

CITY PLANNING COMMISSION
 1231 "I" STREET, SUITE 200, SACRAMENTO, CA 95814

APPLICANT	Bob Dugan 2395 American Ave. Hayward, CA. Sacto. CA. 95833
OWNER	KCS Devlop. Co. 7919 Folsom Blvd. Ste. 300 Sacto. CA. 95826
PLANS BY	Foodmaker, Inc. 9330 Balboa Avenue San Diego, CA. 92123
FILING DATE	10-5-90 ENVIR. DET. Neg. Dec. REPORT BY bw
ASSESSOR'S PCL. NO.	225-1010-004

APPLICATION:

- A. Negative Declaration
- B. Special Permit to construct a 58 seat, 2,355 square foot Jack-in-the-Box restaurant on 0.83± vacant acres in the Shopping Center (Planned Unit Development) (SC{PUD}) zone.
- C. Special Permit to allow a restaurant with a drive-through window in the SC(PUD) zone.

LOCATION:

SW quadrant of West El Camino Avenue & Gateway Oaks Drive

PROPOSAL:

The applicant is requesting the necessary entitlements to allow a Jack-in-the-Box restaurant with a drive-through window.

PROJECT INFORMATION:

General Plan Designation:	Community/Neighborhood Commercial & Offices
1988 South Natomas Community Plan Designation:	Community Commercial; Natomas Eastside/Natomas Associates PUD.
Existing Zoning of Site:	SC(PUD)
Existing Land Use of Site:	vacant
Surrounding Land Use and Zoning:	Setbacks: Required Provided
North: Apartments; R-2B(PUD)	Front: 50' 108'
South: Vacant, Shopping Ctr; SC(PUD)	Side(Int): 0' 5'
East: Vacant; SC(PUD)	Rear: 5' 52'
West: Vacant; SC(PUD)	
Parking Required:	19 (1 space per every three seats)
Parking Provided:	45 spaces
Property Dimensions:	Irregular
Property Area:	0.83±
Building Square Footage:	2,355 sq.ft.
Height of Building:	27'
Topography:	Flat
Street Improvements:	Existing
Utilities:	Existing
Exterior Building Material:	Stucco Finish
Roof Materials:	Concrete Tile
Exterior Building Colors:	Off White & Blue

PROJECT EVALUATION: Staff has the following comments:**A. Land Use and Zoning**

The subject site consists of one vacant parcel totaling 0.83+ acres in the Shopping Center Planned Unit Development (SC-PUD) zone. The parcel is a portion of the Gateway Oaks Shopping Center and is designated as a restaurant pad. The site is designated for Community Neighborhood/Commercial and Offices in the General Plan and Community Commercial in the 1988 South Natomas Community Plan. The site is also located within the Natomas Eastside/Natomas Associates PUD. Surrounding land uses consist of apartments to the north, in the R-2B(PUD) zone; a vacant lot and the Gateway Oaks Shopping Center to the south, in the SC(PUD) zone; and vacant lots to the east and west in the SC(PUD) zones.

B. Applicant's Proposal

The applicant is requesting a Special Permit to locate a 2,355 square foot Jack-in-the-Box restaurant on the designated restaurant pad in the Gateway Oaks Shopping Center. A Special Permit is required to develop in a designated PUD. A drive-through window is also proposed as part of the restaurant which requires a Special Permit. The proposed restaurant will contain a total of 58 seats and 45 parking spaces will be located on the site.

C. Staff Analysis

The proposed restaurant use conforms with the General Plan, 1988 South Natomas Community Plan and Natomas Eastside/Natomas Associates PUD. The restaurant use is, however, proposing a drive-through window which is discouraged in PUDs in South Natomas. Drive-through windows are specifically prohibited in commercial zones in the Gateway Center Shopping Center PUD, to the east of the subject site. The South Natomas Community Plan has a policy goal to "Discourage drive-through commercial uses". In addition, the drive-through use would conflict with the South Natomas Community Plan Policy E in the Transportation Element. The policy reads "Discourage drive-through commercial uses".

According to the Plan, drive-through commercial uses are perceived as creating traffic problems at busy intersections, generating litter and are considered to have direct and indirect air quality impacts. Staff believes that fast food restaurants have trip generation rates far in excess of other types of commercial uses. The greater number of trips means more traffic making turning movements in the adjacent intersections. Although the stacking provided (180 feet/plus 80 feet from the entrance of the restaurant to the beginning of the stacking lane) may be sufficient from a traffic standpoint, the stacking may be an inadequate depth during peak lunch hour. This may result in a backup into the street or the driveway used by other motorists visiting the shopping center. Drive-through windows also tend to promote litter. Food wrappings are not confined to the restaurant when the restaurant offers to-go orders, especially for drive-throughs. It is common for adjacent neighbors to experience an increase in litter problems. Lastly, engine idling for periods ranging from two to five minutes produce more air emissions than parking the car and walking in for service. Jack-in-the-Box has a drive-through service goal of three minutes or less. Staff, however, believes that during peak lunch hour, cars will wait longer than this goal, therefore resulting in an increase in air quality emissions, particularly carbon monoxide.

There are also indirect impacts associated with drive-throughs. Because the restaurant will have a drive-through window, it's more likely to be an automobile oriented service. A drive-through commercial use is in conflict with the existing goals and policies which encourage the use of alternative modes of transportation. The City's adopted TSM Ordinance focuses on providing alternative modes of transportation for both employers and developers of non-residential development. In addition, the South Natomas Transportation Management Association (TMA) is organizing a shuttle service which would serve employees who wish to shop or eat in

the community. Lastly, the City has adopted short-term parking policies and new parking standards to begin maximizing incentives for alternative modes of travel. With these on-going efforts to maximum air quality objectives, drive-through uses are in direct conflict with existing goals and policies which encourage the use of alternative modes of transportation. Staff has attached, as Exhibit E, a report outlining in greater detail the implications of commercial drive-through windows and their impacts.

In conclusion, staff has found that other jurisdictions have determined commercial drive-throughs to be harmful to air quality and have, therefore, prohibited commercial drive-through windows. For example, the City of Davis has banned all commercial drive-throughs except in Highway Commercial zones. The City of San Luis Obispo has prohibited commercial drive-throughs in all zones. The South Coast Air Quality Management District is discouraging drive-throughs and the City of Los Angeles and Orange County are recommending language in their plans to prohibit drive-throughs. Staff finds that the proposed restaurant use with a drive-up service is inappropriate and inconsistent with the plan's goals and policies and the City's on-going efforts to minimize air pollution. The project should, therefore, be redesigned to eliminate the drive-through window. An outdoor seating/picnic area could be an alternative use for the space.

D. Staff Analysis - Site Plan /Building Design

Site Plan:

The submitted site plan indicates a 50 foot landscape setback along West El Camino. One driveway entrance/exit is shown off of West El Camino Avenue. A trash enclosure is indicated at the rear portion of the lot. The building and landscape setbacks reflected on the site plan are consistent with the PUD Guidelines. The proposed trash enclosure shall comply with the City's Trash Enclosure Ordinance. The applicant also submitted a landscape and irrigation plan which reflects adequate landscaping around the entire restaurant area and parking area. It is recommended that all paved areas meet the 50 percent shading requirement.

