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DEPARTMENT OF
FINANCE

BETTY MASUOKA
DIRECTOR

CITY OF SACRAMENTO
CALIFORNIA

May 3, 1989
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CITY HALL
ROOM 14
915 I STREET
SACRAMENTO, CA
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DIVISIONS:
ACCOUNTING
BUDGET
REVENUE
RISK MANAGEMENT

Budget and Finance Committee
Transportation and Community Development Committee
Sacramento, California 95814

Honorable Members in Session:

SUBJECT: Authorization for the City Manager to Contract for Supplemental Environmental Review on the Community/Convention Center Expansion Project

SUMMARY

On October 4, 1988, the City Council certified the Program Environmental Impact Report (EIR) for the Community/Convention Center Project (Expansion) and adopted findings of Fact on October 25, 1988. The findings of fact required that, as subsequent staged actions under the Program EIR, additional environmental evaluation occur to assess the impacts of:

1. Alternative parking measures and related traffic and circulation impacts;
2. A retail component of the project;
3. Replacement housing;
4. A number of design treatments.

The project is at a point in the staged Program EIR where, now that a specific site has been selected and it has been determined that replacement housing will be constructed, further environmental review should be conducted. The attached resolution recommends that the City Manager be authorized to contract for these additional environmental review services.

BACKGROUND

See attached report.

FINANCIAL DATA

See attached report.

POLICY CONSIDERATIONS

See attached report.

MBE/WBE

See attached report.

RECOMMENDATION

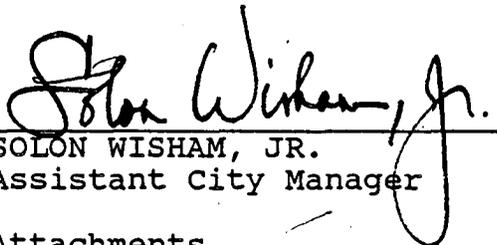
It is the staff recommendation that the City Manager be authorized to execute a contract for supplemental environmental review on the Expansion Project in an amount not to exceed \$75,000.

Respectfully submitted,



CAROL BRANAN
Senior Management Analyst

RECOMMENDATION APPROVED:



SOLON WISHAM, JR.
Assistant City Manager

Attachments

CONTACT PERSON: Carol Branan
Finance Department
449-5845

District 1
May 9, 1989



DEPARTMENT OF
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The project is at a point in the staged Program EIR where, now that a specific site has been selected and it has been determined that replacement housing will be constructed, further environmental review should be conducted. The attached resolution recommends that the City Manager be authorized to contract for these additional environmental review services.

BACKGROUND

When a local agency contemplates undertaking a large capital improvement project in phases, the CEQA Guidelines provide that the agency may prepare a staged Program EIR. A Program EIR is defined

as an EIR which may be prepared on a series of actions which can be characterized as one large project. In effect, the Program EIR is actually a series of environmental documents which become more focused as the project is more finely tuned. In the case of the Expansion Project, the Program EIR first examined the impacts of moving in different directions. The second environmental document, the Supplemental EIR, will examine the impacts of actual alternative designs for the Community/Convention Center Expansion.

As outlined below, the Supplemental EIR will address the mitigation measures which were adopted for impacts to housing, retail, and parking.

A. Replacement Housing

In order to offset the loss of affordable housing in the downtown area caused by the destruction of the Merrium, the City Council voted to commit to a replacement housing project as a condition of approving the Expansion. The City Council has approved the concept of gap financing for a replacement housing project in the downtown area and a report back on replacement housing is scheduled for the May 9, 1989 Council agenda. The Council will then review the specific replacement housing project, in concept, and if it is approved, the project will be sent through the planning permit application procedures and environmental review.

B. Retail Uses

The Expansion Project will potentially take out nine small businesses located on J and 14th Streets. In order to mitigate this impact, the City Council directed staff to do a study of incorporating retail uses into the Expansion Project frontage on J Street. This study will be part of the supplemental EIR.

