City Planning Commission
Sacramento, California

Members in Session:

SUBJECT: **AMENDED NOTICE OF PREPARATION OF AN ENVIRONMENTAL IMPACT REPORT FOR GOLDEN STATE TOWER (P87-143) AND CALIFORNIA CAPITOL CENTER (P87-418) OFFICE PROJECTS**

Summary

The City Council on June 16, 1987, determined that all office projects of more than 75,000 square feet within the Merged Downtown Sacramento Redevelopment Project but outside the C-3 Central Business District Zone must have a cumulative Environmental Impact Report prepared. The area affected by this determination is bounded by 3rd, 10th, Q, and S Streets and is commonly referred to as the "R Street Corridor".

The City Planning Division has received applications for two major office projects within the R Street Corridor. Both proposals are projects pursuant to CEQA and have individual and cumulative potential significant environmental impacts. The Planning Division is currently preparing a single EIR to address the potential environmental impacts.

City Planning staff prepared an outline addressing the scope and content of the EIR, and brought this outline before the City Planning Commission for discussion on November 12, 1987. Additionally, the outline was distributed as the Notice of Preparation (NOP) to Federal, State, County, and City agencies as well as interested community groups and individuals.

Since that time the project proponents have significantly changed the designs of their projects. As currently proposed, Golden State Tower consists of 360,000 square feet of office space in a 20 story building, including 14,750 square feet of retail space, and parking for 760 vehicles. Califonia Capitol Center is proposed to include 1.5 million square feet of office space in three buildings ranging to 33 stories in height. The proposal also includes a 400 room hotel, 55,000 square feet of ancillary retail space and parking for approximately 5,000 vehicles.

City Planning staff has prepared an amended outline addressing the revised scope and content of the EIR (see attachment). On May 24, 1988, this outline was distributed as the Notice of Preparation to all previously contacted groups.

The Commission may wish to comment on any additional issues for discussion in the upcoming draft EIR. This report is for the Commission's information and does not require any action.

Respectfully submitted,

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Planner

RDK:jr
Att.

P87-143
P87-418

June 9, 1988

Item 44

A. **Preface**

Summary of why the EIR is being prepared, the purpose of the EIR, and t relationship of the EIR to the planning process.

B. Project Description

Description of the proposed projects and their characteristics (includi site plans and elevations), and a description of the environment in t vicinity of the project sites, as it exists prior to the commencement of t projects. The study area shall be bounded by I-5, 10th Street, P Street a S Street.

C. Summary of Findings

Discuss all phases of the projects, as outlined in Section 15127 of the CE Guidelines.

1. The significant environmental effect of the proposed projects.

2. Any significant environmental effects of the proposed project whi cannot be avoided if the proposal is implemented.

3. Mitigation measures proposed to minimize the significant effects Mitigation measures should be developed that can reasonably be expecte to reduce significant adverse impacts to less than a significant leve The expected reduction of impacts should be quantified in the text c the report.

4. Alternatives: Evaluate the seven alternatives as provided by the City The purpose of the evaluation of the alternatives is to provid decision-makers with a summary assessment of the comparative effects o each of the alternatives, focusing on the significant, unavoidabl impacts, both short and long term, and on mitigation measures to suc impacts. The evaluations of the seven alternatives shall compare, in summary form, key impacts such as traffic circulation, visual quality and fiscal impacts to the City. Provide a summary table containing comparative evaluation of the impacts and mitigations of each of th alternatives. Complete the comparative evaluation utilizing adopte City policies on an order-of-magnitude basis. The specifi alternatives to be evaluated are:

   a. Existing Conditions;

   b. Zoning Alternative: Buildout to maximum intensity allowed unde current zoning (C-4) without additional land use entitlement (variance, special permit). One hundred percent offic conversion, 75 foot height limit;

c. Golden State Tower: Construction as proposed - 20 stori 360,000 square feet. The zoning alternative will be used as background in evaluating this alternative;

d. California Capitol Center: Construction as proposed - 33 stori 1.5 million square feet, 400 room hotel, 55,000 square f ancillary retail space. The zoning alternative will be used the development background in evaluating this alternative.

e. Golden State Tower and California Capitol Center: In combinati as described above, using the zoning alternative as development background.

f. Increased Intensity Alternative: Construction of Golden St Tower and California Capitol Center. Additionally t alternative projects 100 percent conversion of parcels zoned C Heavy Commercial, within the Merged Downtown Sacrame Redevelopment Area to high-rise office use. Develop intensities to individual parcels, will assume a conversio of 7.5 square feet of office area per one square foot of gro area.

g. Mixed Use Alternative: Mix of housing units and office u utilizing 1.49:1 jobs/housing balance.

