

Draft Environmental Impact Report
CVS/Pharmacy Development
Fair Oaks Boulevard and Howe Avenue



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August 2014

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ACRONYMS AND OTHER ABBREVIATIONS

AB	Assembly Bill
ADT	average daily traffic
AMI	Automated Water Meter Infrastructure
APN	Assessor Parcel Number
APS	alternative planning strategy
ARB	California Air Resources Board
CAA	Clean Air Act
CalEEMod	California Emissions Estimator Model
CAP	Climate Action Plan
CCAT	California Climate Action Team
CCR	California Code of Regulations
CEC	California Energy Commission
CEQA	California Environmental Quality Act
CH ₄	methane gas
CO ₂	Carbon dioxide
CO ₂ e	CO ₂ equivalency
CPUC	California Public Utilities Commission
CSUS	California State University, Sacramento
DEIR	draft environmental impact report
EIR	environmental impact report
EPA	Environmental Protection Agency
FAR	floor area ratio
GHG	greenhouse gas
GWP	global warming potential
HCM	<i>Highway Capacity Manual</i>
IPCC	Intergovernmental Panel on Climate Change
IS	initial study
ITE	Institute of Transportation Engineers
ksf	thousand square feet
LOS	Level of Service
Master EIR	2030 General Plan Master Environmental Impact Report
MMRP	mitigation monitoring and reporting program
MMT	million metric tons
mph	miles per hour
MPO	metropolitan planning organization
MT	metric tons
MTP/SCS	Metropolitan Transportation Plan/SCS
N/A	not applicable
N ₂ O	Nitrous oxide
NOP	Notice of Preparation

ACRONYMS AND OTHER ABBREVIATIONS

PHF	peak hour factor
proposed project	CVS/Pharmacy Development project
RT	Sacramento Regional Transit District
SABA	Sacramento Area Bicycle Advocates
SACOG	Sacramento Area Council of Governments
SB	Senate Bill
SCAQMD	South Coast Air Quality Management District
Scoping Plan	Climate Change Scoping Plan
SCS	sustainable communities strategy
SMAQMD	Sacramento Metropolitan Air Quality Management District
SMUD	Sacramento Metropolitan Utility District's
TAC	toxic air contaminants
V/C	volume-to-capacity
VMT	vehicle miles traveled

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EXECUTIVE SUMMARY

INTRODUCTION

This section summarizes the proposed CVS/Pharmacy Development project (proposed project), the potential issues of concern as indicated from responses to the Notice of Preparation (NOP), and the proposed project impacts and applicable, feasible mitigation measures. Table ES-1 below details the following: the proposed project's impacts, the significance of the impact after implementation of the 2030 General Plan Master Environmental Impact Report (Master EIR) mitigation measure and/or policy, additional mitigation measures that could be implemented, and the significance of the impact after the mitigation measure(s) is applied.

PROJECT UNDER REVIEW

The proposed CVS/Pharmacy project would develop a retail pharmacy and other commercial uses on an approximately 7.34-acre parcel at the northwest corner of Fair Oaks Boulevard and Howe Avenue (1 Cadillac Drive, Assessor Parcel Numbers [APNs] 295-0020-004 and 295-0010-001) in the City of Sacramento. The project site is bounded by Fair Oaks Boulevard and residential development to the south, Howe Avenue to the east, and Cadillac Drive to the north and west (see Exhibit 2-1 in Chapter 2, "Project Description"). The site is surrounded by general commercial and retail uses, office uses, multi-family uses, a senior care facility (the Campus Commons Senior Center), and a hotel. The proposed project would replace the vacant Hubacher Cadillac Dealership with a CVS/pharmacy and other commercial retailers. The proposed project would be developed consistent with existing Sacramento General Plan (adopted March 2009) designations as analyzed in Sacramento's 2030 General Plan Master EIR. The project site's land use designation is shown in Exhibit 2-2 in Chapter 2. The project location, project objectives, and specific project elements are also described in Chapter 2.

SUMMARY OF IMPACTS

The California Environmental Quality Act (CEQA) Guidelines Section 15382 defines a significant effect as a substantial, or potentially substantial, adverse change in any physical conditions within the area affected by the proposed project including land, air, water minerals, flora, fauna, ambient noise, and objects of historic or aesthetic significance. Implementation of the proposed project would result in significant impacts to the physical environment. As lead agency, the City determined that this Draft Environmental Impact Report (Draft EIR) will address only greenhouse gas emissions and transportation and circulation, as described in Chapters 4 and 5, respectively.

EFFECTS FOUND TO BE LESS THAN SIGNIFICANT

A number of project impacts identified in the Draft EIR were found to be less than significant, requiring no mitigation. These impacts can be found in Chapter 4, "Greenhouse Gas Emissions," and Chapter 5, "Transportation and Circulation."

State CEQA Guidelines Section 15126.4 requires that an EIR describe feasible mitigation measures that could avoid or minimize significant adverse impacts. Implementation of mitigation measures would either avoid, reduce the impact to a less-than-significant level, or leave the impact as significant and unavoidable because there are no feasible mitigation measures available to reduce the impact to a less-than-significant level. In the course of

drafting the EIR for this project, it was determined that numerous identified impacts could be reduced to a less-than-significant level with implementation of proposed mitigation measures described herein.

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

Under CEQA, a significant effect on the environment is defined as a substantial or potentially substantial adverse change in any of the physical conditions within the area affected by the proposed project, including air, water, minerals, flora, fauna, ambient noise, and objects of historic or aesthetic significance (State CEQA Guidelines Section 15382). Implementation of the proposed project would result in significant impacts to some of these resources, which are analyzed in the Initial Study (Appendix A), Chapter 4, “Greenhouse Gas Emissions,” and Chapter 5, “Transportation and Circulation,” and summarized in Table ES-1 (provided at the end of this chapter).

This Draft EIR discusses mitigation measures that could be implemented by the City and/or the project applicant to reduce potential adverse impacts to a level that is considered less than significant. Such mitigation measures are noted in this document and are found in Chapter 4, “Greenhouse Gas Emissions,” and Chapter 5, “Transportation and Circulation.” The following project-specific or cumulative significant impacts were found to remain significant and unavoidable because there is no feasible mitigation available to reduce impacts to a less-than-significant-level:

PROJECT-SPECIFIC

5-1 The proposed project could cause potentially significant impacts to study intersections.

CUMULATIVE

5-7 The proposed project could cause potentially significant impacts to study intersections.

ALTERNATIVES TO THE PROPOSED PROJECT

The EIR analyzes the following alternatives to the proposed project:

No Project/No Development Alternative. This alternative assumes that the proposed project would not be built and there would be no new development of the site. This alternative assumes the existing buildings and uses on the site would remain.

No Project/Existing Zoning Alternative. This alternative assumes that the proposed project would not be built and the project site would be developed with commercial uses in accordance with current development standards for an Employment Center Mid Rise land use designation and C-2 General Commercial zoning designation.

Limited Site Access Alternative. This alternative assumes that the proposed project would be built and the land uses would be identical to those described for the proposed project, but the site access driveway from Fair Oaks Boulevard would not be constructed. Site access would occur via the three proposed driveways on Cadillac Drive in locations similar to the proposed project. This alternative also would not include reconfiguration of the Howe Avenue/Fair Oaks Boulevard intersection to eliminate the free right turn from southbound Howe Avenue to westbound Fair Oaks Boulevard.

The relative effects of the alternatives are identified in Chapter 7, “Alternatives.”

POTENTIAL ISSUES OF CONCERN

The City received three comment letters during the NOP public review period. A letter from the Sacramento Metropolitan Air Quality Management District (SMAQMD) stated the proposed project’s air quality analysis in the Initial Study was consistent with the SMAQMD CEQA Guide to Air Quality Assessment; air quality impacts associated with traffic levels should be evaluated; and bicycle and pedestrian safety should be considered when designing the proposed driveway on Fair Oaks Boulevard. The Initial Study evaluated the air quality impacts associated with long-term operational emissions (i.e., mobile and area sources) in Section 1, “Air Quality,” Questions B, C, E and F.

A letter received from the Sacramento Area Bicycle Advocates (SABA) requested clarification on the locations of the proposed project driveways and other details of the site plan, analysis in the EIR of adequacy and location of proposed bicycle facilities, and analysis of bicycle and pedestrian safety, particularly at the proposed driveway along Fair Oaks Boulevard. A letter received from WALKS Sacramento requested analysis of the health and safety impacts to people resulting from the proposed project and its relationship to the surrounding land uses and roadway network. Bicycle and pedestrian safety is evaluated in Chapter 5, “Transportation and Circulation.”

Based on an initial review of the potential effects of the proposed project, the City determined that certain topics would not require further consideration in the Draft EIR. Those topics include air quality, biological resources, cultural resources, geology and soils, hazards, hydrology and water quality, aesthetics/light and glare, noise, public services, recreation, and utilities and service systems (see also Section 1.3, “Proposed Project Background”).

SUMMARY TABLE

Table ES-1 (Summary of Impacts and Mitigation Measures), has been organized to correspond with the environmental issues discussed in Chapters 4 and 5. The summary table is arranged in four columns:

1. Environmental impacts (“Impact”)
2. Level of significance prior to mitigation measures (“Significance”)
3. Mitigation measures (“Mitigation Measure”)
4. Level of significance after mitigation measures (“Residual Significance”)

If an impact is determined to be significant or potentially significant, mitigation measures are identified, where appropriate and feasible. More than one mitigation measure may be required to reduce the impact to a less-than-significant level. This Draft EIR assumes that all applicable plans, policies, and regulations would be implemented, including state laws and regulations, the City of Sacramento 2030 General Plan policies, and requirements or recommendations of the City of Sacramento and applicable building codes. Applicable plans, policies, and regulations are identified and described in the “Regulatory Setting” of each issue area and within the relevant impact analysis. A description of the organization of the environmental analysis, as well as key foundational assumptions regarding the approach to the analysis, is provided at the beginning of Chapter 4, “Greenhouse Gas Emissions,” and Chapter 5, “Transportation and Circulation.”

Table ES-1 Summary of Impacts and Mitigation Measures			
Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
4. Greenhouse Gas Emissions			
4-1 The proposed project would conflict with the City's Climate Action Plan without appropriate documentation to demonstrate the project's energy efficiency. With appropriate documentation submitted to the City, the proposed project would have a less-than-cumulatively considerable contribution to cumulative impacts related to greenhouse gas emissions. Impact would be cumulatively considerable without appropriate documentation submitted to the City to demonstrate the project's energy efficiency.	CC	Mitigation Measure 4-1: Submit documentation to the City of Sacramento to demonstrate the project's energy efficiency. The project applicant shall submit the following to the City: (a) building plans which demonstrate that the project will exceed the 2013 Building Energy Efficiency Standards (Title 24, Part 6 of the California Building Code) by 5 percent. Plans must state the level of energy efficiency achieved, and must be prepared and certified by a Title 24 Certified Energy Consultant; or (b) plans that meet CALGreen Tier 1 energy efficiency standards.	LCC
5. Transportation and Circulation			
5-1 The proposed project could cause potentially significant impacts to study intersections. The proposed project would cause significant impacts under existing plus project conditions at the study intersections of Howe Avenue/Fair Oaks Boulevard and Howe Avenue/University Avenue.	S	Mitigation Measure 5-1(a): Implement improvements at the intersections of Howe Avenue/Fair Oaks Boulevard and Howe Avenue/University Avenue. The project applicant shall coordinate with City of Sacramento Department of Public Works staff to implement the following improvements: A. Replace southbound "free" right-turn lane at the Howe Avenue/Fair Oaks Boulevard intersection with a channelized turn lane (with tighter radius) that operates as part of the traffic signal system. B. Extend the City's signal coordination plans along the Howe Avenue corridor (south of Fair Oaks Boulevard) to include the Howe Avenue/Fair Oaks Boulevard intersection. Mitigation Measure 5-1(b): Modify Howe Avenue/Feature Drive intersection by converting the raised median on Feature Drive approach to a dedicated left-turn lane.	SU
5-2 The proposed project would not cause degradation to the level of service or increase the volume-to-capacity ratio by 0.05 on any Sacramento County study roadways.	LTS	None required.	LTS

Table ES-1 Summary of Impacts and Mitigation Measures			
Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
5-3 The proposed project would not adversely affect Sacramento Regional Transit bus operations or fail to adequately provide access to public transit.	LTS	None required.	LTS
5-4 Implementation of the proposed project would not remove any existing bicycle facilities or preclude construction of any bicycle facilities planned in the City of Sacramento Bikeway Master Plan.	LTS	None required.	LTS
5-5 The proposed project would provide pedestrian access to the interior of the project site, and would enhance pedestrian connectivity around the project site.	LTS	None required.	LTS
5-6 Project construction may temporarily disrupt the transportation network near the project site.	S	<p>Mitigation Measure 5-6: Prepare a construction traffic and parking management plan.</p> <p>Prior to the beginning of construction, the project applicant shall prepare a construction traffic and parking management plan to the satisfaction of City Traffic Engineer and subject to review by all affected agencies. The plan shall ensure that operating conditions on adjacent roadways are not further degraded. At a minimum, the plan shall include:</p> <ul style="list-style-type: none"> ▶ Description of trucks including: number and size of trucks per day, expected arrival/departure times, truck circulation patterns. ▶ Description of staging area including: location, maximum number of trucks simultaneously permitted in staging area, use of traffic control personnel, specific signage. ▶ Description of street closures including: duration, advance warning and posted signage, safe and efficient access routes for emergency vehicles, and use of manual traffic control. ▶ Description of driveway access plan including: provisions for safe vehicular, pedestrian, and bicycle travel, minimum distance from any open trench, special signage, and private vehicle accesses. 	LTS

Table ES-1 Summary of Impacts and Mitigation Measures			
Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
5-7 The proposed project would have a cumulatively considerable contribution to cumulative impacts related to study the intersections of Howe Avenue/Feature Drive, Howe Avenue/Cadillac Drive and Howe Avenue/Fair Oaks Boulevard under cumulative conditions.	CC	Mitigation Measure 5-7: Implement Mitigation Measure 5-1(a) and (b).	SU
5-8 The proposed project would have a less-than-cumulatively considerable contribution to cumulative impacts related to level of service and volume-to-capacity ratio on Sacramento County roadways under cumulative conditions.	LCC	None required.	LTS
5-9 The proposed project would not have a cumulatively considerable contribution to cumulative impacts related to Sacramento Regional Transit bus operations and route times under cumulative conditions.	LCC	None required.	LTS
5-10 The proposed project would have a less-than-cumulatively considerable contribution to cumulative impacts related to existing bicycle facilities or construction of a facility that is planned in the City of Sacramento Bikeway Master Plan under cumulative conditions.	LCC	None required.	LTS
5-11 The proposed project would have a less-than-cumulatively considerable contribution to cumulative impacts related to pedestrian access to the site under cumulative conditions.	LCC	None required.	LTS
Notes: CC = Cumulatively Considerable; LCC = Less than Cumulatively Considerable; LS = Less than Significant; PS = Potentially Significant; PSU = Potentially Significant and Unavoidable; S = Significant; SU = Significant and Unavoidable Source: AECOM 2014			

1 INTRODUCTION

1.1 PROPOSED PROJECT

The CVS/Pharmacy Development project (proposed project) would develop a retail pharmacy and other commercial uses on an approximately 7.34-acre parcel at the northwest corner of Fair Oaks Boulevard and Howe Avenue (1 Cadillac Drive, Assessor Parcel Numbers 295-0020-004 and 295-0010-001) in the City of Sacramento. The project site is bounded by Fair Oaks Boulevard and multi-family residential development to the south, Howe Avenue to the east, and Cadillac Drive to the north and west (see Exhibit 2-1 in Chapter 2, “Project Description”). The uses surrounding the site include general commercial and retail, office, multi-family residential, a senior care facility (the Campus Commons Senior Center), and a hotel. The proposed project would replace the vacant structures that formerly housed the Hubacher Cadillac Dealership with a CVS/pharmacy and other commercial retail uses, including a grocery store and a fast food restaurant with a drive-through window. The proposed project would be developed consistent with existing Sacramento General Plan (2009a) (adopted March 2009) designations as analyzed in Sacramento’s 2030 General Plan Master EIR (2009b). The project site’s land use designation is shown in Exhibit 2-2 in Chapter 2. The project location, project objectives, and specific project characteristics are also described in Chapter 2.

Pursuant to State California Environmental Quality Act (CEQA) Guidelines Sections 15367, the City of Sacramento is the lead agency for preparation of the CVS/Pharmacy proposed project environmental analysis. The lead agency is a public agency which has the principal responsibility for carrying out or approving a project.

The City of Sacramento maintains a web site that includes information regarding the City, its programs and services, and its various departments. The City’s web site is located at <http://www.cityofsacramento.org>. The text of the 2030 General Plan and the Master Environmental Impact Report may be found at <http://www.sacgp.org>.

1.2 PURPOSE OF THE ENVIRONMENTAL IMPACT REPORT

This Draft Environmental Impact Report (Draft EIR) has been prepared in conformance with CEQA to evaluate the environmental impacts associated with the development of the proposed project.

CEQA requires the preparation of an EIR when there is substantial evidence that a project could have a significant effect on the physical environment. The purpose of an EIR is to provide decision makers, public agencies, and the general public with an objective and informational document that fully discloses the potential environmental effects of the proposed project. The term “proposed project,” as used in this EIR, refers to the development of the CVS/Pharmacy proposed project. The EIR process is specifically designed to describe the objective evaluation of potentially significant direct, indirect, and cumulative impacts of the proposed project; to identify potentially feasible alternatives that could avoid, reduce, or eliminate the proposed project’s potentially significant or significant effects while still achieving most of the major objectives of the proposed project; and to identify potentially available feasible measures that could mitigate potentially significant or significant effects of the proposed project. In addition, CEQA requires that an EIR identify those adverse impacts determined to remain significant after implementation of mitigation.

The City of Sacramento certified a Master EIR in March 2009 as part of its approval of the 2030 General Plan. Projects that are consistent with the City's General Plan and have been fully accounted for in the analysis contained in the Master EIR will not, in most cases, require extensive additional environmental review before they can be considered for approval. In many cases, for such projects an Initial Study (IS) can be prepared to document their consistency with the General Plan and Master EIR, after which a finding of conformance can be made; in these cases, no additional project specific analysis would be required. However, as described in the environmental analysis in Chapter 4, "Greenhouse Gas Emissions," and Chapter 5, "Transportation and Circulation," traffic and greenhouse gas (GHG) impacts triggered potentially significant impacts that warranted thorough analysis in an EIR.

Because the proposed project is consistent with the land uses contained in the City's General Plan and analyzed in the Master EIR, the proposed project is within the scope of the Master EIR. Consequently, this Draft EIR is prepared in accordance with State CEQA Guidelines Sections 15176(d) and 15177, Subsequent Projects within the Scope of the Master EIR. State CEQA Guidelines Section 15176(d) states:

Where a Master EIR is prepared in connection with a project identified in subdivision (b)(1) of section 15175, the anticipated subsequent projects included within a Master EIR may consist of later planning approvals, including parcel-specific approvals, consistent with the overall planning decision (e.g., general plan, or specific plan, or redevelopment plan) for which the Master EIR has been prepared. Such subsequent projects shall be adequately described for purposes of subdivision (b) or of this section (15176) if the Master EIR and any other documents embodying or relating to the overall planning decision identify the land use designations and the permissible densities and intensities of use for the affected parcel(s). The proponents of such subsequent projects shall not be precluded from relying on the Master EIR solely because that document did not specifically identify or list, by name, the subsequent project as ultimately proposed for approval.

State CEQA Guidelines Section 15177 states:

- (a) After a Master EIR has been prepared and certified, subsequent projects which the lead agency determines as being within the scope of the Master EIR will be subject to only limited environmental review.
- (b) Except as provided in subdivision (2) of this subdivision, neither a new environmental document nor the preparation of findings pursuant to section 15091 shall be required of a subsequent project when all the following requirements are met:
 - (1) The lead agency for the subsequent project is the lead agency or any responsible agency identified in the Master EIR.
 - (2) The lead agency for the subsequent project prepares an initial study on the proposal. The initial study shall analyze whether the subsequent project was described in the Master EIR and whether the subsequent project may cause any additional significant effect on the environment which was not previously examined in the Master EIR.

(3) The lead agency for the subsequent project determines, on the basis of written findings, that no additional significant environmental effect will result from the proposal, no new additional mitigation measures or alternatives may be required, and that the project is within the scope of the Master EIR. “Additional significant environmental effect” means any project-specific effect which was not addressed as a significant effect in the Master EIR.

(c) Whether a subsequent project is within the scope of the Master EIR is a question of fact to be determined by the lead agency based upon a review of the initial study to determine whether there are additional significant effects or new additional mitigation measures or alternatives required for the subsequent project that are not already discussed in the Master EIR.

This Draft EIR is also prepared in accordance with State CEQA Guidelines Section 15183, Projects Consistent with a Community Plan or Zoning. State CEQA Guidelines Section 15183(a) states:

CEQA mandates that projects which are consistent with the development density established by existing zoning, community plan, or general plan policies for which an EIR was certified shall not require additional environmental review, except as might be necessary to examine whether there are project-specific significant effects which are peculiar to the project or its site. This streamlines the review of such projects and reduces the need to prepare repetitive environmental studies.

The proposed project would be developed consistent with existing Sacramento 2030 General Plan designations as analyzed in the Master EIR. Therefore, this Draft EIR includes a discussion of the findings in the Master EIR and focuses on any potential new or more severe project-specific significant environmental effects that were not analyzed in the Master EIR.

The concept of tiering, described in State CEQA Guidelines Section 15152, refers to using the analysis of general matters contained in a broader EIR (typically a program or master EIR) with later EIRs and negative and mitigated negative declarations on narrower projects; incorporating by reference the general discussions from the broader EIR; and concentrating the later EIR or negative or mitigated negative declaration solely on the issues specific to the later project. Thus, this Draft EIR tiers from the analysis in the Master EIR.

On September 30, 2010, Governor Schwarzenegger signed into law Assembly Bill (AB) 231 and Senate Bill (SB) 1456, which amend the process by which an agency may tier environmental review for a later project from an EIR prepared and certified for an earlier program, plan, policy or ordinance. AB 231 authorizes a lead agency to incorporate by reference the statement of overriding considerations from a previous project if the impacts from the later project are not greater than those identified in the previous EIR, all applicable mitigation measures identified in the prior EIR are incorporated into the later project, and the prior EIR was certified within three years of the approval of the later project. SB 1456 allows that if a lead agency determines that a cumulative effect has been adequately addressed in an earlier EIR, it need not be examined in a later EIR provided that the later project’s incremental contribution to the cumulative effect is not cumulatively considerable. The amendments incorporated under AB 231 and SB 1456 will remain in effect until January 1, 2016.

Although the proposed project would not result in impacts that are greater than those identified in the Master EIR, the Master EIR identified impacts that could not be reduced to less-than-significant levels, as discussed in the

technical sections in this Draft EIR. For this reason, the statement of overriding considerations from the Master EIR is hereby incorporated by reference.

The Master EIR Statement of Overriding Considerations determined the Master EIR includes a variety of goals, policies, and implementation programs that continue the City's ongoing commitment to reduce carbon emissions that contribute to global warming, both in its municipal operations and regionally. These goals, policies, and implementation programs call for developing a land use pattern that supports walking, biking, and public transit. The Master EIR includes a land use plan and specific goals and policies that support a diversity of business and employment opportunities by retaining existing businesses along with goals to attract new businesses. The Master EIR includes goals and policies that accommodate future growth within the city, that protect important environmental resources, and that ensure long-term economic sustainability and health, equity, and social well-being for the entire community.

Consistent with the requirements of State CEQA Guidelines Sections 15105(a), 15087(e), and 15206, this Draft EIR will be circulated for public review and comment for a period of 45 days. Upon completion of the public review period, a Final EIR will be prepared that will include written comments on the Draft EIR received during the public review period and the City's responses to those comments. The Final EIR will address any revisions to the Draft EIR made in response to public comments. The Draft EIR and Final EIR together will comprise the EIR for the proposed project. Before the City of Sacramento can consider approval of the proposed project, it must first certify that the EIR was completed in compliance with CEQA, that the City Council reviewed and considered the information in the EIR, and that the EIR reflects the independent judgment of the City. If it decides to approve the proposed project, the City Council would also be required to adopt Findings of Fact for any significant impacts determined to be significant and unavoidable, and adopt a Statement of Overriding Considerations if any impacts are identified as significant and unavoidable.

1.3 PROPOSED PROJECT BACKGROUND

In accordance with the State CEQA Guidelines, a Notice of Preparation (NOP) and IS for the proposed project were released on February 5, 2013 for a 30-day agency and public review period (State Clearinghouse No. 2013022014). The NOP was distributed to interested parties, business owners, residences, and landowners near the project site, and posted on the City's web site. The purpose of the NOP was to provide notification that an EIR for the proposed project would be prepared and to solicit input on the scope and content of the document. Appendix A contains a copy of the NOP and IS and Appendix B contains comment letters received on the NOP. Public or agency comments submitted during the NOP comment period requested clarification on operational air quality impacts, proposed bicycle facilities, and bicycle and pedestrian safety measures. See Chapter 3, "Summary of Environmental Effects" for a more detailed description of the NOP comments received.

Revisions to the proposed project have occurred since circulation of the NOP and IS. In general, a formally proposed approximately 50,880 square foot commercial building was reconfigured to accommodate an approximately 27,870 square foot grocer and an approximately 16,400 square foot retail building, and an additional approximately 5,000 square foot retail building, which includes a 1,500 square foot fast food restaurant with a drive-through window. The total project square footage was reduced by 1,210 square feet, from 67,380 square feet as originally proposed to 66,170 square feet. The site layout was also reconfigured based on discussions with City Planning staff, and a triangle-shaped parcel formerly owned by the City and planned for use

via an easement or fee title conveyance was purchased and added to the project site. Chapter 2, “Project Description,” details the specific project components proposed.

Given that the 2013 IS evaluated potential environmental impacts associated with the previously proposed project, the following provides a brief re-evaluation of each of the issue areas discussed in the IS in relation to the currently proposed project.

1.3.1 AGRICULTURAL RESOURCES

The proposed project, as revised, did not result in a change in the location or size of the project site. As described in the IS, the project site is located in an urbanized area of the City of Sacramento and does not support agricultural land uses. The project site is a previously developed commercial infill site and does not contain land designated as Important Farmland (i.e., Prime Farmland, Unique Farmland, or Farmland of Statewide Importance). The project site is not subject to a Williamson Act Contract or zoned for agricultural uses, forestland, timberland, or as a Timberland Production Zone. The proposed project would not result in the loss of forest land or conversion of forest land to non-forest land. Revisions to the proposed project do not change the potential impacts on agriculture and forestry resources that were previously analyzed in the IS.

1.3.2 AIR QUALITY

Revisions to the proposed project did not change the estimates of short-term temporary air quality emissions associated with proposed project construction that were presented in the IS, given that the elements of the construction phases have not changed significantly (and overall proposed square footage has decreased slightly) and the duration of construction would not change. No changes to operational emissions would occur. The proposed project, as revised, would not generate additional traffic that would exceed the carbon monoxide (CO) ambient air quality standard, it would continue to meet all of the Sacramento Metropolitan Air Quality Management District’s (SMAQMD’s) CO hotspot second tier screening criteria, and would not adversely affect sensitive receptors. Mitigation Measure AQ-1, as described in the IS, would apply to the proposed project revisions, and would fulfill SMAQMD’s Basic Construction Mitigation Measures and reduce diesel particulate matter emissions from heavy-duty construction equipment by limiting idling time, limiting construction vehicle speeds, and properly maintaining construction equipment. Like the project described in the IS, the proposed project as revised would generate greenhouse gas (GHG) emissions during construction and from long-term operation; GHG emissions are analyzed in Chapter 4 of this Draft EIR. Therefore, revisions to the proposed project do not change the potential impacts on air quality that were previously analyzed in the IS.