The submitted site plan indicates on monument sign, several directional signs and speakers with an associated outdoor menu board. The PUD Guidelines allow two attached signs for each free-standing building and only one identification sign (monument sign) is allowed for the entire shopping center. The proposed signage, therefore, does not comply with the PUD Guidelines. It is recommended that all signage proposed complies with the approved sign criteria of the PUD Guidelines.

Building Design:

The applicant submitted floor plans and elevations for the restaurant use. The proposed building material consists of a stucco finish with metal roofing similar to the existing shopping center. Ceramic tile is proposed to be located at the base of each column. Overall staff feels that the proposed building design is compatible to the existing shopping center. The proposed building design is in compliance with the PUD Guidelines.

E. Agency Comments

The project was reviewed by City Traffic Engineering, Engineering, TSM Coordinator, City Real Estate, Building Inspections, and Water and Sewer Divisions. Staff has attached a letter received the Natomas Community Association. The following comments were received:

Engineering

1. Reciprocal ingress, egress, parking, maneuvering and drainage easements required.

2. Provide a metered water service at the time Building Permit.
3. Coordinate with County Sanitation District for sewer service.
4. Notice: Property to be developed in accordance with this special permit may be subject to flooding. Interested parties should ascertain whether and to what extent such flooding may occur. The applicable base flood elevations for the property should be reviewed. Base flood elevations are contained in the U.S. Army Corps of Engineers Flood Insurance Study Working Map for the Sacramento Community, dated January 1989, available for review at the City of Sacramento's Public Works Department, Development Services Division, Room 100, 927 10th Street.

ENVIRONMENTAL DETERMINATION: The proposed project will not have a significant adverse effect on the environment and a negative declaration has been filed with the following mitigation measure:

- A. Require construction contractors to implement a dust abatement program that will reduce the effect of construction on local PM 10 levels in the vicinity of construction zones. Elements of this program should include the following:
 - o Sprinkle all unpaved construction areas with water at least twice per day during demolition and excavation to reduce dust emissions. Additional watering should be carried out on hot or windy days. Watering could reduce particulate emissions by about 50%.
 - o Cover stockpiles of sand, soil, and similar materials with a tarp.
 - o Cover trucks hauling dirt and debris to reduce spillage onto paved surfaces.
 - o Sweep up dirt or debris spilled onto paved surfaces immediately to reduce resuspension of PM 10 through vehicle movements over these surfaces.
 - o Increase the frequency of city street cleaning along streets in the vicinity of construction site.
 - o Require construction contractors to designate a person or persons to oversee the dust abatement program and to order increased watering, as necessary.
- B. All joints in exterior walls shall be grouted or caulked airtight.
- C. Windows or through-the-wall ventilation and air conditioning units shall not be permitted.
- D. All penetrations of exterior walls shall include a 1/2 inch airspace. This space shall be filled loosely with fiberglass insulation. The space shall then be sealed airtight on both sides of the wall with a resilient, non-hardening caulking or mastic.
- E. Windows must have a minimum STC rating of 29 or better. Windows facing the noise source should comprise less than 25 percent of the wall area. Windows should have an air infiltration rate of less than or equal to 0.20 CFM/lin. ft. when tested with a 25 mile an hour wind per ASTM standards.
- F. Exterior entrance doors should have a minimum STC rating of 30. They must include perimeter door seals.
- G. All exterior lighting will be directed away from or properly shaded to eliminate glare on existing residential uses and oncoming traffic.
- H. No building permits may be issued in connection with the Project for the construction of any new nonresidential structure or for the substantial improvement

of an existing nonresidential structure accepted for plan check after April 15, 1990 unless such structures comply with the flood-related design restrictions set forth in Article XXVII of Chapter 9 of the Sacramento City Code.

RECOMMENDATION: Staff recommends the following actions:

- A. Ratify the Negative Declaration;
- B. Approve the Special Permit to construct a 58 seat, 2,355 square foot Jack-in-the-Box restaurant subject to conditions and based on findings of fact which follow;
- C. Deny the Special Permit to allow a drive-through window based on findings of fact which follow;

Conditions

- 1. All signage shall comply with the Natomas Eastside/Natomas Associates approved guidelines for the PUD.
- 2. The proposed restaurant shall be redesigned to eliminate the drive-up window prior to issuance of final building permits.
- 3. The trash enclosure shall comply with the City's Trash Enclosure Ordinance.
- 4. All paved areas shall meet the 50 percent shading requirement.
- 5. Reciprocal ingress, egress, parking, maneuvering and drainage easements required.
- 6. Provide a metered water service at the time Building Permit.
- 7. Coordinate with County Sanitation District for sewer service.
- 8. Notice: Property to be developed in accordance with this special permit may be subject to flooding. Interested parties should ascertain whether and to what extent such flooding may occur. The applicable base flood elevations for the property should be reviewed. Base flood elevations are contained in the U.S. Army Corps of Engineers Flood Insurance Study Working Map for the Sacramento Community, dated January 1989, available for review at the City of Sacramento's Public Works Department, Development Services Division, Room 100, 927 10th Street.
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 - a) Sprinkle all unpaved construction areas with water at least twice per day during demolition and excavation to reduce dust emissions. Additional watering should be carried out on hot or windy days. Watering could reduce particulate emissions by about 50%.
 - b) Cover stockpiles of sand, soil, and similar materials with a tarp.
 - c) Cover trucks hauling dirt and debris to reduce spillage onto paved surfaces.
 - d) Sweep up dirt or debris spilled onto paved surfaces immediately to reduce resuspension of PM 10 through vehicle movements over these surfaces.