5. The growth-inducing impact of the proposed project.

Task 1.2 Environmental Assessment

Each of the following subject areas will be assessed. The analysis will either quantitative or qualitative, as appropriate, for each of the alternativ and such analysis will identify mitigation measures for all impacts in e alternative.

A. Land Use, Zoning and Adopted Plans

- Inventory and map land uses in the corridor. Describe land uses relation to other land uses in the Central City and in the Sacrame area.

- Map overlapping jurisdictions of plans affecting the corridor.

- Review plans that affect existing and planned land uses corridor. Highlight specific policies in the City General Plan Central City Community Plan, the combined Downtown Redevelopment Pl and the Sacramento Urban Design Plan.

- Discuss the relationship of the corridor to plans for the Central Ci

- Inventory and map corridor zoning pattern. Describe surrounding zoni designations in the Central City area.

- On the basis of information from the City, list and map projects whi are existing, approved, and planned for the corridor and Central City

- Describe current office and retail vacancy rates in the Central Ci based on information from the City and commercial leasing agents Describe supply of office and retail space in Central City. Descril current conditions of State of California leasing activity in th Central City and indicate projected office needs of the State.

- Describe current absorption rates for office and retail space downtown Sacramento. Compile and analyze information from leasi firms. Identify important factors in leasing space and how the factor relate to the corridor. Compare absorption rates with State a National rates.

- Forecast public and private demand for office uses in the downtown fo a five- and ten-year future, combining the supply and demar information compiled and analyzed in the preceding two tasks.

- Identify the number and class of hotel rooms in the Central City Discuss current occupancy rates and compare with State and Nationa occupancy rates for comparable downtown hotels. This analysis wil rely on existing data.

- Analyze land use impacts for the future under all alternatives at a equal level of detail using fiscal and economic analysis.

- Discuss consistency of all alternatives with respect to existing plans and policies.

- Evaluate the corridor's internal land use compatibility and identif potential conflicts between the proposed land uses and land us intensities.

- Analyze the land use impacts associated with specific proposed projec development in the corridor.

- Discuss the demolition of building in the corridor for futur development and the loss of these buildings in terms of land us changes.

- Discuss the conversion of existing land uses to office and retail use.

- Describe effects of cumulative development in the Central City usin information provided by the City on future development outside the corridor.

- Describe potential for indirect or secondary development that cou result from corridor development.

- Assess the demand for new hotel rooms in the corridor.

- Describe how Owner Participation Agreements in the corridor may affe land uses for the future under all alternatives.

- Describe impacts to street-level land uses for the future under a alternatives.

- Discuss appropriate measures to mitigate any identified adverse la use impacts of corridor development and to enhance the specific proje development's compatibility with existing and proposed land uses.

B. Population

- On the basis of census data, identify the existing population in the Street Corridor, the Central City, the City of Sacramento and t Sacramento SMSA.

- Summarize the population in terms of household size, age by sex thr mix, education levels, household income, and employment on the is available data.

- Discuss the resident population of the corridor for the future und all alternatives. Provide a comparison among alternatives in tabul form.

- Project the demographic characteristics of the residential populati in the R Street Corridor based on the type of residential developme likely to occur under each alternative.

- Summarize the likelihood that future residential population in t corridor would work in the corridor.

C. Housing

- Identify the number of housing units in the corridor, the Central Ci area, the City of Sacramento, and the Sacramento SMSA.

- Characterize housing units by type, vacancy, ownership, and conditi as described in the housing study. On the basis of availab information, describe affordability of housing in the corridor.

- Discuss the demolition of existing housing units and affordabilitie the relocation of existing residents for the future under a alternatives; and the housing programs that would assist in relocati of residents displaced by corridor development.

- Determine the number of potential new housing units and the affordabilities in the corridor based on the Housing Study. Identi potential locations for residential development within the corridor a elsewhere in the Sacramento area based on the Comparison Housing Stud

- Discuss the balance of jobs and housing in the corridor for the futu under all alternatives. Discuss the number of new housing units a their affordabilities necessary to accommodate new residents that wou result from corridor development.