1.3.3 BIOLOGICAL RESOURCES

The proposed commercial uses would not create a health hazard or generate hazardous materials that could affect neighboring properties or surface areas, and there would be no hazard to plant or animal communities in the project area. Given that the location of the project site remains in an urban setting, the field survey results and database and literature review are still accurate to show that the project site does not currently support sensitive biological resources, including wetlands. Therefore, revisions to the proposed project do not change the potential impacts on biological resources that were previously analyzed in the IS.

1.3.4 CULTURAL RESOURCES

Because the revisions to the proposed project did not change the location of the project site, there remains a possibility that significant subsurface cultural or paleontological resources could be discovered during project construction despite the previous disturbance, the absence of previously recorded cultural resources, and the lack of surface indications of cultural resources. As described in the IS, Mitigation Measures CR-1, CR-2, and CR-3 would apply to the proposed project revisions and would ensure that impacts on significant historical, archaeological, or paleontological resources would be less than significant with implementation of mitigation. Revisions to the proposed project do not change the potential impacts on cultural resources that were previously analyzed in the IS.

1.3.5 GEOLOGY AND SOILS

Because the revisions to the proposed project did not change the location or size of the project site, the geotechnical reports prepared for the proposed project and discussed in the IS remain valid. As further described in the IS, implementation of Mitigation Measures GS-1, GS-2, and GS-3, would reduce potential impacts related to geology, seismicity, and soils from project implementation to less than significant. Revisions to the proposed project do not change the potential impacts on geology and soils that were previously analyzed in the IS.

1.3.6 HAZARDS

Given that the revisions to the proposed project did not change the location or size of the project site, there remains a possibility that unidentified hazardous materials contamination may be encountered during construction activities, as described in the IS. However, implementation of Mitigation Measure HAZ-1 would reduce impacts to a less-than-significant level by ensuring hazardous substances encountered during site preparation and construction activities would be removed and any contaminated areas would be remediated in accordance with federal, state, and local regulations. Similarly, implementation of Mitigation Measure HAZ-2 would reduce impacts associated with exposure to ACMs and lead-based paint to a less-than-significant level by ensuring ACMs and lead-based paint are properly removed from on-site buildings and disposed of in accordance with federal, state, and local regulations. Dewatering would not be required during construction. As described in the IS, groundwater was encountered at approximately 24 feet below the ground surface and the proposed project would not include construction of belowground structures, such as basements, that could result in excavation below 24 feet. Excavation is only needed to remove existing concrete slabs, foundations, and surface pavements, resulting in an excavation depth to 4-6 feet. Therefore, revisions to the proposed project do not change the potential impacts on hazards that were previously analyzed in the IS.

1.3.7 HYDROLOGY AND WATER QUALITY

Like the originally proposed project, the revised project would not substantially degrade water quality or violate any water quality objectives set by the State Water Resources Control Board resulting from increases in sediments and other contaminants generated by construction and/or development of the proposed project. Stormwater would be collected and treated on-site prior to being conveyed to the City storm drainage system, and as discussed in the IS, the proposed project would implement requirements identified in the National Pollutant Discharge Elimination System permit, Stormwater Quality Improvement Plan, and Chapters 13.16 and 15.88 of the City Municipal Code. The project site is not located within a 100-year flood zone and would not expose people to or structures to

significant flood risks. Therefore, revisions to the proposed project do not change the potential impacts on hydrology and water quality that were previously analyzed in the IS.

1.3.8 ENERGY

The proposed project, as revised, would comply with Building Energy Efficiency Standards included in Titles 20 and 24 of the California Code of Regulations, which requires new residential and nonresidential development to incorporate energy efficiency standards into project designs. In addition, the proposed project would comply with the 2010 California Green Building Code (Part 11 of Title 24), which was developed to enhance the design and construction of buildings and sustainable construction practices through planning and design, energy efficiency, water efficiency and conservation, material conservation and resource efficiency, and environmental air quality. Therefore, revisions to the proposed project do not change the potential impacts on energy that were previously analyzed in the IS.

1.3.9 LAND USE AND PLANNING

The proposed project would not conflict with any adopted applicable land use plans, as it is consistent with the Employment Center Mid Rise land use designation in the 2030 General Plan and C-2 zoning for commercial development by the City. The proposed project would require a Special Permit to allow the operation of drive-through facilities within the C-2 zone. The project site is part of the current urban fabric of the Campus Commons community and the level of development associated with the proposed project is not dissimilar to that which previously occurred on the site; thus, the proposed project would not physically divide an established community. There are no habitat conservation plans or natural community conservation plans covering the project site. Therefore, revisions to the proposed project do not change the potential impacts on land use and planning that were previously analyzed in the IS.

1.3.10 LIGHT AND GLARE

The proposed project would introduce new reflective surfaces (e.g., window glazing and possibly other building materials) and night lighting into an urban area that currently contains various sources of light or glare. However, new sources of lighting would be consistent with the existing types of lighting present in the adjacent buildings and in the area. As described in the IS, implementation of Mitigation Measure LG-1 would ensure that the proposed buildings would not use reflective glass, mirrored glass, black glass, or metal in such a way as to create glare on adjacent properties. Therefore, revisions to the proposed project do not change the potential impacts on light and glare that were previously analyzed in the IS.

1.3.11 NOISE

Revisions to the proposed project would not change the noise analysis presented in the IS because there would be no changes to proposed construction activities or hours of construction, and given that the elements of the construction phases have not changed significantly (and overall proposed square footage has decreased slightly) and the duration of construction would not change. Consistent with the IS, the proposed project would comply with the requirements set forth in the City of Sacramento Noise Ordinance. Likewise, predicted traffic noise increases would be less than the City General Plan exterior noise thresholds. The drive-throughs proposed would adjoin the buildings, and outdoor speakers would be enclosed within structural features of the buildings. Based on

the estimated noise level of the speakers and attenuation of noise over the intervening distance, the noise level generated at the property line would be less than any of the exterior noise standards in the City General Plan for any land uses. The proposed project would not include significant stationary sources of ground-borne vibration, such as heavy equipment operations. Operational ground-borne vibration in the project vicinity would be generated by vehicular travel on the local roadways, access streets, as well as, vibration from truck deliveries within the project site. Although vehicular traffic generates ground vibration, the pneumatic tires and suspension systems attenuate the vibration forces to the point that the resulting ground vibration is almost always below the threshold of human perception. Thus, construction- and operational-related vibration would result in a less-than-significant impact. Therefore, revisions to the proposed project do not change the potential impacts on noise that were previously analyzed in the IS.

1.3.12 POPULATION AND HOUSING

The proposed project would not directly induce population growth in Sacramento or the region, or indirectly induce population growth or development through extension of infrastructure or economic stimulus. As described in the IS, temporary construction workers and the employees required for operation of the retail uses would reasonably be expected to come from the existing labor pool of residents in Sacramento and nearby communities. Underground utility infrastructure located on the project site would be connected to existing utility infrastructure in Cadillac Drive. No additional utility or urban services are required to serve the proposed project. In addition, the properties surrounding the project site are fully developed and the economic activity on the project site would be unlikely to stimulate redevelopment of those properties with uses of greater intensity than currently exist. The proposed project would not displace people or housing. Therefore, revisions to the proposed project do not change the potential impacts on population and housing that were previously analyzed in the IS.

1.3.13 PUBLIC SERVICES

The proposed project would not result in the need for new police protection and fire protection facilities beyond what was anticipated in the 2030 General Plan. As discussed in the IS, there would be no need for new school services or necessitate the construction of new school facilities or other public facilities or services such as libraries because no residential land uses that would generate new residents would be constructed. The proposed project would not create any new public roadways or create the need for additional roadway maintenance. Therefore, revisions to the proposed project do not change the potential impacts on public services that were previously analyzed in the IS.

1.3.14 RECREATION

The proposed project does not involve construction of residential land uses that would generate new residents in Sacramento or in other ways increase demands for parks or recreation facilities. As was discussed in the IS, the proposed project would be subject to park development impact fees pursuant to Chapter 18.44 of the City's municipal code. The City would determine the park development impact fee at the time of development and payment of the fees is required at the time of application for building permits. Based on the lack of increased demand and the payment of park development impact fees there is no evidence that the proposed project would adversely affect the capacity or physical conditions of local parks and recreation facilities. Further, no aspect of the proposed project would cause or accelerate the physical deterioration of area parks and recreation facilities, and it would not create the need for construction or expansion of parks or recreation facilities. Therefore,

revisions to the proposed project do not change the potential impacts on recreation that were previously analyzed in the IS.

1.3.15 TRANSPORTATION AND CIRCULATION

Like the originally proposed project, the revised project could generate traffic and alter traffic patterns that could significantly impact the level of service at the intersection of Fair Oaks Boulevard and Howe Avenue. As mentioned in the IS, because the proposed project could generate significant impacts related to additional vehicular trips, add additional ridership for public transit along the existing routes operated by Regional Transit, and change pedestrian and bicycle access to the project site and in the immediate vicinity, these issues are addressed in detail in Chapter 5 of this EIR.

1.3.16 UTILITIES AND SERVICE SYSTEMS

As discussed in the IS, there are existing underground water transmission lines, sewer pipelines, storm drains, electrical lines, and communication lines on the project site. It is anticipated that all on-site utility infrastructure would connect to existing utility infrastructure in Cadillac Drive and that this infrastructure is adequately sized to serve the proposed project's needs. Therefore, the proposed project would not require the construction of new utilities or the expansion of existing utilities, and revisions to the proposed project do not change the potential impacts on utilities and service systems that were previously analyzed in the IS.

The proposed project would not have more severe effects or have any new potentially significant or significant effects that were not previously considered in the 2013 IS. Potentially significant effects are evaluated in this Draft EIR.

1.4 PUBLIC REVIEW OF THE DRAFT EIR AND AGENCY INFORMATION AND CONTACT

On February 5, 2013, the City of Sacramento issued an NOP for this EIR and filed the NOP with the Governor's Office of Planning and Research. The 30-day public comment period on the NOP/IS ended on March 8, 2013. The NOP, IS, and comments received on the NOP are included in Appendices A and B.

Upon publication of this Draft EIR, the City will provide public notice of the document's availability for public review and invite comment from the general public, agencies, organizations, and other interested parties. Copies of the Draft EIR will be available on the City's website at <http://portal.cityofsacramento.org/Community-Development/Planning/Environmental/Impact-Reports> and at the following location:

City of Sacramento Community Development Department
300 Richards Boulevard, Third Floor
Sacramento, CA 95811
(Open to the public from 9 a.m. to 4 p.m.)

The public review and comment period is 45 days. Comments on the Draft EIR must be submitted in writing to the City no later than 4 p.m. on October 6, 2014. All comments or questions regarding the Draft EIR should be addressed to:

Dana Allen, Associate Planner
City of Sacramento Community Development Department
300 Richards Boulevard, Third Floor
Sacramento, CA 95811
Telephone: (916) 808-2762
Email: dallen@cityofsacramento.org

1.5 SCOPE OF THIS DRAFT EIR

The State CEQA Guidelines state that an EIR is an informational document used to inform public agency decision makers and the general public of the significant environmental effects of a project, to identify possible ways to avoid, eliminate, or reduce the significant effects, and to describe a range of reasonable alternatives to the proposed project that could feasibly attain most of the basic objectives of the proposed project while substantially lessening or avoiding any of the significant environmental impacts. Public agencies are required to consider the information presented in the EIR when determining whether to approve a project.

The State CEQA Guidelines require that each public agency avoid or mitigate to less-than-significant levels, wherever feasible, the significant environmental effects of projects it approves or implements. A project can still be approved if the project would result in significant and unavoidable environmental impacts that cannot be feasibly mitigated to less-than-significant levels; however, the lead agency’s decision makers must issue a “statement of overriding considerations” explaining in writing the specific economic, social, or other considerations that, based on substantial evidence, make those significant effects acceptable.

The State CEQA Guidelines identify several types of EIRs, each applicable to different project circumstances. CEQA also allows for variations in EIRs and tailoring of documents for different situations and intended uses. Lead agencies may use variations consistent with the State CEQA Guidelines to address a variety of project circumstances (State CEQA Guidelines Section 15160). A project EIR examines the environmental impacts of a specific development project, and the analysis is focused primarily on the changes in the environment that would result from the project. This type of EIR examines all phases of the project—planning, construction, and operation (State CEQA Guidelines Section 15161). This EIR is a project EIR.

CEQA requires that state and local government agencies consider the environmental effects of projects over which they have discretionary authority before taking action on those projects. As the lead agency under CEQA, the City has determined that implementing the proposed project may have significant effects on the environment and has directed that this Draft EIR analyze these potentially significant effects.

1.6 ORGANIZATION OF THE DRAFT EIR

This report includes six principal chapters: Project Description, Summary of Environmental Effects, Greenhouse Gas Emissions, Transportation and Circulation, Other CEQA Considerations, and Alternatives.

The **Project Description** (Chapter 2) describes the location of the proposed project, existing conditions on the project site, and the nature and location of specific elements of the proposed project that are proposed for construction.

The **Summary of Environmental Effects** (Chapter 3) presents an overview of the results and conclusions of the environmental evaluation. This section identifies impacts of the proposed project and available feasible mitigation measures.

Greenhouse Gas Emissions (Chapter 4) includes an evaluation of GHG emissions impacts that would or could result from implementation of the proposed project. The chapter is organized into two major subsections: Setting (existing conditions), and Impacts and Mitigation Measures, including cumulative impacts.

Transportation and Circulation (Chapter 5) includes an evaluation of transportation and circulation impacts that would or could result from implementation of the proposed project. The chapter is organized into two major subsections: Setting (existing conditions), and Impacts and Mitigation Measures, including cumulative impacts.

Other CEQA Considerations (Chapter 6) discusses issues required by CEQA: unavoidable adverse impacts, irreversible environmental changes, growth inducement, and a summary of cumulative impacts.

Alternatives (Chapter 7) includes a description of the project alternatives. An EIR is required by CEQA to provide adequate information for decision makers to make a reasonable choice between alternatives based on the environmental aspects of the proposed project and alternatives. This chapter provides a comparison of the impacts of the alternatives compared to those of the proposed project. This chapter also identifies the environmentally superior alternative.

The **References** (Chapter 8) used throughout the Draft EIR are included in this chapter.

Report Preparation (Chapter 9) includes a list of preparers of the Draft EIR.

The **Appendices** contain a number of reference items providing support and documentation of the analyses performed for this report.

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2 PROJECT DESCRIPTION

2.1 PROJECT LOCATION

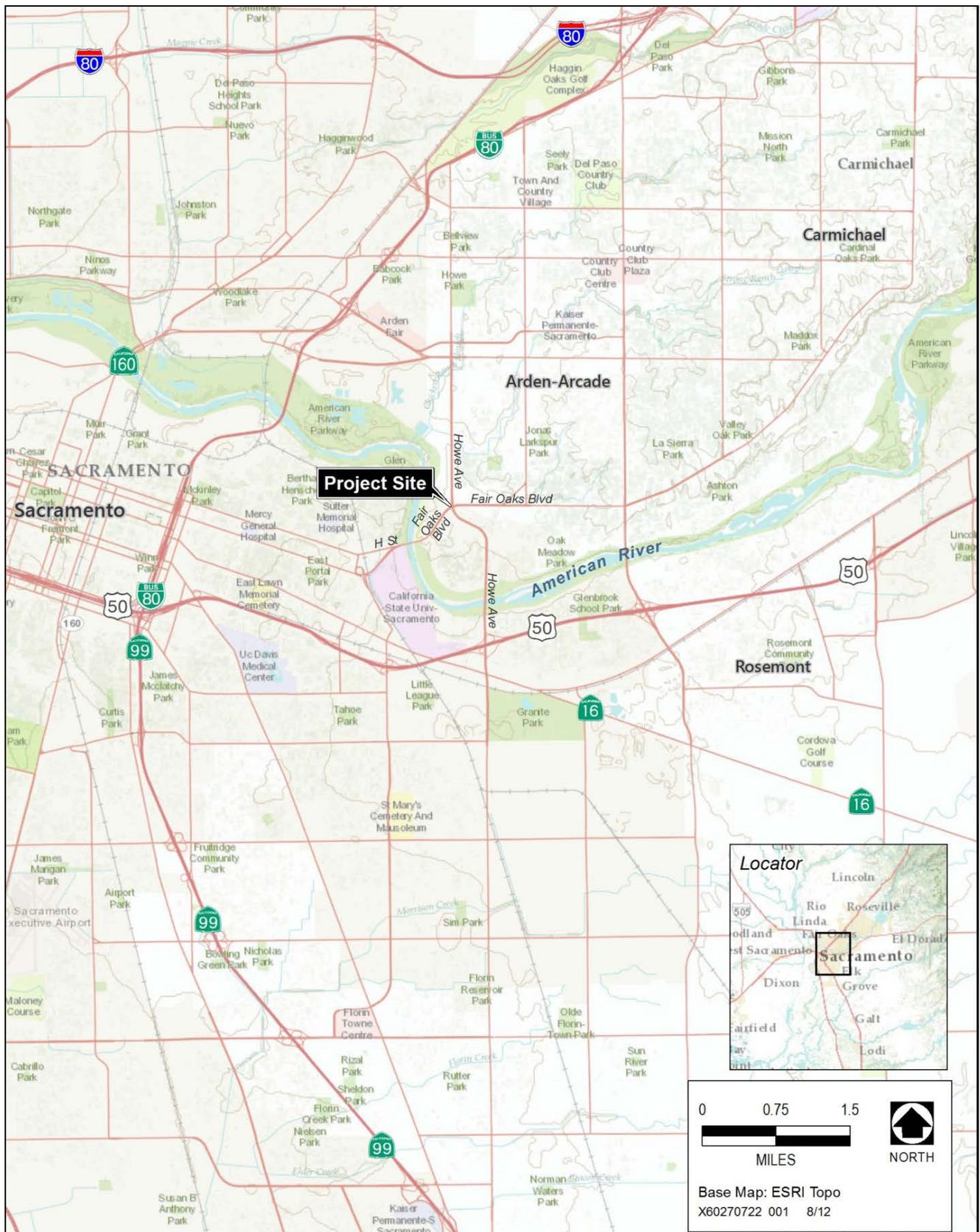
The proposed CVS/Pharmacy Development project (proposed project) would be located at the northwest corner of Fair Oaks Boulevard and Howe Avenue (1 Cadillac Drive, Assessor Parcel Numbers [APNs] 295-0020-004 and 295-0010-001) in the City of Sacramento. The site is surrounded by general commercial and retail uses, office uses, multi-family uses, a senior care facility (the Campus Commons Senior Center), and a hotel. The project site is designated as Employment Center Mid Rise in the Sacramento 2030 General Plan and is zoned as C-2-R-PUD (General Commercial, Review, Planned Unit Development). A project vicinity map, land use exhibit, zoning exhibit, and site plan are included as Exhibits 2-1 through 2-4.

The project site is approximately 7.34 acres. The project site was formerly occupied by a Hubacher Cadillac Dealership. Existing structures on the site total approximately 43,000 square feet and include a vehicle dealership showroom, offices, a covered service arrival area, maintenance shop, body shop, used car sales office, and paved parking. The buildings are currently unoccupied. There is a detention basin, mature trees, and an abandoned road right-of-way on the project site, near the Howe Avenue/Fair Oaks Boulevard intersection (part of APN 295-0010-001). This area would be used to provide vehicular and pedestrian access to the project site.

2.2 PROJECT OBJECTIVES

The following are the project applicant's objectives for the proposed project:

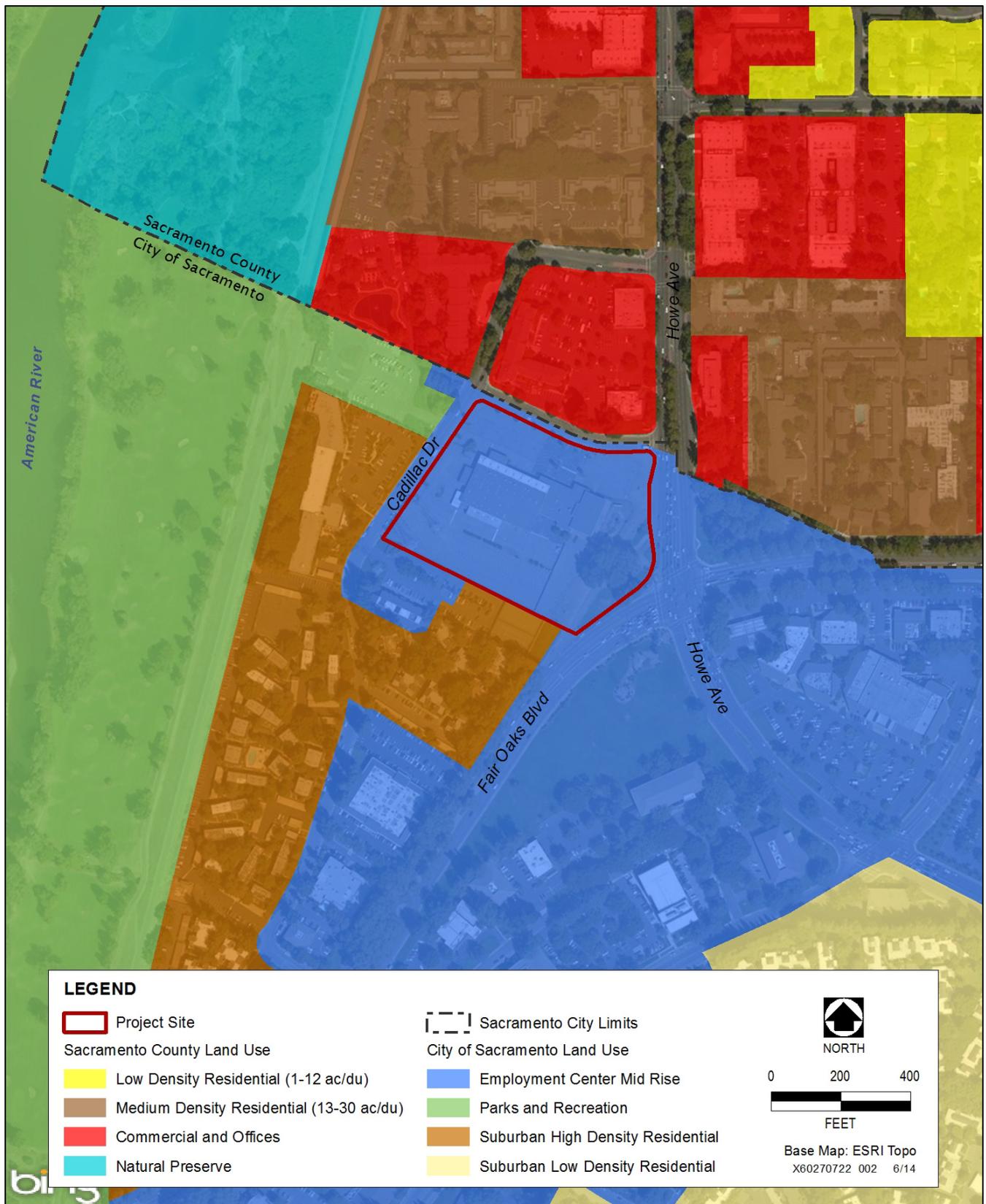
- ▶ provide neighborhood serving commercial uses, such as a pharmacy, a grocer, and other retailers, at a location convenient to the community in new, modern energy-efficient buildings;
- ▶ provide convenient and appropriate parking facilities to serve both commercial uses on the project site;
- ▶ provide convenient ingress and egress into the project site along Cadillac Drive and Fair Oaks Boulevard;
- ▶ provide pedestrian connections along Howe Avenue and Cadillac Drive to create a safe pedestrian environment and encourage the public to walk to the project site;
- ▶ create a development consistent with the City's General Plan land use designation;
- ▶ revitalize a previously developed commercial site in an urbanized area into an economically productive commercial project;
- ▶ create a project that will contribute to the area's economic base through increased tax revenues; and
- ▶ create high-quality temporary construction jobs and long-term operational jobs for members of the community.