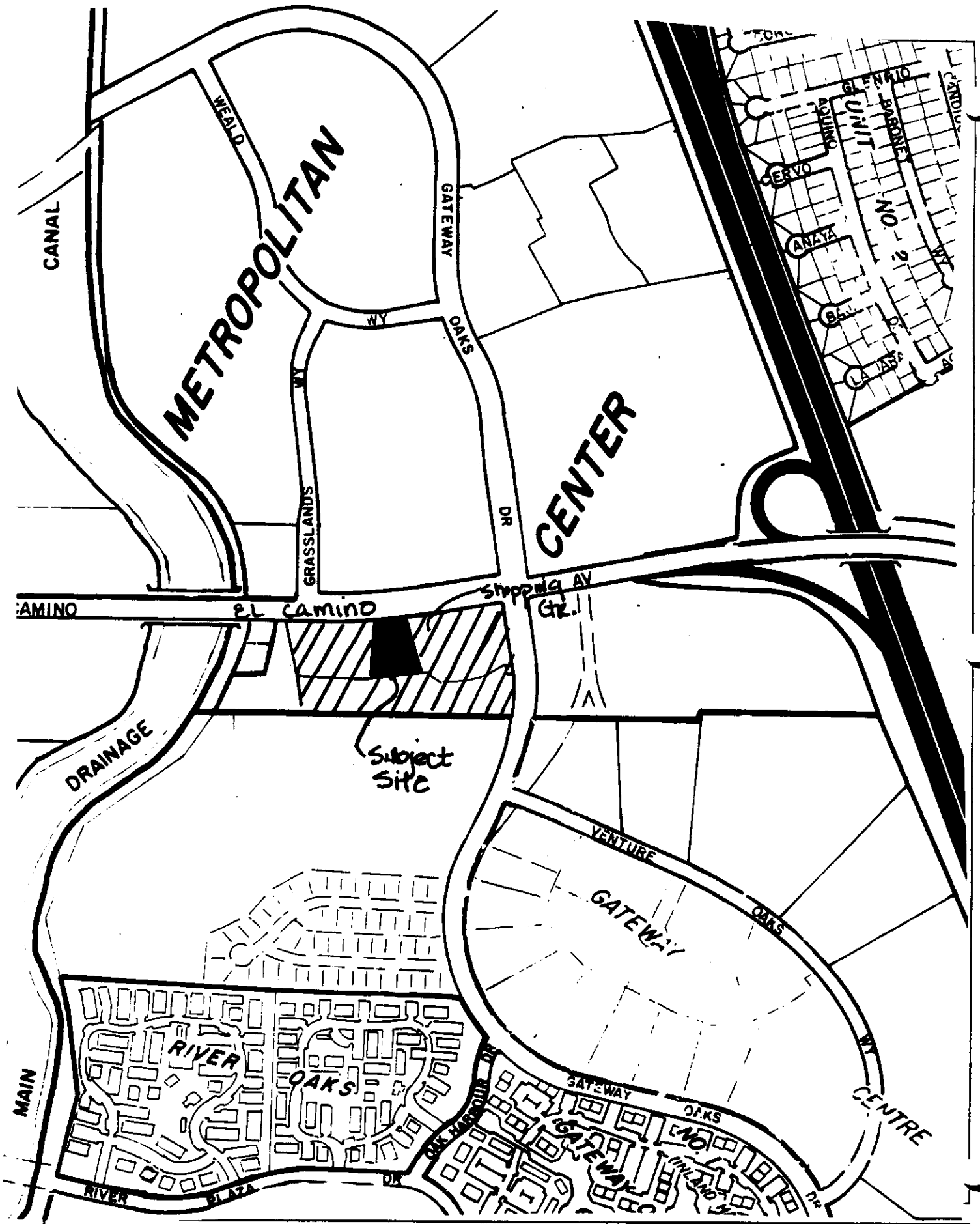
- e) Increase the frequency of city street cleaning along streets in the vicinity of construction site.
 - f) Require construction contractors to designate a person or persons to oversee the dust abatement program and to order increased watering, as necessary.
10. All joints in exterior walls shall be grouted or caulked airtight.
 11. Windows or through-the-wall ventilation and air conditioning units shall not be permitted.
 12. All penetrations of exterior walls shall include a 1/2 inch airspace. This space shall be filled loosely with fiberglass insulation. The space shall then be sealed airtight on both sides of the wall with a resilient, non-hardening caulking or mastic.
 13. Windows must have a minimum STC rating of 29 or better. Windows facing the noise source should comprise less than 25 percent of the wall area. Windows should have an air infiltration rate of less than or equal to 0.20 CFM/lin. ft. when tested with a 25 mile an hour wind per ASTM standards.
 14. Exterior entrance doors should have a minimum STC rating of 30. They must include perimeter door seals.
 15. All exterior lighting will be directed away from or properly shaded to eliminate glare on existing residential uses and oncoming traffic.
 16. No building permits may be issued in connection with the Project for the construction of any new nonresidential structure or for the substantial improvement of an existing nonresidential structure accepted for plan check after April 15, 1990 unless such structures comply with the flood-related design restrictions set forth in Article XXVII of Chapter 9 of the Sacramento City Code.
 17. The applicant shall meet all the requirements specified in the Natomas Eastside/Natomas Associates PUD.
 18. The Planning Director shall inspect the new restaurant facility prior to occupancy.

Findings of Fact - Approval of 2,355 sq.ft. Restaurant

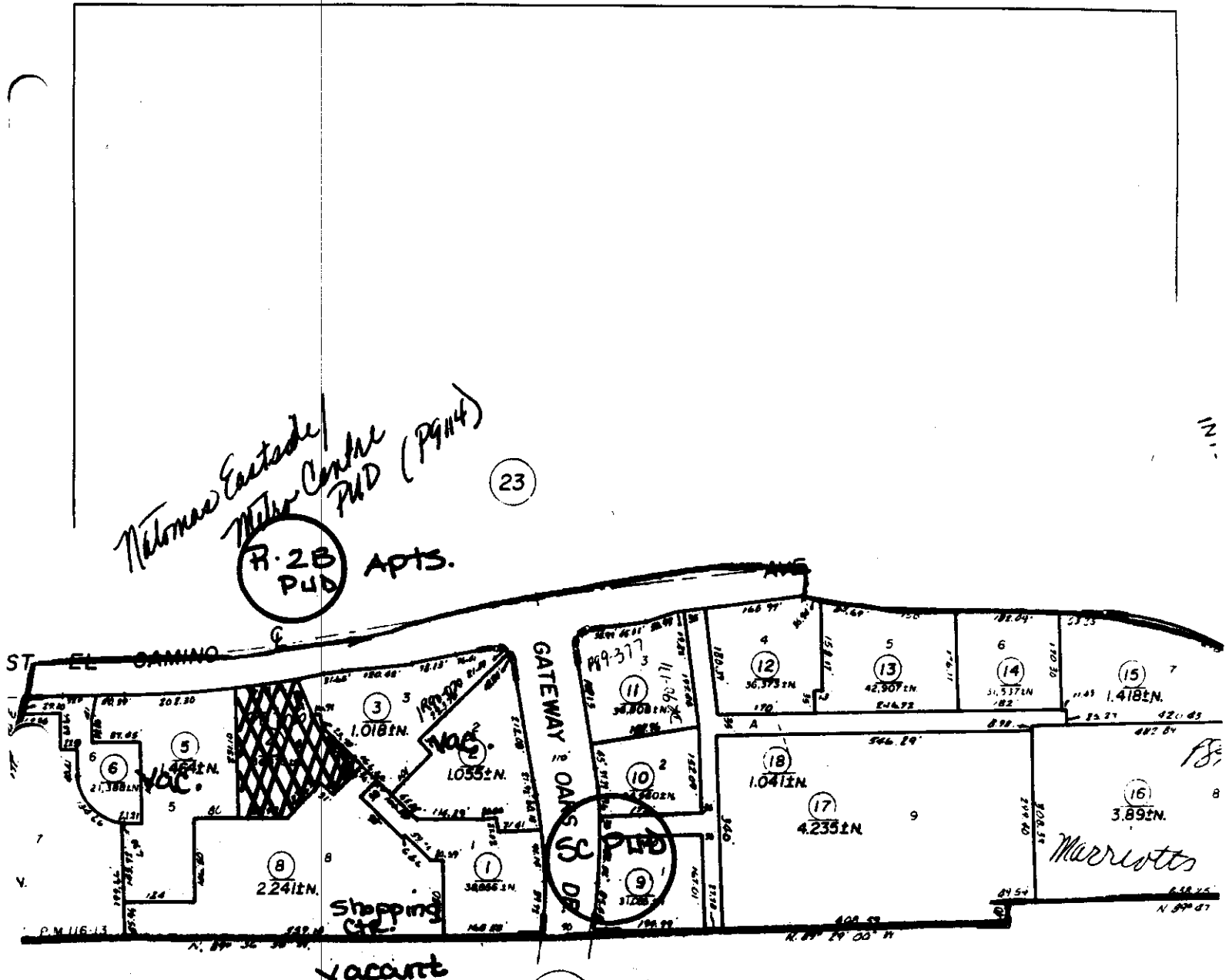
1. The proposed restaurant use is based upon sound principles of land use in that the restaurant is compatible with the surrounding residential neighborhood and existing commercial land uses in the area.
2. The proposed restaurant use without a drive-through, as conditioned, will not be detrimental to the public health, safety or welfare, nor result in the creation of a nuisance in that:
 - a. adequate parking, setbacks and landscaping will be provided on the subject site;
 - b. a dust abatement program will be implemented prior to construction to reduce the effect of construction on adjacent properties; and
 - c. lights on the subject site will be shielded to focus downward and away from adjacent properties and on-going traffic.
3. The proposed restaurant use is consistent with the General Plan and 1988 South Natomas Community Plan in that the site is designated for commercial uses.

