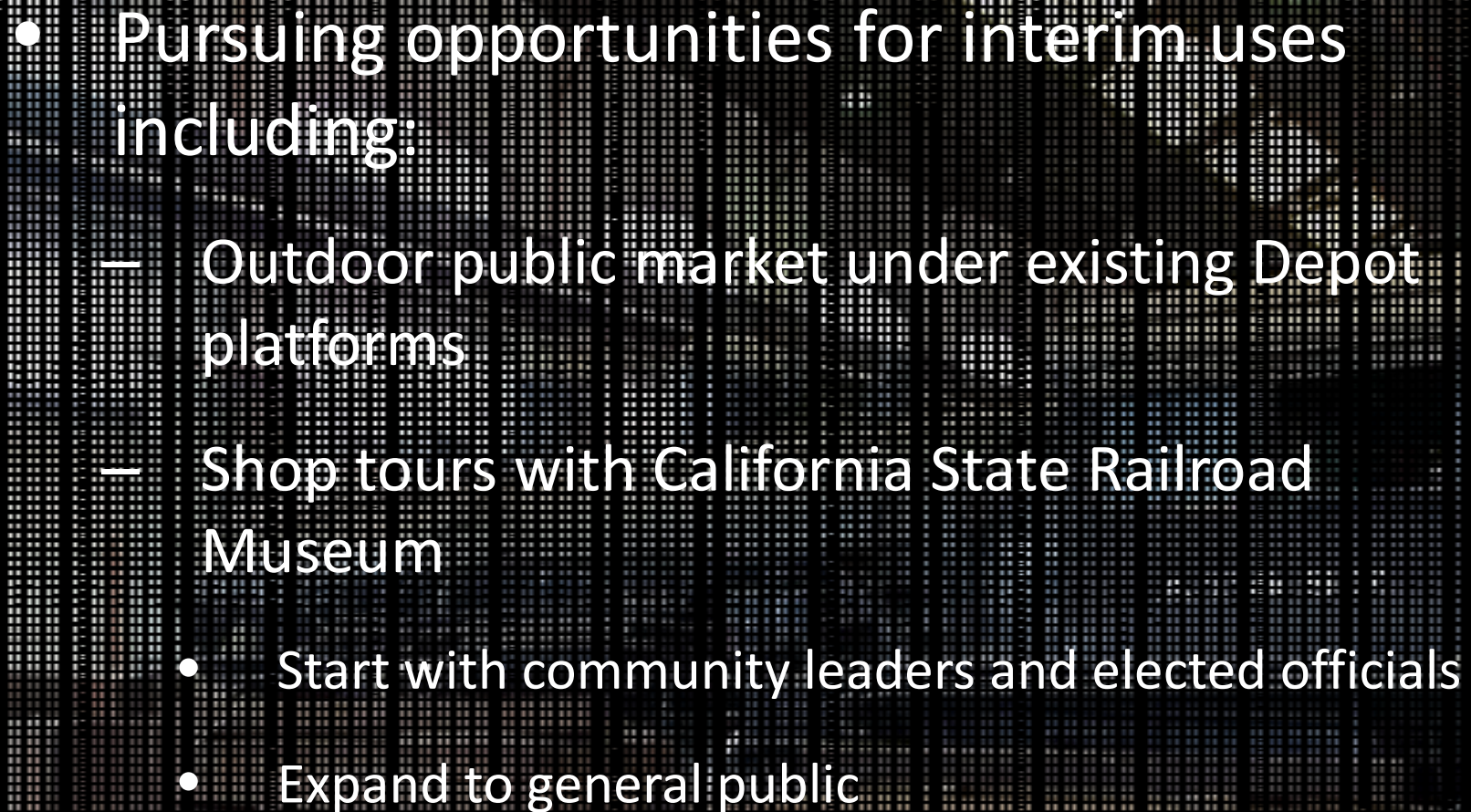
ACCOMPLISHMENTS

Implementation efforts

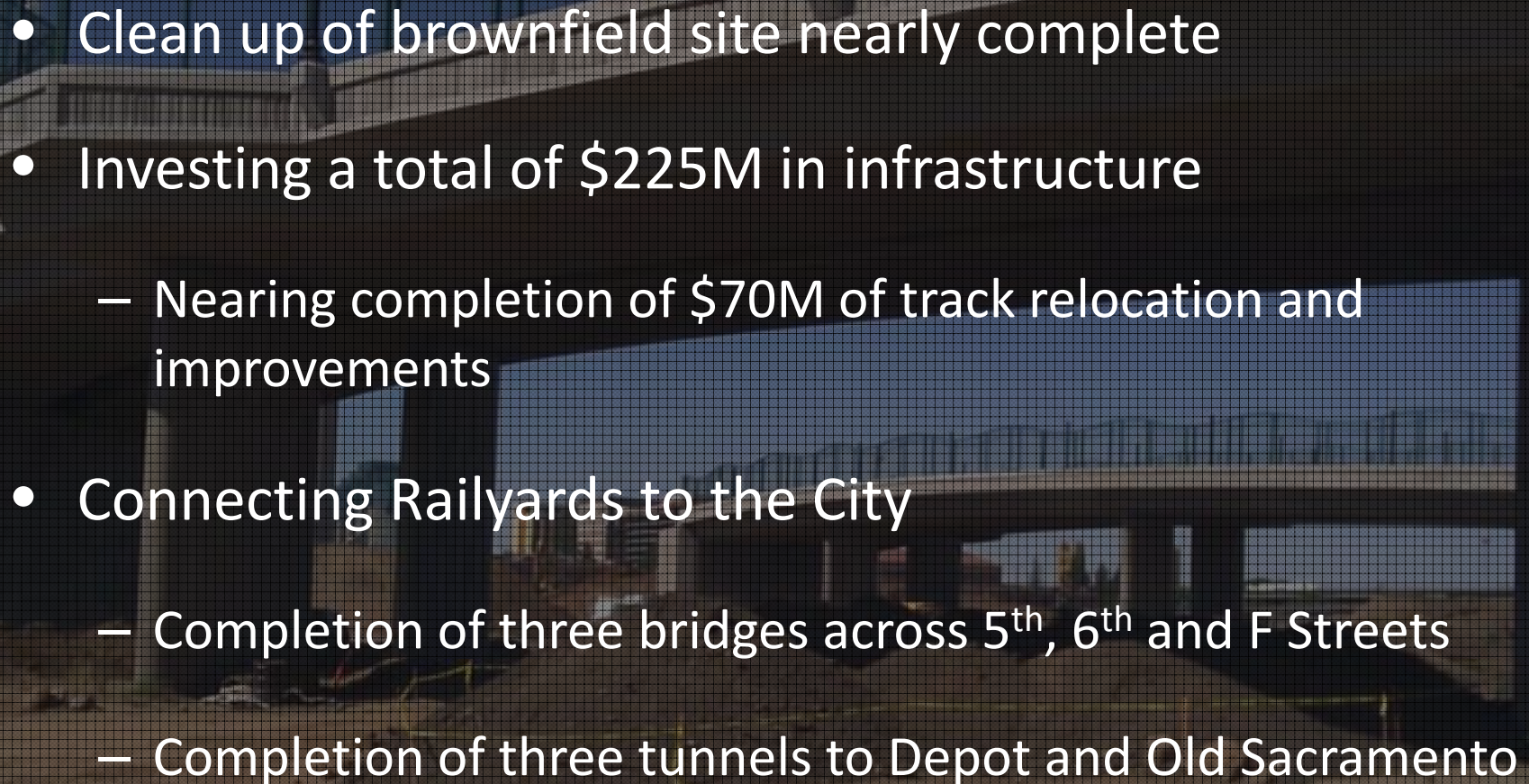
- 
- In concert with local ULI, developed set of principles for courthouse
 - Principles could be used for other future projects
 - Focuses on urban and neighborhood context, access, activity on the street, etc.
 - Redesigning intermodal facilities to create transit district
 - Completed streetcar study to provide additional link to Downtown/Midtown and West Sacramento