Source: AECOM 2012

Exhibit 2-1

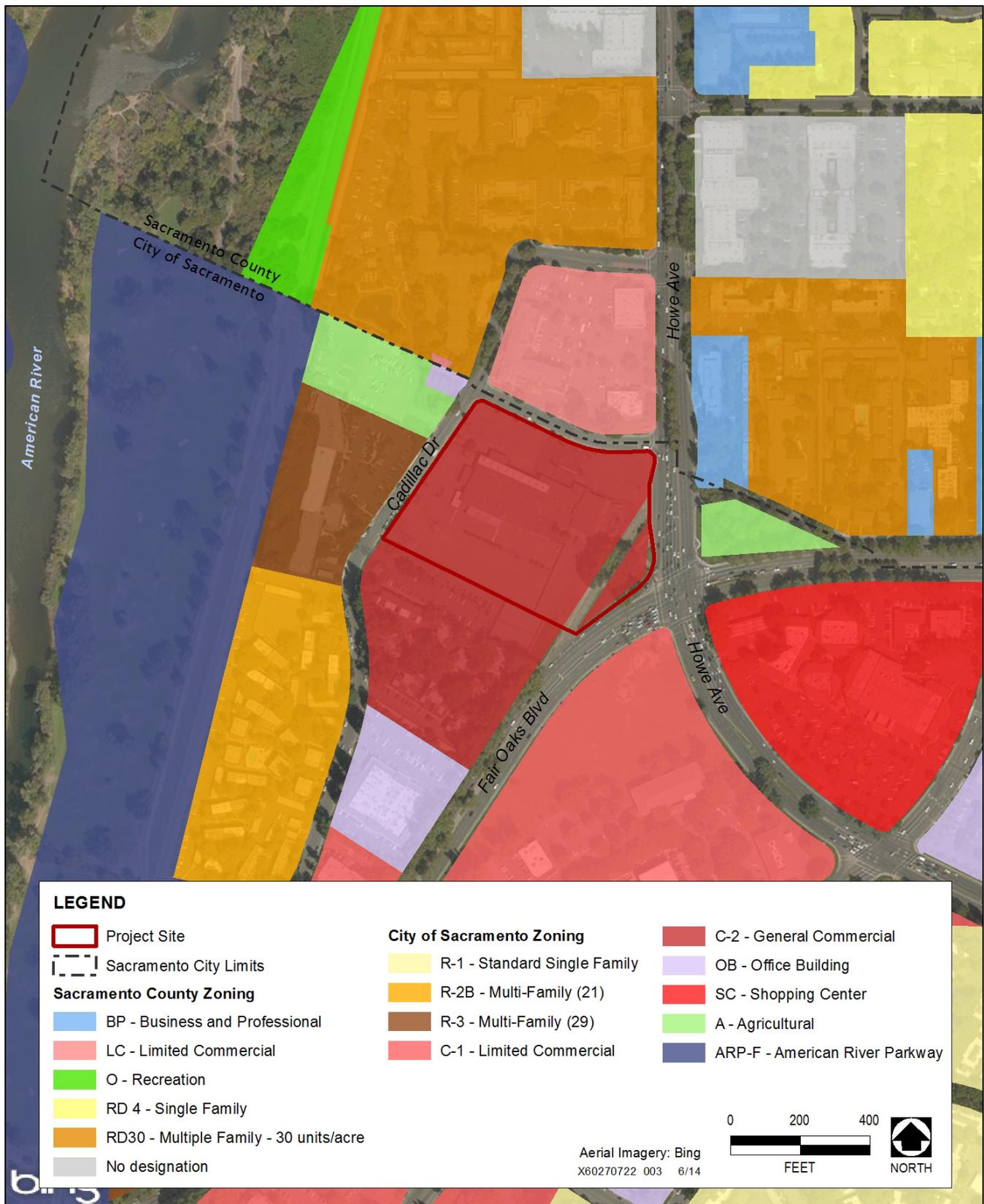
Vicinity Map



Sources: City of Sacramento 2012, Sacramento County 2011

Exhibit 2-2

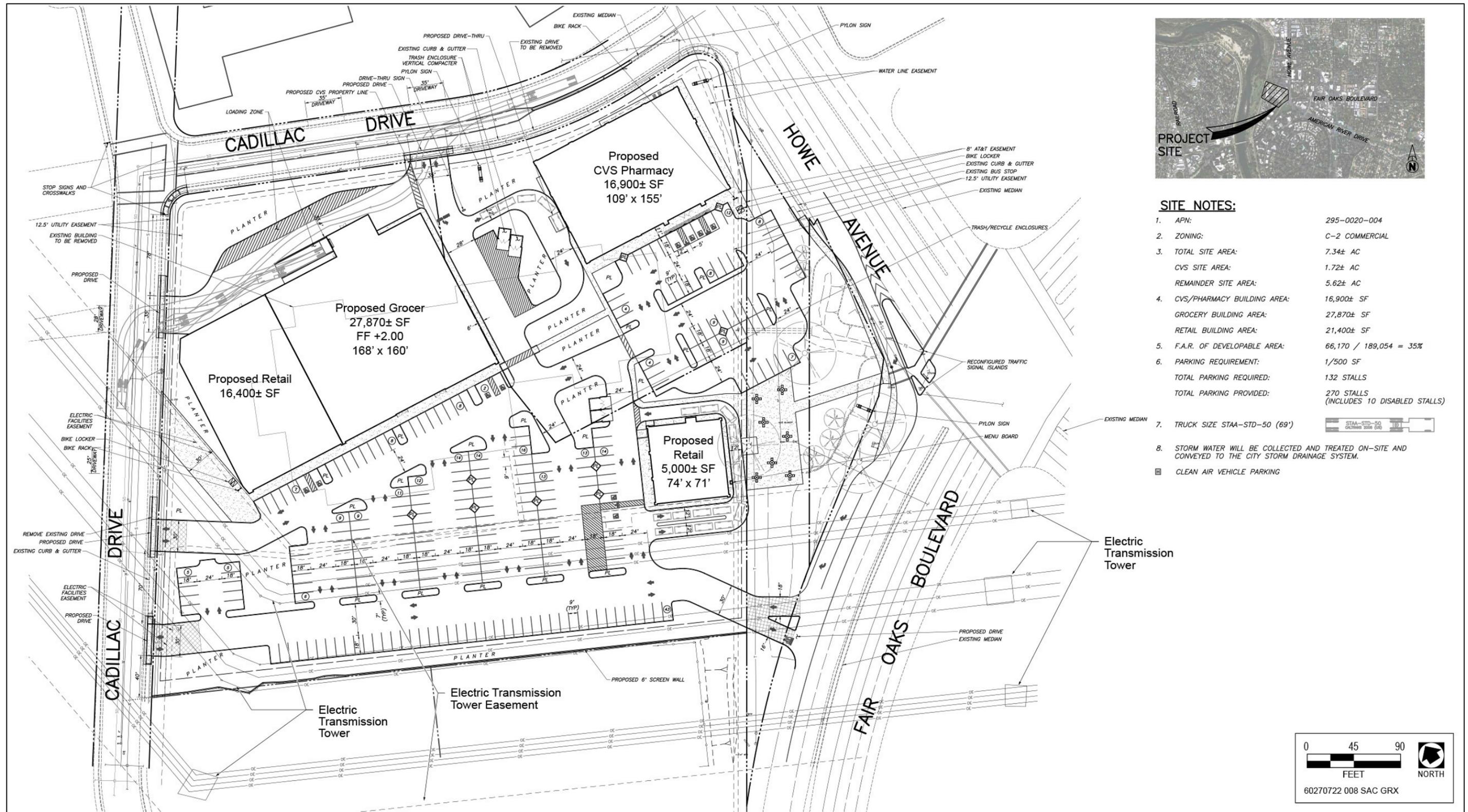
Land Use Designations



Source: Sacramento County 2014

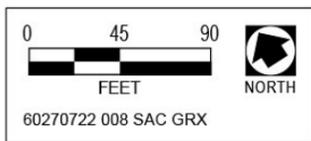
Exhibit 2-3

Zoning



SITE NOTES:

- APN: 295-0020-004
- ZONING: C-2 COMMERCIAL
- TOTAL SITE AREA: 7.34± AC
 CVS SITE AREA: 1.72± AC
 REMAINDER SITE AREA: 5.62± AC
- CVS/PHARMACY BUILDING AREA: 16,900± SF
 GROCERY BUILDING AREA: 27,870± SF
 RETAIL BUILDING AREA: 21,400± SF
- F.A.R. OF DEVELOPABLE AREA: 66,170 / 189,054 = 35%
- PARKING REQUIREMENT: 1/500 SF
 TOTAL PARKING REQUIRED: 132 STALLS
 TOTAL PARKING PROVIDED: 270 STALLS
 (INCLUDES 10 DISABLED STALLS)
- TRUCK SIZE STAA-STD-50 (69')
- STORM WATER WILL BE COLLECTED AND TREATED ON-SITE AND CONVEYED TO THE CITY STORM DRAINAGE SYSTEM.
- CLEAN AIR VEHICLE PARKING



Source: Blair, Church & Flynn 2014, adapted by AECOM in 2014

Exhibit 2-4

Proposed Site Plan

2.3 PROJECT DESCRIPTION

The proposed project involves the construction and operation of buildings that would house a retail pharmacy and other commercial uses on the project site. More specifically, CVS/pharmacy is proposing to close its existing store at 400 Howe Avenue located across the street from the project site and relocate the CVS/pharmacy to the project site. The existing CVS/pharmacy space at 400 Howe Avenue is approximately 5,706 square feet. The proposed project includes construction and operation of a 16,900-square-foot CVS/pharmacy retail store on the project site (see Exhibit 2-4, Site Plan). The relocated store to the project site would allow CVS/pharmacy to upgrade their facilities, provide additional retail area, and add a drive-through facility.

The proposed CVS/pharmacy would provide health and beauty products, personal care items, gift items, beer, wine, distilled spirits, common household goods, vitamins, prescription and retail pharmaceutical products, standard and digital photo processing services, and other consumer retail items.

The proposed CVS/pharmacy would include a single-lane drive-through facility for prescription pharmaceuticals drop-off and pick-up only. According to the applicant, the purpose of the drive-through is to offer a convenient service for all customers, including those who are sick, injured, or the elderly who may be hindered by an ailment that discourages them from entering the store.

In addition to the new CVS/pharmacy, the proposed project would also include construction and operation of approximately 49,270 square feet of commercial use, including a grocer and other retail tenants, in two separate buildings that would be near the proposed CVS/pharmacy retail store on the same site. This square footage includes a 27,870-square-foot grocer, 19,900 square feet of retail use in two locations on the project site, and a 1,500-square-foot fast food restaurant with a drive-through window (within the 5,000-square-foot retail pad shown in Exhibit 2-4). The specific future users of the commercial buildings have not been determined at this time.

2.3.1 PARKING

The proposed project would be required to provide on-site parking consistent with the requirements of the City Zoning Code Parking Update (Ordinance No. 2012-043). The project site's General Commercial C-2 zoning designation requires a minimum of 1 parking space per 500 square feet of building. The resulting minimum parking requirement for the proposed project is 132 parking spaces. As proposed, the proposed project would include a total of 270 parking spaces, exceeding the City minimum requirement by 138 spaces. The on-site parking would be shared between the proposed CVS/pharmacy and the proposed commercial uses.

2.3.2 UTILITIES

On the project site, currently there are underground electric facilities, water lines, sewer lines, storm drain lines, gas lines, and communication lines that serve the existing building. There is an existing 8-inch water main in Cadillac Drive, an existing 12-inch sewer main in Cadillac Drive, and existing 12-inch and 15-inch storm drain mains in Cadillac Drive. The proposed project would require reconstruction of some or all of the underground infrastructure to accommodate the proposed project uses and to meet current building code requirements. Stormwater would be collected and treated on-site prior to being conveyed to the City storm drainage system. It is anticipated that all utility connections would be made in Cadillac Drive. An easement for overhead power lines

and transmission towers encumbers approximately 95,314 square feet in the southern portion of the project site (see Exhibit 2-5, PG&E Easement). This area would be used for parking and open space uses only.

2.3.3 TRAFFIC CIRCULATION

The project site is currently accessed by vehicle from three access points on Cadillac Drive, two from north-south Cadillac Drive on the western boundary of the site, and one from east-west Cadillac Drive on the northern project boundary. The proposed project would shift the two north-south Cadillac Drive driveways southward for better site circulation. The northernmost driveway would provide site access only for delivery trucks. No through access would be permitted at that driveway. The southernmost driveway on north-south Cadillac Drive would permit public access to the site. The east-west Cadillac Drive driveway would be shifted west for better site circulation.

In addition, to provide access to the site from the south, the proposed project would add a 2-lane, right-in/right-out ingress/egress access from Fair Oaks Boulevard, approximately 230 feet west of the Fair Oaks Boulevard/Howe Avenue intersection. A right turn lane on westbound Fair Oaks Boulevard to this access point is also proposed.

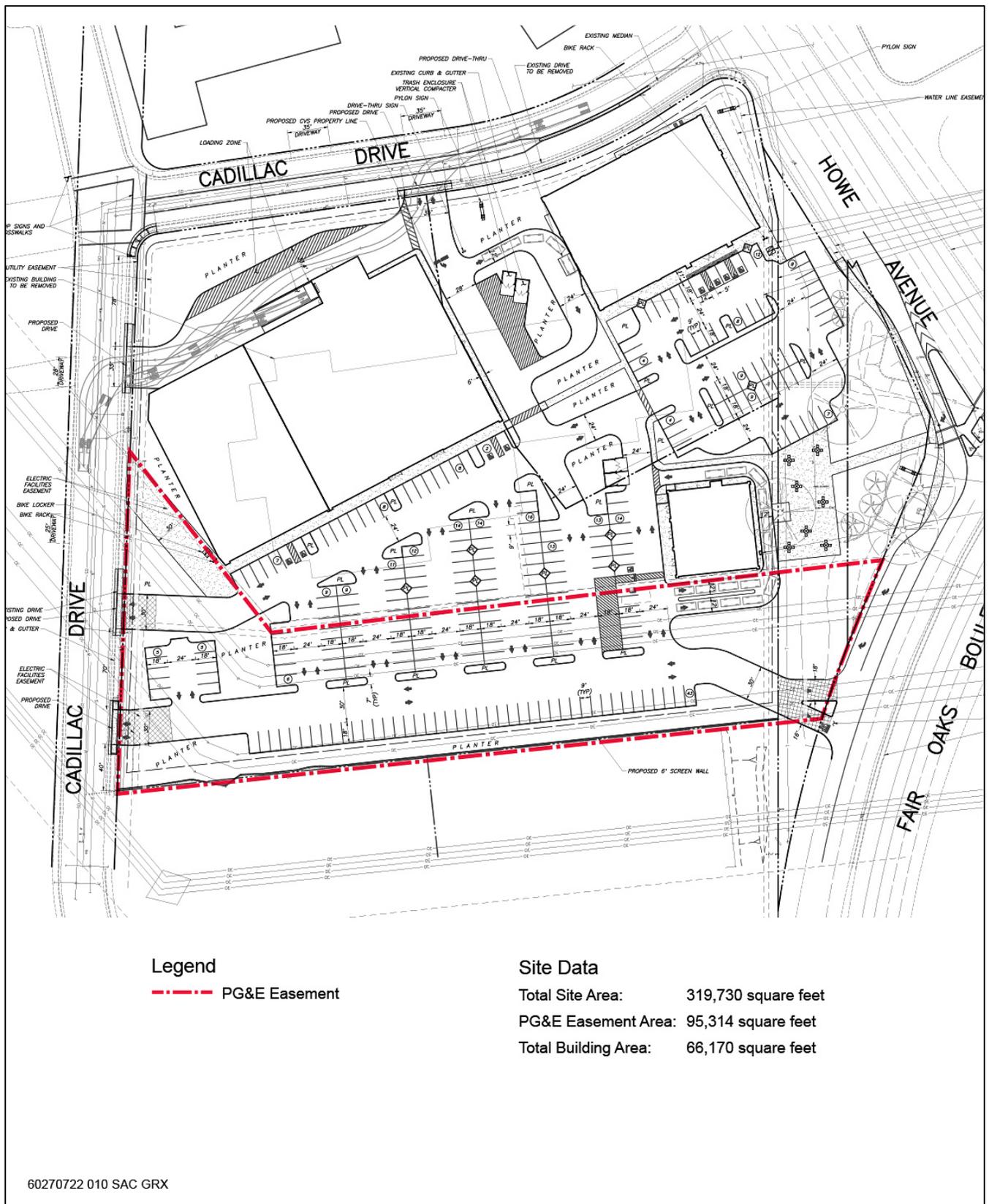
Regardless of the timing for securing users for the commercial buildings, all on- and off-site improvements, including concrete, asphalt, and landscaping are proposed to be constructed along with the CVS/pharmacy portion of the proposed project to ensure that proper on-site circulation is maintained.

Pedestrian connections would be provided along the Howe Avenue frontage as well as along Cadillac Drive to encourage customers to walk to the CVS/pharmacy site from neighboring residential developments or from other businesses located in the area. The proposed project would repair/reconstruct any deteriorated portions of the existing sidewalk frontage along Howe Avenue from Cadillac Drive to the corner of Howe Avenue and Fair Oaks Boulevard to ensure Americans with Disabilities Act (ADA) compliance. A new, six-foot-wide paved pedestrian walkway would be provided connecting the project site directly to the sidewalk at the Fair Oaks Boulevard/Howe Avenue intersection. In compliance with the City zoning ordinance and the California Green Building Code, bike racks and lockers would be provided near the front entrances of the CVS/pharmacy and the nearby retail/grocer buildings to promote the use of alternative modes of transportation.

2.3.4 SITE DESIGN

On-site security lighting would be provided in the parking lot and on the exterior of buildings. Parking lot and walkway lighting would consist of 10-foot light standards that would direct light downward. Lighting mounted to buildings would be for safety and security purposes and would also be angled downward to provide targeted illumination and prevent light spillover into adjacent areas, consistent with requirements in the City's zoning ordinance.

On-site landscaping would consist of mixed shrub and turf areas along the street frontages and planter boxes with trees and shrubs consistent with requirements in the City's zoning ordinance (see Exhibit 2-6, Landscaping Plan). Construction of the proposed project would result in the planting of more than 60 trees along the perimeter of the site, in planters adjacent to the buildings, and in planters throughout the parking lot. The proposed plantings would result in approximately 50% of the site being shaded, meeting the City's shade requirements.



Source: Blair, Church & Flynn, adapted by AECOM in 2014

Exhibit 2-5

PG&E Easement

Three pylon signs are proposed to be placed on the project site. One pylon sign would be at the northeast corner of the site, at the intersection of Howe Avenue and the east-west segment of Cadillac Drive. Another pylon sign would be placed along the east-west segment of Cadillac Drive at the entrance to the project site. A third sign would be placed along Fair Oaks Boulevard near the intersection with Howe Avenue. The signage for the site and the buildings would be consistent with City requirements and approved by the City during the project review and approval process.

The materials used on the proposed buildings would be consistent with City design requirements and approved by the City during the project review and approval process. Exhibit 2-7 illustrates the site elevations.

2.3.5 OPERATIONS

Initially, the CVS/pharmacy would operate approximately from the hours of 7 a.m. to 10 p.m., seven days week. However, after the CVS/pharmacy store is open, if the demand of the neighborhood warrants 24-hour operations, CVS/pharmacy would then expand operations to remain open 24 hours.

The typical CVS/pharmacy generally has 25–30 employees on payroll. The typical number of employees staffed at a given time throughout the day is 4–12 depending on time of day and year.

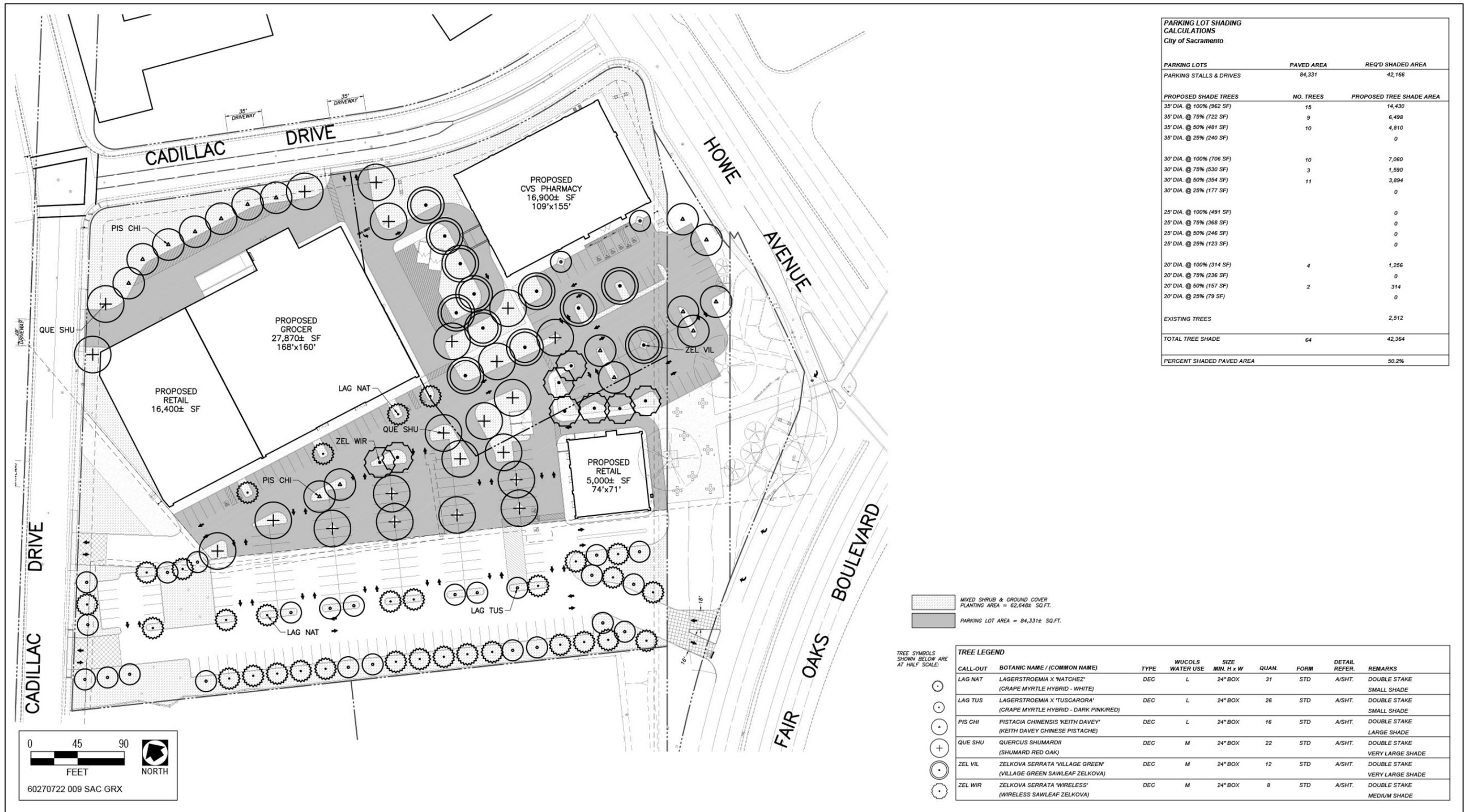
The CVS/pharmacy would receive regular weekly deliveries, typically loading and unloading from a WB-50 type delivery truck. There may be as many as three of these trucks arriving at different days and times throughout the week to unload product for the store. Loading activities would occur at an at-grade loading area which would be built near the western side of the CVS/pharmacy building. Deliveries would cross the drive-through lane and enter the CVS/pharmacy receiving door at the northwest corner of the building.

The other proposed commercial uses, including a grocer, fast food restaurant, and other retailers, could receive truck deliveries multiple times per day. The loading area for the commercial building adjacent to the CVS/pharmacy would be on the north side of the building, facing east-west segment of Cadillac Drive. That loading area would dip below grade and would be shielded by an 8-foot-high concrete block wall.

Primary service vehicle access for heavy duty/large delivery trucks to the site would be from the ingress/egress on the east-west segment of Cadillac Drive, with secondary access permitted on the north-south segment of Cadillac Drive. Service vehicles would not be permitted to access the project site from the new proposed ingress/egress on Fair Oaks Boulevard.

2.3.6 PROJECT CONSTRUCTION

Construction of the CVS/pharmacy building, two other commercial buildings, and site improvements is expected to occur in four phases. Phase 1, demolition and abatement of the site, is expected to last two weeks. Phase 2, mass grading of the project site and installation of underground utilities, is expected begin after completion of Phase 1 and last approximately 26 weeks. Phase 3, building of on-site project elements, including full site improvements, construction of a new vehicular site access point from Fair Oaks Boulevard, construction of the CVS/pharmacy building and pad preparation of the two other commercial buildings would occur concurrently with Phase 2 and would have the same duration as Phase 2. The total construction duration of Phases 1-3 is expected to be 28 weeks. Construction of the other two commercial buildings is anticipated to occur at a time



PARKING LOT SHADING CALCULATIONS
City of Sacramento

PARKING LOTS	PAVED AREA	REQ'D SHADED AREA
PARKING STALLS & DRIVES	84,331	42,166
PROPOSED SHADE TREES	NO. TREES	PROPOSED TREE SHADE AREA
35' DIA. @ 100% (962 SF)	15	14,430
35' DIA. @ 75% (722 SF)	9	6,498
35' DIA. @ 50% (481 SF)	10	4,810
35' DIA. @ 25% (240 SF)		0
30' DIA. @ 100% (706 SF)	10	7,060
30' DIA. @ 75% (530 SF)	3	1,590
30' DIA. @ 50% (354 SF)	11	3,894
30' DIA. @ 25% (177 SF)		0
25' DIA. @ 100% (491 SF)		0
25' DIA. @ 75% (368 SF)		0
25' DIA. @ 50% (246 SF)		0
25' DIA. @ 25% (123 SF)		0
20' DIA. @ 100% (314 SF)	4	1,256
20' DIA. @ 75% (236 SF)		0
20' DIA. @ 50% (157 SF)	2	314
20' DIA. @ 25% (79 SF)		0
EXISTING TREES		2,512
TOTAL TREE SHADE	64	42,364
PERCENT SHADED PAVED AREA		50.2%

MIXED SHRUB & GROUND COVER
PLANTING AREA = 62,648± SQ.FT.

PARKING LOT AREA = 84,331± SQ.FT.

TREE SYMBOLS SHOWN BELOW ARE AT HALF SCALE:

CALL-OUT	BOTANIC NAME / (COMMON NAME)	TYPE	WUCOLS WATER USE	SIZE MIN. H x W	QUAN.	FORM	DETAIL REFER.	REMARKS
LAG NAT	LAGERSTROEMIA X 'MATCHEZ' (GRAPE MYRTLE HYBRID - WHITE)	DEC	L	24" BOX	31	STD	A/SHT.	DOUBLE STAKE SMALL SHADE
LAG TUS	LAGERSTROEMIA X 'TUSCARORA' (GRAPE MYRTLE HYBRID - DARK PINK/RED)	DEC	L	24" BOX	26	STD	A/SHT.	DOUBLE STAKE SMALL SHADE
PIS CHI	PISTACIA CHINENSIS 'KEITH DAVEY' (KEITH DAVEY CHINESE PISTACHE)	DEC	L	24" BOX	16	STD	A/SHT.	DOUBLE STAKE LARGE SHADE
QUE SHU	QUERCUS SHUMARDII (SHUMARD RED OAK)	DEC	M	24" BOX	22	STD	A/SHT.	DOUBLE STAKE VERY LARGE SHADE
ZEL VIL	ZELKOVA SERRATA 'VILLAGE GREEN' (VILLAGE GREEN SAWLEAF ZELKOVA)	DEC	M	24" BOX	12	STD	A/SHT.	DOUBLE STAKE VERY LARGE SHADE
ZEL WIR	ZELKOVA SERRATA 'WIRELESS' (WIRELESS SAWLEAF ZELKOVA)	DEC	M	24" BOX	8	STD	A/SHT.	DOUBLE STAKE MEDIUM SHADE

Source: Blair, Church & Flynn 2014, adapted by AECOM in 2014

Exhibit 2-6

Proposed Landscaping Plan



SOUTH ELEVATION - FAIR OAKS BOULEVARD

SCALE: 1/8" = 1'-0"



WEST ELEVATION

SCALE: 1/8" = 1'-0"



EAST ELEVATION - HOWE AVENUE

SCALE: 1/8" = 1'-0"



NORTH ELEVATION - CADILLAC DRIVE

SCALE: 1/8" = 1'-0"

MATERIALS LEGEND

- 
E1
EIFS- STO -
NA 00-0047
TERRA COTTA
- 
E2
EIFS- STO -
NA 01-0048
PALE YELLOW
- 
E3
SHERWIN WILLIAMS
PAINT TO MATCH
TERRA COTTA
- 
E4
CORONADO
PRO LEDGE
CVS BLEND
- 
E5
EIFS- STO -
NA 04-0020
MEDIUM YELLOW
- 
E6
AL. STOREFRONT
SYSTEM, CURTAIN
WALL, & AWNINGS
- CLEAR ANODIZED

60270722 011 SAC GRX

Source: NORR Architects, Engineers, Planners 2014; Armstrong Development 2014

Exhibit 2-7

Site Elevations

after completion of construction Phases 1-3. Since full site improvements and the building pad for the two other commercial buildings would be completed during Phase 3, Phase 4 would only involve construction of the two other commercial buildings. Phase 4 is expected to last 32 weeks.

The exact type and number of construction equipment would be based on the contractor's judgment and what equipment is reasonably necessary to complete the project using industry standard means and methods. Typical vehicles that are expected to be used include but are not limited to: scrapers, backhoes, skip loaders, water trucks, generators, and other miscellaneous equipment.

