



DEPARTMENT OF
PLANNING AND DEVELOPMENT

CITY OF SACRAMENTO
CALIFORNIA

1231 I STREET
ROOM 200
SACRAMENTO, CA
95814-2998

March 27, 1990

BUILDING INSPECTIONS
916-449-5716

Transportation and Community Development Committee
Sacramento, California

PLANNING
916-449-5604

Honorable Members In Session:

SUBJECT: IMPROVING AIR QUALITY THROUGH PARKING POLICIES

SUMMARY

Upon approving a Special Permit for the Wells Fargo building, the City Council also considered a proposal to reduce the parking standards in the Central Business District by approximately 15%. The purpose of a reduction would be to "help" promote the increased use of alternative forms of transportation, thereby helping to control/improve air quality.

The Council requested a report back to identify specific policy options and a course of action. This report is in response to that request. The report includes a list of possible short term policy options, which for the most part can be implemented either immediately, or in the very near future. These policy changes have been developed jointly by Planning and Public Works/Transportation staff and the Planning Commission. In addition, the report outlines a recommended process for developing a more comprehensive public/private parking strategy.

In summary, this report recommends that the Committee take the following actions:

1. Schedule one or more Committee meetings to allow interested parties to review and submit testimony to the Committee on the recommendations;
2. Approve in concept, the short-term parking policy changes outlines in this report, and direct staff to submit final implementing ordinances and resolutions to the City Council for approval as required;

3. Direct staff to proceed with the process for developing a long-term public/private parking strategy.

PURPOSE

The purposes of making immediate (i.e., short term) policy decisions with regard to the City's parking standards and policies are to (a) begin to maximize incentives for alternative mode travel into the downtown as quickly as possible, and (b) put a reasonable limitation on the creation of new parking facilities until a comprehensive evaluation is complete.

The primary purpose of a comprehensive evaluation of parking policy is to decide if, and to what extent, parking supply, parking management, and other strategies should be revised to help improve air quality in the region.

BACKGROUND

The California Clean Air Act of 1988 requires areas that currently exceed state ambient air quality standards to develop new plans to attain these standards. Specifically, non-attainment areas must achieve a five percent per year emission reduction for each pollutant. Therefore, economic growth (more employees and residents), requires that per capita production of emissions must be reduced by more than five percent per year.

The Federal Environmental Protection Agency has prepared an Advance Notice of Proposed Rulemaking for a Federal Implementation Plan to bring the Sacramento region into attainment for ozone levels. The EPA would impose this plan if State and local agencies cannot demonstrate reasonable efforts to submit an adequate State Implementation Plan. EPA has announced that parking management is one of eight Transportation Control Measures (TCMs) it will consider.

SACOG through the Interim Air Quality Report and the Sacramento Air Quality Management District, through its Air Quality Improvement Strategy, contemplate that reductions in emissions must occur for stationary sources (manufacturing activities), mobile sources (vehicles) and indirect sources (buildings that attract trips and the roads and parking facilities through which these trips are accommodated).

A basic assumption of parking management policy is that travel behavior can be changed through an integrated strategy of providing alternatives to the single occupant vehicle mode. Empirical research demonstrates that parking policies (that affect availability and price) have a dramatic impact on travel mode choice. Furthermore, it is assumed that a shift in travel mode will have a positive impact on air quality.

These were the primary factors considered when a review of the City's parking policies for the downtown area was requested on January 23, 1990. However, the City Council's expression of interest in revising current parking standards has generated considerable interest and questions from the community, such as:

1. How will new (lower) standards impact the economic viability of the downtown?
2. What will be the impact upon air quality in the air basin of lowering parking standards within the Central City without corresponding changes in County and/or regional policies?
3. What evidence is there to indicate that a reduction in parking facilities will improve air quality?
4. Will the new regulations apply to the entire City, the County, both the City and the County, or just the downtown area?
5. What impact would changes in parking policy for the downtown area have on parking in adjacent residential neighborhoods?
6. Does less land required for parking mean more land available for development?
7. Have the City's parking standards been changed and what are they?

These are but a few of the practical questions that need to be answered as the City considers new parking policy options. However, the Environmental Protection Agency has already announced that it will undertake an evaluation of parking management strategies related to air quality. It is clearly in the best interest of the City, the County, and the region to carefully evaluate the impact of such policies.

REGIONAL CONTEXT

Office square footage in the Central Business District and in the downtown comprise approximately 8% and 20%, respectively, of the total office square footage in the region. It is important to consider parking policies for the CBD in the context of comparable regional conditions. If only the CBD parking is restricted, there is a significant likelihood that potential CBD businesses will locate to areas in the suburban fringes of the downtown (e.g., South Natomas) and in the County (e.g., Highway 50 corridor).

At the same time, it is important to recognize the greater potential in the CBD for transit, ridesharing, and other alternative commute modes. Accordingly, it is appropriate for parking standards to be lower in the CBD than in areas outside the CBD.