- Summarize the various low-income housing programs and implementati strategies available in the corridor presented in the Comparis Housing Study.

D. Employment

- On the basis of available information from the City of Sacramento a the California Economic Development Department, identify the tot number of jobs in the City of Sacramento, the Central City area Sacramento, and the R Street Corridor. Provide a breakdown of jobs classification (retail, service, office, etc.). Identify salary rang for each job classification.

- Describe the labor force of Sacramento in terms of unemployment an underemployment.

- Based on available information, identify the number of State employee in the R Street Corridor and the percentage of State employees versu total employment for the City of Sacramento, the Central City area Sacramento, and the R Street Corridor.

- Project the number of net new permanent employment opportunities fo the future under each alternative based on potential development in th corridor. For specific projects in the corridor, identify jobs b classification and provide probable salary ranges for eac classification. Provide a comparison among alternatives.

- Discuss the potential number of State jobs under each alternative Compare the number of jobs in the private sector versus the number o jobs in the public sector.

- Impacts associated with any new residential development in th Sacramento area generated by development in the corridor will b discussed in the population and housing sections.

- Identify temporary employment opportunities in the constructi industry that would result from development in the corridor.

- Discuss the displacement of existing employment due to demolition existing businesses and relocation efforts, if any, for the specif projects.

- Identify indirect, or secondary, employment opportunities that wi result from corridor development.

- Identify measures to promote local employment for the unemployed a underemployed for the future under all alternatives.

E. Transportation/Circulation

1. Evaluate Existing Traffic Conditions.

An inventory of all critical streets and intersections in th tu area will be prepared. A traffic baseline of operating conditions w be determined through the performance of capacity analyses (i.e. Lev of Service) for daily and peak-hour traffic volumes. The f ow intersections will be included:

1) 3rd and N Streets
2) 3rd and P Streets
3) 3rd and Q Streets
4) 3rd and S Streets
5) 3rd and W Streets
6) 3rd and X Streets
7) 5th and P Streets
8) 5th and Q Streets
9) 5th and W Streets
10) 5th and X Streets
11) 6th and W Streets
12) 9th and P Streets
13) 9th and Q Streets
14) 9th and S Streets
15) 9th and T Streets
16) 9th and W Streets
17) 9th and X Streets
18) 10th and P Streets
19) 10th and Q Streets
20) 10th and S Streets
21) 10th and W Streets
22) 10th and X Streets

On/Off Ramps

1) I-5 and P Street
2) I-5 and Q Street
3) I-5 and W Street
4) Business 80 and 9th Stre
5) Business 80 and 10 Street
6) L Street On-ramp
7) J Street Off-ramp

Main Lines

1) Interstate 5
2) Business Route 80

2. Identify/Project Existing and Future Land Development.

Prepare existing development, approved projects, approved projects a various land build-out rates for the study area. Estimate throu traffic and traffic interaction with adjacent areas.

3. Study Area Model Refinement.

Desegregate the twelve (12) traffic zones which now exist in the ar into 30 - 40 zones. Include the balance of area streets that are n included in the model at this time.

4. Simulate Existing and Project Future Traffic Volumes.

Project, distribute, and assign existing and future traffic volumes the street system on a daily basis over the study area using existi traffic, modified to include Central City cumulative development, the base. Test alternative MINUTP assignment programs including, b not limited to, all-or-nothing, capacity restraint, incremental, stochastic multipath, to determine the method which produces the mo realistic assignment of traffic over the street network.

Evaluate the existing setting and the six alternatives utilizi existing tra ic as modified to inc de Central City cumulati development as the base.

Choose the best and worst cases identified in the immediate task above Evaluate these two cases utilizing the General Plan Update traffi model modified to include Central City cumulative development as th base.

5. Calculate Cumulative Level of Service Traffic Impacts.

Calculate daily and peak hour Levels of Service (LOS) at the critica locations under study. Present results in tabular form. Use dail traffic volumes obtained from the traffic model in this analysis Derive projected peak hour traffic volumes from daily traffi projections using factors and analysis of the existing AM and PM pea hour traffic counts and of project specific travel characteristics.

6. Determine Impacts on Public Transit Service.

Review consistency of objectives of current and planned Regiona Transit service in reference to changes in vehicular circulatio patterns and traffic impacts. Discuss the anticipated benefits an impacts related to the implementation of the Light Rail system throug the study area. Consider the extent to which expanded Light Rai service in the R Street Corridor will impact future cumulative traffi conditions. Provide future daily traffic volumes that assume maximu use of alternative transportation modes.

