April 9, 2019

TO: CADA Board of Directors

SUBJECT: April 19, 2019 Board Meeting
AGENDA ITEM 5
CAPITOL MALL REVITALIZATION (CAPITOL MALL, 7TH STREET – 10TH STREET)

CONTACT: Wendy S. Saunders, Executive Director

RECOMMENDED ACTION:

Staff recommends that the Board adopt a resolution directing staff to incorporate a $100,000 contribution to the redesign of the Capitol Mall planning process in the proposed Fiscal Year 2019-20 CADA Budget.

BACKGROUND

City planners have long recognized that Capitol Mall is not living up to the vision of providing a grand public space and gateway to California’s Capitol. The mall’s four-lane roadways are over-sized for the volume of cars they serve, its configuration leads to inefficient traffic flow, and its wide intersections are not pedestrian friendly. Please see Attachment 1 for additional background on Capitol Mall.

The City has begun a project to transform Capitol Mall between 3rd Street and 10th Street into a vibrant public space which connects the new influx of residential units in the CADA area with employment, art, entertainment and other destinations. The City was awarded $500,000 in SACOG Community Design funds for pre-construction work for the project, and is seeking an additional $350,000 to meet matching grant and budget requirements, and to ready the project for construction. Given that the stretch of the project between 7th and 10th Streets is within the CADA boundaries, it makes sense for CADA to participate in the project. CADA’s contribution would be credited toward the required matching funds.

PROJECT DESCRIPTION AND DEVELOPMENT

Capitol Mall is currently a four-lane facility with two lanes in each direction separated by a wide median (ranging from 36 to 52 feet). The total public right-of-way is a generous 140 feet in width. Out of that width, however, the useable public space includes only 8 feet of sidewalk on each side of the street.

The City has taken initial steps to develop an implementable vision for Capitol Mall. The City led a concept development and feasibility study to evaluate alignments to identify a preferred configuration that creates manageable and useful public spaces. Stakeholders in the concept-development effort generally expressed a desire to create an “18-hour” environment that supports activity beyond traditional business hours. Creation of an 18-hour environment will require enhanced lighting for
night visibility, consideration of the shade and wind tunnel effects, additional shade in sunny areas, and art and aesthetic elements to draw interest. There was also interest in including features to support event uses, such as electrical outlets and designated locations for temporary dumpsters and fencing. Please see Attachments 2, 3 and 4 which provide additional visual detail.

Anticipated design elements of the project include the following:

- Reduction from four travel lanes to two and realignment of lanes to move traffic to the center;
- Landscape and tree planting;
- Increase in the pedestrian zone from the existing 8 feet on each side of the street to up to 50 feet on each side;
- Pedestrian-scale lighting and amenities;
- Public art locations;
- Flexible plaza spaces for events, cafes, placemaking, farmer’s markets, and other public uses.

The pre-construction phase of the project will include the following deliverables:

- Public engagement – to create a concept which meets the goals of the community for a vibrant public space;
- Stakeholder engagement – to ensure that the design accommodates the needs of the operating adjacent businesses and creates a desirable environment to attract talent and new businesses;
- Environmental clearance (CEQA and NEPA);
- Preliminary design (30%);

**Project Timeline**

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<tr>
<th>Consultant Selection</th>
<th>Summer 2019</th>
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<td>Public Engagement</td>
<td>Fall 2019 – Fall 2020</td>
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<tr>
<td>Concept Development/Preliminary Engineering</td>
<td>Fall 2019 – Winter 2020</td>
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<td>Environmental Clearance (CEQA/NEPA)</td>
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<td>Funding Strategy Development</td>
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<td>Final Plans, Specifications, Estimates</td>
<td>Spring 2021 – Summer 2022</td>
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<tr>
<td>Construction</td>
<td>Late 2022/2023</td>
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**STRATEGIC PLAN**

Participation in the Capitol Mall Revitalization Project will address a number of the priorities in CADA’s 2016-2021 Strategic Plan. These include promoting relationships with partner organizations (in this case, particularly the City and SACOG), and improving neighborhood amenities and infrastructure.

**FINANCIAL IMPACTS**

CADA’s $100,000 contribution will be allocated from Fiscal Year 2019-2020 Tax Increment income received in January 2020. The attached resolution will direct the staff to include this contribution in the CADA 2019-2020 budget, to be presented to the CADA Board of Directors in June, 2019. The total City budget for the project is $850,000, of which $500,000 will come from SACOG, $250,000 from the City, and $100,000 from CADA.