C. Parking, Circulation, and Traffic

The program EIR identified a significant increase in the number of attendees that would be travelling to events at the expanded Community/Convention Center Project. While some of these will be regional attendees arriving by air and staying in downtown hotels, a significant number will be driving in from surrounding areas and will need more parking than is now available. The data provided in the Program EIR identified a potential worst-case scenario of 8,600 vehicle trips per day that could be generated by the project. This data was based on unrealistic programming assumptions for the East Alternative. Now that the East Alternative site has been selected for the Expansion Project, programming assumptions tied to the size of structure that can be constructed on the site indicate that the 8,600 vehicle trip worst-case scenario will occur, at most, three to five times each year, if ever. The potential worst-case scenario discussed in the Program EIR assumed that all facilities would be used at once and that the square footage of the facilities would be the maximum

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allowed by the largest site reviewed in the alternative sites. This assumption produced an impact to traffic and circulation of 8,600 vehicle trips per day. This was a worst-case scenario that potentially might occur three to five times a year.

In addressing this impact, the Council committed to achieving a parking utilization rate of 90%. The definition of a 90% parking utilization rate is as follows: a 90% use of parking spaces is the practical full capacity for parking design -- when parking spaces are more than 90% full, the difficulty in finding a space is such that parking demand is not considered adequate. Therefore, as an example, the term "90% utilization rate" means that there will be 10% more spaces provided than are actually counted. This approach creates a 10% buffer whereby there should always be 10% more spaces available than actually listed.

A series of parking options that would achieve the 90% parking utilization rate was set forth in the findings of fact for the Program EIR and were found to be feasible. These options will be studied in supplemental environmental documents and, ultimately, project-specific measures will be recommended. The supplemental environmental documents will perform added traffic and circulation analysis based on realistic programming assumptions that can be determined now that the specific site for the Expansion Project has been selected.

The following options will be reviewed in the Supplemental EIR:

1. Expanding Lot C (14th and H);
2. Expanding Lot E (13th and J);
3. Construct parking underneath Expansion site;
4. Alternate transportation modes:
 - a. Satellite lots a Light Rail stations;
 - b. Elimination of monthly parking permits in City garages within 3 blocks of project, moving these parkers to alternate sites.

Attached to this report is a draft scope of services for the Supplemental EIR (see Exhibit I). The scope of services provides more detail on the specific items to be addressed in the Supplemental EIR.

FINANCIAL DATA

It is recommended that the supplemental EIR be a negotiated contract. Due to the specific types of expertise that will be required in the areas of parking and Convention Center design, it is recommended that an informal consultant selection process be conducted. Three to five consultants with expertise will be sent a copy of the Scope of Work and will be asked to submit a bid. In

conjunction with recommendations from the Department of General Services, the Transportation Division, the Environmental section, and the Parking Division, the City Manager will then select a consultant and execute a contract for supplemental environmental review. It is estimated that this contract will not exceed \$75,000. The cost could vary greatly depending on the number and extent of impacts associated with alternate parking sites. It is expected that the consultant would be retained by the end of May and would begin the document in June. The document should be final by October, 1989 at which time the hearing process would begin.

POLICY CONSIDERATIONS

The action recommended in this report is consistent with the adopted policy provided in the Program EIR findings of fact which direct staff to conduct supplemental environmental review.

MBE/WBE

MBE/WBE firms specializing in environmental review of projects with components similar to the Expansion Project will be contacted and asked to submit a bid on the project. The results of the consultant selection process will be reported to Council.

RECOMMENDATION

It is the staff recommendation that the City Manager be authorized to execute a contract for supplemental environmental review on the Expansion Project in an amount not to exceed \$75,000.

Respectfully submitted,



CAROL BRANAN
Senior Management Analyst

RECOMMENDATION APPROVED:

WALTER J. SLIPE
City Manager

Attachments

CONTACT PERSON: Carol Branan
Finance Department
449-5845

RESOLUTION NO.

ADOPTED BY THE SACRAMENTO CITY COUNCIL ON DATE OF

RESOLUTION AUTHORIZING THE CITY MANAGER TO EXECUTE A CONTRACT FOR SUPPLEMENTAL ENVIRONMENTAL REVIEW SERVICES FOR THE COMMUNITY/CONVENTION CENTER EXPANSION PROJECT

WHEREAS, the City Council (Council) certified the Program EIR for the Community/Convention Center Expansion Project on October 4, 1988; and

WHEREAS, the Council approved the East Alternative (Expansion) for the Community/Convention Center Expansion Project on October 25, 1988; and

WHEREAS, the findings of fact for the approved project called for further supplemental environmental review as a subsequent action under the Program EIR; and

WHEREAS, the Council found that it was infeasible to move the Merrium Apartment Building on March 14, 1989 and upheld its original override on the demolition of the Merrium Apartment Building; and

WHEREAS, the resolution of the relocation of the Merrium Apartment Building answers questions on how much of the site can be developed for contiguous exhibit hall expansion;

WHEREAS, the City is ready to move ahead with supplemental environmental review on the Expansion Project, the scope of which is attached in Exhibit I;

NOW THEREFORE BE RESOLVED BY THE COUNCIL OF THE CITY OF SACRAMENTO, THAT:

Section 1. The City Manager is authorized to execute a contract for supplemental environmental review in an amount not to exceed \$75,000.