EXISTING CONDITIONS

Under existing conditions, parking standards are now considerably higher in the County and in suburban PUD areas of the City when compared to the typical standards applied in the City's Central Business District. For example, in suburban PUD's within the City, the parking standard is about 240% greater than in the CBD; the difference is about the same between the CBD and the County.

The above are among the major factors which the staff and the City Council had in mind when the City requested the report back two months ago.

The parking requirements set forth in Section 6 of the Zoning Ordinance and the proposed requirements are shown on attached Exhibit 1. As shown, the existing requirements pertain exclusively to minimum parking ratios, with the exception of the C-3 zone, which sets forth a range, i.e., both a minimum and a maximum ratio. For example, a major office project in the Central Business District is presently required to provide:

- no fewer than one space per 600 square feet of building area (which translates to 17 spaces per 10,000 square feet of building).
- no greater than one space per 500 square feet of building area (which translates to 20 spaces per 10,000 square feet of building).

The parking ratio for suburban areas (e.g., South Natomas) provides 40 spaces per 10,000 square feet. The CBD provides about one parking space per 2.4 employees (four employees per 1,000 square feet), while the South Natomas PUD's provide about one parking space for each employee. The existing parking ratio in the County provides 45 spaces per 10,000 square feet. Therefore, the amount of parking allowed for office development in the County is an incentive for suburban development, by those businesses that desire to maximize parking availability to its employees and customers.

Short-term Policy Changes

During consideration of the Wells Fargo project, the City Council requested staff to identify short-term measures that could be put into effect quickly -- without extensive study. The Planning, Environmental, and Public Works/Transportation units, plus the City Planning Commission, worked together to prepare a list of possible refinements and changes to existing parking policy for discussion with the City Council.

The basic thrust of this effort has been to develop incentives for alternative mode travel that can be implemented quickly while putting a reasonable limitation on the creation of new parking facilities.

The proposed new and refined policies are summarized below and are shown on Exhibit 2:

1. Amend the Zoning Ordinance to Require Special Permits for any stand-alone parking lots.

Property not directly associated with a specific project at present may be developed as a parking lot without any planning entitlement (with the exception of temporary parking lots which require a Planning Director's Special Permit). The item for consideration is to require proposed parking lots (permanent and temporary) to apply for a Special Permit to be heard by the Planning Commission, thereby providing better control of parking supply. The Special Permit would be required in each of the following zones: SC, C-1, C-2, C-3, C-4, M-1, M-2, RO and OB.

2. Policy to discourage off-site surface parking lots, and a policy to encourage joint parking facilities and reciprocal parking access agreements.

While off-site surface parking lots may be desirable in special cases, as a general rule, off-site surface parking lots result in an inefficient use of space. Where possible, parking can be consolidated via joint parking facilities (pro-rated to two or more business entities) and reciprocal parking that utilizes different peak parking characteristics.

3. Amend the Zoning Ordinance Section 6 (Parking) to establish maximum parking ratios for office (except medical office) and industrial projects exceeding 40,000 square feet.

At present, the Zoning Ordinance sets minimum requirements for parking, but sets no maximum allowable parking standards except for the C-3 zone. One way to place a reasonable limitation on the creation of new parking facilities would be to set maximum parking standards for office uses in the following zones: C-3, C-4, M-1, M-2, RO and OB.

A conscious choice was made by staff to omit medical and dental offices, and retail commercial from this change. Neighborhood groups have consistently testified against parking reductions for intensive retail projects (i.e. medical, restaurants, bars and other businesses that draw from a wide trade area). The nature of these businesses is to attract primarily short-term parking, whereas, the interim policy should be directed at long-term commuter parking.

4. Policy goal to achieve a 15% (average) parking reduction below the revised maximum.

In addition to adopting maximum allowable parking ratios, a policy goal would be to achieve a CBD average of 15% parking reduction. Projects that could be served by public transit should attempt to achieve a 20% parking reduction.

A policy to set the minimum allowed parking equal to approximately 20% above the new maximum parking (derived from the existing spread between the one per 500 maximum and the one per 600 minimum) results in:

-- no fewer than one space per 700 square feet of building area which translates to 14 spaces per 10,000 square feet of building).

5. Consider requiring in the TMP that if free employee parking is provided, that the employer offer the option for free transit passes.

The success of transit depends to a large degree on positive incentives and a minimum of disincentives. When employers offer free parking to employees, the relative appeal of transit is reduced. This can be mitigated, in part, by offering employees comparable value in public transit subsidies (e.g. free transit pass and allowance for an occasional late hour day). Implementation of this policy would not require amending the Zoning Ordinance, which currently allows the Traffic Engineer or Planning Director to deny the applicant the use of a particular measure if the standards cannot be met (6.E.4.b.4.).

However, the total cost of subsidizing the transit package would present some risk that the employer would withdraw from the offer of free parking (thereby charging employees for parking). Under such circumstances, some employees might attempt to park in residential neighborhoods where the parking is less expensive or even unrestricted. Expansion of neighborhood parking permit systems may also be necessary.