2.4 ACTIONS

The proposed project would require the following City actions:

- ▶ Certification of the environmental impact report (EIR) to determine that the EIR was completed in compliance with the requirements of the California Environmental Quality Act (CEQA), that the decision-making body has reviewed and considered the information in the EIR, and that the EIR reflects the independent judgment of the City of Sacramento.
- ▶ Adoption of a Mitigation Monitoring and Reporting Plan (MMRP), which specifies the methods for monitoring mitigation measures required to eliminate or reduce the proposed project's significant effects on the environment.
- ▶ Adoption of Findings of Fact, and for any impacts determined to be significant and unavoidable, a Statement of Overriding Considerations;
- ▶ Granting of a Grading Permit to regulate land disturbances, landfill, soil storage, pollution, and erosion and sedimentation resulting from construction activities;
- ▶ Approval of a Special Permit to allow the operation of drive-through windows within the General Commercial (C-2) zone;
- ▶ Amendment of the Campus Commons Planned Unit Development (PUD) Guidelines to allow a driveway on Fair Oaks Boulevard and to modify the signage allowances under the PUD Guidelines; and
- ▶ Approval of a tentative map (Exhibit 2-8).

2.4.1 RESPONSIBLE AGENCIES

Responsible agencies are state and local public agencies, other than the lead agency, that have some authority to carry out or approve a project or that are required to approve a portion of the project for which a lead agency is preparing or has prepared an EIR or Initial Study/Negative Declaration. The County of Sacramento is a responsible agency for its approval of changes to the Howe Avenue/Feature Drive intersection.

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TENTATIVE PARCEL MAP NO. _____

Sheet One of One Sheet

IN

THE CITY OF SACRAMENTO, COUNTY OF SACRAMENTO, STATE OF CALIFORNIA

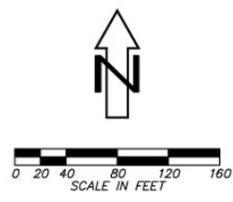
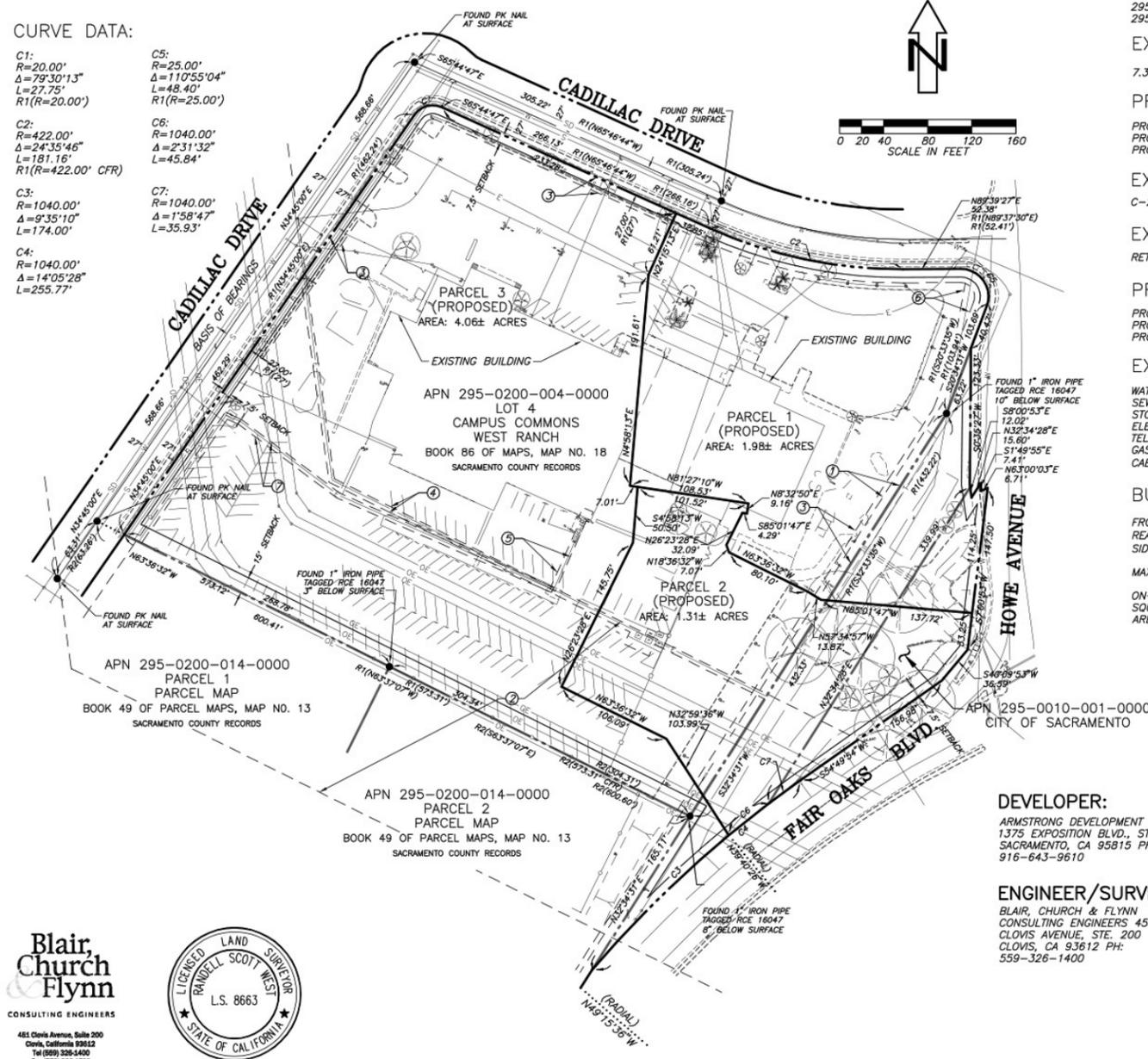
LOT 4 OF THE PLAT OF "CAMPUS COMMONS WEST RANCH", ACCORDING TO THE MAP THEREOF RECORDED IN BOOK 86 OF MAPS, PAGE 18, SACRAMENTO COUNTY RECORDS, TOGETHER WITH THAT PORTION OF THAT CERTAIN "AMENDED RECORD OF SURVEY PORTION OF SECTION 67, 64 AND SECTION A OF RANCHO DEL PASO" RECORDED IN BOOK 21 OF SURVEYS, PAGE NO. 4, SACRAMENTO COUNTY RECORDS



VICINITY MAP
NO SCALE

CURVE DATA:

- | | |
|---|---|
| C1:
R=20.00'
Δ=79°30'13"
L=27.75'
R1(R=20.00') | C5:
R=25.00'
Δ=110°55'04"
L=48.40'
R1(R=25.00') |
| C2:
R=422.00'
Δ=24°35'46"
L=181.16'
R1(R=422.00' CFR) | C6:
R=1040.00'
Δ=2°31'32"
L=45.84' |
| C3:
R=1040.00'
Δ=9°35'10"
L=174.00' | C7:
R=1040.00'
Δ=1°58'47"
L=35.93' |
| C4:
R=1040.00'
Δ=14°05'28"
L=255.77' | |



ACCESSOR'S PARCEL NUMBERS:

- 295-0020-004-0000
- 295-0010-001-0000

EXISTING PARCEL SIZE:

7.35± ACRES

PROPOSED PARCEL SIZE:

- PROPOSED PARCEL 1: 1.98± ACRES
- PROPOSED PARCEL 2: 1.31± ACRES
- PROPOSED PARCEL 3: 4.06± ACRES

EXISTING ZONING:

C-2-R-PD COMMERCIAL/RESIDENTIAL PLANNED DEVELOPMENT

EXISTING LAND USE:

RETAIL COMMERCIAL

PROPOSED PARCEL SIZE:

- PROPOSED PARCEL 1: 1.98± ACRES
- PROPOSED PARCEL 2: 1.31± ACRES
- PROPOSED PARCEL 3:

EXISTING UTILITY PROVIDERS:

- WATER - CITY OF SACRAMENTO
- SEWER - SACRAMENTO AREA SEWER DISTRICT
- STORM DRAIN - CITY OF SACRAMENTO
- ELECTRIC - PACIFIC GAS AND ELECTRIC COMPANY
- TELEPHONE - AT&T
- GAS - PACIFIC GAS AND ELECTRIC COMPANY
- CABLE TELEVISION - N/A

BUILDING SETBACKS:

- FRONT YARD SETBACK - 7.5' (NORTH)
- REAR YARD SETBACK - 15' (SOUTH)
- SIDE YARD SETBACK - 7.5' (WEST) 5' (EAST)

MAXIMUM BUILDING HEIGHT - 45'

ON-SITE PARKING REQUIREMENTS - 1 STALL PER EVERY 400 SQUARE FEET OF THE FIRST 9600 SQUARE FEET OF BUILDING AREA, THEN 1 STALL PER EVERY 250 SQUARE FEET THEREAFTER

DEVELOPER:

ARMSTRONG DEVELOPMENT PROPERTIES, INC.
1375 EXPOSITION BLVD., STE. 101
SACRAMENTO, CA 95815 PH:
916-643-9610

ENGINEER/SURVEYOR:

BLAIR, CHURCH & FLYNN
CONSULTING ENGINEERS 451
CLOVIS AVENUE, STE. 200
CLOVIS, CA 93612 PH:
559-326-1400

LEGEND:

- | | | | |
|-----|---------------------------------------|------|-----------------------------------|
| --- | INDICATES EXISTING PARCEL LINES | —TS— | TRAFFIC SIGNAL LINE |
| --- | INDICATES PROPOSED PARCEL LINES | —W— | WATER LINE; SIZE AS NOTED |
| --- | INDICATES EXISTING RIGHT-OF-WAY LINES | —CL— | CHAIN LINK FENCE |
| --- | INDICATES EXISTING EASEMENT | —E— | EDGE OF ASPHALT CONCRETE PAVEMENT |
| --- | UNDERGROUND ELECTRIC | —F— | FIBER OPTIC LINE |
| --- | GAS LINE; SIZE AS NOTED | —G— | GAS LINE; SIZE AS NOTED |
| --- | OVERHEAD ELECTRIC LINE | —OE— | OVERHEAD ELECTRIC LINE |
| --- | STORM DRAIN LINE; SIZE AS NOTED | —SD— | STORM DRAIN LINE; SIZE AS NOTED |
| --- | SEWER LINE; SIZE AS NOTED | —S— | SEWER LINE; SIZE AS NOTED |
| --- | UNDERGROUND TELEPHONE | —T— | UNDERGROUND TELEPHONE |
| --- | | —C— | CONCRETE IMPROVEMENTS |



60270722 013 SAC GRX

Source: Blair, Church, & Flynn 2014

Exhibit 2-8

Tentative Parcel Map

3 SUMMARY OF ENVIRONMENTAL EFFECTS

3.1 INTRODUCTION

This section summarizes the CVS/Pharmacy Development project (proposed project), the potential issues of concern as indicated from responses to the Notice of Preparation (NOP), and the proposed project impacts and applicable mitigation measures. Table 3-1 below details the following: the proposed project’s impacts, the significance of the impact after implementation of the 2030 General Plan Master Environmental Impact Report (Master EIR) mitigation measure and/or policy, additional mitigation measures that could be implemented, and the significance of the impact after the mitigation measure(s) is applied.

3.2 PROJECT UNDER REVIEW

The CVS/Pharmacy proposed project would develop a retail pharmacy and other commercial uses on an approximately 7.34-acre parcel at the northwest corner of Fair Oaks Boulevard and Howe Avenue (1 Cadillac Drive, Assessor Parcel Numbers [APNs] 295-0020-004 and 295-0010-001) in the City of Sacramento. The project site is bounded by Fair Oaks Boulevard and residential development to the south, Howe Avenue to the east, and Cadillac Drive to the north and west (see Exhibit 2-1 in Chapter 2, “Project Description”). The site is surrounded by general commercial and retail uses, office uses, multi-family uses, a senior care facility (the Campus Commons Senior Center), and a hotel. The proposed project would replace the vacant Hubacher Cadillac Dealership with a CVS/pharmacy and other commercial retailers. The proposed project would be developed consistent with existing Sacramento General Plan (adopted March 2009) designations as analyzed in Sacramento’s 2030 General Plan Master EIR. The project site’s land use designation is shown in Exhibit 2-2 in Chapter 2. The project location, project objectives, and specific project elements are also described in Chapter 2.

3.3 SUMMARY OF IMPACTS

The California Environmental Quality Act (CEQA) Guidelines Section 15382 defines a significant effect as a substantial, or potentially substantial, adverse change in any physical conditions within the area affected by the proposed project including land, air, water minerals, flora, fauna, ambient noise, and objects of historic or aesthetic significance. Implementation of the proposed project would result in significant impacts to the physical environment. As lead agency, the City determined that this Draft Environmental Impact Report (Draft EIR) will address only greenhouse gas emissions and transportation and circulation, as described in Chapters 4 and 5, respectively.

3.3.1 EFFECTS FOUND TO BE LESS THAN SIGNIFICANT

A number of proposed project impacts identified in the Draft EIR were found to be less than significant, requiring no mitigation. These impacts can be found in Chapter 4, “Greenhouse Gas Emissions,” and Chapter 5, “Transportation and Circulation.”

State CEQA Guidelines Section 15126.4 requires that an EIR describe feasible mitigation measures that could minimize significant adverse impacts. Implementation of mitigation measures would either reduce the impact to a less-than-significant level or leave the impact as significant and unavoidable. In the course of drafting the EIR for

this proposed project, it was determined that numerous identified impacts could be reduced to a less-than-significant level with implementation of proposed mitigation measures described herein.

3.3.2 ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

Under CEQA, a significant effect on the environment is defined as a substantial or potentially substantial adverse change in any of the physical conditions within the area affected by the proposed project, including air, water, minerals, flora, fauna, ambient noise, and objects of historic or aesthetic significance (State CEQA Guidelines Section 15382). Implementation of the proposed project would result in significant impacts to some of these resources, which are analyzed in the Initial Study (Appendix A), Chapter 4, “Greenhouse Gas Emissions,” and Chapter 5, “Transportation and Circulation,” and summarized in Table 3-1 (provided at the end of this chapter).

This Draft EIR discusses mitigation measures that could be implemented by the City and/or the project applicant to reduce potential adverse impacts to a level that is considered less than significant. Such mitigation measures are noted in this document and are found in Chapter 4, “Greenhouse Gas Emissions,” and Chapter 5, “Transportation and Circulation.” The following project-specific or cumulative significant impacts were found to remain significant and unavoidable because there is no feasible mitigation available to reduce impacts to a less-than-significant-level:

PROJECT-SPECIFIC

5-1 The proposed project could cause potentially significant impacts to study intersections.

CUMULATIVE

5-7 The proposed project could cause potentially significant impacts to study intersections.

3.4 ALTERNATIVES TO THE PROPOSED PROJECT

The EIR analyzes the following alternatives to the proposed project:

No Project/No Development Alternative. This alternative assumes that the proposed project would not be built and there would be no new development of the site. This alternative assumes the existing buildings and uses on the site would remain.

No Project/Existing Zoning Alternative. This alternative assumes that the proposed project would not be built and the project site would be developed with commercial uses in accordance with current development standards for an Employment Center Mid Rise land use designation and C-2 General Commercial zoning designation.

Limited Site Access Alternative. This alternative assumes that the proposed project would be built and the land uses would be identical to those described for the proposed project, but the site access driveway from Fair Oaks Boulevard would not be constructed. Site access would occur via the three proposed driveways on Cadillac Drive in locations similar to the proposed project. This alternative also would not include reconfiguration of the Howe Avenue/Fair Oaks Boulevard intersection to eliminate the free right turn from southbound Howe Avenue to westbound Fair Oaks Boulevard.

The relative effects of the alternatives are identified in Chapter 7, “Alternatives.”

3.5 POTENTIAL ISSUES OF CONCERN

The City received three comment letters during the NOP public review period. A letter from the Sacramento Metropolitan Air Quality Management District (SMAQMD) stated the proposed project’s air quality analysis in the Initial Study was consistent with the SMAQMD CEQA Guide to Air Quality Assessment; air quality impacts associated with traffic levels should be evaluated; and bicycle and pedestrian safety should be considered when designing the proposed driveway on Fair Oaks Boulevard. The Initial Study evaluated the air quality impacts associated with long-term operational emissions (i.e., mobile and area sources) in Section 1, “Air Quality,” Questions B, C, E and F.

A letter received from the Sacramento Area Bicycle Advocates (SABA) requested clarification on the locations of the proposed project driveways and other details of the site plan, analysis in the EIR of adequacy and location of proposed bicycle facilities, and analysis of bicycle and pedestrian safety, particularly at the proposed driveway along Fair Oaks Boulevard. A letter received from WALKS Sacramento requested analysis of the health and safety impacts to people resulting from the proposed project and its relationship to the surrounding land uses and roadway network. Bicycle and pedestrian safety is evaluated in Chapter 5, “Transportation and Circulation.”

Based on an initial review of the potential effects of the proposed project, the City determined that certain topics would not require further consideration in the Draft EIR. Those topics include air quality, biological resources, cultural resources, geology and soils, hazards, hydrology and water quality, aesthetics/light and glare, noise, public services, recreation, and utilities and service systems (see also Section 1.3, “Proposed Project Background”).

3.6 SUMMARY TABLE

Table 3-1 (Summary of Impacts and Mitigation Measures), has been organized to correspond with the environmental issues discussed in Chapters 4 and 5. The summary table is arranged in four columns:

5. Environmental impacts (“Impact”)
6. Level of significance prior to mitigation measures (“Significance”)
7. Mitigation measures (“Mitigation Measure”)
8. Level of significance after mitigation measures (“Residual Significance”)

If an impact is determined to be significant or potentially significant, mitigation measures are identified, where appropriate and feasible. More than one mitigation measure may be required to reduce the impact to a less-than-significant level. This Draft EIR assumes that all applicable adopted plans, policies, and regulations would be implemented, including state laws and regulations, the City of Sacramento 2030 General Plan policies, and requirements or recommendations of the City of Sacramento and applicable building codes. Applicable plans, policies, and regulations are identified and described in the “Regulatory Setting” of each issue area and within the relevant impact analysis. A description of the organization of the environmental analysis, as well as key foundational assumptions regarding the approach to the analysis, is provided at the beginning of Chapter 4, “Greenhouse Gas Emissions,” and Chapter 5, “Transportation and Circulation.”

Table 3-1 Summary of Impacts and Mitigation Measures			
Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
4. Greenhouse Gas Emissions			
4-1 The proposed project would conflict with the City’s Climate Action Plan without appropriate documentation to demonstrate the project’s energy efficiency. With appropriate documentation submitted to the City, the proposed project would have a less-than-cumulatively considerable contribution to cumulative impacts related to greenhouse gas emissions. Impact would be cumulatively considerable without appropriate documentation submitted to the City to demonstrate the project’s energy efficiency.	CC	Mitigation Measure 4-1: Submit documentation to the City of Sacramento to demonstrate the project’s energy efficiency. The project applicant shall submit the following to the City: (a) building plans which demonstrate that the project will exceed the 2013 Building Energy Efficiency Standards (Title 24, Part 6 of the California Building Code) by 5 percent. Plans must state the level of energy efficiency achieved, and must be prepared and certified by a Title 24 Certified Energy Consultant; or (b) plans that meet CALGreen Tier 1 energy efficiency standards.	LCC
5. Transportation and Circulation			
5-1 The proposed project could cause potentially significant impacts to study intersections. The proposed project would cause significant impacts under existing plus project conditions at the study intersections of Howe Avenue/Fair Oaks Boulevard and Howe Avenue/University Avenue.	S	Mitigation Measure 5-1(a): Implement improvements at the intersections of Howe Avenue/Fair Oaks Boulevard and Howe Avenue/University Avenue. The project applicant shall coordinate with City of Sacramento Department of Public Works staff to implement the following improvements: A. Replace southbound “free” right-turn lane at the Howe Avenue/Fair Oaks Boulevard intersection with a channelized turn lane (with tighter radius) that operates as part of the traffic signal system. B. Extend the City’s signal coordination plans along the Howe Avenue corridor (south of Fair Oaks Boulevard) to include the Howe Avenue/Fair Oaks Boulevard intersection. Mitigation Measure 5-1(b): Modify Howe Avenue/Feature Drive intersection by converting the raised median on Feature Drive approach to a dedicated left-turn lane.	SU
5-2 The proposed project would not cause degradation to the level of service or increase the volume-to-capacity ratio by 0.05 on any Sacramento County study roadways.	LTS	None required.	LTS

Table 3-1 Summary of Impacts and Mitigation Measures			
Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
5-3 The proposed project would not adversely affect Sacramento Regional Transit bus operations or fail to adequately provide access to public transit.	LTS	None required.	LTS
5-4 Implementation of the proposed project would not remove any existing bicycle facilities or preclude construction of any bicycle facilities planned in the City of Sacramento Bikeway Master Plan.	LTS	None required.	LTS
5-5 The proposed project would provide pedestrian access to the interior of the project site, and would enhance pedestrian connectivity around the project site.	LTS	None required.	LTS
5-6 Project construction may temporarily disrupt the transportation network near the project site.	S	<p>Mitigation Measure 5-6: Prepare a construction traffic and parking management plan.</p> <p>Prior to the beginning of construction, the project applicant shall prepare a construction traffic and parking management plan to the satisfaction of City Traffic Engineer and subject to review by all affected agencies. The plan shall ensure that operating conditions on adjacent roadways are not further degraded. At a minimum, the plan shall include:</p> <ul style="list-style-type: none"> ▶ Description of trucks including: number and size of trucks per day, expected arrival/departure times, truck circulation patterns. ▶ Description of staging area including: location, maximum number of trucks simultaneously permitted in staging area, use of traffic control personnel, specific signage. ▶ Description of street closures including: duration, advance warning and posted signage, safe and efficient access routes for emergency vehicles, and use of manual traffic control. ▶ Description of driveway access plan including: provisions for safe vehicular, pedestrian, and bicycle travel, minimum distance from any open trench, special signage, and private vehicle accesses. 	LTS

Table 3-1 Summary of Impacts and Mitigation Measures			
Impact	Level of Significance Prior to Mitigation	Mitigation Measure(s)	Level of Significance After Mitigation
5-7 The proposed project would have a cumulatively considerable contribution to cumulative impacts related to the study intersections of Howe Avenue/Feature Drive, Howe Avenue/Cadillac Drive and Howe Avenue/Fair Oaks Boulevard under cumulative conditions.	CC	Mitigation Measure 5-7: Implement Mitigation Measure 5-1(a) and (b).	SU
5-8 The proposed project would have a less-than-cumulatively considerable contribution to cumulative impacts related to level of service and volume-to-capacity ratio on Sacramento County roadways under cumulative conditions.	LCC	None required.	LTS
5-9 The proposed project would not have a cumulatively considerable contribution to cumulative impacts related to Sacramento Regional Transit bus operations and route times under cumulative conditions.	LCC	None required.	LTS
5-10 The proposed project would have a less-than-cumulatively considerable contribution to cumulative impacts related to existing bicycle facilities or construction of a facility that is planned in the City of Sacramento Bikeway Master Plan under cumulative conditions.	LCC	None required.	LTS
5-11 The proposed project would have a less-than-cumulatively considerable contribution to cumulative impacts related to pedestrian access to the site under cumulative conditions.	LCC	None required.	LTS
Notes: CC = Cumulatively Considerable; LCC = Less than Cumulatively Considerable; LS = Less than Significant; PS = Potentially Significant; PSU = Potentially Significant and Unavoidable; S = Significant; SU = Significant and Unavoidable Source: AECOM 2014			

4 GREENHOUSE GAS EMISSIONS

4.1 INTRODUCTION

Emissions of greenhouse gases (GHGs) have the potential to adversely affect the environment because such emissions contribute on a cumulative basis to global climate change. The proper context for addressing this issue in an EIR is within an assessment of cumulative impacts because, although a single project will not materially contribute to climate change, cumulative emissions from many projects accumulate in the atmosphere, increasing global GHG concentrations, and potentially altering the climate systems locally and around the globe. This section presents background information about GHG emissions and their relationship to climate change, and discusses the federal, state, and local regulatory framework with respect to GHG emissions. GHG impacts associated with the proposed project are evaluated using local thresholds and criteria, as available.

GHGs were described and evaluated in the City of Sacramento 2030 General Plan Master EIR (certified March 3, 2009; State Clearinghouse No. 2007072024) and were further described and addressed in the City's Climate Action Plan (CAP) (adopted February 14, 2012; State Clearinghouse No. 2011112036). Chapter 8, "Climate Change," of the Master EIR addressed the effects of development under the 2030 General Plan on global GHG emissions and the potential for those emissions to cumulatively contribute to global climate change. The impact analysis of GHG emissions for the 2030 General Plan used both a quantitative approach to estimate the net increase in GHG emissions from anticipated development under the 2030 General Plan and a qualitative analysis of the GHG reduction potential of the General Plan goals and policies, implementation programs, and the mitigation measures identified in the Master EIR.

In addition, the City further addressed GHGs in the CAP. The CAP details steps that the City – in coordination with residents, businesses, and partners – will use to address the challenges of a changing climate and to reduce Sacramento's contribution to global GHG concentrations. The CAP presents seven overarching strategies that represent the primary ways the City will reduce GHG emissions and adapt to expected climate change impacts. Within each strategy are a series of measures that define the programs, policies, and regulations that the City will implement to achieve its climate action objectives. The content of this material is summarized below.

Information from the City's 2030 General Plan Master EIR and CAP is hereby incorporated by reference. Both documents are available for review at the City's offices or online at <http://www.sacgp.org>.

The City's General Plan Master EIR evaluates how the anticipated population and employment growth projected for the city can be strategically accommodated to both preserve the distinguishing and valued qualities of the community as well as to revitalize those areas that are underutilized. The CAP identifies locally-based strategies, measures, and actions to reduce GHG emissions and plan for climate change impacts.

4.2 ENVIRONMENTAL SETTING

As discussed in Chapter 8, "Climate Change," of the 2030 General Plan Master EIR and incorporated here by reference, GHGs are gases that trap heat in the atmosphere, analogous to the way a greenhouse retains heat. Parts of the Earth's atmosphere act as an insulating blanket of just the right thickness, trapping sufficient solar energy to keep the global average temperature in a suitable range. The "blanket" is a collection of atmospheric GHGs based on the idea that the gases "trap" heat similar to the glass walls of a greenhouse. These gases, mainly water vapor,

carbon dioxide (CO₂), methane (CH₄), nitrous oxide (N₂O), ozone (O₃), and chlorofluorocarbons (CFCs), act as global insulators, reflecting visible light and infrared radiation back to the Earth.

The role of water vapor and O₃ as GHGs is poorly understood. Therefore, methodologies approved by the Intergovernmental Panel on Climate Change (IPCC), EPA, and the California Air Resources Board (ARB) focus on CO₂, CH₄, N₂O, CFCs, and hydrofluorocarbons (HFCs) as GHGs. A brief description of each of these gases is provided below.

Carbon Dioxide (CO₂) enters the atmosphere through the burning of fossil fuels (e.g., oil, natural gas, and coal), solid waste, and trees and wood products, and as a result of other chemical reactions, such as those required to manufacture cement. Globally, the largest source of CO₂ emissions is the combustion of fossil fuels such as coal, oil, and gas in power plants, automobiles, industrial facilities, and other sources. A number of specialized industrial production processes and product uses such as mineral production, metal production, and the use of petroleum-based products can also lead to CO₂ emissions. CO₂ is also removed from the atmosphere (or “sequestered”) when it is absorbed by plants as part of the biological carbon cycle. When in balance, the total CO₂ emissions and removals from the entire carbon cycle are roughly equal. Since the Industrial Revolution in the 1700s, human activities, including burning of oil, coal, and gas, and deforestation, have increased CO₂ concentrations in the atmosphere (U.S. Environmental Protection Agency [EPA] 2013a).