**ENVIRONMENTAL REVIEW**

Environmental review will be a part of the proposed project.
CONTRACT AWARD CONSIDERATIONS

The proposed action is not subject to the provisions of the CADA Contract Policy.

Attachments:

1. Capitol Mall Background
2. Capitol Mall Project Overview
3. Capitol Mall Project Connectivity Map
4. Capitol Mall Draft Concept Plan
BACKGROUND
For as long as Sacramento has held its position as California’s capital city, there has been a vision for a grand entrance into the city and to the State Capitol building. As the primary connection into the city from the west, its importance to the region has long been felt. In 1913, German city planning expert Dr. Werner Hegemann stated the corridor had the potential to be “one of the most beautiful streets anywhere” and “much of the city’s destiny would be linked to a stately and magnificent mall”.

Originally established on the grid as M Street, the stretch between the Sacramento River and the Capitol was referred to as the “West End”. The West End was home to the city’s most diverse and vibrant community, including famous jazz clubs and Japantown – one of the most significant Japanese communities in the United States. In the 1950’s, a spirit of revitalization swept the country, in which historic urban cores were demolished in the name of civic improvements. In Sacramento, this resulted in the complete redevelopment of neighborhoods within the West End, which included the area that is now Capitol Mall and the downsized vision of creating a “grand gateway” into the City. Today, visitors arriving from the west crossing the iconic Tower Bridge are greeted with unobstructed views of the Capitol Building, framed by government resource and private office buildings. As the City core flourishes with new development, access points all along the north and south sides of the Capitol Mall corridor have multiplied and now with the completion of the Golden 1 Center and Downtown Commons sparking a regional pull into downtown, it is common to experience an influx of residents and visitors spilling out any given evening to all the surrounding streets and onto Capitol Mall. Sacramento is just beginning to see the trend for housing in this part of its downtown. Mixed with growth in entertainment and retail uses, it is finally on the verge of becoming the vibrant afterwork activity center and on weekends. The creation of quality public spaces and walkable linkages are integral to this success.

Despite the ambitious visions of early architects and planners, from the beginning as the redevelopment project moved to implementation, compromise led to commonplace. The City’s planning director in 1956 called the grassy median a “ridiculous ribbon” and said, “too much emphasis has been placed on the traffic features of the mall and not enough on making it a thing of beauty”. Leonard Stark, the architect of the Elks Tower, McClatchy High School, and the Alhambra Theater, said it was “prostituting the architectural profession to call this ridiculous shoestring a mall”. True to these words, despite its beautiful views, Capitol Mall has never lived up to its potential as a vibrant public space and amenity to not only the residents of Sacramento, but to the citizens of California. Four lanes of roadway are allocated to cars on a corridor with low traffic volumes. The grassy medians and wide roadways create very long pedestrian crossings at intersections, which acts as a barrier for what should be a pedestrian corridor. During Sacramento’s summer and fall months, the medians are an uninviting burnt color, due to the State Executive Order restricting irrigation of ornamental turf, which only increases the heat island effect within the corridor. And for most of the year, outside of official events in which the roadway is closed to traffic, these unpleasant medians are underutilized and inaccessible to the public. As the capital city for the fifth largest economy in the world, the current condition of the mall does not reflect the state’s honorable influence on the nation and world. The revived Capitol Mall will be a state of the art corridor that represents California’s stance on resiliency, water conservation, and the clout of placemaking.
**CAPITOL MALL REVITALIZATION**

**EXISTING MALL**

Four-lane roadway with wide inaccessible medians and long intersections

**PROPOSED CORRIDOR: "THE PROMENADE"**

Two-lane roadway with compact intersections and ample usable public space

**EXISTING CORRIDOR ISSUES**

Capitol Mall was envisioned to be a grand public space and a gateway to the Capitol, but has not realized its potential:
- Four-lane roadways are oversized for the volume of cars
- Configuration leads to inefficient traffic flow
- Wide intersections are not pedestrian friendly
- Event activities create difficulties for business operations
- Capitol Mall has become a sterile expanse separating Downtown's destinations

**CAPITOL MALL VISION**

- To “right-size” the street and implement a more efficient roadway configuration
- To create a public space that attracts pedestrians, bicyclists, residents, workers and visitors
- To support events while better maintaining access to buildings for businesses
- To implement art and amenities to draw people down the corridor and connect destinations