6. Reduce parking requirement on a case-by-case basis for neighborhood or support commercial component of a mixed use project when the use is ancillary to residential or office.

Within a medium to high density residential project, small retail establishments may serve primarily residents, thereby generating little or no parking demands. For example, the ground floor of the Somerset townhouses (across from Roosevelt Park) is leased by a laundromat. Given the availability of on-street parking, no off-street parking is necessary.

Similar arguments can be constructed for ancillary convenience markets within a residential or office complex. A key test here is whether the retail establishment is physically oriented to the project or is merely adjacent to the project.

The Zoning Ordinance can be amended to allow, by Planning Commission Special Permit, a waiver of parking requirements for small (i.e., less than 9600 square feet - a figure that coincides with a threshold in Section 6.A.13) retail establishments. At present, a reduction of parking requirements would be possible only under Variance procedures.

7. Increase the maximum allowable compact parking spaces from the existing 30% to the actual percentage composition of compacts.

Compact cars are generally more fuel efficient and emit fewer emissions. In addition to providing a greater composition of compact stalls, the compact stalls can be located more proximate to the building entrances. A greater percentage of compact parking stalls would not reduce the total number of parking spaces but would decrease the amount of land area devoted to parking surface and perhaps encourage more employees to commute in small cars.

8. Increase the number of car-pool permits in City parking lots from the existing 250 permits.

At present, the City offers 250 carpool permits in City parking facilities. The carpool permits offer a reduced rate relative to the cost of standard parking permit, thereby encouraging carpools. The Public Works Department is currently considering an increase in the number of carpool permits to a total of 500 or more. However, the Parking Enterprise Fund forfeits potential revenue by offering the discounted permits.

9. Enhance publicity regarding goal of alternative commute mode and enhance publicity regarding availability of carpool permits.

Continued publicity regarding socially responsible commute modes (including carpooling) will encourage employees to use alternatives to the single occupant vehicle.

10. Encourage use of new City-owned parking lots for short term parking only, except for carpool spaces and park-and-ride lots.

It would be conflicting policy to require fewer parking spaces within individual projects while providing new long-term parking spaces within public garages. A truly integrated policy would limit new non-project public parking spaces to short-term and carpool uses. Long-term park-and-ride lots might be appropriate within the TC zone.

11. Control on-street parking in the vicinity of offices when adjacent to residential.

While the City does not have conditioning authority (e.g. parking and TSM measures) over other public agencies, the City can restrict on-street parking to curtail the practice of office workers parking in residential neighborhood. The Department of Motor Vehicles building, for example, does not have adequate employee parking. As a consequence, employees tend to park within the adjacent residential neighborhoods. Parking by resident permit only (and removal of the existing parking meters) could solve this problem. The drawback to this solution, however, is that each parking meter provides up to \$1,000 annually. Loss of On-Street Parking revenues is a potentially serious General Fund impact.

12. Analyze parking supply alternatives as part of environmental review.

Environmental Impact Reports are intended to address the potential environmental impacts of a project. If alternative parking arrangements are feasible, these should be analyzed as alternative mitigations to the proposed project.

13. Analyze, to the extent possible, transit system capacity and use as part of environmental review.

Inclusion in the environmental document of transit capacity could indicate whether reduced parking is feasible, if the parking reduction is dependent on serving commute needs with transit. Data is somewhat limited at this time, however. Reliable data should be available when the Regional Transit Systems Study "Existing Conditions" section is completed.

Comprehensive Public/Private Parking Strategy

The measures outlined above are for the most part, short-term policy refinements applicable only to the City. However, long-term parking strategies which are primarily directed toward air quality improvements are most likely to have limited effectiveness (in a regional context), and may be economically detrimental to the Central City, if unilaterally undertaken by the City. Whatever strategies, measures, or policies are ultimately put into effect should, at a minimum, be consistently applied in both the City and the County, and preferably in the region. In addition, the Regional Transit district's plan for expanded services and CALTRANS's regional High Occupancy Vehicle (HOV) program should be considered and consistent with such strategies.

For these reasons, it is suggested that a comprehensive evaluation of parking regulations/strategies vis-a-vis air quality be undertaken. It is highly preferable that such a project be jointly sponsored by the City and the County, and that the Regional Transit District be directly involved.

Toward this end, an outline of the proposed comprehensive study, suggested goals and objectives, how the study effort might be organized and a suggested timeline are provided below:

Specific objectives for this planning effort include:

- maintain an adequate balance of long-term and short-term parking that is consistent with the City's economic growth, development of a cultural district, and environmental quality policies.
- identify public and private sector programs that will further reduce single-occupant auto commuting.
- identify transit service and infrastructure improvements to provide a viable transit alternative and the funding mechanisms required to program these improvements.
- improve traffic flow in the downtown commercial areas which discourages growth in traffic volumes in residential areas, while addressing air quality issues.
- develop financial mechanisms to support and ensure long-term stability to the strategies developed.