Methane (CH₄) is emitted from a variety of both human-related and natural sources. Human-related activities include fossil fuel production, animal husbandry, rice cultivation, biomass burning, and waste management. CH₄ is emitted during the production and transport of coal, natural gas, and oil. CH₄ emissions also result from livestock and other agricultural practices and by the decay of organic waste in municipal solid waste landfills. It is estimated that 60% of global CH₄ emissions are due to human-related activities. Natural sources of CH₄ include wetlands, gas hydrates, permafrost, termites, oceans, freshwater bodies, non-wetland soils, and other sources, such as wildfires. Methane emission levels from a particular source can vary significantly from one country or region to another, depending on many factors such as climate, industrial and agricultural production characteristics, energy types and usage, and waste management practices. For example, temperature and moisture have a significant effect on the anaerobic digestion process, which is one of the key biological processes that cause CH₄ emissions in both human-related and natural sources. Also, the implementation of technologies to capture and utilize CH₄ from sources such as landfills, coal mines, and manure management systems affects the emission levels from these sources (EPA 2013b).

Nitrous Oxide (N₂O), more commonly known as “laughing gas,” is produced naturally by microbial processes in soil and water. In addition to agricultural sources, some industrial processes, such as fossil fuel-fired power plants, nylon production, nitric acid production, and vehicle emissions, also contribute to its atmospheric load. It is used in rocket engines, race cars, and as an aerosol spray propellant.

Chlorofluorocarbons (CFCs) have no natural source, but were synthesized for uses as refrigerants, aerosol propellants, and cleaning solvents. Since their creation in 1928, the concentrations of CFCs in the atmosphere have been rising. Due to the discovery that they are able to destroy stratospheric ozone, a global effort to halt their production was undertaken and has successfully reduced or stopped the increase in the levels of the major CFCs. However, due to the long atmospheric lifetimes, CFCs will remain in the atmosphere for over 100 years.

Hydrofluorcarbons (HFCs) are another set of synthesized compounds. HFCs are also considered GHGs, though they are less stable in the atmosphere and therefore have a shorter lifetime and less of an impact than CFCs.

CFCs, tetrafluoromethane (CF₄), sulfur hexafluoride (SF₆), and HFCs have been banned and are no longer commercially available. Therefore, they are not considered further in this analysis.

4.2.1 ATTRIBUTING CLIMATE CHANGE—THE PHYSICAL SCIENTIFIC BASIS

The concept of CO₂ equivalency (CO₂e) is used to account for the relative potentials of different GHGs to absorb infrared radiation. This potential, known as the global warming potential (GWP) of a GHG, is dependent on the lifetime or persistence of the gas molecule in the atmosphere, its ability to absorb/trap infrared radiation, and the spectrum of light energy (i.e., range of wavelengths and frequencies) absorbed by the gas molecule. The GWP of each type of GHG is measured relative to CO₂, which has a GWP of 1.

High-GWP GHGs include ozone-depleting substances, chlorofluorocarbons, hydrochlorofluorocarbons, and halons, in addition to their replacements, hydrofluorocarbons. Other high-GWP GHGs include perfluorocarbons and sulfur hexafluoride. Although high-GWP gases are typically emitted at lower rates than CO₂, methane, and nitrous oxide, they could still make a substantial contribution to climate change because they are more effective at absorbing outgoing infrared radiation than CO₂.

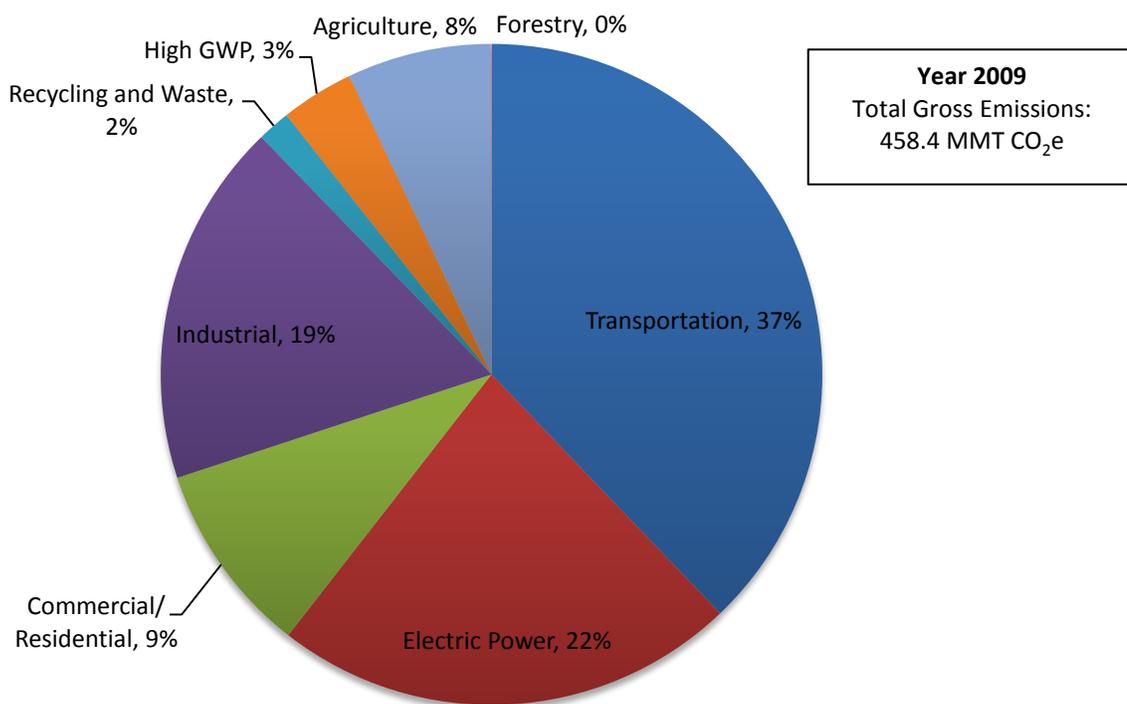
The exact lifetime of any particular GHG molecule depends on multiple variables and cannot be pinpointed; however, more CO₂ is currently emitted into the atmosphere than is sequestered. CO₂ sinks, or reservoirs, include vegetation and the ocean, which absorb CO₂ through photosynthesis and dissolution, respectively. These are two of the most common processes of CO₂ sequestration. Of the total annual human-caused CO₂ emissions, approximately 54% is sequestered within a year through ocean uptake, Northern Hemisphere forest regrowth, and other terrestrial sinks, whereas the remaining 46% of human-caused CO₂ emissions remain stored in the atmosphere (Seinfeld and Pandis 1998:1091).

Anthropogenic (human-caused) emissions of GHGs that have led to atmospheric levels of GHGs exceeding natural ambient concentrations are responsible for intensifying the greenhouse effect. These emissions have led to a trend of unnatural warming of the earth's atmosphere and oceans, with corresponding effects on global circulation patterns and climate (IPCC 2007:665).

4.2.2 ATTRIBUTING CLIMATE CHANGE—SOURCES OF GREENHOUSE GAS EMISSIONS

Emissions of GHGs contributing to global climate change are attributable in large part to human activities associated with the transportation, industrial/manufacturing, utility, residential, commercial, and agricultural emissions sectors (ARB 2014). As the second largest emitter of GHG emissions in the United States and 12th to 16th largest in the world, California contributes a significant quantity of GHGs to the atmosphere (California Energy Commission [CEC] 2006:i). In California, the transportation sector is the largest emitter of GHGs, followed by electricity generation (ARB 2014) (see Exhibit 4-1).

California Statewide 2009 Greenhouse Gas Inventory



Source: ARB 2014

Exhibit 4-1

2009 California Greenhouse Gas Emissions by Sector (2000–2012 Emissions Inventory)

Various aspects of constructing, operating, and eventually discontinuing the use of commercial and residential development will result in GHG emissions. Operational phase GHG emissions result from energy use associated with heating, lighting and powering buildings (typically through natural gas and electricity consumption), pumping and processing water (which consumes electricity), as well as fuel used for transportation and decomposition of waste associated with building occupants. New development can also create GHG emissions in its construction and demolition phases in connection with the use of fuels in construction equipment, creation and decomposition of building materials, vegetation clearing, and other activities. However, it is noted that new development does not necessarily create entirely new GHG emissions. Occupants of new buildings are often relocating and shifting their operational phase emissions from other locations.

4.3 REGULATORY SETTING

Numerous federal, state, regional, and local laws, rules, regulations, plans, and policies define the framework that regulates and will potentially regulate climate change. The following discussion incorporated by reference from the City's General Plan Master EIR focuses on climate change requirements applicable to the proposed project.

4.3.1 FEDERAL PLANS, POLICIES, REGULATIONS, AND LAWS

SUPREME COURT RULING ON CALIFORNIA CLEAN AIR ACT WAIVER

EPA is the agency responsible for implementing the federal Clean Air Act (CAA). The U.S. Supreme Court ruled on April 2, 2007 that CO₂ is an air pollutant as defined under the CAA, and the EPA has the authority to regulate emissions of GHGs. However, no federal regulations or policies regarding GHG emissions are applicable to the proposed project. See the discussion of Assembly Bill (AB) 1493, below, for further information about the California Clean Air Act Waiver.

PROPOSED ENDANGERMENT AND CAUSE OR CONTRIBUTE FINDINGS FOR GREENHOUSE GASES UNDER THE FEDERAL CLEAN AIR ACT

On December 7, 2009, EPA adopted its *Proposed Endangerment and Cause or Contribute Findings for Greenhouse Gases* under the CAA (Endangerment Finding). The EPA Administrator found that atmospheric concentrations of GHGs endanger public health and welfare within the meaning of Section 202(a) of the CAA. The EPA Administrator also found that GHG emissions from new motor vehicles and motor vehicle engines are contributing to air pollution, which is endangering public health and welfare.

4.3.2 STATE PLANS, POLICIES, REGULATIONS, AND LAWS

ASSEMBLY BILL 1493

In 2002, then-Governor Gray Davis signed AB 1493 requiring the ARB develop and adopt, by January 1, 2005, regulations reduce GHGs emitted by passenger vehicles, light-duty trucks and noncommercial personal transportation vehicles. To meet the requirements of AB 1493, ARB approved amendments in 2004 to the California Code of Regulations (CCR) that added GHG emissions standards to California's existing standards for motor vehicle emissions. Amendments to CCR Title 13, Sections 1900 and 1961 (13 CCR 1900, 1961), and adoption of Section 1961.1 (13 CCR 1961.1) imposed new requirements on automobile manufacturers, beginning with the 2009 model year. Manufacturers were required to meet fleet-average GHG emissions limits for all passenger cars, light-duty trucks within various weight criteria, and medium-duty passenger vehicles.

EXECUTIVE ORDER S-3-05

Executive Order S-3-05, signed by Governor Schwarzenegger in 2005, proclaimed that California is vulnerable to the impacts of climate change. It established total GHG emission targets for the state, requiring statewide GHG emissions reductions to the 2000 level by 2010, the 1990 level by 2020, and to 80% below the 1990 level by 2050. To comply with Executive Order S-3-05, the Secretary of the California Environmental Protection Agency created the California Climate Action Team (CCAT), made up of members of various state agencies and commissions. CCAT released its first report in March 2006. The report proposed to achieve the targets by building on voluntary actions of California businesses, local government and community actions, as well as through state incentive and regulatory programs.

ASSEMBLY BILL 32, THE CALIFORNIA GLOBAL WARMING SOLUTIONS ACT OF 2006

In September 2006, Governor Schwarzenegger signed AB 32, the California Global Warming Solutions Act of 2006. AB 32 established regulatory, reporting, and market mechanisms to achieve quantifiable reductions in GHG emissions and a cap on statewide GHG emissions. Under AB 32, statewide GHG emissions must be reduced to 1990 levels by 2020. This reduction is to be accomplished through an enforceable statewide cap on GHG emissions, starting in 2013. To effectively implement the cap, AB 32 directs ARB to develop and implement regulations to reduce statewide GHG emissions from stationary sources. AB 32 specifies that regulations adopted in response to AB 1493 should be used to address GHG emissions from vehicles. AB 32 requires ARB to adopt a quantified cap on GHG emissions representing 1990 emissions levels and disclose how it arrived at the cap; institute a schedule to meet the emissions cap; and develop tracking, reporting, and enforcement mechanisms to ensure that the state achieves the reductions in GHG emissions necessary to meet the cap. AB 32 also includes guidance to institute emissions reductions in an economically efficient manner and conditions to ensure that businesses and consumers are not unfairly affected by the reductions.

SENATE BILL 1368

Senate Bill (SB) 1368 of 2006 was the companion bill of AB 32 and was signed by Governor Schwarzenegger in September 2006. SB 1368 required the California Public Utilities Commission (CPUC) to establish a GHG performance standard for baseload generation from investor-owned utilities by February 1, 2007. CEC was required to establish a similar standard for local publicly owned utilities by June 30, 2007. These standards could exceed the GHG emission rate from a baseload combined-cycle natural gas fired plant. The legislation further required that all electricity provided to California, including imported electricity, be generated from plants that meet the standards set by the CPUC and CEC.

EXECUTIVE ORDER S-1-07

Executive Order S-1-07, signed by Governor Schwarzenegger in 2007, proclaimed that the transportation sector is the main source of GHG emissions in California, at more than 40% of statewide emissions. It established a goal to reduce the carbon intensity of transportation fuels sold in California by a minimum of 10% by 2020. This executive order also directed ARB to determine whether the state could adopt this Low Carbon Fuel Standard as a discrete early-action measure after meeting the mandates in AB 32. ARB adopted the Low Carbon Fuel Standard on April 23, 2009.

SENATE BILL 97

SB 97, signed in August 2007, acknowledged that climate change is a prominent environmental issue that requires analysis under CEQA. This legislation directed the Governor's Office of Planning and Research to prepare, develop, and transmit to the California Natural Resources Agency by July 1, 2009, guidelines for the feasible mitigation of GHG emissions or the effects of GHG emissions, as required by CEQA. The California Natural Resources Agency adopted those guidelines on December 30, 2009, and the guidelines became effective on March 18, 2010. Among the revisions to the Guidelines were provisions allowing lead agencies to streamline the analysis of GHGs on a project level by using a programmatic GHG emissions reduction plan meeting certain criteria.

SENATE BILL 375

SB 375, signed in September 2008, aligns regional transportation planning efforts, regional GHG emission reduction targets, and land use and housing allocation. SB 375 requires that each metropolitan planning organization (MPO) adopt a sustainable communities strategy (SCS) or alternative planning strategy (APS) to prescribe land use allocation in that MPO's regional transportation plan.

ARB, in consultation with the MPOs, was directed to provide each affected region with reduction targets for GHGs emitted by passenger cars and light trucks in the region for the years 2020 and 2035. These reduction targets are to be updated every 8 years; however, they can be updated every 4 years if advancements in emissions technologies affect the reduction strategies to achieve the targets.

Under SB 375, ARB also must review each MPO's SCS or APS for consistency with its assigned targets. If an MPO does not meet its GHG emission reduction target, transportation projects in the area served by that MPO are not eligible for funding programmed after January 1, 2012. The Sacramento Area Council of Governments (SACOG) adopted its Metropolitan Transportation Plan/SCS (MTP/SCS) on April 19, 2012. The targets for the Sacramento region for per-capita passenger vehicle GHG emission reductions were 7% by 2020 and 16% by 2035 (compared to 2005 levels). SACOG's SCS demonstrates a 9.6% reduction by 2020 and 19.7% by 2035.

ASSEMBLY BILL 32, CLIMATE CHANGE SCOPING PLAN

On December 11, 2008, ARB adopted its *Climate Change Scoping Plan* (Scoping Plan), which functions as a road map of ARB's plans to achieve GHG reductions in California required by AB 32 through subsequently enacted regulations (ARB 2009). The Scoping Plan contains the main strategies California will implement to reduce CO₂e emissions to meet the legislative mandate embodied in AB 32. The Scoping Plan also breaks down the reduction in GHG emissions that ARB recommends for each emissions sector of the state's GHG inventory. The Scoping Plan calls for the largest reductions in GHG emissions through improved emissions standards for light-duty vehicles, establishment of a low carbon fuel standard, energy efficiency measures in buildings and appliances, a renewable portfolio standard for electricity production, and emissions reductions for medium- and heavy-duty vehicles.

The Scoping Plan recognizes local governments' land use planning and urban growth decisions affect GHG emissions. ARB further acknowledges that land use decisions will have large effects on GHG emissions from the transportation, housing, industry, forestry, water, agriculture, electricity, and natural-gas-emission sectors.

CALIFORNIA CODE OF REGULATIONS TITLE 24, PART 6

CCR Title 24, Part 6: *California's Energy Efficiency Standards for Residential and Nonresidential Buildings* (Title 24) were first established in 1978 in response to a legislative mandate to reduce California's energy consumption. The standards are updated periodically to allow consideration and possible incorporation of new energy efficiency technologies and methods. Although it was not originally intended to reduce GHG emissions, electricity production by fossil fuels results in GHG emissions and energy efficient buildings require less electricity. Therefore, increased energy efficiency results in decreased GHG emissions.

California's building efficiency standards are updated approximately every three years. New standards that increase energy efficiency requirements for residential and non-residential buildings compared to the 2008 standards went into effect on January 1, 2014.

4.3.3 REGIONAL AND LOCAL PLANS, POLICIES, REGULATIONS, AND ORDINANCES

CITY OF SACRAMENTO GENERAL PLAN

On March 3, 2009, the Sacramento City Council adopted the Sacramento 2030 General Plan (2030 General Plan). The 2030 General Plan includes an Environmental Resources chapter that states the City's goal (Goal ER 6.1) of improving "health and sustainability of the community through improved regional air quality and reduced GHG emissions that contribute to climate change" (City of Sacramento 2009). The policies established under Goal ER 6.1 aim to reduce both criteria air pollutant and GHG emissions. While some policies specifically focus on air quality emissions and some on GHG emissions, implementation of most policies under Goal ER 6.1 would result in the reduction of both criteria air pollutant and GHG emissions. However, there are four policies specifically focused on GHG emissions:

- ▶ **Policy ER 6.1.7 (Greenhouse Gas Reduction Goal):** This policy requires the City to work with ARB to comply with the AB 32 Scoping Plan GHG reduction goals.
- ▶ **Policy ER 6.1.8 (Citywide Greenhouse Gas Assessment):** This policy requires the City to evaluate the GHG emissions associated with full buildout of the 2030 General Plan.
- ▶ **Policy ER 6.1.9 (Greenhouse Gas Reduction in New Development):** This policy requires the City to promote new development that reduces GHG emissions from all aspects of development (e.g., site planning, water consumption, energy consumption, transportation).
- ▶ **Policy ER 6.1.10 (Climate Change Assessment and Monitoring):** The policy requires the City to assess and monitor for effects of climate change.

Other policies and goals throughout the 2030 General Plan would also affect GHG emissions, such as those related to energy efficiency, water use efficiency, and reduction of vehicle trips and trip distances, among others.

CITY OF SACRAMENTO CLIMATE ACTION PLAN

To directly address the issue of climate change and GHG emissions, the City of Sacramento adopted its CAP on February 14, 2012. The CAP describes GHG emissions from uses and activities within the City and establishes policies, actions, and implementation measures to reduce existing and future GHG emissions. As part of the CAP development process, a baseline GHG emissions inventory for the year 2005 was created that determined the City of Sacramento generated approximately 4.1 MMT CO₂e in 2005. The CAP also established a GHG emissions reduction target of 15% below 2005 levels by the year 2020 and GHG reduction goals of 38% below 2005 levels by the year 2030 and 83% below 2005 levels by the year 2050. The CAP sets forth strategies and measures related to the following topics of GHG reduction:

- ▶ Strategy 1: Sustainable Land Use
- ▶ Strategy 2: Mobility and Connectivity

- ▶ Strategy 3: Energy Efficiency and Renewable Energy
- ▶ Strategy 4: Waste Reduction and Recycling
- ▶ Strategy 5: Water Conservation and Wastewater Reduction
- ▶ Strategy 6: Climate Change Adaptation
- ▶ Strategy 7: Community Involvement and Empowerment

The City intends to use the CAP to streamline CEQA review for projects that are determined to be consistent with the CAP, pursuant to Section 15183.5 of the State CEQA Guidelines.

4.4 IMPACTS AND MITIGATION MEASURES

4.4.1 THRESHOLDS OF SIGNIFICANCE

The proposed project would result in a significant GHG emissions impact if implementation of the proposed project would conflict with the City’s CAP.

CLIMATE ACTION PLAN CONSISTENCY REVIEW CHECKLIST

As stated in State CEQA Guidelines Section 15064.3 and Appendix G, the significance criteria established by the applicable air quality management district may be relied on to make the above determinations. However, at the time of this writing, Sacramento Metropolitan Air Quality Management District (SMAQMD) has not adopted a significance threshold for analyzing GHG emissions associated with land use development or infrastructure projects. In light of the lack of an established GHG emissions threshold that would apply to the proposed project, SMAQMD suggests that lead agencies identify thresholds of significance applicable to a proposed project that are supported by substantial evidence and linked with the AB 32 reduction target (SMAQMD 2009:6-5). Compliance with the City’s CAP would ensure that the City meets the AB 32 reduction target. To ensure that development projects comply with the City’s CAP, the City of Sacramento developed a CAP Consistency Review Checklist intended to provide a streamlined review process per State CEQA Guidelines Section 15183.5 for proposed new development projects that are subject to CEQA review. The CAP Consistency Review Checklist is required only for proposed new development projects which are subject to CEQA review (City of Sacramento 2013). The City’s CAP Consistency Review Checklist asks questions to which “yes,” “no,” or “not applicable” responses with explanations are to be provided. The City also provides detailed guidance on how to answer the questions. The CAP Consistency Review Checklist questions are:

1. Is the proposed project consistent with the land use and urban form designation, allowable floor area ratio (FAR) and/or density standards in the City’s 2030 General Plan?
2. Would the project reduce average vehicle miles traveled (VMT) per capita of the proposed residents, employees, and/or visitors to the project by a minimum of 35% compared to the statewide average?
3. Would the project incorporate traffic calming measures?
4. Would the project incorporate pedestrian facilities and connections to public transportation consistent with the City’s Pedestrian Master Plan?

5. Would the project incorporate bicycle facilities consistent with the City’s Bikeway Master Plan, and meet or exceed minimum standards for bicycle facilities in the Zoning Code and CALGreen?
6. For residential projects of 10 or more units, commercial projects greater than 25,000 square feet, or industrial projects greater than 100,000 square feet, would the project include on-site renewable energy systems (e.g., photovoltaic systems) that would generate at least a minimum of 15% of the project's total energy demand on-site? (CAP Actions: 3.4.1 and 3.4.2)

4.4.2 ANALYSIS METHODOLOGY

Using the City’s CAP Consistency Review Checklist as a guide, this analysis evaluates whether the proposed project would comply with the City’s CAP. A “yes” or “not applicable” response to each of the CAP Consistency Review Checklist questions would result in a determination that the proposed project complies with the City’s CAP. A “no” response demonstrates the proposed project is not fully compliant with the City’s CAP and additional analysis would be required.

4.4.3 IMPACT ANALYSIS

IMPACT 4-1 *The proposed project would conflict with the City's Climate Action Plan without appropriate documentation to demonstrate the project's energy efficiency. With appropriate documentation submitted to the City, the proposed project would have a less-than-cumulatively considerable contribution to cumulative impacts related to greenhouse gas emissions. Impact would be **cumulatively considerable** without appropriate documentation submitted to the City to demonstrate the project's energy efficiency.*

BACKGROUND

The proposed project would generate GHG emissions during construction through the use of heavy-duty construction equipment, material delivery trucks, and construction worker vehicles. Construction-related GHG emissions would be temporary in nature and would cease following completion of construction of the proposed project.

Following construction of the proposed project, long-term GHG emissions would be generated by the day-to-day operations of the proposed project. These operational GHG emissions would include both direct and indirect emissions. Direct GHG emissions are those that are generated at the point of consumption or activity. For example, natural gas combustion for space or water heating, and motor vehicle combustion of fuel for travel involve GHG emissions generated at the point of activity. Indirect GHG emissions are those that are generated as a result of, or in a different location than, the point of activity. A prime example of indirect GHG emissions is electricity consumption. Electricity consumed by the proposed project would be generated at a power plant that may be located many miles away from the project site and may be generated at a different time from when the electricity is consumed. Another example of indirect GHG emissions is the emissions generated by water conveyance. Water consumed at the project site has GHG emissions associated with the water treatment, conveyance, and wastewater treatment of that water. Those emissions are not generated instantaneously as the water is consumed or when a toilet is flushed, but are indirectly generated as a result of the water consumption.

The proposed project is located in the City of Sacramento, which has developed the CAP to reduce GHG emissions pursuant to AB 32. The City's CAP has developed a GHG emissions target to reduce emissions to 1990 levels by year 2020 (i.e., 15% below 2005 emission levels), which is consistent with the goal of AB 32. The City's CAP also seeks to reduce year 2030 emissions by 38% below 2005 levels and year 2050 emissions by 83% below 2005 levels. In order to achieve these emission reduction goals, the CAP outlines strategies, measures, and actions to contribute to the City's and state's GHG reduction goals. Phase 1 of the City's CAP focuses on the municipal operations where the City has full operational control. Phase 2 of the City's CAP focuses on using incentives, policies, strategies, public outreach, and other tools to reduce communitywide emissions, over which the City does not have direct operational control. Therefore, projects that are consistent with the City of Sacramento's CAP would not conflict with the City's efforts to reduce GHG emissions.

CLIMATE ACTION PLAN CONSISTENCY REVIEW CHECKLIST ASSESSMENT

The City has developed a CAP Consistency Review Checklist to determine if a project is consistent with the CAP (Appendix C). Projects that fulfill all of the requirements of the Consistency Review Checklist are considered to be consistent with the CAP. The following analysis presents each of the Consistency Review Checklist questions along with how the proposed project would or would not achieve its requirements.

1. Is the proposed project consistent with the land use and urban form designation, allowable floor area ratio (FAR) and/or density standards in the City's 2030 General Plan? (Project Answer: Yes)

The proposed project would be designed consistent with the zoning and land use designation of the project site. The project site is currently zoned as C-2-R-PUD (General Commercial, Review, Planning Unit Development) and designated by the 2030 Sacramento General Plan as Employment Center Mid-Rise. The proposed project is substantially consistent with the intent of the City General Plan. The project site is in an urban area surrounded by existing residential development and commercial uses. The proposed project would be an infill development project on the corner of a heavily traveled intersection and would replace a vacant car dealership with neighborhood-serving commercial uses. In addition, the proposed project would meet the minimum FAR requirement of 0.35:11 established for the project site. Therefore, the proposed project would be consistent with the FAR and density standards and this checklist criterion would be fulfilled.

2. Would the project reduce average vehicle miles traveled (VMT) per capita of the proposed residents, employees, and/or visitors to the project by a minimum of 35% compared to the statewide average? (Project Answer: Yes)

According to the City's CAP Consistency Review Checklist (Exhibit 1: City of Sacramento Daily VMT/Capita, 2008 Base Year), the project site is located in an area likely to meet the 35% reduction standard based on its geographic location. Since the proposed project is located in the green area of the map, it can be assumed to contribute positively to achievement of a VMT/capita/day below 16, or 35% below the 2009 statewide average VMT/Capita/day. The City has determined that in areas depicted with green on the CAP Consistency Review Checklist, Exhibit 1, non-residential uses that are consistent with the land use diagram would provide the necessary mix of uses, including residential, commercial, retail, office, and industrial, to result in per capita VMT that meets the requirements of the CAP. The project location is an infill site, surrounded by residential development and other commercial uses. The proposed project would involve the construction of neighborhood serving commercial uses. One of the goals of the 2030 General Plan is to situate

neighborhood-serving uses in proximity to residential neighborhoods so that residents would have short trip lengths to purchase commercial goods and services, including the pharmaceuticals, groceries, and other retail goods that would be available at the proposed project. The proximity of surrounding residential areas to the project site suggests that trips to the project site would be shorter than if the proposed uses were not constructed at this location, and residents would be required to travel further, to make such shopping trips. Therefore, based on the City's planning and the analysis that is represented in the Checklist, Exhibit 1, this checklist criterion would be fulfilled.