Findings of Fact - Denial of Drive-through Window

1. The proposed restaurant with a drive-through will be detrimental to the public health and safety and to adjacent properties in that:
 - a. a drive-through commercial use is inconsistent with the South Natomas Community Plan's policy goals and objectives which discourage drive-throughs;
 - b. a drive-through commercial use will generate litter, traffic and air pollution which is in conflict with the City's efforts to minimize potential air pollution;
 - c. a drive-through commercial use is in conflict with existing goals and policies which encourage the use of alternative modes of transportation;
 - d. a drive-through commercial use may create traffic, litter and may be a direct impact on air quality; and
 - e. other jurisdictions have banned commercial drive-through windows to minimize air quality impacts and promote pedestrian access in areas adjacent to non-residential development.
2. The proposed restaurant with a drive-through is not consistent with the goals identified in the plan and is in conflict with the City's on-going efforts to reduce trips and promote alternative modes of transportation.



VICINITY MAP



LAND USE & ZONING MAP

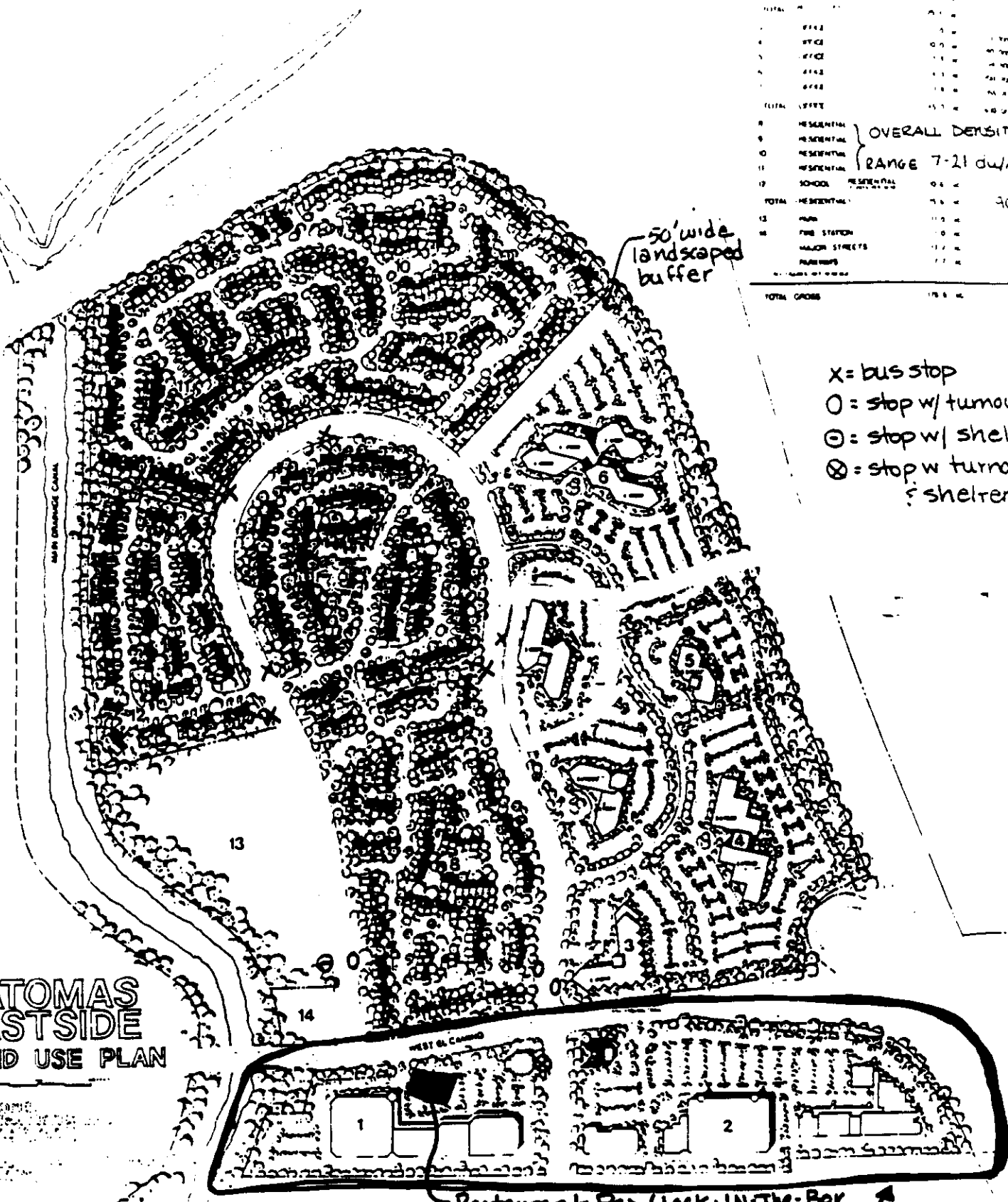
LEGEND

SHOP CNTR.	418 sq	
TOTAL	418 sq	
OFFICE	11 sq	1.7%
OFFICE	0.0 sq	0.0%
OFFICE	1.1 sq	0.3%
OFFICE	1.1 sq	0.3%
OFFICE	1.1 sq	0.3%
TOTAL OFFICE	3.5 sq	0.8%
RESIDENTIAL		} OVERALL DENSITY 12-14 RANGE 7-21 dw/A
RESIDENTIAL		
RESIDENTIAL		
RESIDENTIAL		
SCHOOL RESIDENTIAL	9.6 sq	
TOTAL RESIDENTIAL	7.6 sq	9000 L.S.
PARK	11.0 sq	
FIRE STATION	1.0 sq	
MAJOR STREETS	11.2 sq	
PARKING	1.1 sq	
TOTAL GROSS	178.8 sq	

50' wide landscaped buffer

- x = bus stop
- = stop w/ turnout
- ⊙ = stop w/ shelter
- ⊗ = stop w turnout & shelter

NATOMAS EASTSIDE LAND USE PLAN



Restaurant Pub/Jack-In-The-Box
EXISTING P.U.D. SCHEMATIC PLAN
NATOMAS EASTSIDE P.U.D.

P90-426

Item 15

INFORMATION FOR OWNER'S USE

LEGAL DESCRIPTION

LEGAL DESCRIPTION: (SEE PRELIMINARY REPORT BY SURVEY TITLE OF ARCHITECTURE NO. 133181 WA)
 THE LAND REFERRED TO BY THIS REPORT IS BOUNDARY TO THE SOUTH BY CALLETA STREET TO THE WEST, BY BALBOA AVENUE TO THE EAST AND IS BOUNDARY TO THE NORTH BY BALBOA AVENUE. CITY OF SAN DIEGO, CALIF.
 PARCELS 1 & 2 AND 3 OF THE CENTRAL SANITARY AND SEWERAGE TREATMENT PLANT, PARCELS 11 & 12, FILED IN BOOK 118 OF PUBLIC LANDS, PAGE 11, SACRAMENTO COUNTY.