Staff is recommending that the study produce the following work products, as a minimum:

Parking Standards - requiring a revision to the zoning ordinance.

TSM Enhancement Strategy - to include identification of funding.

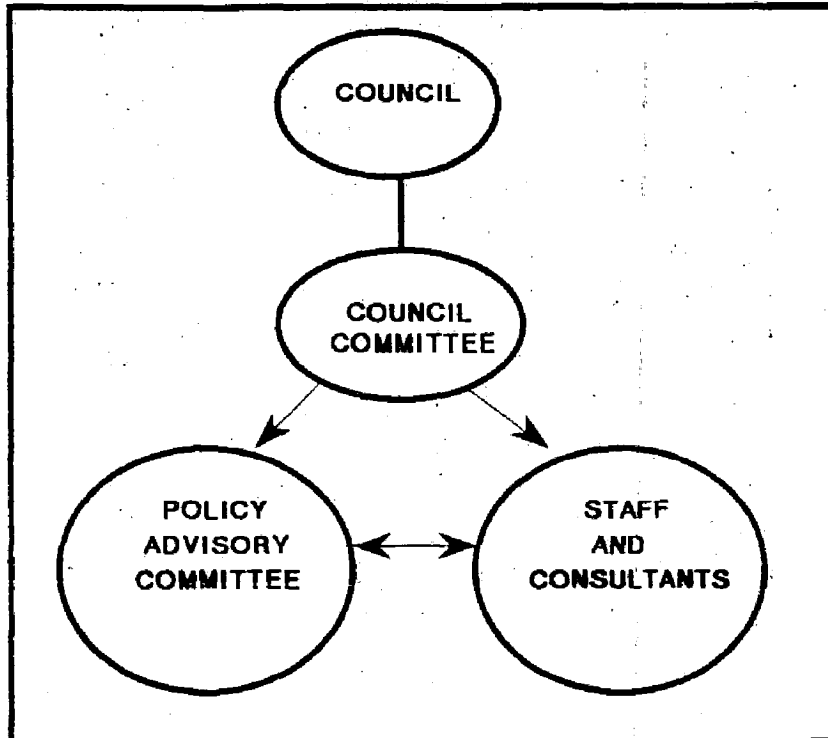
Transit Goals - develop a phased transit target goal for the downtown.

Parking Supply/Demand Analysis - assuming several supply alternative scenarios.

Alternative Analysis for balancing transit, highway, HOV and other modes at varying levels and the resulting infrastructure requirements.

Organizational Structure

The schematic organizational structure on the following page shows the relationships and dynamics of the various parties involved in the parking policy development.



It is suggested that a Policy Advisory Committee be appointed to provide constituency representation during the course of the project. This element is necessary to encourage the ideas and voice of local interests and to provide input to staff and consultants. The mission of this group would be to develop a consensus opinion on the workplan and recommendations of the staff and consultant effort. In addition, the City Council would be kept apprised through periodic written staff reports and briefings for the Transportation and Community Development Committee.

Composition of the Policy Advisory Committee should include representatives from:

- Environmental group
- Neighborhood group
- State Department of General Services
- Merchant group
- Developer group
- Chamber of Commerce participant

The Policy Advisory Committee is developed to provide the Council direct input representing constituency concerns on the parking policy as it develops. The Policy Advisory Committee will be instrumental in consultant selection and working with staff to refine the scope of work for this study.

The shaping of the future City policy on parking will involve many City departments: Planning, Public Works, SHRA, and the Finance Department. Because of interdepartmental responsibility, it is recommended that the City Manager's office facilitate and coordinate the appointed Public Advisory Committee. This will assume that overall City concerns are fairly and equally reviewed and considered. In order to meet a timely schedule, the City Manager's office will utilize a project manager to expedite the process.

There will also be a need to coordinate the efforts of this study with various planning studies being conducted by other agencies. At a minimum, staff will request that technical representatives and assistance be provided from the following agencies:

- Sacramento Area Council of Governments
- Air Quality Management District
- Regional Transit
- Sacramento Housing and Redevelopment Agency
- Treasurer's Office