3. Would the project incorporate traffic calming measures? (Project Answer: Not Applicable)

The CAP Consistency Review Checklist provides examples of traffic calming measures such as curb extensions, speed tables, raised crosswalks, raised intersections, median islands, tight corner radii, roundabouts or mini-circles, on-street parking, planter strips with street trees, and chicanes/chokers. The proposed project is located at the intersection of Howe Avenue and Fair Oaks Boulevard, two high-speed roadways. Howe Avenue is a 6-lane arterial while Fair Oaks Boulevard is a 4-lane arterial. These roadways are designed to carry high volumes of vehicles at high speeds. The City's CAP and the calculations supporting the City's CAP do not assume that traffic-calming measures would be implemented citywide, but rather in eligible neighborhoods. Traffic calming measures are typically imposed on projects and roadways where slower traffic speeds are desired. Due to the classification of Howe Avenue and Fair Oaks Boulevard as arterials, the City would not seek to slow traffic on those roadways. Therefore, this question is not applicable to the proposed project.

4. Would the project incorporate pedestrian facilities and connections to public transportation consistent with the City's Pedestrian Master Plan? (Project Answer: Yes)

The proposed project would include pedestrian connectivity on and around the site to allow customers and employees to use non-motor vehicle modes of transportation (e.g., walking, biking) to access the project site.

According to the Pedestrian Master Plan (PMP), street design should enhance and improve pedestrian safety and comfort, and encourage non-motorized travel modes. Potential enhancements noted in the PMP include such features as construction of wider sidewalks, creation of curbs and gutters, curb ramps, street lighting, landscaping closer to the street, or benches at bus stops. The project site already has a curb, gutter and sidewalk and overhead street lighting, consistent with existing City requirements. An existing Regional Transit bus stop on Howe Avenue, adjacent to the project site, includes a bench and bus shelter, and no changes to the bus stop are proposed. The proximity of the proposed project to this transit stop would encourage both employees and customers to use public transit to access the project site. The proposed project would add landscaping, including trees, to the project site and near the Howe Avenue sidewalk, thereby increasing the amount of landscaping adjacent to the existing sidewalk and pedestrian corridor, including areas between the bus stop and entryways to on-site proposed uses. In addition, a direct pedestrian connection from the future developed portions of the project site to the sidewalks at the Howe Avenue/Fair Oaks Boulevard intersection would encourage pedestrians in the area to continue walking to/from the project site to/from other uses in the vicinity because it would provide a more convenient connection of the site to the existing sidewalk network along Howe Avenue. The new pedestrian connection to the Regional Transit bus stop on Howe Avenue adjacent to the project site would facilitate access from the proposed project to the

Regional Transit bus stop and would encourage both employees and customers to use public transit to access the project site.

The proposed project would repair/reconstruct any deteriorated portions of the existing sidewalk frontage along Howe Avenue from Cadillac Drive to the corner of Howe Avenue and Fair Oaks Boulevard to ensure Americans with Disabilities Act (ADA) compliance. A new, six-foot-wide paved pedestrian walkway would be provided connecting the project site directly to the sidewalk at the Fair Oaks Boulevard/Howe Avenue intersection. Because the proposed project would include pedestrian enhancements consistent with the City's Pedestrian Master Plan, this checklist criterion would be fulfilled.

5. Would the project incorporate bicycle facilities consistent with the City's Bikeway Master Plan, and meet or exceed minimum standards for bicycle facilities in the Zoning Code and CALGreen? (Project Answer: Not Applicable/Yes)

The City's Bikeway Master Plan shows there are no existing or proposed Class I (bike trail), Class II (on-street bike lanes), or Class III (on-street bike route signs and markings) bike facilities adjacent to or through the proposed project site. Therefore, the Bikeway Master Plan is not applicable to the proposed project.

The minimum standards set forth in the Zoning Code for bicycle parking for commercial services are one long-term bike space per 10,000 gross square feet of building, or two spaces, whichever is greater. CALGreen Section 5.106.4.2 requires long-term bicycle parking for 5% of visitor motorized vehicle parking capacity, with a minimum of one space. In addition, one short-term bike space is required per 2,000 gross square feet of building, or two spaces, whichever is greater. CALGreen Section 5.106.4.1 requires short-term bicycle parking within 200 feet of the building's entrance for 5% of visitor motorized vehicle parking capacity, with a minimum of one two-bike capacity rack. The proposed project would construct commercial buildings totaling 66,170 square feet. Based on the minimum requirements for bicycle facilities, seven long-term and 33 short-term bicycle parking spaces would be required for the proposed project.

The proposed project would include seven bicycle locker spaces for use by onsite employees. The bicycle lockers would provide enclosed, secure bike parking consistent with the requirements in the Zoning Code and CALGreen Section 5.106.4.2. The bicycle lockers would likely be located on the side or rear of the proposed commercial buildings. As required by the Zoning Code and CALGreen Section 5.106.4.1, bike racks with parking for at least 33 bicycles within 200 feet of the front entrances of the commercial buildings would be included in the proposed project. These bike racks would be intended for use by visitors to the project site.

The proposed project would meet the bicycle parking requirements set forth in the Zoning Code. Therefore, this checklist criterion would be fulfilled.

6. For residential projects of 10 or more units, commercial projects greater than 25,000 square feet, or industrial projects greater than 100,000 square feet, would the project include on-site renewable energy systems (e.g., photovoltaic systems) that would generate at least a minimum of 15% of the project's total energy demand on-site? (CAP Actions: 3.4.1 and 3.4.2) (Project Answer: Yes)

Although the proposed project would not include on-site renewable energy systems, the City determined that a project could substitute an additional 15% energy efficiency in place of the on-site energy demand

requirement (Buford 2013). Implementation of Tier 1 energy efficiency measures would be sufficient to replace the requirement for on-site generation of 15% of proposed project energy requirements (Buford 2013).

The proposed project would be designed in compliance with the 2013 Title 24 Building Energy Efficiency Standards, effective January 1, 2014. This would be equivalent to current Tier 1 standards and represent a 15% reduction in the commercial buildings' combined space heating, space cooling, and water heating energy compared to the 2008 Title 24 Standards. In addition, the proposed project would include features, such as shade trees and landscaping, which would reduce the energy demand for air conditioning by reducing the heat island effect.

The proposed project would include other design features that would reduce energy demand, such as a white "cool roof;" plumbing fixtures that use less water; energy management systems that controls or turns off lights and heating, ventilation, and air conditioning (HVAC) equipment when not in use; zero/low volatile organic compounds (VOCs) in the carpet, paint, sealants, and tile; and recycling of construction waste materials.

Since the proposed project would be designed to meet Tier 1 energy efficiency requirements, this checklist criterion would be fulfilled with appropriate documentation submitted to the City.

The proposed project would fulfill all six of the City's CAP Consistency Review Checklist questions.

CONSISTENCY WITH 2030 GENERAL PLAN AND MASTER EIR GREENHOUSE GAS ASSESSMENT

Although the CAP Consistency Review Checklist has been developed to determine consistency with the CAP, it is also important to evaluate whether the proposed project would be consistent with the GHG evaluation included in the 2030 General Plan Master EIR. General Plan land use designations and zoning codes have been developed in order to guide balanced development throughout the City, and were the basis of the 2030 General Plan Master EIR consideration of GHG emissions. As discussed above, the proposed project is consistent with the zoning and land use designation for the project site and would not require a general plan amendment or rezoning of the project site. Therefore, the proposed project's GHG emissions have been considered by the 2030 General Plan Master EIR's GHG analysis.

As described in the General Plan Master EIR Mitigation Monitoring Plan, Attachment 1: 2030 General Plan – Policies and Implementation Measures that Mitigate Climate Change, there are several General Plan goals, policies, and implementation measures that would mitigate the effects of climate change. Promoting infill development (Policies LU 1.1.4, LU 1.1.5, and LU 2.6.2), orienting buildings toward the street to engage and complete the public realm (Policy LU 2.7.7), and having multi-modal access to commercial areas (Policy M 1.2.3) are examples of policies included in the City General Plan that apply to the proposed project and would reduce GHG emissions. Pursuant to these policies, the proposed project would be an infill project with multi-modal access (i.e., walking, biking, and public transit) to a supermarket and pharmacy (i.e., commercial land uses).

Furthermore, in addition to the six CAP Consistency Review Checklist questions, the proposed project would be consistent with other CAP Strategies, including but not limited to Strategy 1 (Sustainable Land Use) Measures 1 and 2. Measure 1 focuses on promoting sustainable growth patterns and infill development; development of the project site would be considered infill development. Measure 2 focuses on creating complete neighborhoods. The

proposed project is surrounded by multi-family residential to the south, north, and west. Hence, adding a pharmacy and other retail uses in proximity of these residential land uses could provide essential amenities at a closer distance than existing pharmacies and stores, which could allow more opportunities for non-motorized shopping trips (i.e., walking or biking) and/or reduce VMT for shopping trips. In addition, the proposed project is located within ¼-mile from a bus stop with three bus lines and that connects with Sacramento Regional Transit's Light Rail. Therefore, both customers and employees have an option of using public transit to reach the project site and access the larger Sacramento region (i.e., light rail).

The City's CAP Strategy 1 Measures 3 and 4 focus on increased bicycle and transit mode share, respectively. The proposed project, with its proximity to multi-family residences and transit stops, along with bicycle parking facilities would allow existing and future residents to use alternative modes of transportation to fulfill their shopping trips. Access to alternative modes of transportation would reduce the number of vehicle trips to the project site. Lastly, the proposed project would relocate and expand an existing CVS/pharmacy. The new building construction of the CVS/pharmacy and other commercial buildings would comply with all the basic energy requirements with respect to design and efficiency set forth in the City of Sacramento building code.

Therefore, it should be recognized that the proposed project is consistent with several aspects of the CAP with respect to planning and land use strategies. In addition, the proposed project is consistent with the 2030 General Plan and its Master EIR.

Residual Significance

Based on the information above, the proposed project would have a less-than-cumulatively considerable contribution to cumulative impacts related to GHG emissions with appropriate documentation submitted to the City to demonstrate the project's energy efficiency. The impact is considered **less than cumulatively considerable** with the implementation of the following mitigation measure.

Mitigation Measure 4-1: Submit documentation to the City of Sacramento to demonstrate the project's energy efficiency.

The project applicant shall submit the following to the City: (a) building plans which demonstrate that the project will exceed the 2013 Building Energy Efficiency Standards (Title 24, Part 6 of the California Building Code) by 5 percent. Plans must state the level of energy efficiency achieved, and must be prepared and certified by a Title 24 Certified Energy Consultant; or (b) plans that meet CALGreen Tier 1 energy efficiency standards.

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5 TRANSPORTATION AND CIRCULATION

5.1 INTRODUCTION

This chapter of the EIR analyzes the potential impacts of the proposed project on the surrounding transportation system including roadways, bicycle/pedestrian facilities, and transit facilities. This chapter identifies the significant impacts of the proposed project and recommends mitigation measures to lessen their significance. All technical calculations can be found in Appendix D of the Draft EIR.

The proposed project is an anticipated subsequent project identified in the 2030 General Plan Master EIR. This EIR addresses only the proposed project's additional potentially significant environmental effects and any new or additional mitigation measures or alternatives that were not identified in the Master EIR. Specifically, the transportation and circulation analysis in this EIR will address the following impact categories:

- ▶ Intersections
- ▶ Roadway segments
- ▶ Construction-related traffic impacts
- ▶ Transit
- ▶ Bicycle facilities
- ▶ Pedestrian circulation

The cumulative impacts on roadway segments, transit, bicycle facilities, and pedestrian circulation from development associated with the general plan were identified and analyzed in the Master EIR, and this EIR reviews such issues on a project-specific basis only. Proposed project impacts on roadway segments were included in the traffic study to determine the proposed project's conformity with the Mobility Element of the 2030 General Plan; to confirm that no substantial new or additional information shows that the impacts on roadway segments and freeway segments are more significant than as described in the Master EIR, or shows the existence of feasible mitigation measures that would avoid or reduce significant effects on the roadway segments.

Given the proposed project's location within the City of Sacramento and its proximity to intersections and roadways maintained by Sacramento County, staff from both the City of Sacramento as well as Sacramento County provided input on the study locations. The study locations were selected based on the proposed project's expected travel characteristics (i.e., project location and amount of project trips) as well as facilities susceptible to being impacted by the proposed project. In addition to five intersections located within the City of Sacramento, County staff recommended analysis of four County intersections and two County roadway segments. They also recommended that the current configuration of the Howe Avenue/Cadillac Drive intersection, which allows only right-turns, remain in place in the future. In response to these comments, all intersections and roadway segments requested by the County were included in this traffic analysis.

This chapter analyzes the roadway, transit, bicycle, pedestrian, and construction components of the overall transportation system under the following scenarios:

- ▶ Existing
- ▶ Existing Plus Project
- ▶ Cumulative No Project

- ▶ Cumulative Plus Project

The following information was used to prepare this chapter:

- ▶ data from the latest regional travel demand model prepared for the Sacramento Area Council of Governments' (SACOG) Regional Transportation Plan/Sustainable Communities Strategy, which is inclusive of the City's General Plan;
- ▶ proposed project land use description and site plan;
- ▶ intersection count data collected by Fehr & Peers;
- ▶ intersection signal timings provided by Sacramento County and the City of Sacramento; and
- ▶ roadway segment daily count data provided by Sacramento County.

The City received several comment letters in response to the Notice of Preparation (NOP) for this EIR. Included in the comments were suggestions that the EIR should include analysis of the following:

- ▶ Adequacy of bicycle parking facilities (i.e., quantities of short- and long-term bike parking, bike parking designs, and locations of bike parking relative to building entrances) at the proposed pharmacy building and the proposed grocery building in compliance with the City's updated bicycle parking requirements (Ordinance No. 2012-043), and proposed project land use description and site plan;
- ▶ Adequacy of pedestrian and bicyclist safety features at the external intersections connecting the site to the surrounding streets;
- ▶ Impacts on bicycle traffic along Fair Oaks Boulevard caused by the proposed right-in, right-out entrance to the project site. Comments suggested that this entrance should be designed to protect bicyclists along Fair Oaks Boulevard from turning vehicles entering and exiting the project site;
- ▶ For the public and their elected representatives to make informed conclusions and decisions regarding new development, the full impacts to the health and safety of people should be evaluated. The analysis should include vehicle miles traveled, vehicle collisions, walking mode share, pedestrian hazards and safety; and
- ▶ Alternatives and mitigation measures for impacts to health and safety should also be identified.

5.1.1 Project Description

Refer to Chapter 2, "Project Description," for further discussion regarding the details of the proposed project. The information in this chapter focuses on details related to transportation and circulation. The proposed project would demolish an existing (vacant) 43,000-square-foot auto dealership building and construct an approximately 27,870 square-foot grocery store, 16,900-square-foot CVS/pharmacy with drive-through window, 1,500-square-foot fast food restaurant with drive-through window, and 19,900 square feet of retail. CVS/pharmacy is proposing to close its existing store at 400 Howe Avenue located across the street from the project site and relocate the CVS/pharmacy to the project site. The existing CVS/pharmacy space at 400 Howe Avenue is 5,706 square feet.

However, the traffic analysis does not subtract trips associated with this closure because it is reasonable to assume that its existing site would be occupied by a different retail use after the pharmacy is relocated.

Access to the project site is proposed from a new right-turn only driveway on Fair Oaks Boulevard, approximately 290 feet west of the Howe Avenue/Fair Oaks Boulevard intersection. Access would also be provided by driveways on Cadillac Drive west of the site and Cadillac Drive north of the site. The proposed project would allow the U-turn movement in the eastbound direction at Howe Avenue/Fair Oaks Boulevard intersection.

After the preparation of the traffic analysis, the project applicant proposed land use and site plan modifications of the proposed project. The traffic analysis assumes buildout of 50,880 square feet and a 16,500-square-foot CVS/pharmacy. The assumed land uses are estimated to generate a higher number of vehicle trips, thereby providing a more conservative approach in determining traffic impacts, as required under CEQA.¹

5.1.2 Study Area

The transportation and circulation study area shown on Exhibit 5-1 was selected based on the proposed project's expected travel characteristics (i.e., project location and amount of project trips) as well as facilities susceptible to being impacted by the proposed project. This figure also illustrates the number of lanes on key roadways within the study area. The following nine study intersections and two roadway segments were selected for this analysis.

STUDY INTERSECTIONS

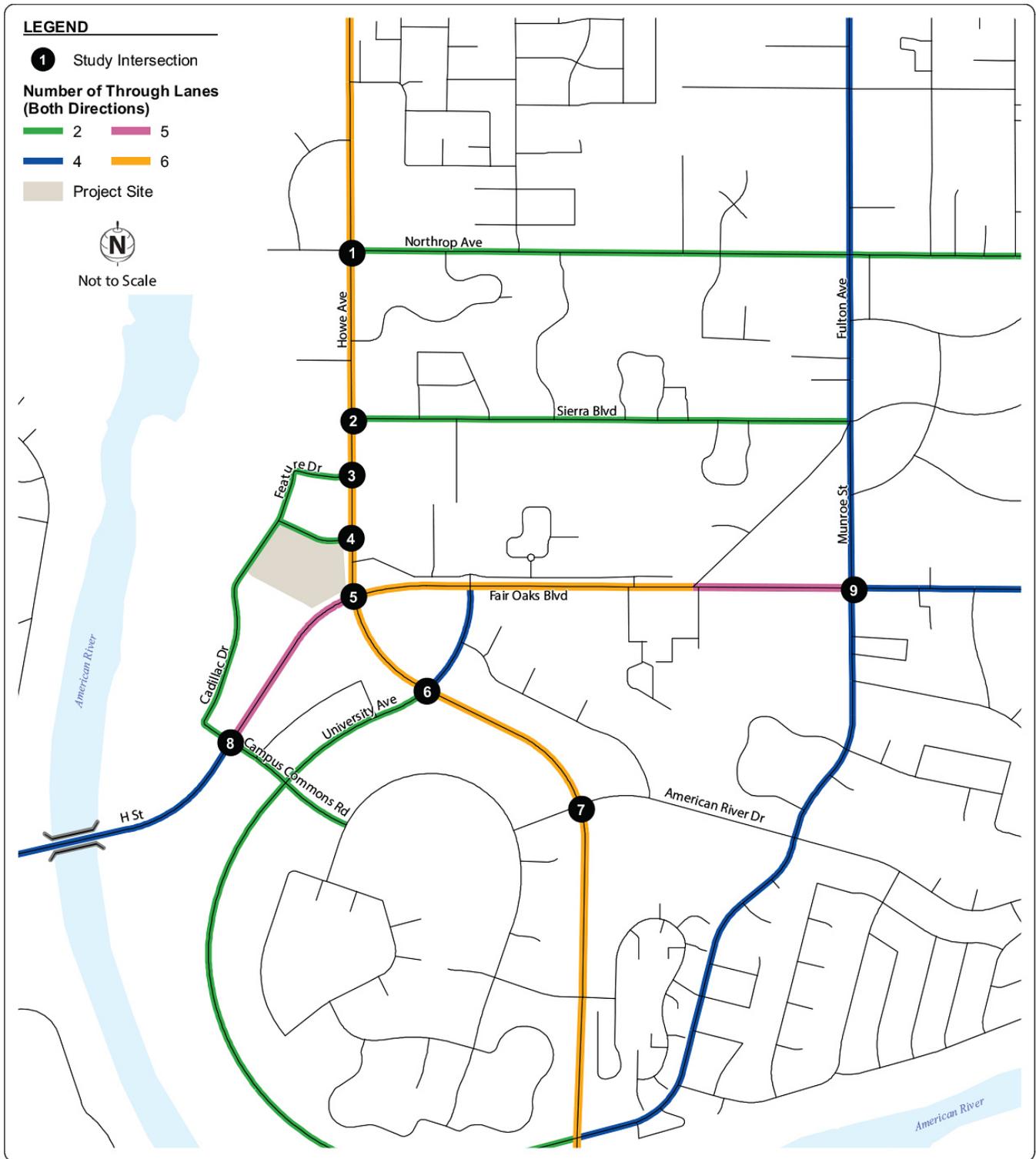
1. Howe Avenue/Northrop Avenue
2. Howe Avenue/Sierra Boulevard
3. Howe Avenue/Feature Drive
4. Howe Avenue/Cadillac Drive
5. Howe Avenue/Fair Oaks Boulevard
6. Howe Avenue/University Avenue
7. Howe Avenue/American River Drive
8. Fair Oaks Boulevard/Cadillac Drive/Campus Commons Road
9. Fair Oaks Boulevard/Munroe Street

STUDY ROADWAYS

1. Howe Avenue – north of Fair Oaks Boulevard
2. Fair Oaks Boulevard – east of Howe Avenue

Intersections 1-3 and 9 are maintained by Sacramento County, while the remaining intersections are maintained by the City of Sacramento. The two study roadways are under Sacramento County's jurisdiction.

¹ See Fehr & Peers Memorandum dated June 9, 2014 in Appendix D for trip generation comparison of the different land uses.



Source: Fehr & Peers 2013

Exhibit 5-1

Project Study Area

5.2 ENVIRONMENTAL SETTING

This section describes the environmental setting, which is the baseline scenario upon which project-specific impacts are evaluated. This section describes the existing condition of the roadway, bicycle/pedestrian, and transit systems.

5.2.1 Roadway System

The project site is located at the intersection on two important arterials in Sacramento. These roadways and other key facilities are described below.

- ▶ Howe Avenue – is a six-lane arterial within the study area. It is median-divided with a posted speed limit of 40 miles per hour (mph). Adjacent land uses include a variety of residential, professional, and retail uses. Howe Avenue begins at U.S. Highway 50 (U.S. 50) and extends in a northern direction through the study area into unincorporated Sacramento County.
- ▶ Fair Oaks Boulevard – begins at the American River Bridge and extends through the study area into unincorporated Sacramento County. West of Cadillac Drive, it consists of two lanes in each direction. Between Cadillac Drive and Howe Avenue, it has two westbound lanes and three eastbound lanes. It consists of three lanes in each direction east of Howe Avenue. It is median-divided with a posted speed limit of 40 mph. West of the study area, Fair Oaks Boulevard becomes J Street and provides access to the north entrance of the California State University, Sacramento (CSUS) campus.
- ▶ Cadillac Drive – is a two-lane collector street that begins at Fair Oaks Boulevard and extends in a northeasterly direction to Howe Avenue. It forms the north and west boundaries of the project site. It features on-street parking with a posted speed limit of 25 mph.

Within the study area, traffic signals exist along Howe Avenue (from north to south) at Northrop Avenue, Sierra Boulevard (1,340 feet to the south), Feature Drive (470 feet to the south), Fair Oaks Boulevard (940 feet to the south), University Drive (1,000 feet to the south), and American River Drive (1,570 feet to the south).

The three traffic signals on Howe Avenue to the north of the project site at Northrop Avenue, Sierra Boulevard, and Feature Drive are operated in coordination by Sacramento County. South of the project site, the traffic signals on Howe Avenue at University Drive and American River Drive are operated in coordination by the City of Sacramento. The traffic signal adjacent to the site at Howe Avenue/Fair Oaks Boulevard operates in an actuated, isolated (i.e., not coordinated) mode. During the p.m. peak-hour, cycle lengths frequently exceed two minutes.

5.2.2 Bicycle/Pedestrian System

The following types of bicycle facilities exist within the City of Sacramento:

- ▶ Multi-use paths (Class I) – are paved trails that are separated from roadways, and allow for shared use by both cyclists and pedestrians.
- ▶ On-street bike lanes (Class II) – are designated for use by bicycles by striping, pavement legends, and signs.
- ▶ On-street bike routes (Class III) – are designated by signage for shared bicycle use with vehicles but do not necessarily include any additional pavement width.

Exhibit 5-2 displays existing bicycle facilities within the project vicinity. As shown, no bicycle facilities are currently situated along the project's frontage. However, the (Class I) American River Bike Trail can be accessed by a connection located west of Cadillac Drive. A shoulder is provided on Howe Avenue south of Fair Oaks Boulevard. It is used by bicyclists, though it not striped or signed as a Class II lane.

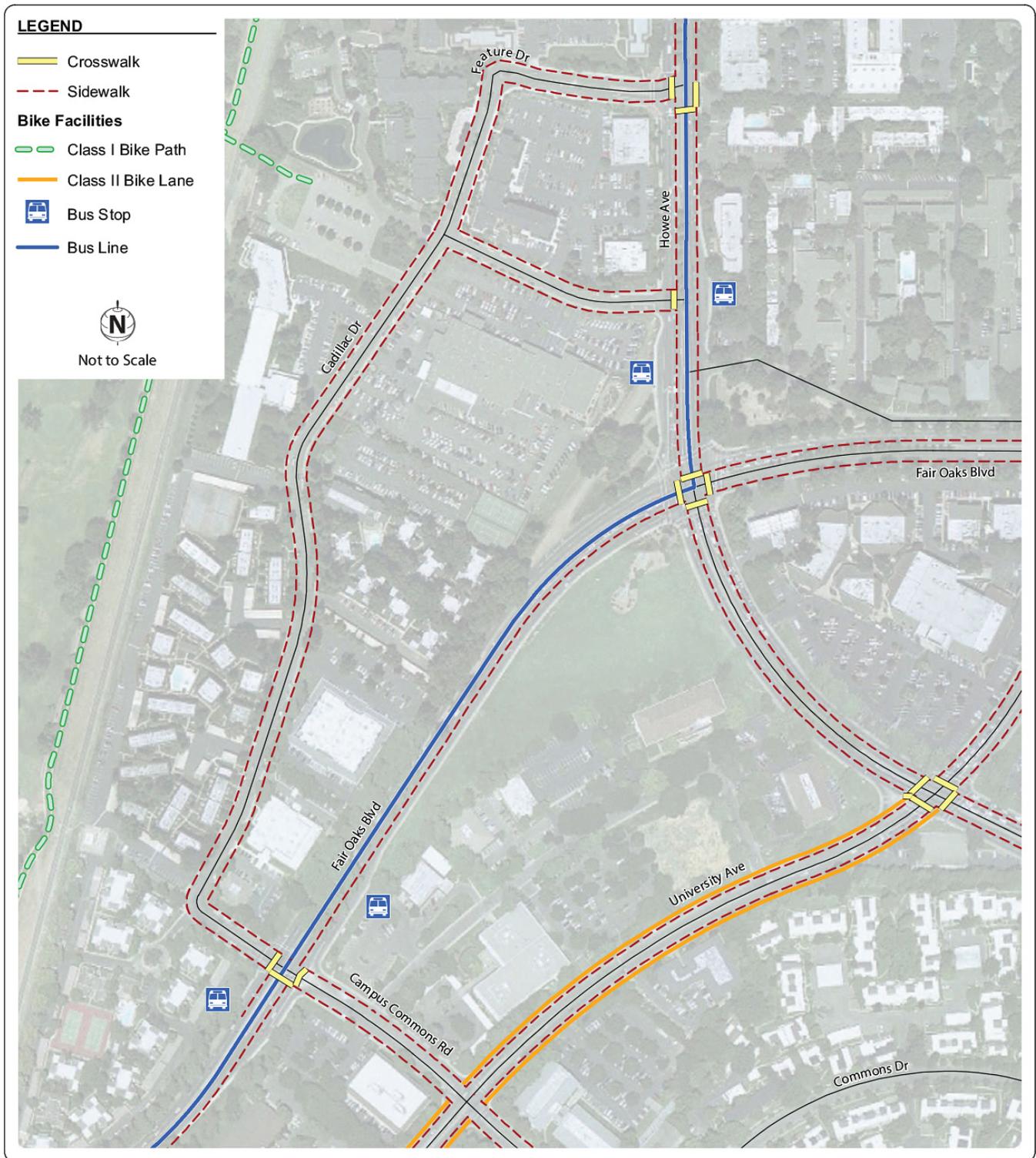
Exhibit 5-2 also displays existing pedestrian facilities within the project vicinity. As shown, sidewalks are continuous on most roadways in the study area, with a notable exception being the lack of sidewalks along the project's frontage on Fair Oaks Boulevard and extending westerly from the site. This exhibit also shows the location of crosswalks. As shown, the crosswalks are present at signalized intersections and include push-button pedestrian actuation.