**PROJECT BENEFITS**

- Desirable corridor for current employees and to attract new talent
- Activated corridor will draw residents and visitors
- Increased visibility for restaurants and retail, with flexibility to include valet or loading areas

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**PLAN LEGEND**

- Gateway Sculpture/Public Art
- Low planting within Street Median
- Bio Retention/Filtration Area
- Standard Square Pavers
- Integral Colored Concrete Pavement
- Square Concrete Bollard/Bollard
- Retractable Shade Structure
- Vaults for Event Electrical and Data Support
- Allée of Trees

**Note:** Concepts are preliminary and are intended to convey potential improvements consistent with the City’s vision for the corridor.
* The Central City Specific Plan identified housing opportunity sites which may be able to accommodate housing. The CCSP evaluated cultural resources, utility infrastructure needs and hazardous materials at the Housing Opportunity Sites, which will allow for streamlined review processes for developments.
Promenade Concept Design inspiration taken from city grid and sound abstraction

**PLAN LEGEND**
- Gateway Sculpture/Public Art
- Low planting within Street Median
- Bio Retention/Filtration Area
- Standard Square Pavers
- Integral Colored Concrete Pavement
- Square Concrete Bench/Bollard
- Retractable Shade Structure
- Vaults for Event Electrical and Data Support
- Allée of Trees
- Allée of Trees continues to connect Old Sacramento and Crocker Art Museum
- 6th Street Mixed Modal Space to connect to DOCO
- Future Street Car Station Stop
- Primary Stage Space for Concerts/Events
- Valet/Pedestrian drop off/delivery pull outs
- Contrasting grid paving pattern
- Decorative lights under the bench
- Integral colored concrete with sawcut scoring
- Utilize bioretention areas and benches to separate vehicular and pedestrian spaces.
- Combine uses for street light poles, shade structures
- Bike Share Stations
- Branded site furniture

**GRID PATTERN**
- Overhead cable and sail structures offer shade during hot summer days and provide visual interest.
- Sidewalk Cafe wayfinding signage and technology to highlight Sacramento's attractions and cultural history.
- Gateway sculptures to feature local artists and direct visitors to the Crocker Art Museum.
- Square benches provide seating and double as "bollards" for pedestrian protection.

**TRAFFIC MANAGEMENT PLAN - SCENARIO 1**
- legend includes: Street Cheer, Traffic Monitoring, Street Closure, and Site Access.

**SECTION 2 - PROMENADE CONCEPT DRAFT CONCEPT PLAN - PROMENADE CONCEPT PREFERRED ALIGNMENT**

**LAND USE ANALYSIS**
- Capitol Mall
- Bank of America
- House Kitchen
- Morton's Steakhouse
- Department of Rehabilitation
- Sutter Club
- California Bank & Trust
- Specialty's Cafe
- Bank of the West
- Il Fornaio
- Wells Fargo Bank

**CAPITOL MALL REVITALIZATION**
Sacramento, California

**APPENDIX**
March 30, 2018
RESOLUTION NO. 19 - ___

Adopted by the Capitol Area Development Authority

April 19, 2019

RESOLUTION DIRECTING STAFF TO INCORPORATE A $100,000 CONTRIBUTION TO THE REDESIGN OF THE CAPITOL MALL PLANNING PROCESS IN THE PROPOSED FISCAL YEAR 2019-20 CADA BUDGET

WHEREAS, Capitol Mall between 7th and 10th Streets is within the CADA geographic boundary; and

WHEREAS, Capitol Mall’s configuration is inefficient, its minimal sidewalks do not support pedestrian activity and it is not optimally configured to support public enjoyment; and

WHEREAS, the City of Sacramento is commencing a planning process that will result in the redesign of Capitol Mall in order to enhance connections between the CADA residential area and employment, art and entertainment, and to support public events and pedestrian activity; and

WHEREAS, the redesign of Capitol Mall for the benefit of CADA residents and the downtown neighborhood is consistent with CADA’s strategic plan.

NOW, THEREFORE, BE IT RESOLVED by the Board of Directors that

The CADA staff is hereby directed to include $100,000 in the proposed CADA 2019-2020 budget for contribution to the Capitol Mall Redesign Planning Process.

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Ann Bailey, Chair

ATTEST:

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Rachel Mercurio
Secretary to the Board of Directors