MAYOR

ATTEST:

CITY CLERK

OUTLINE AND SCOPE FOR THE
COMMUNITY/CONVENTION CENTER EXPANSION
SUPPLEMENTAL ENVIRONMENTAL IMPACT REPORT

PREFACE

When a local agency contemplates undertaking a large capital improvement project in phases, the CEQA Guidelines provide that the agency may prepare a staged Program EIR. A Program EIR is defined as an EIR which may be prepared on a series of actions which can be characterized as one large project. In effect, the Program EIR is actually a series of environmental documents which become more focused as the project is more finely tuned.

A Program EIR was prepared for the Community/Convention Center Expansion which considered five alternatives: 1) the North; 2) the East; 3) the West, 4) the SOCA; and 5) The No Project Alternative. On October 4, 1988, the City Council certified the Program EIR and on October 25, 1988, the Council approved the East Alternative. The second environmental document, the supplemental EIR, will examine the impacts of actual alternative designs for the Community/Convention Center Expansion.

Since approval of the East Alternative on October 25, 1988, staff has worked with the programmers (architects) and parking/traffic consultants to analyze the functional components of the Expansion (exhibit hall, lobby, dock, meeting rooms, etc.) and their interrelationship. Based on this work, projections on the potential delegate flow can be made. These projections will be further refined as design progresses, however, there is now enough information to begin reviewing alternatives which will address the parking needs of the Expansion.

The environmental consultant will work with the project architect to analyze design options and impacts. This process will facilitate environmental input during the design process rather than allowing the design to proceed without review of potential design impacts.

PROJECT DESIGN

The existing Sacramento Community Center, built in 1974, contains 50,000 square feet of exhibit space, 17,000 square feet of meeting space and a performing arts theater with a seating capacity of over 2,400 persons. The facility is currently used for smaller state and local conventions and trade shows, public shows and numerous community events. According to Convention Center management, the City has been unable to attract and accommodate its full market potential of convention-related events, due in part to the size constraints of the Center and the current heavy use of the facility.

In an effort to alleviate these problems and to boost

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Sacramento's ability to accommodate more convention-related events, the City proposes to expand the existing exhibit hall by approximately 100,000 square feet and to add additional support spaces which will be comprised of meeting rooms, lobby, loading docks and other support spaces and facilities as required.

SUMMARY OF FINDINGS

Discussion of all phases of the project, as outlined in Section 15126 of the CEQA Guidelines.

1. The significant environmental effects of the proposed project including cumulative effects.
2. Any significant environmental effects of the proposed project which cannot be avoided if the project is implemented.
3. Identification and discussion of all measures which will minimize significant impacts, stating clearly which measures the City proposes to carry out to minimize the significant impacts. The identified mitigation measures should be quantified to show to what level of significance they will reduce impacts.
4. The relationship between local short term uses of man's environment and the maintenance and enhancement of long term productivity.
5. Any significant irreversible environmental changes which would be involved in the proposed project should it be implemented.
6. The growth-inducing impact of the proposed project.

ENVIRONMENTAL ASSESSMENT

Each of the following subject areas will be assessed using existing conditions as the base. The analysis will be either quantitative or qualitative, as appropriate, for all impacts.

1. Land Use, Zoning, and Adopted Plans
 - A. Review appropriate plans, including the 1986-2006 General Plan for Sacramento, the Central City Community Plan, the City Zoning Ordinance, the Merged Downtown Sacramento Redevelopment Plan and Implementation Strategy, the Sacramento Urban Design Plan, and the Capital Area Plan affecting existing and planned land uses in the area of the proposed project.
 - B. Briefly identify and map projects which are existing, approved, and planned for the project

area. This analysis will address the cumulative effects of the following types of projects; existing uses; approved projects; major buildings under construction; planned projects with formal application; known projects; and the proposed project.