Implementation Efforts

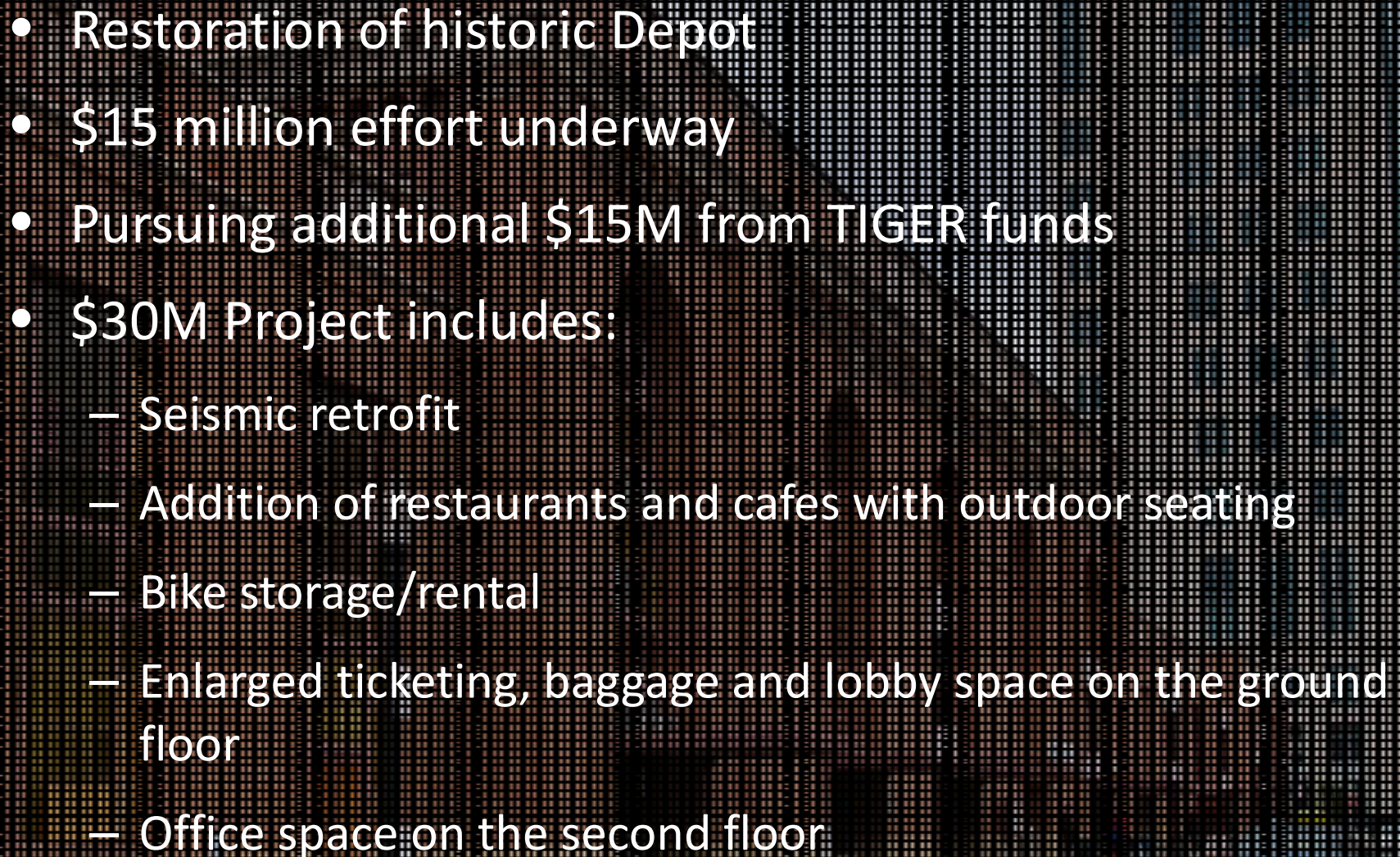
- City Council approved the River District Specific Plan
 - Links the Railyards with the River District and Downtown
 - Plans for the public realm and transportation connections

- 
- Pursuing opportunities for interim uses including:
 - Outdoor public market under existing Depot platforms
 - Shop tours with California State Railroad Museum
 - Start with community leaders and elected officials
 - Expand to general public

Implementation Efforts (cont.)

- 
- Clean up of brownfield site nearly complete
 - Investing a total of \$225M in infrastructure
 - Nearing completion of \$70M of track relocation and improvements
 - Connecting Railyards to the City
 - Completion of three bridges across 5th, 6th and F Streets
 - Completion of three tunnels to Depot and Old Sacramento