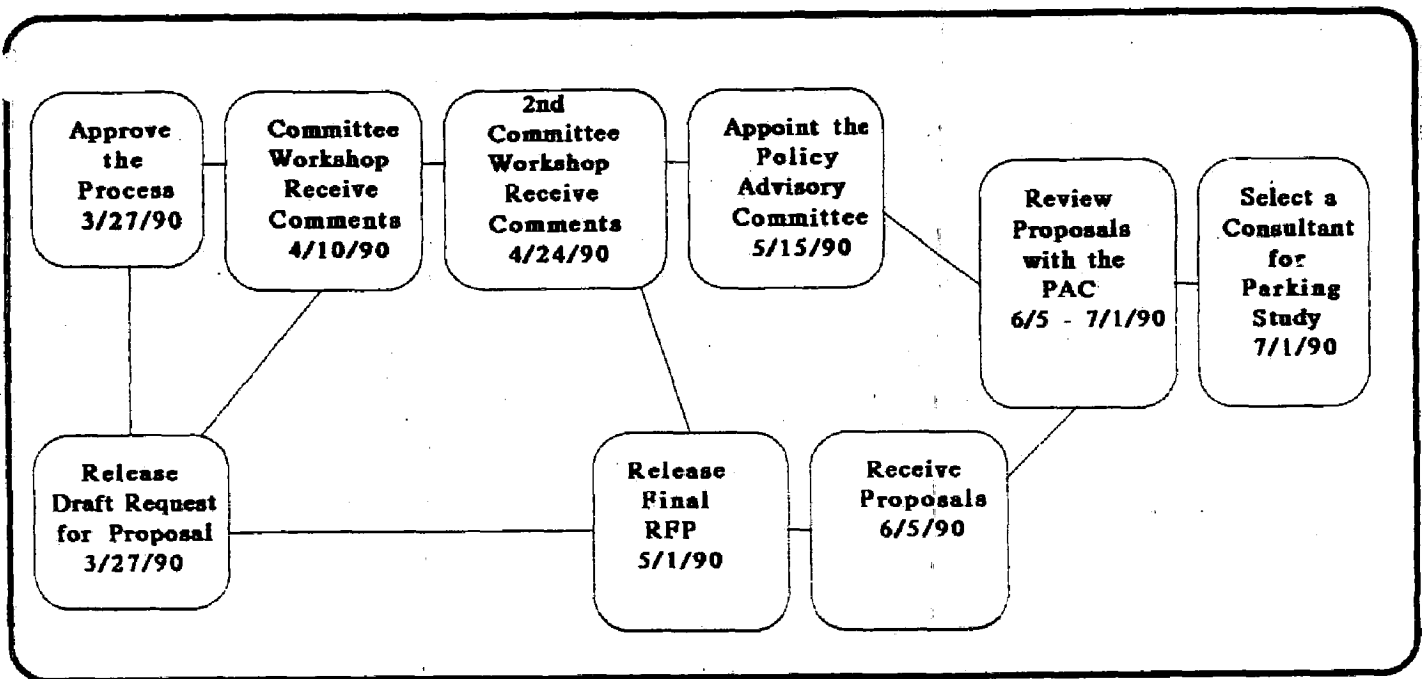
Process

Staff recommends the following process to implement the plan and develop a parking policy strategy:

- Approval of the process;
- Release the draft RFP for comments, see Exhibit 3;
- Receive testimony on draft RFP and committee structure;
- Finalize the RFP and release;
- Appoint members of the Policy Advisory Committee (PAC);
- Receive proposals from consultants;
- Review proposals with PAC; and,
- Select consultant with the PAC.

Schedule

The preceding process through consultant selection has been put on a timeline and appears on the following page.



Once a consultant has been selected, and staff with the Policy Advisory Committee begin to refine the scope of work, a schedule for accomplishment of the workplan will need to be prepared. The entire study is estimated to take one year to complete.

FINANCIAL DATA

Short Term Measures

The reduction of the required parking spaces might impact City funds, if the parking requirements discourage businesses from locating in the CBD and/or the City. If any such dislocation occurs, the impacts on the City General Fund could be very significant. It is also possible that reduced private parking may induce some commuters to park in City garages, thereby bringing additional revenues to the Parking Enterprise Fund.

Policies which discourage long-term parking in the City garages, or which provide discounts to carpools, will result in reduced revenue into the Parking Fund Enterprise Fund.

Policies which reduce on-street parking meters will result in reduced revenue into the General Fund.

Parking Policy Development Study

The current estimate for this study is between \$200,000 and \$250,000. This estimate may change once the PAC has refined the scope of work for the study. The recommended source of funding is Off-Street parking revenues generated by fee increases, as proposed in a Budget and Finance / Transportation and Community Development Joint Committees report heard February 27, 1990.

Staff also recommends that additional project management staff be budgeted in the 1990-91 budget to administer this study and support the volume of staff work that will be required to support and coordinate the consultant and the Policy Advisory Committee.

The final recommendations of this study may have impacts on the Parking Enterprise Fund.

POLICY CONSIDERATIONS

This report identifies 13 changes and refinements to existing City policies that are designed to: (a) place reasonable limitations on the creation of new parking facilities in the downtown area; (b) improve existing incentives for alternative mode travel; and, (c) better monitor proposals for new parking facilities through the environmental review process.

It is also recommended that the City and the County initiate a process to develop longer range, County-wide parking management strategies related to air quality.

MBE/WBE IMPACTS

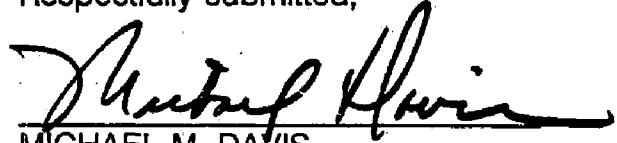
There are no MBE/WBE impacts associated with this item.