- C. Evaluate the overall effects of the proposed project on the character of the study area.
- D. Describe design elements of the Community/Convention Center Expansion which affect surrounding use and character, and assess their impacts;
 - 1) Incorporation of ground floor retail into the J Street frontage of the Convention Center.
 - 2) Location of loading docks, potentially noisy HVAC units and other impacts in relation to St. Paul's Church and other nearby uses. This discussion shall include assessing the use of landscaped setbacks and noise barriers, as necessary, to buffer the church and other nearby uses.
- E. Assess the impacts of construction on surrounding uses, specifically St. Paul's Church. This discussion shall include a structural assessment for St. Paul's Church to determine appropriate mitigation measures for excavation and/or pile driving activities near the church, assessment of appropriate setbacks to minimize damage to the church, and setbacks to provide sufficient light and air easements for the church.

2. Visual Quality

Discuss design elements for the expansion with regards to compatibility with adjacent buildings, including St. Paul's Church. This discussion shall focus on height, bulk, massing, building materials, textures and colors. The Urban Design Plan guidelines for the design of the main building shall be applied and the discussion shall include the following:

- A. Opportunities to enhance the J Street frontage streetscape with paving treatment, lighting, signage, open space plazas, fenestration, building rhythm and offsets, insets and reveals for new buildings.
- B. Landscaping to provide compatibility with landscape features of the existing Convention Center.

C. Evaluation of the incorporation of recessed pedestrianways or equivalent pedestrian protection elements.

3. Housing

A. Provide an environmental analysis of a replacement housing project. Identify properties within a five (5) block radius of the site of the Merrium Apartments that would be suitable for housing to replace the Merrium Apartments. One of these five sites to be included in the analysis will be the Southwest corner of 17th and K Streets.

B. Discuss the potential for the properties identified to be developed with a minimum of 41 dwelling units. This discussion shall include:

- 1) Construction of new housing;
- 2) Rehabilitation of existing housing;
- 3) Conversion of one type of housing to multi-family housing.

4. Traffic, Circulation and Parking

A. Describe alternatives that will achieve a 90% utilization goal. This shall include a discussion of:

- 1) Changes in the available parking supply since completion of the Convention Center Draft EIR in May, 1988. At a minimum, this evaluation shall include opening of the Hyatt Regency Hotel parking garage, an update of the on-street parking inventory and an update on the construction schedule for the East End Garage (environmental review for the East End Garage has been completed and the design/construction information for this 1036 space garage shall be included in this SEIR).
- 2) Changes in the demand for parking in the SEIR study since completion of the DEIR in May, 1988. At a minimum, this evaluation shall include an updated parking utilization survey used as a base for existing demand assumptions in the May, 1988 DEIR.
- 3) Potential effects on traffic, circulation and parking which could result from the rehabilitation and reuse of the Memorial Auditorium.

- 4) Alternative transportation modes for Convention Center attendees, such as light rail, shuttles from satellite parking areas, promotion of car/van pools, etc.
- 5) A Transportation System Management (TSM) plan for existing employees and visitors.

B. Evaluate future transportation needs of the study area which have been identified since the certification of the Convention Center EIR on October 4, 1988. This shall include a discussion of the following at a minimum:

- 1) Recent applications or projects requiring land use changes in the Central City.
- 2) Transit, car pooling, and motor vehicle demand related to applications for those land use changes.
- 3) Analysis of any recently identified transportation infrastructure needs shall include at least transit capacity enhancements, roadway capacity improvements and parking supply increases.
- 4) A re-evaluation of traffic circulation patterns and impacts on levels of service at ten (10) related intersections in conjunction with the analysis of parking options.

C. Evaluate alternatives for the provisions of additional parking. This evaluation shall include a quantitative discussion of the maximum amount of new parking that could be provided by each alternative. These alternatives shall include, but may not be limited to:

- 1) Provisions of underground parking beneath the proposed expansion.
- 2) Construction of a new parking garage on Lot C.
- 3) Expansion of the existing parking garage at Lot E.
- 4) Construction of new satellite parking lots outside the CBD.

D. Evaluate bikeway connections to replace the removal of bike lanes on 14th Street when 14th Street is closed for the Community/Convention Center Expansion.