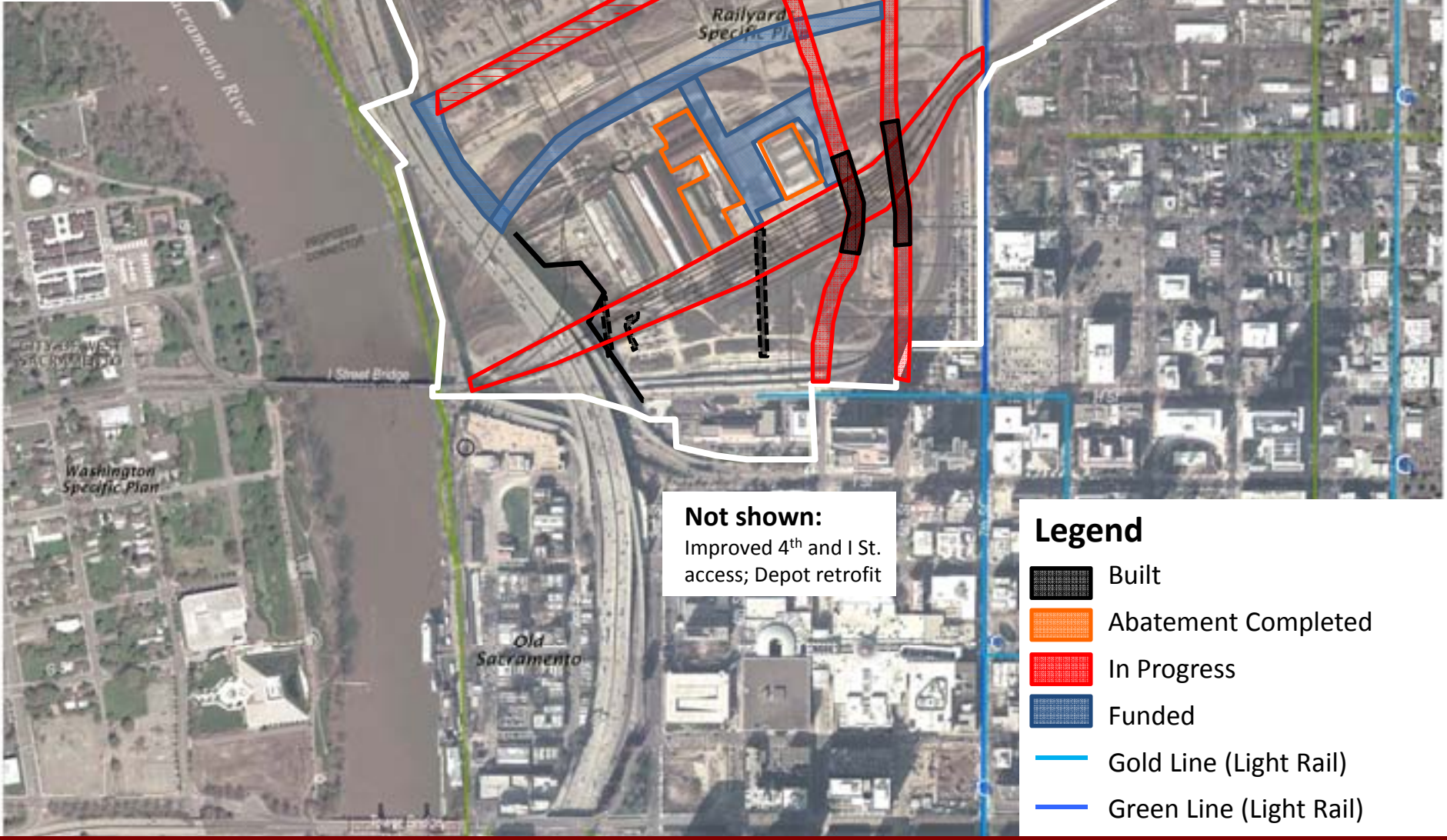
Implementation Efforts (cont.)

- 
- Restoration of historic Depot
 - \$15 million effort underway
 - Pursuing additional \$15M from TIGER funds
 - \$30M Project includes:
 - Seismic retrofit
 - Addition of restaurants and cafes with outdoor seating
 - Bike storage/rental
 - Enlarged ticketing, baggage and lobby space on the ground floor
 - Office space on the second floor

Implementation Efforts (cont.)







Not shown:

I-5/Richards Blvd.
Interchange and Jibboom, Bercut
Improvements Completed



Not shown:
Improved 4th and I St.
access; Depot retrofit

Legend

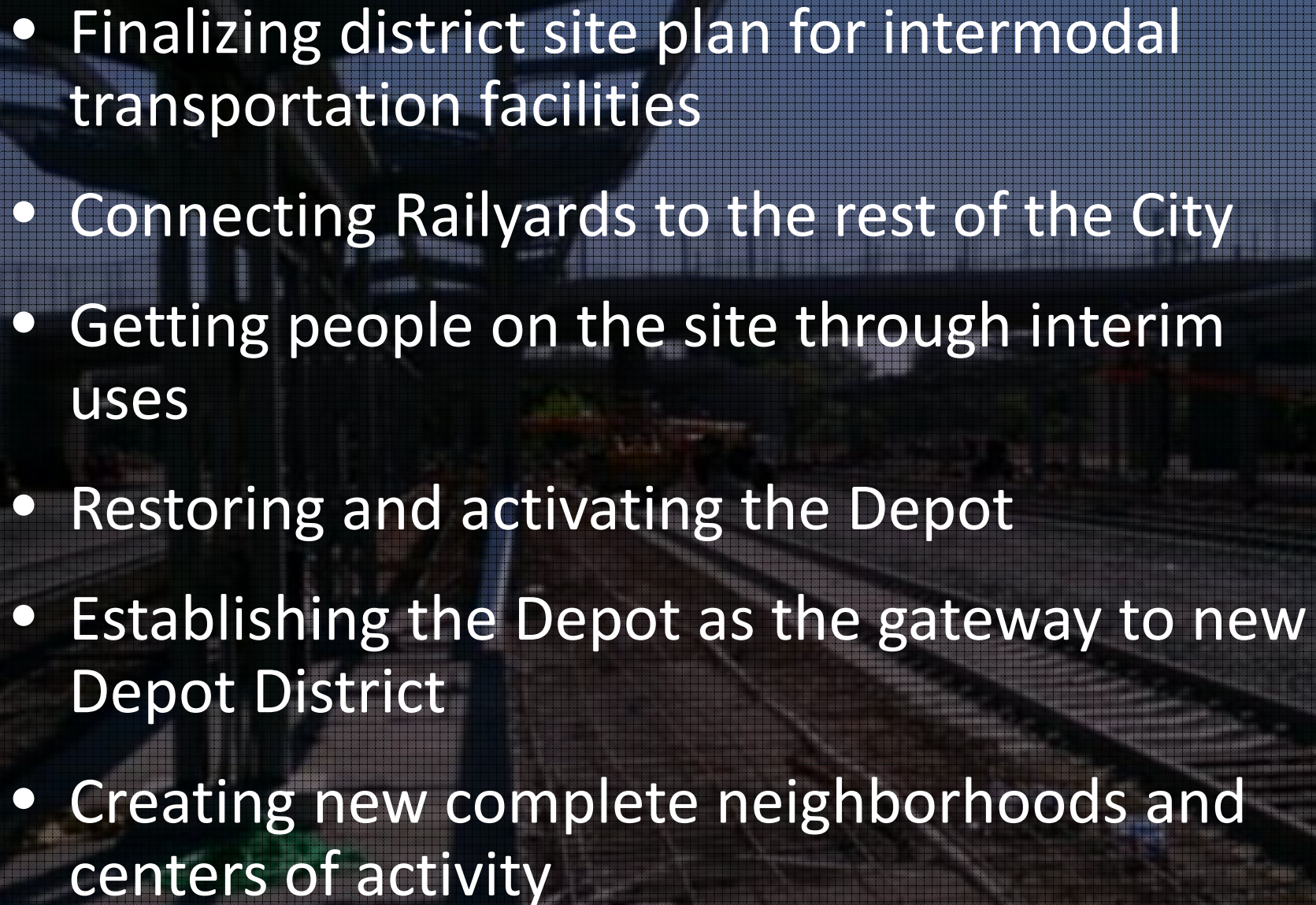
-  Built
-  Abatement Completed
-  In Progress
-  Funded
-  Gold Line (Light Rail)
-  Green Line (Light Rail)

Infrastructure Funded, In Progress or Built

A black and white photograph of a group of construction workers on a job site. They are wearing hard hats and safety vests. One worker in the center is holding a clipboard and looking at it. The background shows a large industrial structure under construction. A semi-transparent text box is overlaid on the bottom left of the image.

MEASURING SUCCESS

Benchmarking our progress

- 
- Finalizing district site plan for intermodal transportation facilities
 - Connecting Railyards to the rest of the City
 - Getting people on the site through interim uses
 - Restoring and activating the Depot
 - Establishing the Depot as the gateway to new Depot District
 - Creating new complete neighborhoods and centers of activity

Key Benchmarks



NEXT STEPS

Remaining implementation

- Opening of new tracks, platforms, and tunnels
- Restoration of Depot and addition of new retail and services
- Complete intermodal site plan
- Determine sites for interim uses
- Construction of superior court building
- Attracting master developer/initial developer
- Establishment of first neighborhood area
- Pursue catalyst opportunities near intermodal hub (arena or joint development)

What's Next?



LESSONS LEARNED

- Unvarnished perspective that is invaluable
 - Focus is on substance not politics
 - Credentials of panelists adds weight to recommendations
- Recommendations set stage for better approach to project
 - Even without “silver bullets” City has better plan for intermodal facility
- Supports and energizes City staff and development partners
- Sets stage for community consensus and provides a new path forward
 - Enhances relationships with stakeholders
 - Provides critical momentum

- Well-suited for complex, politically-charged projects
- Need an outside opinion and a broader perspective
- Many stakeholders with divergent interests
- Use to support or augment staff efforts
- Involve key City staff in process – not just elected officials
- Need a commitment to implementation
 - Not just a visioning exercise
- Useful to building community support around the concept
- Builds momentum for action

Advice – How the Rose Center Adds Value



QUESTIONS?