7. **Evaluation of Parking Structures.**

Evaluate the plans for proposed parking structures to determine the **ability** to accommodate anticipated inbound (AM) and outbound (PM) pea hour conditions. Analyze entrance and exit designs, the structure relationship to other parking facilities, safety elements in acce design, and pedestrian safety. Address service vehicle use of structures, queuing effects, and adequacy of planned parki facilities.

8. Parking Supply/Demand Evaluation.

Assess the project's impacts on area parking demand and evalua proposed strategies for managing the proposed parking supplies.

a) Inventory current on-street parking supplies within two blocks each project to determine supply and current availability or peak-hour basis.

b) Describe the on-street demands generated by the projects adjacent development proposals that would also impact on-st use.

c) Describe current and planned off-street parking supplies in study area. Discuss the extent to which proposed project park conforms to previous plans for downtown parking supplies.

9. Mitigation Measures. On the basis of the foregoing impact analys develop measures to mitigate any significant adverse impact Mitigation strategies of traffic impacts should consider traffic sig installation, intersection and roadway improvements, and roadw signing and striping changes. If mitigations are determined to costly, interim measures should be identified to avoid or minim identified impacts. In addition, transportation system manageme measures (TSM), including transit incentives, carpoolin bicycle/pedestrian programs and transit subsidies should be consider as potential alternative mitigation measures.

10. **Cost Estimates.**

Provide preliminary estimates for the cost of identified mitigati **measures**. These estimates should reflect previous planning estimation by CalTrans or City of Sacramento staff. Where no previo documentation of cost exists, estimate construction, engineering a right-of-way costs by applying general unit costs to readi identifiable improvement quantities (e.g., square foot of road structure).

F. **Air Quality**

- Briefly describe regional climatic patterns, meteorology, a topography as they affect the general accumulation or dispersal of a pollutants. Describe local meteorology and microclimate, especial temperature, wind speed, wind direction, and rainfall, on the basis a visit to the corridor and information from the downtown weath station.

- Identify Federal, State, and local regulatory agencies responsible f air quality management, and briefly summarize Federal, State, and loc air quality policies, regulations, and standards as they pertain to t corridor.

- Summarize current air quality conditions and recent trends (past fi years) in the corridor on the basis of the annual air quali monitoring data summaries published by the Air Resources Boar Identify any existing major sources of air pollution in the vicinity the corridor on the basis of an inspection of the corridor and i environs, the APCD's most recent emissions inventory, and othe available sources of information.

- Discuss APCD projections of future air quality trends as presented i its Air Quality Plan, and the assumptions upon which the projection are based. Identify any policies or goals embodied in the Plan tha apply to corridor development.

- Identify air pollution-sensitive land uses or activities in th corridor vicinity or along the corridor's major access routes.

- Discuss, at an appropriate level of detail, the potential for short term emissions of criteria air pollutants (for which the U.S. EPA ha established ambient air quality standards) generated by projec construction to contribute to violations of State or Federal ai quality standards.

- Prepare an annual inventory of criteria air pollutants emitted by th two proposed projects and by project-related activities, on the basi of project descriptions provided by the project sponsors and of th traffic study for the projects. Emissions factors published by th State Air Resources Board (EMFAC-7) and the U.S. EPA will be used i preparing the inventory, to the extent appropriate factors ar available.

- Compare the emissions inventory for the two proposed projects to total emissions for Sacramento County, as reported in the APCD's most current emissions inventory.

- For each of the alternatives, calculate ambient concentrations carbon monoxide under worst-case conditions (severe congestion, h traffic volume, poor dispersion) at six intersections using the CALI 4 air pollution dispersion model. Extrapolate modeling results other intersections in the project area. Determine whether corrid development would contribute to future violations of the one-hour eight-hour State and Federal carbon monoxide standards.

- Estimate air quality, especially the carbon monoxide concentration inside proposed parking structures. Evaluate the health risk in ter of Cal-OSHA interior air quality standards.

- Discuss the potential for air pollutants generated by corrid development to adversely affect sensitive land uses or activities, to impede attainment of air quality goals. Discuss conformance wi the Air Quality Plan.