PROPERTY AND BUILDING SETBACKS

The proposed setbacks are shown relative to the adjacent side of the City & County of Sacramento, California.

Front setback: 50 feet
 Side setback: 5 feet
 Rear setback: 5 feet
 Setback (interior): N/A
 Setback (exterior): N/A
 Setback (interior): N/A
 Setback (exterior): N/A

BUILDING DATA

Use: THE BOX # 3333
 Location: 3333 THE BOX # 3333, 4, GARDEN DRIVE
 Building: 3333 THE BOX # 3333, 4, GARDEN DRIVE
 Date: 3/14/91
 Title: 3333 THE BOX # 3333, 4, GARDEN DRIVE
 Author: 3333 THE BOX # 3333, 4, GARDEN DRIVE
 Date: 3/14/91
 Title: 3333 THE BOX # 3333, 4, GARDEN DRIVE
 Author: 3333 THE BOX # 3333, 4, GARDEN DRIVE
 Date: 3/14/91

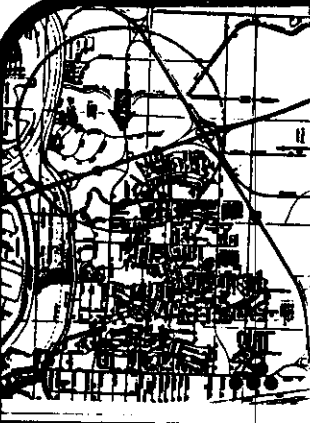
PARKING REQUIREMENTS

(1) Provide one (1) parking space for every 300 sq. ft. of building area.
 (2) Provide one (1) parking space for every 100 sq. ft. of building area.
 (3) Provide one (1) parking space for every 50 sq. ft. of building area.
 (4) Provide one (1) parking space for every 25 sq. ft. of building area.

LANDSCAPE REQUIREMENTS

Landscaping Requirements are:
 1. Minimum 50% of the site must be landscaped.
 2. Minimum 20% of the site must be landscaped.
 3. Minimum 10% of the site must be landscaped.
 4. Minimum 5% of the site must be landscaped.

VICINITY MAP

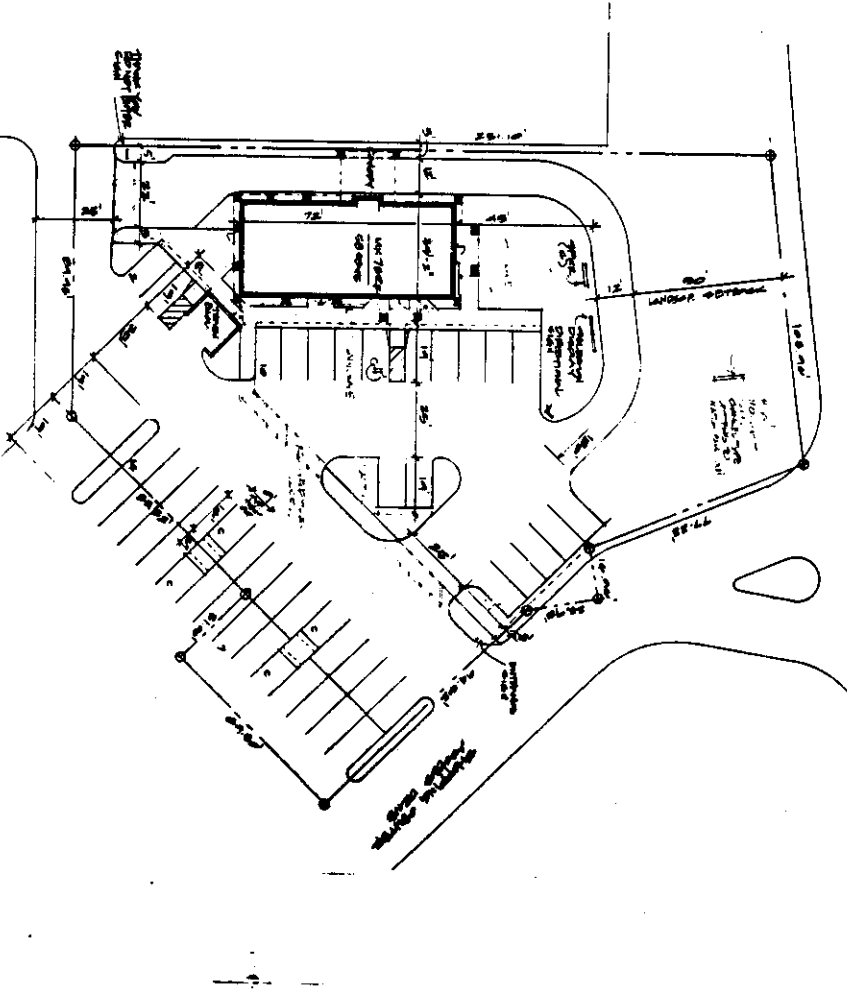


SIGNAGE

1. Wall Signage / Awning Signage
 2. Freestanding Signage
 3. In-Ground Signage
 4. On-Facade Signage
 5. Directional Signage
 6. Illuminated Signage
 7. Non-Illuminated Signage
 8. Temporary Signage
 9. Permanent Signage / Permanent Structure
 10. Permanent Signage / Permanent Structure
 11. Permanent Signage / Permanent Structure
 12. Permanent Signage / Permanent Structure