RECOMMENDATION

Staff recommends that the Committee take the following actions:

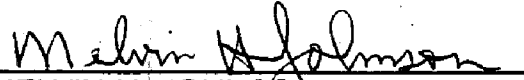
1. Schedule one or more Committee meetings to allow interested parties to review and submit testimony to the Committee on the recommendations;
2. Approve in concept, the short-term parking policy changes outlines in this report, and direct staff to submit final implementing ordinances and resolutions to the City Council for approval as required;
3. Direct staff to proceed with the process for developing a long-term public/private parking strategy.

Respectfully submitted,



MICHAEL M. DAVIS

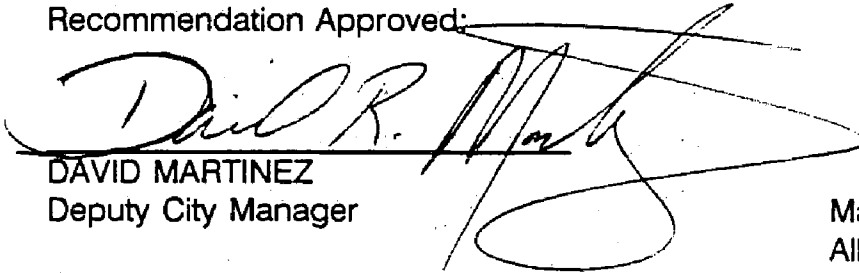
Director of Planning and Development



MELVIN H. JOHNSON

Director of Public Works

Recommendation Approved:



DAVID MARTINEZ

Deputy City Manager

March 27, 1990

All Council Districts

Contact Persons:

Marty Van Duyn, Planning Director
(916) 449-5381

Bob Lee, Deputy Director of Public Works
(916) 449-5283

MMD:MVD:vr
PARKING.TCD

Attachments

Exhibit 1

POSSIBLE INTERIM PARKING MEASURES FOR DISCUSSION--ZONING AMENDMENT

Presented to City Council Committees

March 13, 1990

Parking Ratios -- Parking Spaces per Square Foot of Building Area

Zoning	***** EXISTING *****		***** UNDER DISCUSSION *****	
	Parking Spaces Per SqFt Bldg <u>(Minimum)</u>	Parking Spaces Per SqFt Bldg <u>(Maximum)</u>	Parking Spaces Per SqFt Bldg <u>(Minimum)</u>	Parking Spaces Per SqFt Bldg <u>(Maximum)</u>
Office Outside CBD	1 per 400	n/a	1 per 500	1 per 400
C-3 office (>20KSF)	1 per 600	1 per 500	1 per 700	1 per 600
Office in PUDs	1 per 250	n/a	1 per 300	1 per 250
Manuf., Warehouse	1 per 1000	n/a	1 per 1200	1 per 1000
Ancil. Retail--CBD (<10KSF)	1 per 400	n/a	Waivable	1 per 400
Ancil. Retail--Outside CBD	1 per 250	n/a	1st 10KSF Waivable	1 per 300

Parking Spaces Per 10,000 Square Feet of Building Area

Zoning	***** EXISTING *****		***** UNDER DISCUSSION *****	
	Parking Spaces Per 10KSF Bldg <u>(Minimum)</u>	Parking Spaces Per 10KSF Bldg <u>(Maximum)</u>	Parking Spaces Per 10KSF Bldg <u>(Minimum)</u>	Parking Spaces Per 10KSF Bldg <u>(Maximum)</u>
Office Outside CBD	25	n/a	20	25
C-3 office (>20KSF)	17	20	14	17
Office in PUDs	40	n/a	33	40
Manuf., Warehouse	10	n/a	8	10
Ancil. Retail--CBD (<10KSF)	25	n/a	Waivable	25
Ancil. Retail--Outside CBD	40	n/a	1st 10KSF Waivable	40

Note: In addition to the minimum parking requirements becoming the maximum requirements, the policy goal is to reduce the provided parking by an average of 15%.

Exhibit 2
POSSIBLE INTERIM PARKING MEASURES FOR DISCUSSION

Planning

1. Amend the Zoning Ordinance to require Special Permits for any stand-alone parking lots.
Zones: SC, C-1, C-2, C-3, C-4, M-1, RO, OB.
Permanent or temporary lots.
2. Policy to discourage off-site surface parking lots, and a policy to encourage joint parking facilities and reciprocal parking access agreements.
3. Amend the Zoning Ordinance Section 6 (Parking) to establish maximum parking ratios for office (except medical office) and industrial projects exceeding 40,000 square feet.
Zones: C-3, C-4, M-1, M-2, RO, OB.
Current minimum requirement would become the maximum allowable parking ratio.
4. Policy goal to achieve a 15% (average) parking reduction below this new maximum.
Achieve 20% parking reduction if adjacent to public transit access.
5. Consider requiring in the TMP that if free employee parking is provided, that the employer offer the option for free transit passes (provided that the forced link does not result in employers providing neither free parking nor transit subsidies and thereby forcing employees into residential neighborhoods).
6. Reduce parking requirement on a case-by-case basis for neighborhood or support commercial component of a mixed used project when the use is ancillary to residential or office.
7. Increase the maximum allowable compact parking spaces from the existing 30% to the actual percentage composition of compacts.