Field surveys indicate moderate levels of pedestrian and bicycle activity along Howe Avenue and Fair Oaks Boulevard adjacent to the project site. At the Howe Avenue/Fair Oaks Boulevard intersection, counts in February 2012 recorded 9 bicycle and 36 pedestrian crossings during the a.m. peak-hour, and 17 bicycle and 36 pedestrian crossings during the p.m. peak-hour.

5.2.3 Transit System

Sacramento Regional Transit District (RT) provides public transit service in the study area, including three bus routes: Route 82, Route 87, and Route 26. Bus stops in the study area are marked by a posted sign, with some stops also including a bus shelter or a bench. Exhibit 5-3 illustrates the existing transit stops within the study area. Details of the RT bus routes are described below:

- ▶ **Route 26** provides service between the University/65th Street Light Rail Station in East Sacramento and the McClellan Business Park in North Highlands. Of the three routes in the project area, Route 26 operates the furthest from the proposed project, with the nearest stops at the American River Drive/Howe Avenue and Munroe Street/Fair Oaks Boulevard intersections. It runs weekdays between 5:30 a.m. and 7 p.m., Saturdays between 8 a.m. and 6:45 p.m., and Sundays and Holidays between 8:30 a.m. and 6:30 p.m. Headways are 30 minutes Monday through Friday, and 1 hour on weekends and holidays.
- ▶ **Route 82** provides service between the University/65th Street Light Rail Station, CSUS Sacramento Transit Center, and American River College Transit Center. This route has a stop in the immediate vicinity of the project site (i.e., at Howe Avenue/Fair Oaks Boulevard intersection). It travels along portions of Fair Oaks Boulevard and Howe Avenue and runs on weekdays between 5 a.m. and 10:30 p.m., Saturdays between 6 a.m. and 10 p.m., and Sundays and holidays between 7 a.m. and 10 p.m. Headways are typically the same as Route 26.
- ▶ **Route 87** travels almost the same route through the study area as Route 82. Whereas Route 82 proceeds east-west along Northrop Avenue, Route 87 continues north-south on Howe Avenue, connecting to destinations west of those accessed by Route 82. Route 87 has endpoints at the University/65th Street Light Rail Station in East Sacramento and the Marconi/Arcade Light Rail Station in South Natomas. It runs on weekdays between 6 a.m. and 8:30 p.m., Saturdays between 6 a.m. and 9 p.m., and Sundays and holidays between 7:30 a.m. and 7 p.m. Headways are typically the same as Routes 82 and 26.



Source: Fehr & Peers 2013

Exhibit 5-2

Existing Bicycle/Pedestrian Facilities and Transit Routes/Stops

5.2.4 Analysis Methodologies

Each study roadway and intersection was analyzed using the concept of Level of Service (LOS). LOS is a qualitative measure of traffic operating conditions whereby a letter grade, from A (the best) to F (the worst), is assigned. These grades represent the perspective of drivers and are an indication of the comfort and convenience associated with driving. In general, LOS A represents free-flow conditions with no congestion, and LOS F represents severe congestion and delay under stop-and-go conditions.

A SimTraffic micro-simulation model was developed for all study intersections except Fair Oaks Boulevard/Munroe Street (given its distance from the rest of the intersections). Analysis using SimTraffic is appropriate given the coordinated signal timing plans, spacing of signalized intersections, and overall levels of traffic in the corridor. SimTraffic considers the effects of signal coordination, vehicle queue spillbacks, lane changing, and other conditions on individual intersection and overall corridor traffic operations. It presents a variety of performance measures including average delay, LOS, percent of vehicle demand served during peak hours, average travel speed, and system-wide vehicle hours of delay. Per standard practice, ten SimTraffic runs were conducted with the results averaged to yield the reported condition. SimTraffic provides outputs consistent with the *Highway Capacity Manual* (HCM) (Transportation Research Board 2000). Table 5-1 displays the delay range associated with each LOS category for signalized and unsignalized intersections.

Table 5-1 Intersection Level of Service Definitions		
Level of Service	Average Control Delay (seconds/vehicle)	
	Signalized	Unsignalized
A	0 – 10.0	0 – 10.0
B	10.1 – 20.0	10.1 – 15.0
C	20.1 – 35.0	15.1 – 25.0
D	35.1 – 55.0	25.1 – 35.0
E	55.1 – 80.0	35.1 – 50.0
F	> 80.0	> 50.0

Notes:
¹ Control delay includes initial deceleration delay, queue move-up time, stopped delay, and acceleration delay.
² Applied at Intersections 1 – 8 based on SimTraffic model results.
Sources: *Highway Capacity Manual*, Transportation Research Board, 2000

For the Fair Oaks Boulevard/Munroe Street signalized intersection, LOS was calculated using the Circular 212 methodology, consistent with Sacramento County LOS policies. Circular 212 procedures use volume-to-capacity (V/C) ratio to determine LOS, as shown in Table 5-2.

**Table 5-2
Circular 212 Signalized Intersection Level of Service Definitions**

Level of Service	Signalized Intersection V/C Ratio	General Description
A	< 0.60	Little to no congestion
B	0.61 – 0.70	Limited congestion
C	0.71 – 0.80	Some congestion
D	0.81 – 0.90	Moderate congestion
E	0.91 – 1.00	Severe congestion
F	> 1.00	Total breakdown with substantial queuing

Notes: V/C = volume-to-capacity

¹ Circular 212 used to analyze Fair Oaks Boulevard/Munroe Street intersection.

Sources: *Circular 212, Interim Materials on Highway Capacity* (Transportation Research Board 1980)

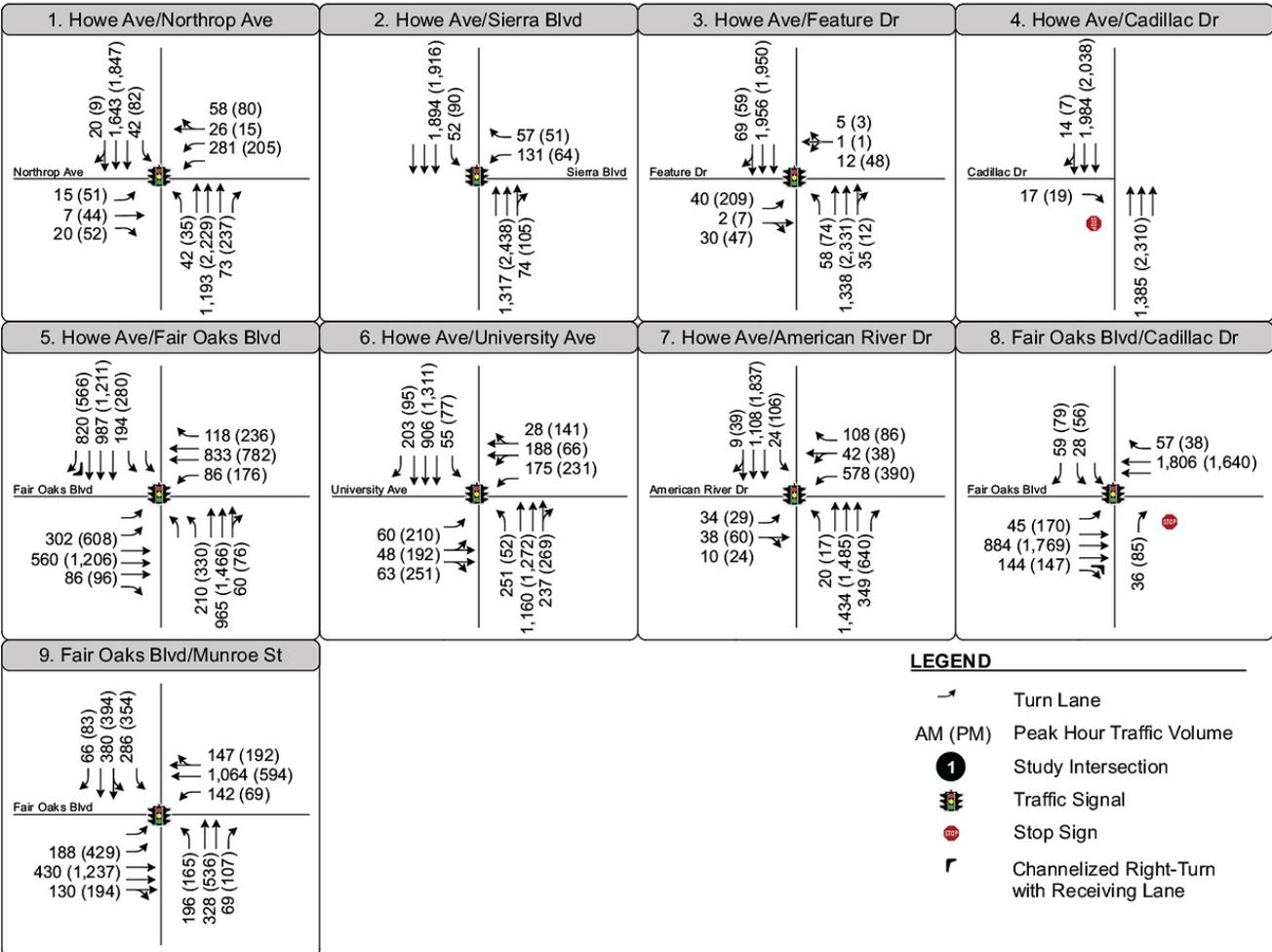
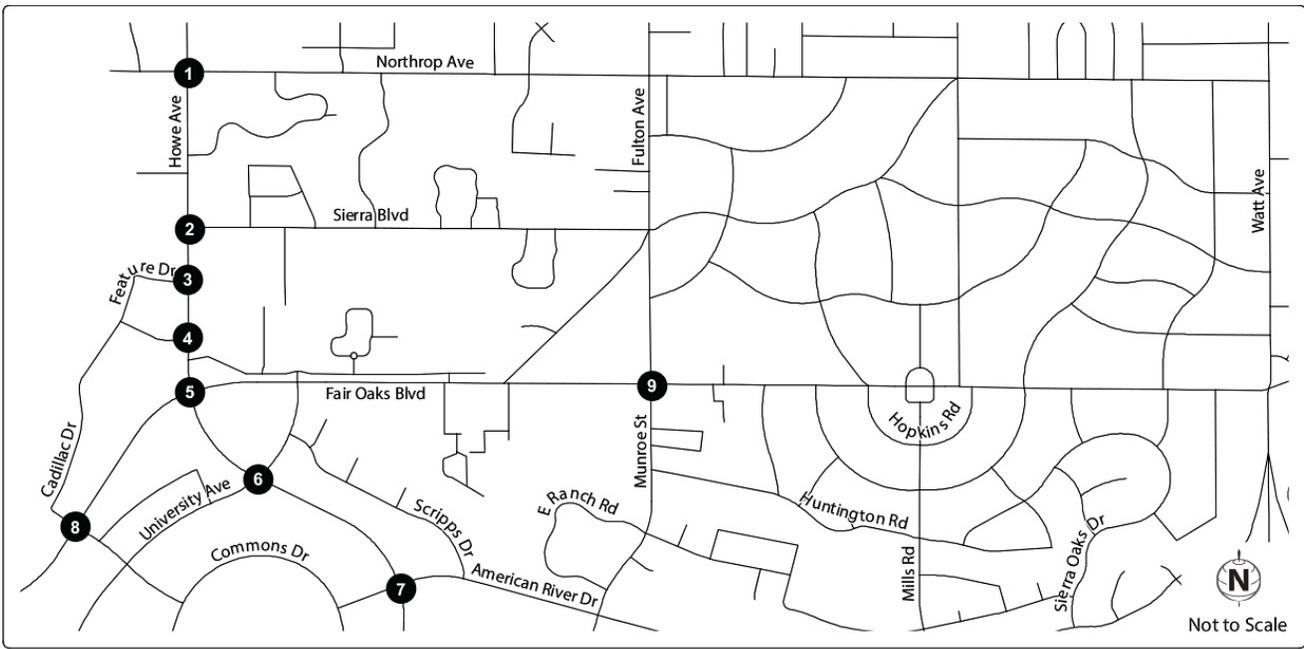
Roadway segment operations were analyzed using daily traffic volume LOS thresholds from the *Sacramento County General Plan (2011)*. The study segments of Fair Oaks Boulevard and Howe Avenue within the County are classified as six-lane moderate access control arterials, which can accommodate a maximum of 37,800 vehicles per day at LOS B, 43,200 vehicles per day at LOS C, 48,600 vehicles per day at LOS D, and 54,000 vehicles per day at LOS E.

5.2.5 Traffic Data Collection

Fehr & Peers conducted a.m. (7 – 9) and p.m. (4 – 6) peak period intersection turning movement counts on February 22, 2012 or September 11, 2012 at all study intersections. During the counts, weather conditions were generally dry, no unusual traffic patterns were observed, and CSUS and the Sacramento City Unified School District were in full session. The following sections summarize the results of the traffic operations analysis.

Average daily traffic (ADT) volumes on the two study roadways in Sacramento County were obtained from Appendix D of the *Sacramento County General Plan (2011)*. Howe Avenue north of Fair Oaks Boulevard was reported to carry 54,600 ADT and Fair Oaks Boulevard east of Howe Avenue was reported to carry 34,500 ADT.

Figure 5-3 displays the existing a.m. and p.m. peak-hour intersection turning movement volumes, traffic controls, and lane configurations. All study intersections were analyzed with a peak hour factor (PHF) of 1.0 per the *City of Sacramento Traffic Impact Analysis Guidelines* (February 1996). This value is consistent with Sacramento County analysis guidelines. In general, the a.m. peak-hour within the study area occurred from 7:30 to 8:30, and the p.m. peak-hour occurred from 4:30 to 5:30.



Source: Fehr & Peers 2013

Exhibit 5-3 Peak-Hour Traffic Volumes and Lane Configurations – Existing Conditions

The p.m. peak-hour volumes on Exhibit 5-3 represent “the amount served”, and not necessarily the demand. Part C of Appendix D contains a chart that displays the “cumulative distribution plot” of the traffic volume that departs the Fair Oaks Boulevard/Cadillac Drive intersection in the eastbound direction, and the eastbound traffic volume that passes through the Howe Avenue intersection. At 5 p.m., the volume departing Cadillac Drive was about equal to the volume passing through Howe Avenue. However, by 5:30 p.m., an additional 60 vehicles departed Cadillac Drive, but were not able to pass through Howe Avenue.

Key movements at the Howe Avenue/Fair Oaks Boulevard intersection worth noting include:

- ▶ SB Right-Turn: 820 a.m. peak-hour vehicles and 566 p.m. peak-hour vehicles
- ▶ EB Left-Turn: 302 a.m. peak-hour vehicles and 608 p.m. peak-hour vehicles

The southbound right-turn has a channelized turn pocket with its own receiving lane that merges with westbound Fair Oaks Boulevard 360 feet to the west. This configuration is able to accommodate the heavy a.m. peak-hour demand (toward CSUS) with little delay and limited queuing.

The eastbound left-turn volume is 608 p.m. peak-hour vehicles, which is accommodated by a dual left-turn lane with 530 feet of storage per lane. This volume is the approximate peak-hour capacity of this movement based on the current maximum green time (30 seconds), the intersection’s cycle length (frequently over 2 minutes), and queue spillback occurrences on northbound Howe Avenue. Field observations and review of traffic volumes indicate that capacity limitations for this movement have resulted in motorists using Cadillac Drive-to-Feature Drive to bypass the intersection to travel north on Howe Avenue. About 3/4 of the 170 p.m. peak-hour left-turns on Fair Oaks Boulevard at Cadillac Drive are trips destined to northbound Howe Avenue.

Traffic flows on Howe Avenue north of Fair Oaks Boulevard are fairly balanced during each peak hour. During the a.m. peak-hour, 59% of traffic is southbound. During the p.m. peak-hour, 53% of traffic is northbound.

5.2.6 Existing Levels of Service

STUDY INTERSECTIONS

Table 5-3 summarizes the existing peak-hour intersection operations at the study intersections. As shown, the Howe Avenue/Fair Oaks Boulevard intersection operates at LOS F during the p.m. peak-hour. Field observations during this period indicate that vehicular queues on the eastbound approach spill back to Cadillac Drive and beyond. Similarly, southbound Howe Avenue traffic approaching Fair Oaks Boulevard regularly spills back to Feature Drive. The results in this table take into consideration the effects of these queue spillbacks.

All study intersections within Sacramento County currently operate at LOS D or better.

STUDY ROADWAYS

The existing ADT on Howe Avenue north of Fair Oaks Boulevard corresponds to an LOS F condition. Although this operating condition may seem inconsistent with results in Table 5-3 for intersections 1-3, they can be explained by each of these intersections having modest levels of side-street traffic.

**Table 5-3
Intersection Operations – Existing Conditions**

Intersection	Jurisdiction	Control ^{1,2}	Peak Hour	Level of Service	Average Delay or V/C Ratio ³
Howe Avenue / Northrop Avenue	Sacramento County	Traffic Signal	a.m. p.m.	B C	16.5 27.8
Howe Avenue / Sierra Boulevard	Sacramento County	Traffic Signal	a.m. p.m.	C C	20.1 25.5
Howe Avenue / Feature Drive	Sacramento County	Traffic Signal	a.m. p.m.	B D	17.8 41.2
Howe Avenue / Cadillac Drive	City of Sacramento	Side-Street Stop	a.m. p.m.	A (F) B (F)	5.9 (59.8) 13.3 (105.1)
Howe Avenue / Fair Oaks Boulevard	City of Sacramento	Traffic Signal	a.m. p.m.	D F	40.6 91.1
Howe Avenue / University Avenue	City of Sacramento	Traffic Signal	a.m. p.m.	D D	35.7 50.3
Howe Avenue / American River Drive	City of Sacramento	Traffic Signal	a.m. p.m.	C C	28.3 26.4
Fair Oaks Boulevard / Cadillac Drive / Campus Commons Road	City of Sacramento	Traffic Signal	a.m. p.m.	B B	10.7 16.9
Fair Oaks Boulevard / Munroe Street ³	Sacramento County	Traffic Signal	a.m. p.m.	C C	0.76 0.77

Notes: V/C = volume-to-capacity

¹ For signalized intersections, average intersection delay is reported in seconds per vehicle for all approaches.

² For side-street stop controlled intersections, LOS and average delay for the overall intersection are reported first with the movement with the most delay reported in parentheses.

³ Operations analyzed using Circular 212. For this methodology, volume-to-capacity ratio (V/C) is reported instead of average seconds of delay.

Source: Fehr & Peers 2013

The ADT on Fair Oaks Boulevard east of Howe Avenue corresponds to LOS B.

5.3 REGULATORY SETTING

This section describes the federal, state, and local regulations, laws, plans, and policies pertaining to transportation that may be relevant to the proposed project.

5.3.1 Federal and State

No pertinent federal or state regulations, laws, plans, or policies applicable to the proposed project given the project type and location.

5.3.2 Local

CITY OF SACRAMENTO

The *Mobility Element of the City of Sacramento's 2030 General Plan* outlines goals and policies that coordinate the transportation and circulation system with planned land uses. The following level of service policy is relevant to this study:

M 1.2.2 The City shall allow for flexible Level of Service (LOS) standards, which will permit increased densities and mix of uses to increase transit ridership, biking, and walking, which decreases auto travel, thereby reducing air pollution, energy consumption, and greenhouse gas emissions.

(c) Base Level of Service Standard – The City shall seek to maintain the following standards for all areas outside of multi-modal districts:

- Maintain operations on all roadways and intersections at LOS A-D at all times, including peak travel times, unless maintaining this LOS would, in the City's judgment, be infeasible and/or conflict with the achievement of other goals. LOS E or F conditions may be accepted, provided that provisions are made to improve the overall system and/or promote non-vehicular transportation as part of a development project or City-initiated project.

The *Mobility Element of the City of Sacramento's 2030 General Plan* also includes the following policies related to connectivity, walking, biking, transit, and parking that are relevant to this study:

- M 1.3.1 The City shall require all new residential, commercial, or mixed-use development that proposes or is required to construct or extend streets to develop a transportation network that provides for a well-connected, walkable community, preferably in a grid or modified grid.
- M 2.1.1 All new development shall be consistent with the applicable provisions of the Pedestrian Master Plan.
- M 2.1.5 The City shall provide a continuous pedestrian network in existing and new neighborhoods that facilitates convenient pedestrian travel free of major impediments and obstacles.
- M 3.1.1 The City shall support a well-designed transit system that meets the transportation needs of Sacramento residents and visitors.
- M 3.1.16 The City shall require developer contributions for bus facilities and improvements.
- M 4.3.1 The City shall continue wherever possible to design streets and improve development applications in such a manner as to reduce high traffic flows and parking problems within residential neighborhoods.
- M 5.1.1 All proposed bikeway facilities shall be consistent with the applicable provisions of the Bikeway Master Plan.

- M 5.1.2 All proposed bikeway facilities are appropriate to the street classifications and types, traffic volume, and speed on applicable rights-of-way.
- M 5.1.4 The proposed project shall not result in conflicts between bicyclists and motor vehicles on streets, and bicyclists and pedestrians on multi-use trails and sidewalks.
- M 6.1.1 The City shall ensure that appropriate parking is provided considering access to existing and funded transit, shared parking opportunities for mixed-use development, and implementation of Transportation Demand Management plans.

The *City of Sacramento Pedestrian Master Plan* (2006) contains a number of goals and policies regarding the design of pedestrian facilities and measures to encourage their use. Figure 5-4 of this document identifies Fair Oaks Boulevard west of Howe Avenue as a “Pedestrian Street Corridor”. These facilities are targeted for upgraded pedestrian improvements.

The *City of Sacramento Existing and Proposed Bikeway Map* (updated October 2011) shows no planned new bicycle facilities along the project’s frontage.

COUNTY OF SACRAMENTO

Policy CI-9 contained in the Circulation Element of the *Sacramento County General Plan* (amended November 9, 2011) sets forth definitions for what is considered an acceptable level of service. The following excerpt from the level of service policy is relevant to this study:

Plan and design the roadway system in a manner that meets Level of Service (LOS) D on rural roadways and LOS E on urban roadways, unless it is infeasible to implement project alternatives or mitigation measure that would achieve LOS D on rural roadways or LOS E on urban roadways. The urban areas are those areas within the Urban Service Boundary as shown in the Land Use Element of the Sacramento County General Plan. The areas outside the Urban Service Boundary are considered rural.

The County road segments are urban roadways.

5.4 THRESHOLDS OF SIGNIFICANCE

In accordance with CEQA, the effects of a project are evaluated to determine if they would result in a significant adverse impact on the environment. For the purposes of this analysis, an impact is considered significant if implementation of the proposed project would have any of the effects described below.

The thresholds of significance in this analysis are based upon the current practice of the appropriate regulatory agency, either the City or the County. For most areas related to transportation and circulation, policies from the City of Sacramento 2030 General Plan have been used. Policies adopted by Sacramento County are used for the County's study intersections and roadways.

5.4.1 Intersections

A significant traffic impact would occur if:

- ▶ the traffic generated by the proposed project degrades operations at a City of Sacramento intersection from LOS D or better (without the proposed project) to LOS E or F (with the proposed project);
- ▶ the traffic generated by the project degrades operations at a Sacramento County intersection from LOS E or better (without the proposed project) to LOS F (with the proposed project); or
- ▶ the LOS (without proposed project) is unacceptable and project generated traffic increases the average vehicle delay by 5 seconds or more (City of Sacramento intersection) or increases the v/c ratio by 0.05 (Sacramento County intersection).

Consistent with City of Sacramento Traffic Impact Analysis Guidelines, for side-street stop-controlled intersections, the above criteria are applied for the overall intersection (and not the minor street movement with greatest delay).

5.4.2 Roadways

A significant traffic impact would occur if:

- ▶ the traffic generated by the project degrades operations at a Sacramento County roadway from LOS E or better (without the proposed project) to LOS F (with the proposed project);
- ▶ the LOS (without proposed project) is unacceptable and project generated traffic increases the V/C ratio by 0.05 at a Sacramento County roadway.

5.4.3 Transit

Impacts to the transit system are considered significant if the proposed project would:

- ▶ adversely affect public transit operations; or
- ▶ fail to adequately provide access to transit.

5.4.4 Bicycle Facilities

Impacts to bicycle facilities are considered significant if the proposed project would:

- ▶ adversely affect existing or planned bicycle facilities; or
- ▶ fail to adequately provide for access by bicycle.

5.4.5 Pedestrian Circulation

Impacts to pedestrian circulation are considered significant if the proposed project would:

- ▶ adversely affect existing or planned pedestrian facilities; or

- ▶ fail to adequately provide for access by pedestrians.

5.4.6 Construction-Related Traffic Impacts

The proposed project would have a temporarily significant impact during construction if it would:

- ▶ degrade an intersection or roadway to an unacceptable level;
- ▶ cause inconveniences to motorists due to prolonged road closures; or
- ▶ result in increased frequency of potential conflicts between vehicles, pedestrians, and bicyclists.

5.5 IMPACTS AND MITIGATION MEASURES

5.5.1 ANALYSIS METHODOLOGY

This section describes the analysis techniques, assumptions, and results used to identify the significant impacts of the proposed project on the transportation system. This section first describes the anticipated travel characteristics of the proposed project (refer to Exhibit 5-4 for project site plan). It then presents the expected conditions of the transportation system with the addition of the proposed project.

TRIP GENERATION

Table 5-4 shows the gross trip generation of the proposed project based on trip rates published in *Trip Generation* (Institute of Transportation Engineers 2008). Adjustments to the trip generation totals were made to reflect “pass-by” trips, which enter the site en-route to a different primary destination. Pass-by trips do not add new trips to the study roadways/intersections (beyond the proposed project limits), but are taken into account when driveway operations are considered.