ZONING

SC-1110



PROPOSED SITE PLAN
 3/14/91

1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34

Exhibit B

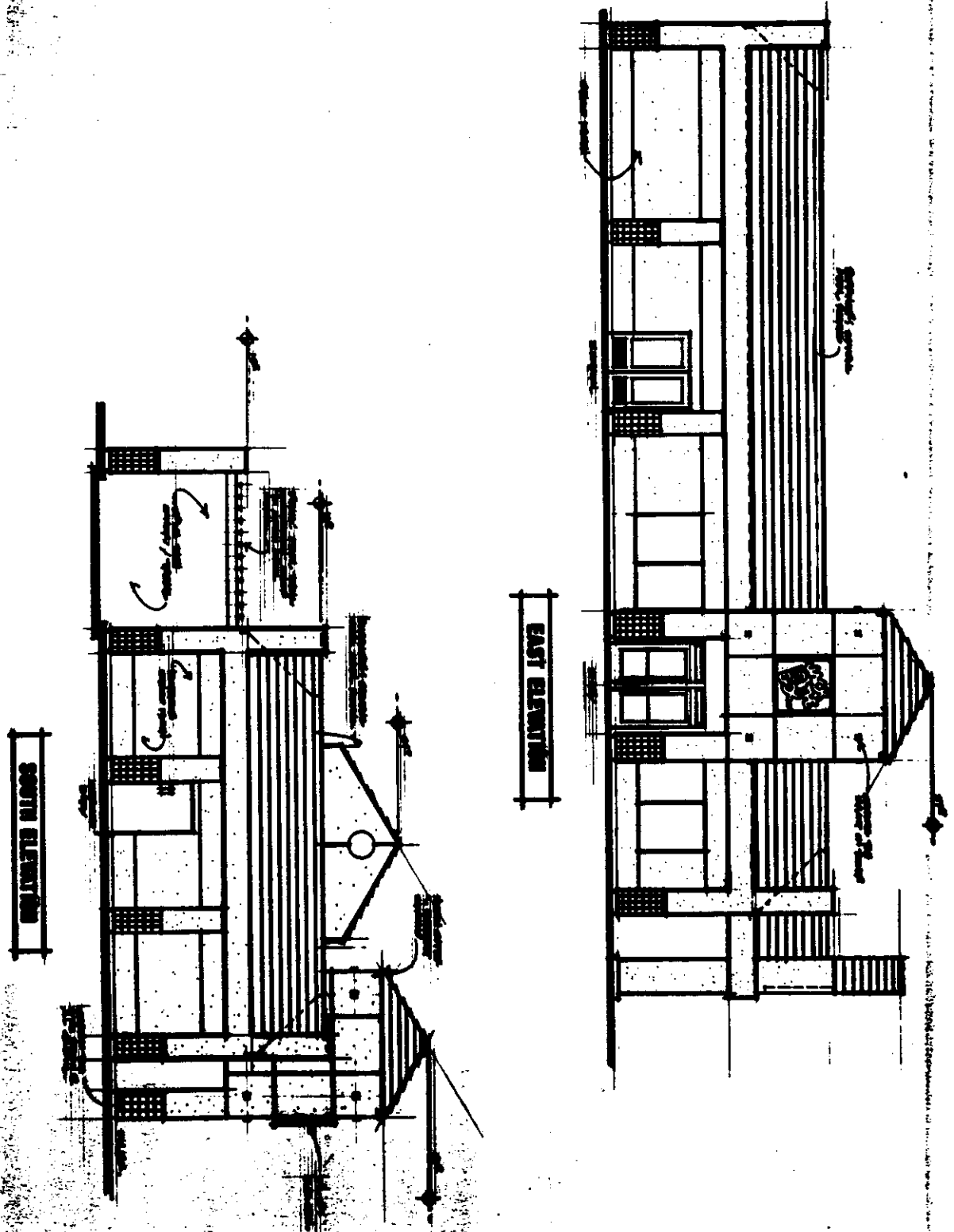
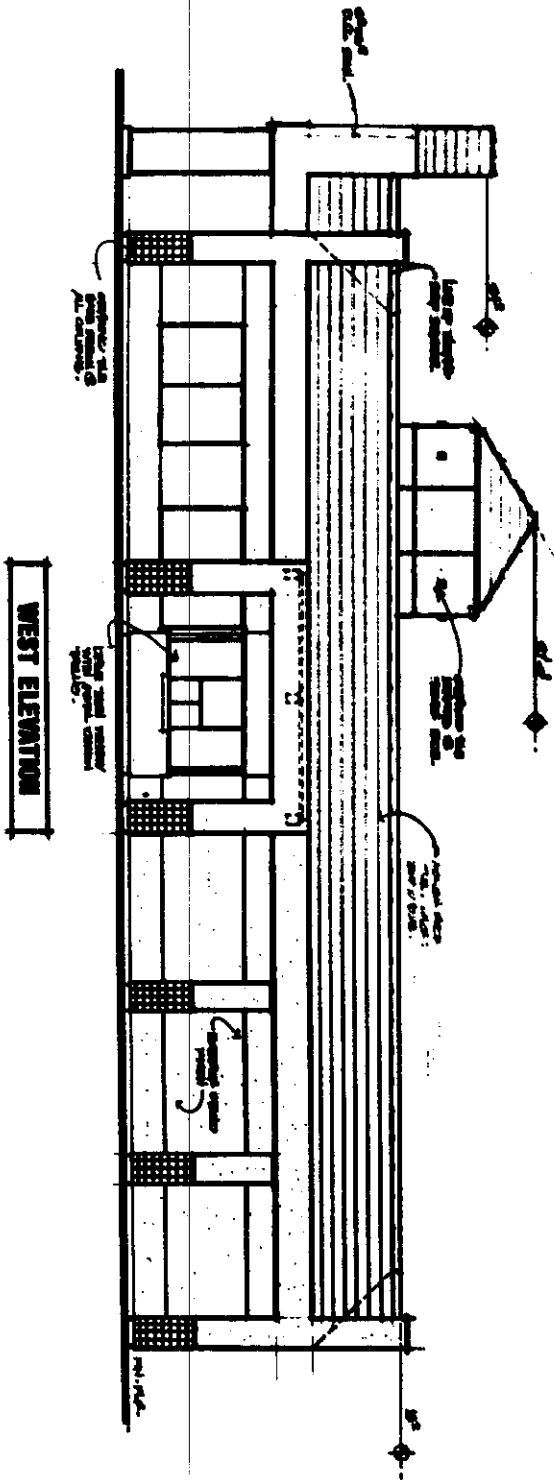
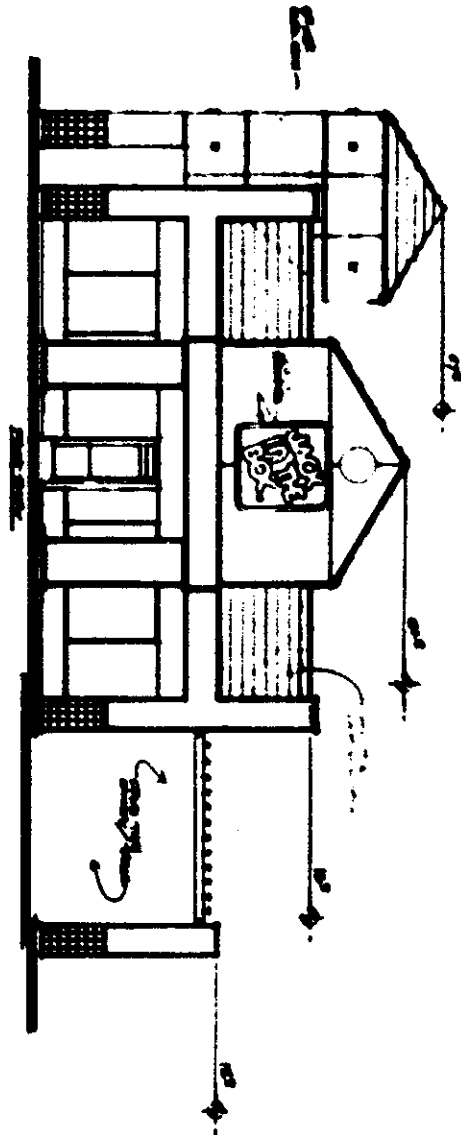


Exhibit C



WEST ELEVATION



SOUTH ELEVATION

JOB NUMBER: 5415 BUILDING TYPE: AREA 1688 ISSUE DATE: July 19 90 DRAWN BY: W. [unclear]

3

P90 426

3-14-91

FOODMAKER, INC.
 5330 BALBOA AVENUE SAN DIEGO, CA 92123

REVISION

Item 15

DEPARTMENT OF
PLANNING AND DEVELOPMENT

CITY OF SACRAMENTO
CALIFORNIA

1231 I STREET
SACRAMENTO, CA

ADMINISTRATION
ROOM 300
95814-2987
916-449-5571

March 5, 1991

ECONOMIC DEVELOPMENT
ROOM 300
95814-2987
916-449-1223

MEMORANDUM

TO: Bridgette Williams, Associate Planner (Current Planning)

FROM: Jim McDonald, Assistant Planner (Advance Planning)

SUBJECT: **AIR QUALITY IMPACTS ASSOCIATED WITH DRIVE THROUGH USES IN THE SOUTH NATOMAS COMMUNITY**

NUISANCE ABATEMENT
ROOM 301
95814-3982
916-449-5948

INTRODUCTION

Drive-through uses compromise air quality objectives in two important respects. First, when driving to the restaurant, given the choice of parking when driving to pick-up the food or allowing the motor to idle during the order/pickup process, drive-through generates more air pollution. Second, the drive-through use is auto oriented (vs. pedestrian or transit oriented) in a land use designated for "support commercial". The Air Resources Board (ARB), South Coast Air Quality Management District (SCAQMD), and Sacramento Metropolitan Air Quality Management District (SMAQMD), concur that drive through activity creates more emissions, particularly Carbon Monoxide (CO).