Public Works

1. Increase the number of car-pool permits in City parking lots from the existing 250 permits.
2. Enhance publicity regarding goal of alternative commute mode and enhance publicity regarding availability of carpool permits.
3. Encourage use of new City-owned parking lots for short term parking only, except for carpool spaces and park-and-ride lots.
4. Control on-street parking in the vicinity of offices when adjacent to residential.

Environmental

1. Analyze parking supply alternatives as part of environmental review.
2. Analyze, to the extent possible, transit system capacity as part of environmental review process.

Sacramento Downtown Parking Policy Study

Proposed Scope of Work

Initial Issues and Outline

1. Introduction

The City of Sacramento, acting by and through its Public Works Department and in conjunction with the Planning and Community Development and Finance Departments, invites proposals from qualified consultants to provide transportation planning services to develop a Downtown Parking Policy Plan for Sacramento.

2. Study Purpose and Issues

Transportation and parking issues in downtown Sacramento are of great concern, particularly as they relate to new and proposed development.

New development, such as the Wells Fargo project and Capitol Mall site (Lot A) project, could add over nine million square feet of office and commercial space within the downtown area over the next decade, which would have a considerable impact on the area's parking supply, traffic conditions, transit services and environmental quality.

A number of transportation studies have been undertaken since completion of the Capital Area Plan in 1977 to address issues of transportation and growth. More recently, the Sacramento City Council authorized the Downtown Transportation Task Force in 1987 and 1988 to identify a range of parking, traffic circulation, transit and transportation management measures to improve transportation. This study was initiated by the Council as a recognition that growth and development in Sacramento is outpacing the development of the transportation system. Many short-term and long-term strategies were identified in the study. However, data gaps and the lack of pertinent information left several key issues unresolved, and therefore an important focus in this project.

Equally important have been several ordinances and guidelines that have been recently adopted that affect mobility and land use and design issues downtown. The full impact of these measures has not been fully determined, and their role in shaping the overall transportation plan will need to be determined. Several of these measures include:

- Transportation systems management guidelines for employers,
- Transportation systems management handbook for developers,
- Zoning ordinances for off-street parking and vehicle trip reduction regulations;
- Street and urban design guidelines for the Sacramento central business district.

No one agency or group has the ability or resources to develop and implement the type of program envisioned here. It will be a true partnership among employers, merchants, residential and environmental groups, developers and various City and State agencies to provide broad enough support to ensure that a specific set of actions or strategies emerge from the effort and are implemented. It will be the function of the consultant to provide the framework and database for this process, to facilitate the interaction of the various groups, and to provide the impetus for the implementation of the desired actions. A working committee or policy group representing the interests in the downtown area will be formed to provide guidance to the consultant.

The specific objectives for this planning effort include:

- Maintaining an adequate balance of long-term and short-term parking downtown that is consistent with City parking policy, downtown economic vitality and environmental quality.
- Identify public and private sector programs that will further reduce single-occupant auto commuting.
- Identify transit service and infrastructure improvements to provide alternatives to travel downtown.
- Improve traffic flow in the downtown commercial areas that discourages growth in traffic volumes in residential areas and that enhances air quality overall.
- Identify funding packages and develop financial strategies to support and ensure long-term stability the strategies developed.

Strategies to achieve these objectives are to be developed. To meet these objectives will require creative solutions and improved management of the entire transportation system. Piecemeal approaches or traditional traffic engineering solutions which simply attempt to estimate parking demand or to expedite traffic flow will not be sufficient to address the objectives of this project.

3. Project Area

Two areas for analysis should be discussed in the RFP.

The primary project area will essentially focus on Downtown Sacramento, as it has been defined for previous studies and would be the focus for all project analyses performed and strategies identified.

The project must also consider the downtown in the regional context. Potential impact in the areas outside the downtown must also be analyzed.

4. Scope of Services

A scope of services has been developed that includes general areas to be addressed in this planning effort. For each general area, a list of products has been defined. The order of the general categories and the associated products should not be interpreted as a chronological listing.

A. Refine Project Scope and Schedule

Elements:

- Kick off meeting between client and consultant to discuss further relative levels of emphasis for project.
- May also include meeting with the working committee to identify meeting agenda.

Products:

Refined and updated schedule and work plan.

B. Evaluation of Existing Data and Information

Elements:

- Review previous reports and studies to determine available and useful information. Especially pertinent, in addition to traffic and parking-related data, is transit service, operations and ridership data and employer and developer-based information on commuter travel information.
- Review current City of Sacramento ordinances and guidelines, such as the City's trip reduction ordinance and TSM employer's guidelines, that affect area mobility.