- On the basis of a list of cumulative development provided by the Cit discuss the potential for the combined emissions from corrid development and cumulative development to adversely affect air l or impede attainment of air quality goals.

- Identify practical, feasible measures to mitigate the adverse pac of corridor development on air quality and the entities that would responsible for imposing and implementing the mitigation measure. F each measure, discuss generally whether the mitigation measure woul by itself or in combination with other proposed measures, fully partially mitigate the impact it addresses. Mitigation measures wi be developed in consultation with the City, and responsible agencies.

G. Noise

- Briefly discuss the major noise sources in the study area, includi traffic and light rail noise. On the basis of recent two-hour noi measurements, if available, and short-term noise measurements made ESA during the peak traffic hour, describe the existing nois environment in the study area.

- Briefly summarize State and local noise policies, regulations, a standards, including the Sacramento Noise Ordinance and the Nois Element of the General Plan, as they pertain to the proposed projec and study area development.

- Describe noise-sensitive land uses and activities in the vicinity the project sites and along streets in the study area that l accommodate area development traffic.

- Discuss the potential for short-term noise generated by construct t adversely affect adjacent land uses or to violate the Sacramento Nois Ordinance.

- To determine whether traffic generated by the projects and study ar development would adversely affect local, noise-sensitive land use calculate noise levels at roadside under worst-case conditions (hi traffic volumes). This analysis will address up to 10 road segment for each scenario, using HUD noise modeling techniques.

- Estimate noise levels within the parking structure and first-floo retail areas of the projects, including both noise generated b vehicles within the parking structure and street noise, using standar noise generation and attenuation factors.

- Discuss the potential for noise from the projects and study are development or related vehicle traffic to adversely affect noise sensitive land uses or activities, or to conflict with established Cit noise compatibility standards. Discuss conformance with the City Nois Ordinance and with the Noise Element policies and standards.

- Discuss the compatibility of the project uses with the existing ar anticipated future noise environment at the project site.

- Describe cumulative development in the study area and discuss th potential for combined noise from cumulative development to adversel affect noise-sensitive land uses or activities.

- Identify practical, feasible measures to mitigate the adverse impact of the projects and study area development under each of th alternatives on noise levels in the study area. Identify the entitie responsible for imposing and carrying out the measure. For eac measure, discuss generally whether the measure would, by itself or i combination with other proposed measures, fully or partially mitigate the impact it addresses. Mitigation measures will be developed in consultation with City staff and responsible agencies.

H. Hazardous Materials

- Describe historic land uses in the project area based on informatio obtained from Sanborn Fire Insurance Maps and information availabl from the City, such as aerial photos, current and past busines licenses, and newspaper archives.

- Identify and discuss the types of materials used by current and pas industries in the project area; evaluate the potential for hazardou waste contamination.

- Inspect the project area to identify current industrial operations and to identify visible indications of hazardous waste contamination.

- Discuss Federal, State, and local laws and ordinances pertaining to hazardous waste management and clean-up.

- Consult local, State, and Federal agencies regarding their potent concerns for development in the R Street Corridor.

- Compile a list of underground storage tanks (USTs) as indicated by government agencies.

- Identify and assess the possible health and environmental impact any hazardous wastes identified or likely to be found in the Proj Area.

- List Hazardous Waste Generator, Transport, and Treatment, Storage, Disposal (TSD) Facility permits on the basis of information provided government agencies.

- Suggest appropriate mitigation measures which could reduce identif impacts.

- Recommend additional studies, including subsurface testing, which co or should be conducted prior to and/or during development in th Street Corridor.

I. Sewerage System

- Describe the existing sewage collection system provided in the ri by the Flood Control and Sewer Department of Sacramento Public Wor Describe the existing collection, treatment and discharge sys providing service to the area.

- Identify any planned improvements to the sewerage system and disc the schedule for completion of planned improvements.

- Identify the existing and long-term capacity constraints of sewerage system.

- Project the amount of sewage which would be generated by futu development under all the alternatives.

- Assess the ability of the existing sewerage system to accommoda increased flows generated by development in the corridor.

- Discuss existing and proposed funding mechanisms for planned sewera system improvements and their relationship to corridor development.

- Develop a set of functional measures to mitigate or minimize a adverse impacts associated with development in the corridor. Costs implement measures identified as City responsibility will be pro t based on information from the Department of Public Works. Fundi mechanisms, as appropriate, will be identified.