BACKGROUND

Direct Air Quality Impacts:

According to the California Air Resources Board (ARB) the Sacramento Area exceeds the State Standard for CO several times per year (during winter months). The region also violates federal carbon monoxide standards (9.0 ppm measured during the peak 8 hours) during about 4% of the year (during the winter season). The Sacramento Area is in non-attainment for state and federal CO standards.

Because of the persistent violations of national standards within California, the Environmental Protection Agency (EPA) has officially notified the Governor that the State Implementation Plan (SIP) is substantially inadequate to achieve the national standards for ozone and carbon monoxide and therefore requires revision. Because the SIP is a compilation of individual metropolitan plans, the Sacramento Regional Air Quality Plan will have to be revised.

Advance Planning recently contacted several local and state agencies to find out what the air quality impacts are associated with drive through uses (e.g., restaurants, banks etc.). Each agency agreed that, based on currently available information from the California Air Resources Board, drive-through uses have a greater impact on air quality than drive/walk uses.

The South Natomas Community Plan (SNCP) has as a policy goal to "Discourage drive-through commercial uses". According to the SNCP, "Drive-through commercial uses are perceived as creating traffic problems at busy intersections."

According to Chris Abe, (Air Quality Specialist, South Coast Air Quality Management District (SCAQMD)), parking a car and walking in for service and restarting a car produces less emissions than idling through a drive-through. Based on 1987 emission rates, the estimated break even times (BET) for Ozone precursors and Carbon Monoxide (CO) are listed on Attachment A. The BET's from the SCAQMD are ball park figures which were provided for use as a basic reference and are not officially adopted numbers.

The break even time refers to the amount of time a car would have to spend in line, or queued up, before it would equal or exceed the emissions caused by parking and walking into a restaurant. Emission rates are calculated by comparing hot start emissions and idle emission rates. Hot start emissions are associated with the drive up/walk-in scenario, while the idle emission rates are used to measure the drive through scenario impact.

Advance Planning contacted Haagen Smit Laboratory, Air Resources Board, which supplied the letter included in the Jack In the Box application. According to Jeff Long, who prepared the data and findings, the MOBILE4 model data is the most accurate and should be used as a reference. Jeff stated that a hot start rate could be achieved for a parked car for up to one hour. He agreed that the best estimate of BET is approximately two minutes as shown below.

Figure 1.
Vehicle Idling VS. Park & Restart (Warm Start)

Break Even Times

	<u>SCAQMD</u>	<u>ARB (Haagen Smit Lab)</u>
Carbon Monoxide (CO):	2.21 min.	2.1 min.
Total Organic Gases (TOG):	4.67 min.	2.3 min.
Oxides of Nitrogen (NOx):	± 20 min.	23.5 min.

Note: Jack in the Box has a drive-through service goal of 3 min. or less

According to all of the people we contacted, there are two standard models used to determine CO impacts from automobiles: EMFAC7 and MOBILE4. The estimates in Figure 1 above were developed with the MOBILE4 model which uses Federal emission standards in its assumptions. The EMFAC7 model uses California emissions standards in its assumptions. According to Jeff Long, recent versions of the EMFAC7 model, EMFAC7E and EMFAC7PC, have been improved and would provide emissions estimates similar to those produced by the MOBILE4 model. The first version, EMFAC7D, which was used for comparison by Haagen Smit Labs in a letter included in the Jack in the Box application, was not well designed for micro level analysis and probably does not provide a very accurate estimate of BET.

The City of Davis currently has an ordinance (adopted in 1981) which prohibits the use of drive-throughs except in the freeway corridor (Highway Commercial land use designation). The studies used to justify the ordinance were produced by the Sacramento Area Council of Governments (1980) and Sacramento County (1979) and produced virtually the same results as what was provided by SCAQMD and ARB. Wayne Shijo, a principal traffic consultant for Jones and Stokes, concurs that the emission rates and resulting conclusions have changed little if any in the last 10 years.

Although each agency agrees that drive throughs result in increased air quality emissions, they each differed in their opinions of the significance of impacts associated with drive-throughs. The argument against drive-throughs should not completely rest on the direct impacts, particularly to CO emissions, but should also take into consideration the indirect impacts associated with existing goals and policies which encourage the use of alternative modes of transportation.

Indirect Air Quality Impacts:

In addition to the direct air quality impacts, drive-throughs also indirectly contribute to the existing air quality problems by encouraging the use of the automobile. The project site is surrounded by Commercial and Office uses and will likely be supported by these uses. The SNCP contains the following location principles for the office parks surrounding the project site:

- Office/Business Park buildings within 1/4 mile of transit routes will encourage employee use of transit.
- Site design for Office/Business parks shall integrate pedestrian, bikeway, and transit access. Developers should utilize RT design guidelines suggested in the Regional Transits's publication Design guidelines for Bus and Light Rail Facilities.

On December 13, 1988, City of Sacramento adopted the Employer TSM ordinance and revised the Developer TSM ordinance to address both employers and developers of non-residential development. The primary purpose of these ordinances is to ensure the inclusion of basic facilities and services (i.e., transit subsidies, showers & lockers, carpool/vanpool programs, etc.) that will encourage the use of alternative commute modes by 35% of employees of existing and proposed major non-residential projects.

The South Natomas Transportation Management Association (TMA) is currently organizing a South Natomas shuttle system which would serve employees who wish to shop or eat in the community. This system is primarily intended to serve those employees who take alternative modes of transportation to work.

On May 29, 1990, the City of Sacramento adopted short-term parking policies and adopted new parking standards on September 18th and November 13th, 1990. One of the main purposes of the short term parking standards and policies is to begin to maximize incentives for alternative mode travel as quickly as possible. The short term measures are intended to encourage developers and employers to achieve, if not exceed, the goals specified in their Transportation Management Plans (TMP's).

The proposed drive-through use encourages the use of the automobile and is therefore inconsistent with, and is actually in conflict with, the goals and policies of the SNCP, the TSM ordinance and short term parking measures which attempt to encourage people to disassociate themselves from their automobiles. Consequently, drive-through uses not only directly impact air quality through increased idling time, but is in conflict with existing goals and policies which encourage the use of alternative modes of commuting. The Sacramento Metropolitan Air Quality Management District (SMAQMD) concurs with this finding.