Products:

- Available technical data reduced to tabular format where applicable.
- A profile of all the ordinances and guidelines affecting mobility. This should include a clear understanding of the degree to which they provide a clear, coordinated and comprehensive plan to affect area mobility.
- Identification of data gaps and recommendations for supplemental data gathering.

C. Identification of Problems

Elements:

- Initiate series of focus group meetings with key individuals and groups to identify important transportation and land use concerns and to suggest potential improvements. Useful information would include perceptions of current transportation services (e.g., traffic circulation, parking and transit) and the effectiveness and awareness of existing City measures affecting mobility.
- Use available data to identify problems and deficiencies.

Products:

- Technical memorandum summarizing the results of the focus group sessions, outlining areas of conflict and common ground between and within the groups surveyed.
- A memorandum outlining identified problems.

D. Develop an Immediate Action Plan

Elements:

- Develop an immediate action plan, listing specific actions to be given fast-track status. Several basic elements should be considered for plan inclusion.

Products:

- A stand alone Immediate Action Plan.

E. Supplementary Data Collection.

Elements:

- Identify areas where new data and information are strategic for meeting project objectives. These data will establish a consistent data base for the evaluation of strategies developed later in the study. In addition, the data would be used to establish frameworks or baseline conditions for undertaking traffic impact analyses for proposed future downtown development.

Previous studies such as the Downtown Transportation Task Force project were unable to resolve several key issues due to insufficient information. Additional information that would likely be invaluable includes transit marketing information (i.e., consumer preference type survey to indicate who uses the system and why, and what are the impediments to encourage additional ridership), private and public (State) employer transportation programs (i.e., the type and extent of parking and commuter subsidy programs available that affect commuter behavior).

- New data to be collected shall be discussed with the client and the working committee before taking place.

Products:

- A technical memorandum summarizing all newly collected data.

F. Identify Potential Strategies

Elements:

- Meet with the client and working committee to determine and review possible strategies for transportation improvement.
- The consultant should be prepared to develop the initial draft list of strategies for client and working committee review.
- Strategies should be based on identified problems and the newly collected data and clearly address project objectives. Given a comprehensive study leading to the development of an overall Downtown Sacramento Transportation Plan, potential strategies should be considered that reflect the following topics and issues:
 - Land use and development assumptions and current public parking policy standards affecting parking and traffic demand.
 - Transportation management (programs affecting vehicle and parking demand and alternative mode usage).
 - Transit (service, operational and marketing mechanisms that enhance the role and potential of the light rail and bus systems for commuters and non-commuters).
 - Parking (long-term and short-term needs of commuters, businesses, residents, shoppers and tourists).

- Traffic (office, commercial and residential circulation, intrusion and air quality issues).
- Signage (internal and external study area guidance signage affecting circulation).
- Pedestrian (enhance and encourage pedestrian and bicycle mobility).

- To facilitate the evaluation, each strategy should include in its description several characteristics including whether its implementation is short-term or long-term, who is responsible for implementation, institution considerations and a preliminary estimate of cost.

Products:

Technical memorandum summarizing the initial set of possible transportation strategies identified for consideration.

G. Evaluation of Potential Strategies

Elements:

- Conduct detailed analysis (qualitative and quantitative) of the strategies, addressing questions of feasibility, impact, effectiveness and cost. Where appropriate, the investigations should not be confined to the standard weekday morning and evening peak commuting periods, but consider midday, evening and weekend periods as well.
- Include computer transportation modelling to review and assess downtown circulation options and alternative land use, development and demand management program scenarios.
- Meet with the working committee to identify which strategies appear feasible and for which consensus may be possible.

Products:

- A technical memorandum summarizing the evaluation process that includes the extent each strategy meets project objectives, its relative advantages and disadvantages, and a refined estimate of cost and mechanisms required for implementation.

H. Strategic Plan

Elements:

- Based on discussions with the client and working committee, develop a recommended set of transportation strategies, including an implementation and finance plan for implementation.
- The plan should be comprehensive and coordinated, including a plan of short and long-term strategies. The plan should define the infrastructure required, implementation responsibilities, and organizational and administration plan for ensuring coordination and expediency in implementation.
- The plan should define a mechanism for monitoring progress in its implementation.

Products:

- A complete study report summarizing the previous tasks and providing a detailed discussion of the recommended plan.
- A plan for the downtown encompassing balanced transportation (traffic, parking, transit, pedestrian and signage) and land use/development (parking standards, transportation management and trip reduction measures).

I. Post-Study Monitoring

Elements:

- Develop appropriate measures to evaluate the effectiveness of the strategies to be implemented.
- Develop an appropriate evaluation mechanism to determine the effectiveness of the plan.

5. Schedule

- The project would take about one year to complete.
- Task D - Development of an Immediate Action Plan could be completed during the fourth month.