CONCLUSION

The proposed Jack-In-The-Box drive-through use is inconsistent with air quality objectives. The subject site is well suited to a quick service restaurant with the take-out option, but should not permit drive-through uses.

cc: Diana Parker, Principal Planner
Scot Mende, Senior Planner
Freya Arick, Associate Planner (SMAQMD)

SM/JM/jm:DRVETHRU.MMO 3/5/91



NCA

Natomas Community Association

Exhibit F

P.O. Box 340451 • Sacramento, California 95834

September 27, 1990

Ms. Bridgette Williams 449-5716
Department of Planning and Development
Planning Division
Current Planning Section
City of Sacramento
1231 "I" Street, Suite 200
Sacramento, CA 95814-2998

Re: Jack-in-the-Box Restaurant
I.R. 90-070

Dear Ms. Williams:

Thank you for inviting the comments of the Natomas Community Association with regard to the above referenced project. This matter has been discussed by the Association's Board of Directors, and at a meeting of the NCA's Planning Subcommittee. The results of those meetings are as follows:

1. The project is of extreme significance to the community and the NCA because its location (in the Shopping Center Planned Unit Development) has been the subject of previous concerns about architectural standards and their effect on the aesthetic and economic future of this neighborhood.
2. The project is opposed by the NCA because it includes a drive-through feature that is felt by the community to be a contributor to poor air quality.
3. The project is opposed by the NCA because the building is proposed to have signs on three sides and is, therefore, visually objectionable.

Accordingly, the Association requests that this project be disapproved until the concerns expressed above have been addressed and corrected by the Developer. In the meantime, thank you for bringing this project to our attention.

Sincerely yours,

David M. Thoene
David M. Thoene

Officers:

Ray Tretheway, President
925-2449

David Thoene, Vice President
448-1111

Grogg Wardrip, Treasurer
922-1404

Lee LaFevre, Secretary
925-2832

Directors:

Sharon Bacon
Loubertha Banks
Connie Christensen
Pat Davidson
Ken Golden
Sally Hudson
Roland Mosher
Mark McLoughlin
Alan Mott
Carol Parrish
Alice Sykes

item 15

790-426

3-14-91

AIR RESOURCES BOARD
HAAGEN-SMIT LABORATORY
9528 TELSTAR AVENUE
EL MONTE, CA 91731-2990
PHONE: (818) 575-6800

Exhibit G



DEC 7 1989

Reference No. I-89-019

Ms. Heather Collier, Planner II
City Hall
2326 Fresno Street, Room 103
Fresno, CA 93721-1899

SUBJECT: Motor Vehicle Idling vs. Parking

Dear Ms. Collier:

I am writing in response to a letter from Mr. Rayburn Beach, Senior Planner, regarding the ambient air quality impact of idling vs. parking a car relative to drive-through facilities. Mr. Beach requested that I respond to you directly.

Mr. Jeff Long of my staff has previously provided you with some emission estimates for catalyst-equipped vehicles based upon our current emission factor computer model EMFAC7D. I believe he also pointed out that the model is currently being revised, and is not designed for microscale analysis such as this. This is particularly true in estimating idle emission rates in grams per minute.

However, we have looked at two different approaches in order to provide you with some rough estimates. The first approach was to adjust EMFAC7D emission factors to approximate idle emission rates. To do this we assumed that idle emissions could be approximated by very low speed (5 MPH) emission rates. The second approach was to employ idle emission rates from the federal government's (EPA) emissions model MOBILE4. While MOBILE4 includes the latest available emissions data, it is based upon federal vehicles. It employs the same assumption that idle emissions are approximated by very low speed emissions (2.5 MPH). Finally, the idle emissions rates were compared to incremental hot start emissions to determine a break even point. In other words, how long could a car idle in queue versus the emissions resulting from a hot restart assuming the car was parked for a short time?

990-426

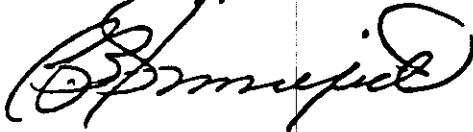
3-14-91

item 15

Exhibit G-1

Our analysis shows (attached table) that cars idling through drive-through facilities would emit fewer emissions than parking if they completed their business in less than 2-6 minutes. This analysis represents a rough estimate and should be treated as such. If you have any questions regarding this analysis, or would like to discuss it further, please contact Mr. Jeff Long at (818) 575-6677.

Sincerely,



SD
K. D. Drachand, Chief
Mobile Source Division

Attachment

P90-426

3-14-91

Item 15

CALENDAR YEAR: 1987

Idle Emission Rates

	<u>TOG</u>	<u>CO</u>	<u>NOx</u>
EMFAC7D (appx. 5.0 MPH)	14.45 g/hr	147.00 g/hr	6.10 g/hr
MOBILE4 (appx. 2.5 MPH)	39.64 g/hr	422.68 g/hr	5.19 g/hr

Incremental Hot Start Emission Rates

	<u>TOG</u>	<u>CO</u>	<u>NOx</u>
EMFAC7D	1.51 g	14.95 g	2.03 g

BREAK-EVEN TIMES (BET)

	<u>TOG</u>	<u>CO</u>	<u>NOx</u>
EMFAC7D	6.3 min.	6.1 min.	20.0 min.
MOBILE4	2.3 min.	2.1 min.	23.5 min.

Example BET calculation for EMFAC7D CO:

$$(147.00 \text{ g/hr}) * \text{BET} = 14.95 \text{ g}$$

$$\text{BET} = 0.102 \text{ hr} = 6.1 \text{ min.}$$



NCA

Natomas Community Association

P.O. Box 340451 • Sacramento, California 95834

February 1, 1991

Mr. Chuck Shaw
Real Estate Representative
Jack-in-the-Box Restaurants
5044 Big Canyon Lane
Fair Oaks, CA 95628

Officers:

Ray Tretheway, President
925-2449

David Thoene, Vice President
446-1111

Gregg Wardrip, Treasurer
922-1404

Lee LeFevre, Secretary
925-2832

Directors:

Sharon Bacon
Loubertha Banks
Connie Christensen
Pat Davidson
Ken Golden
Sally Hudson
Roland Mosher
Mark McLoughlin
Alan Moll
Carol Parrish
Alice Sykes

Re: I.R. 90-070

Dear Chuck:

Thank you for continuing to work with the Natomas Community Association regarding your project in South Natomas at Gateway Oaks and West Elcamino. Regarding your letter of January 14, and your subsequent meeting with the planning committee of the NCA, please be advised as follows:

1. **Design Matters:** The NCA will accept either the blue-gray tiled mansard roof or the blue steel mansard roof (matching the existing buildings in the shopping center). Our notes also indicate a request from our first meeting with you, which we believe was greeted favorably by you, to increase the number of and size of trees between the building and West Elcamino. We are requesting again that this upgrade of the landscaping be incorporated into your planning.
2. **Drive-Thru Feature:** We thank you for the correspondence concerning the air quality effects of drive-through versus parked (and restarted) vehicle service. We will defer to Sacramento City Staff on this issue.
3. **Signage:** Thank you for correcting the plans by eliminating the proposed three building signs and substituting in their place a monument sign. We request review of the design of the monument sign.

P90-426

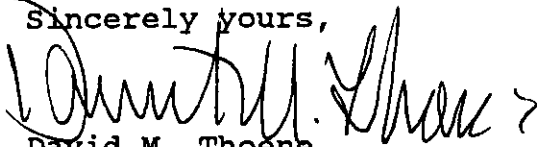
3-14-91

item 15

Mr. Chuck Shaw
February 1, 1991
Page Two

Finally, your attention to improved pedestrian access and traffic mitigation is appreciated. Good luck with your project.

Sincerely yours,



David M. Thoene

cc: Councilmember Heather Fargo
Bridgette Williams

P90-426

3-14-91

item 15