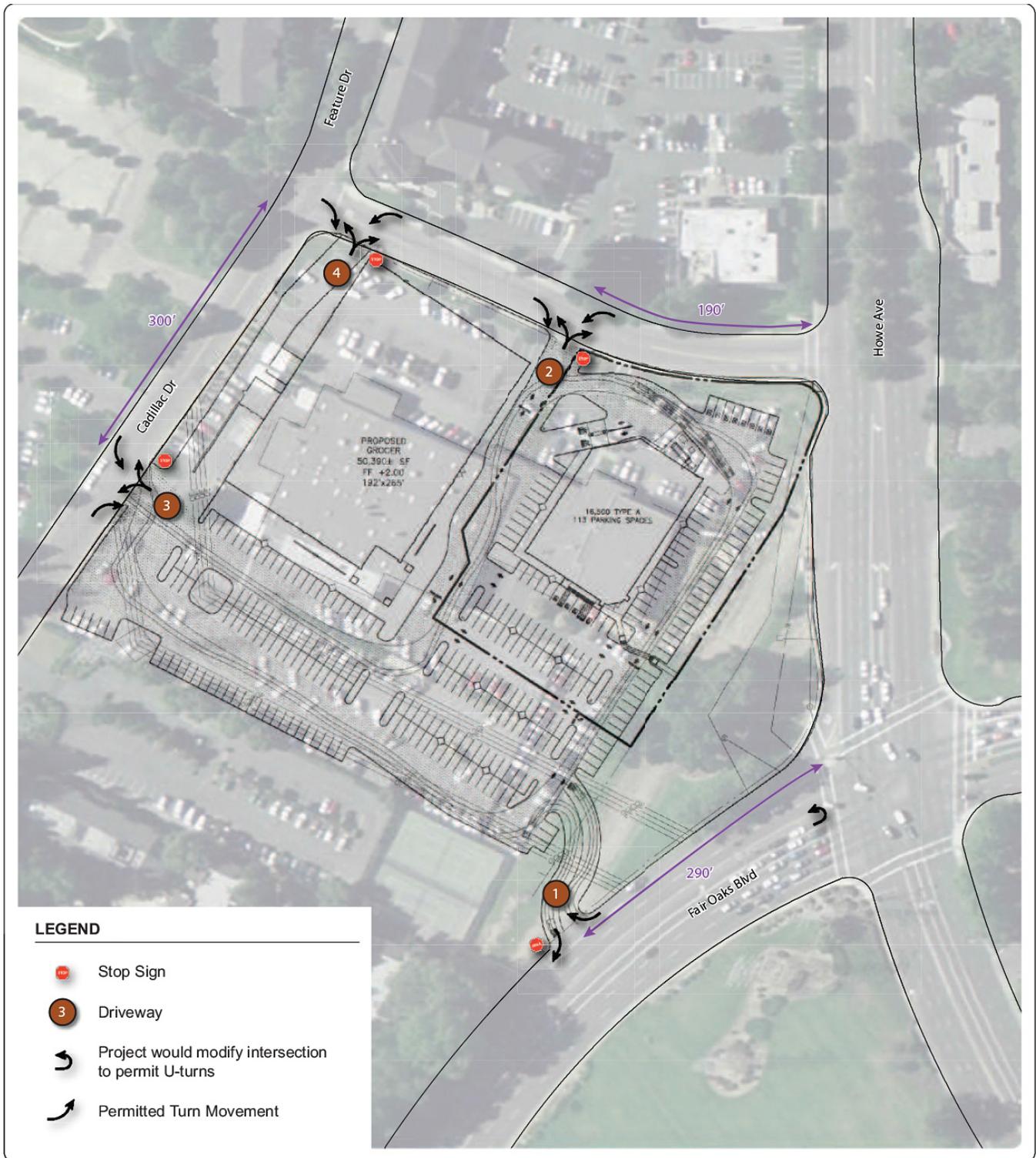
Land Use	Quantity	ITE Land Use Code	Trip Rate ¹			Trips						
			Daily	a.m. Peak-Hour	p.m. Peak-Hour	Daily	a.m. Peak-Hour			p.m. Peak-Hour		
							In	Out	Total	In	Out	Total
Supermarket	50.88 ksf	850	102.24	3.59	11.22	5,202	112	71	183	291	280	571
Pharmacy with drive-through	16.5 ksf	881	88.16	2.66	10.35	1,455	25	19	44	85	86	171
Gross Trips						6,657	137	90	227	376	366	742
Pass-by Trips ²						-1,198	-25	-16	-41	-135	-132	-267
New Trips						5,459	112	74	186	241	234	475

Notes: ksf = thousand square feet.

¹ Trip rates from *Trip Generation* (Institute of Transportation Engineers 2008). Fitted curve equation used to estimate p.m. peak-hour trips for Supermarket. All other trip estimates based on average trip rates (due to lack of fitted curve equations or poor R-squared values).

² Pass-by of 36% for Supermarket and Pharmacy during p.m. peak-hour based on *Trip Generation Handbook, 4th Edition* (Institute of Transportation Engineers 2004). Pass-by for a.m. and daily conditions conservatively assumed to be 18%.

Source: Fehr & Peers 2013



Source: Fehr & Peers 2013

Exhibit 5-4

Proposed Project Site Plan

After accounting for pass-by trips, the proposed project is expected to generate approximately 5,460 new daily vehicle trips with 186 trips during the a.m. peak-hour and 475 trips during the p.m. peak-hour.

TRIP DISTRIBUTION/ASSIGNMENT

Expected distribution of project trips was based on a review of existing turning movement patterns, output from a project-only assignment of the SACOG travel demand model, and locations of competing land uses such as other pharmacies and grocery stores. Exhibit 5-5 shows the expected distribution of project trips. Because the study area is effectively built out, this same distribution was assumed for both existing and cumulative conditions.

The project applicant proposes a modification to the Howe Avenue/Fair Oaks Boulevard intersection to permit eastbound u-turns. An adequate amount of width (a minimum of 44 feet measured from the right side of the left/u-turn lane to the raised triangular island) is provided in the westbound receiving lanes to accommodate this movement. However, it is currently prohibited by signage. Since this modification is part of the project application, it was assumed in place for the analysis of existing plus project and cumulative conditions. In addition, narrow raised skip striping that currently exists on westbound Fair Oaks Boulevard in the vicinity of the free right-turn from southbound Fair Oaks Boulevard was assumed to be removed so that motorists on Fair Oaks Boulevard could access the project driveway.

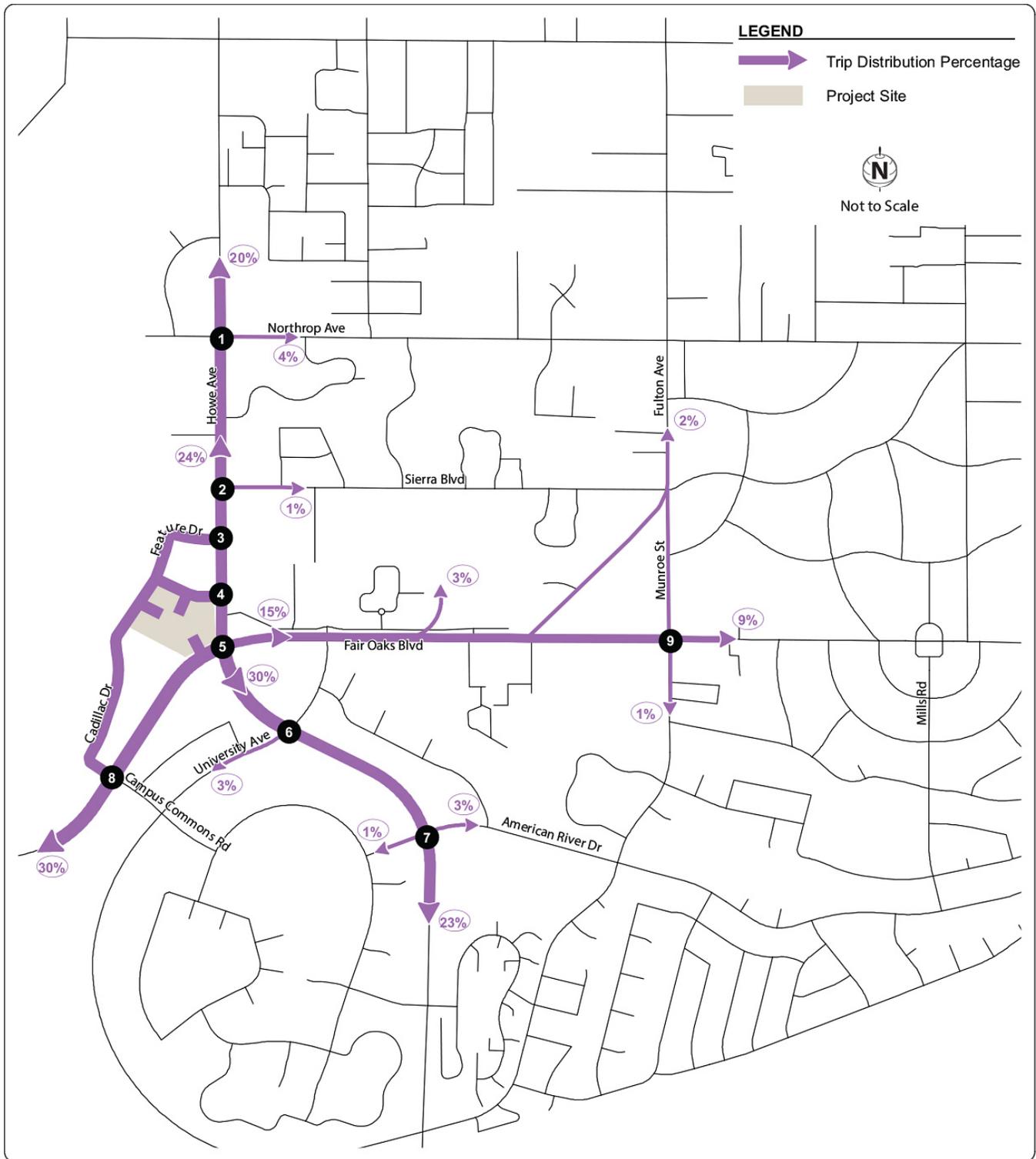
Project trips were assigned to study intersections and roadways in accordance with the previously discussed trip generation and distribution methodologies. Project trips were assigned to project access driveways in accordance with a number of factors including driveway location and permitted turning movements, areas with heavy congestion/queuing, and other considerations. Exhibit 5-6 shows the assignment of project trips. Key aspects of the project-only assignment include the following:

- ▶ Inbound project trips on eastbound Fair Oaks Boulevard can either turn left at Cadillac Drive or perform a u-turn at Howe Avenue to enter the project's right-in/right-out only driveway. The relative use of each route considers the extent of eastbound left/u-turn queuing balanced against the likelihood that drivers are aware that Cadillac Drive provides access to the site.
- ▶ Outbound project trips destined for northbound Howe Avenue can either turn right from Cadillac Drive onto Howe Avenue and perform a u-turn or travel northerly on Feature Drive and turn left onto Howe Avenue. The relative use of each route considers the extent of southbound Howe Avenue vehicle queuing (and challenges accessing the left/u-turn lanes) balanced against the likelihood that drivers are aware that Feature Drive can be taken to access Howe Avenue.

The expected level of traffic using each route during a given peak hour is shown on Exhibit 5-6.

EXISTING PLUS PROJECT CONDITIONS

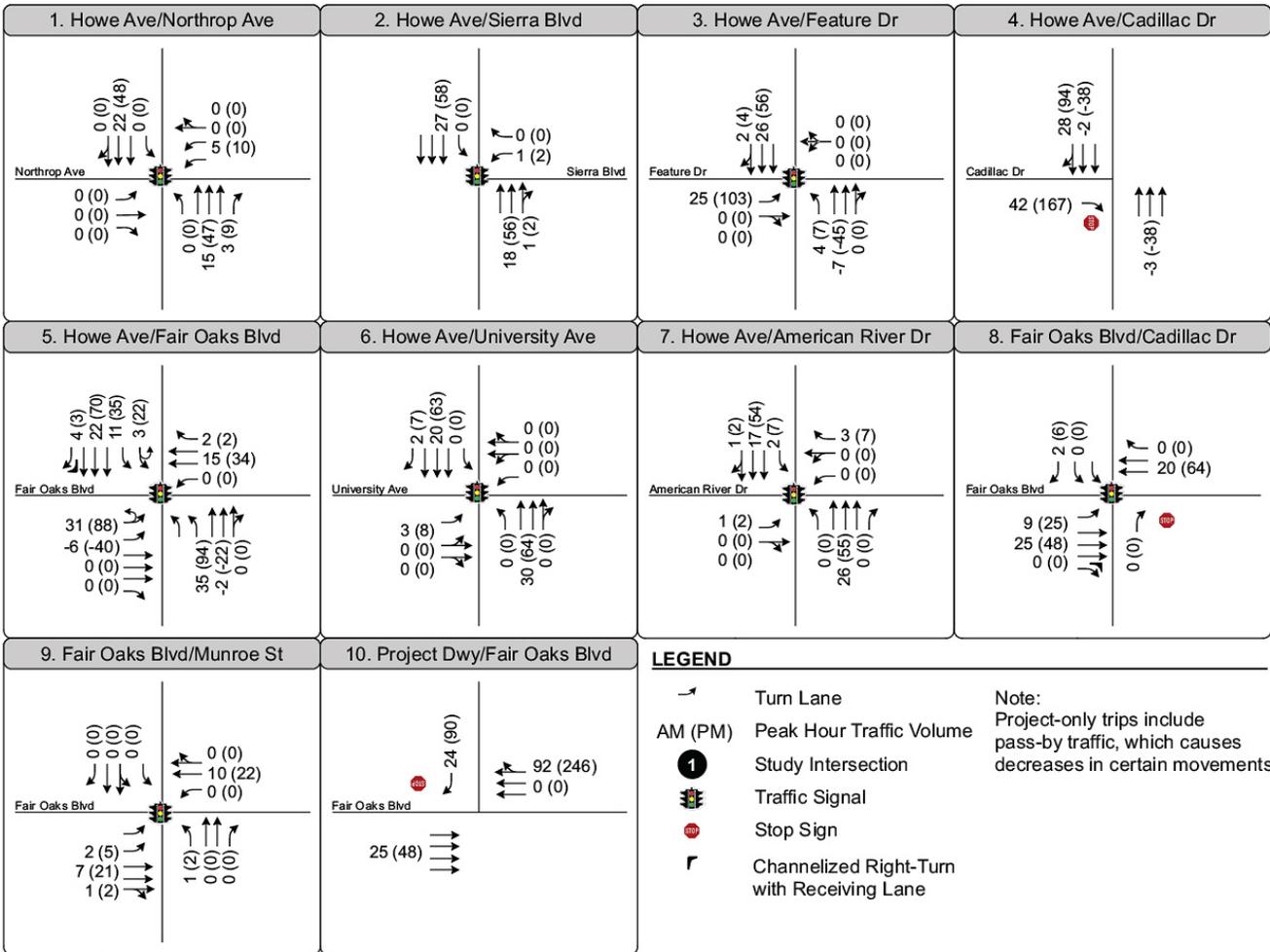
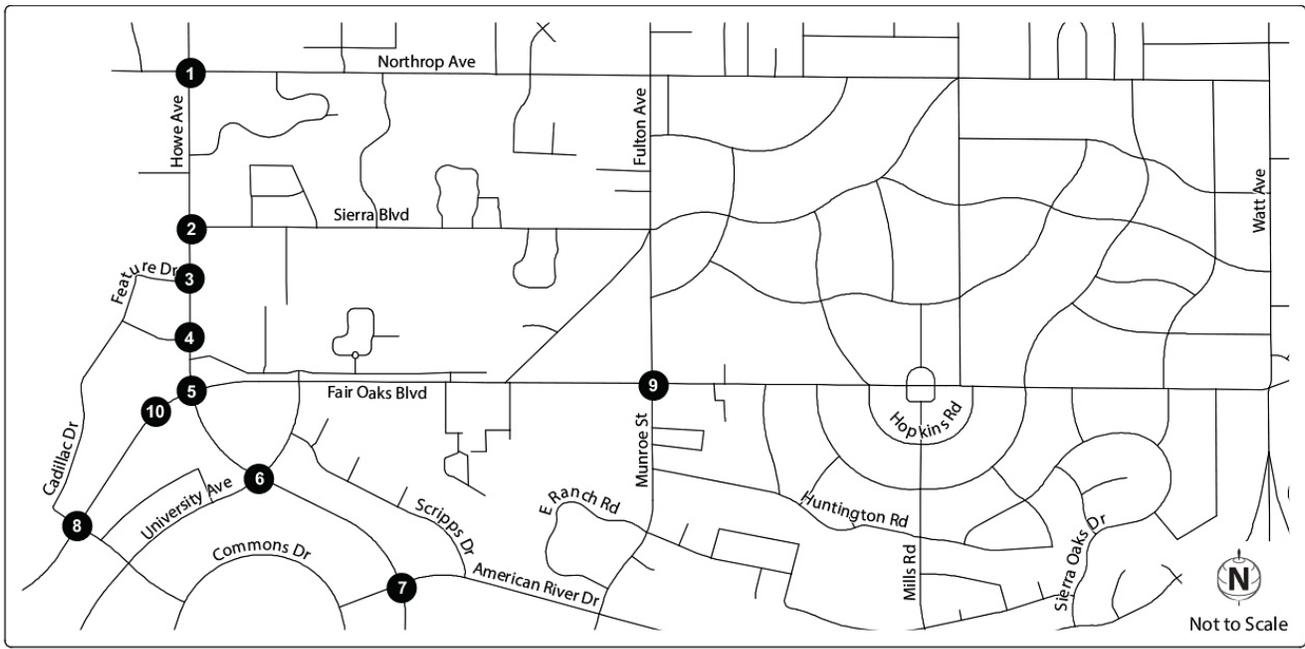
Project-only trips were added to the existing volumes to yield "existing plus project" conditions. Traffic forecasts associated with this scenario is illustrated on Exhibit 5-7. This figure also shows the amount of traffic entering/exiting the project driveway on Fair Oaks Boulevard.



Source: Fehr & Peers 2013

Exhibit 5-5

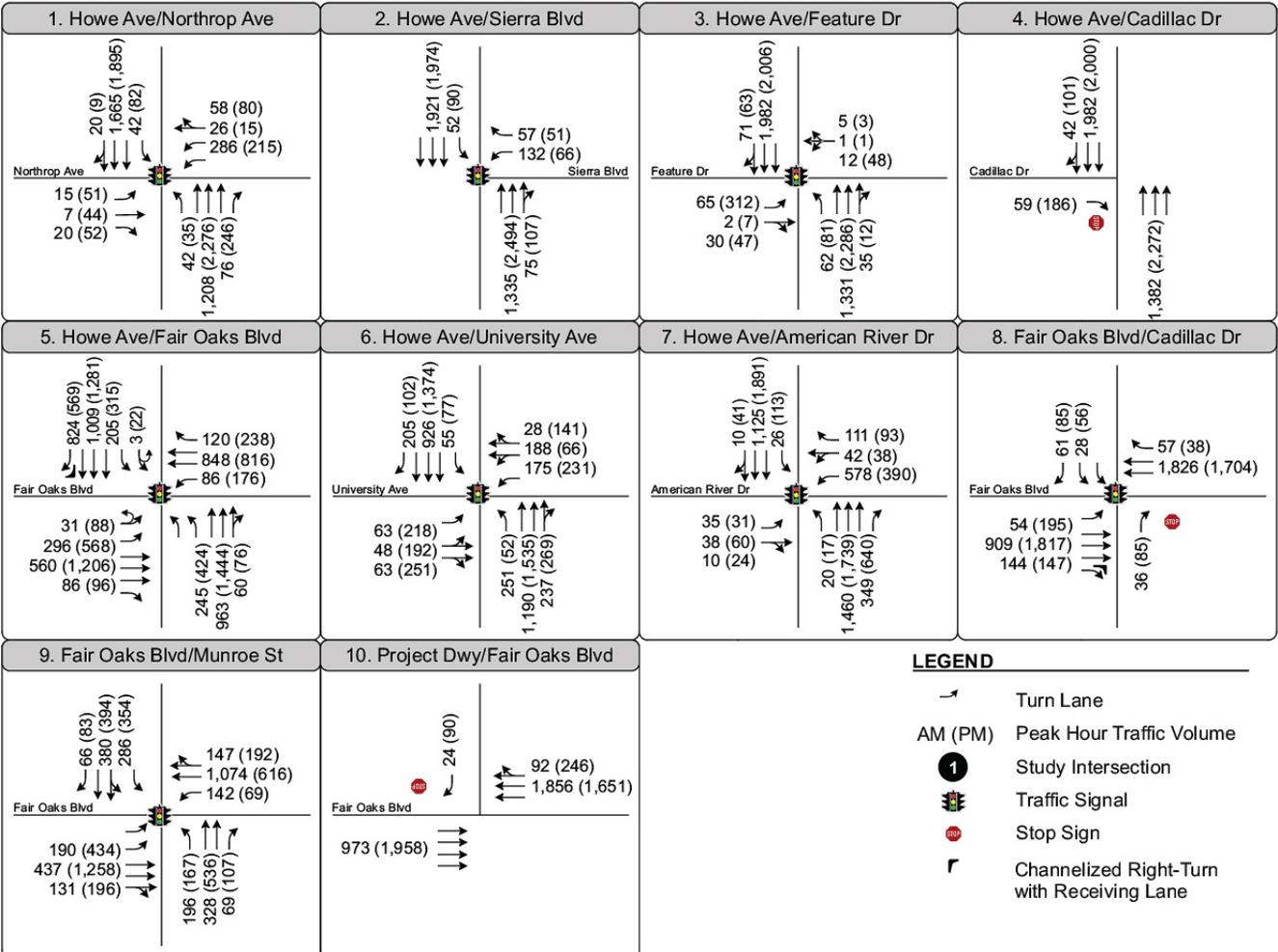
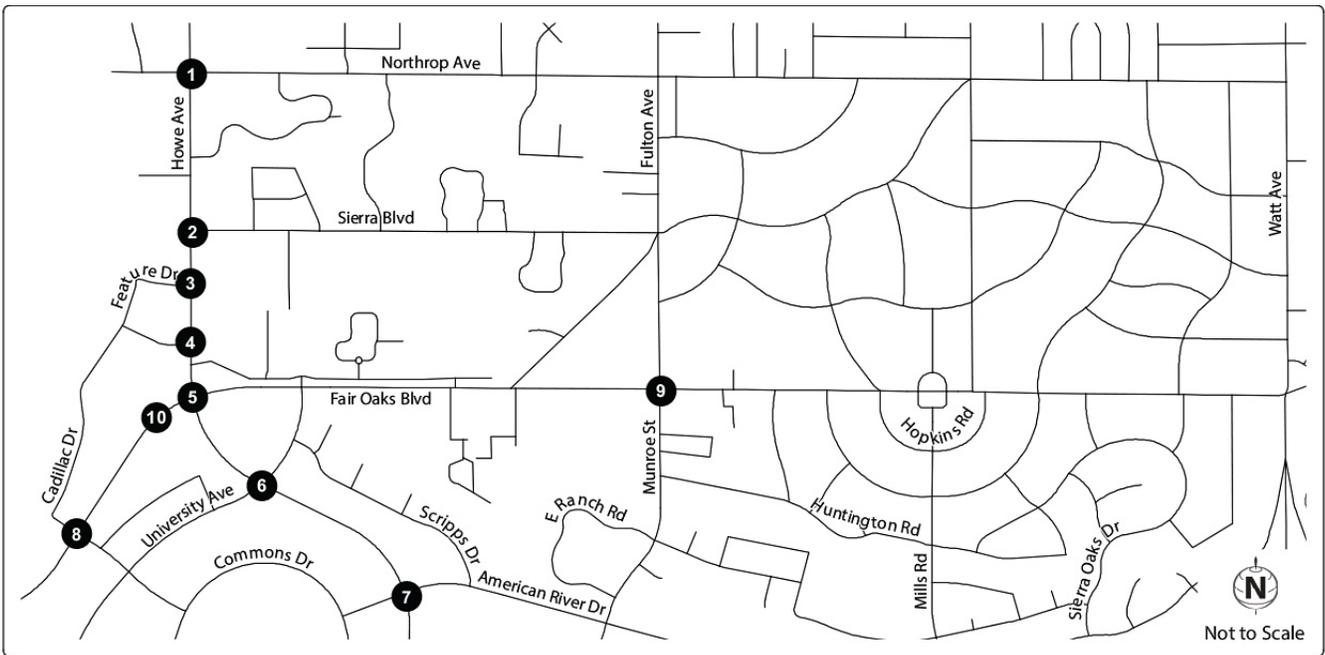
Project Trip Distribution



Source: Fehr & Peers 2013

Exhibit 5-6

Peak-Hour Traffic Volumes and Lane Configurations – Project-Only Trips



Source: Fehr & Peers 2013

Exhibit 5-7 Peak-Hour Traffic Volumes and Lane Configurations – Existing Plus Project Conditions

Table 5-5 summarizes the peak-hour intersection operations at the study intersections under existing plus project conditions. As noted previously, the analysis assumes that the Howe Avenue/Fair Oaks Boulevard intersection is modified to permit eastbound u-turns. No other modifications are made or assumed at any other study intersections. This table also shows operations at the project's right-in/right-out only driveway on Fair Oaks Boulevard.

Table 5-5 Intersection Operations – Existing Plus Project Conditions					
Intersection	Jurisdiction	Control	Peak-Hour	Level of Service – Average Delay (V/C Ratio) ¹	
				Existing Conditions	Existing Plus Project
1. Howe Avenue / Northrop Avenue	Sacramento County	Traffic Signal	a.m. p.m.	B – 16.5 C – 27.8	B – 17.4 C – 27.5
2. Howe Avenue / Sierra Boulevard	Sacramento County	Traffic Signal	a.m. p.m.	C – 20.1 C – 25.5	C – 29.7 C – 20.1
3. Howe Avenue / Feature Drive	Sacramento County	Traffic Signal	a.m. p.m.	B – 17.8 D – 41.2	C – 21.5 E – 70.4
4. Howe Avenue / Cadillac Drive	City of Sacramento	Side-Street Stop ²	a.m. p.m.	A (F) – 5.9 (59.8) B (F)–13.3 (105.1)	A (F) – 8.3 (68.9) C (F) – 24.3 (>180)
5. Howe Avenue / Fair Oaks Boulevard	City of Sacramento	Traffic Signal	a.m. p.m.	D – 40.6 F – 91.1	D – 46.8 F – 116.3
6. Howe Avenue / University Avenue	City of Sacramento	Traffic Signal	a.m. p.m.	D – 35.7 D – 50.3	D – 35.1 E – 59.4
7. Howe Avenue / American River Drive	City of Sacramento	Traffic Signal	a.m. p.m.	C – 28.3 C – 26.4	C – 31.4 C – 27.2
8. Fair Oaks Boulevard / Cadillac Drive/Campus Commons Road	City of Sacramento	Traffic Signal	a.m. p.m.	B – 10.7 B – 16.9	B – 10.8 C – 26.1
9. Fair Oaks Boulevard / Munroe Street ³	Sacramento County	Traffic Signal	a.m. p.m.	C – 0.76 C – 0.77	C – 0.76 C – 0.78
10. Fair Oaks Boulevard / Project Driveway	City of Sacramento	Side-Street Stop ²	a.m. p.m.	Does Not Exist	A (F) – 7.4 (59.9) A (D) – 6.4 (25.6)

Notes: V/C = volume-to-capacity
¹ For signalized intersections, average intersection delay is reported in seconds per vehicle for all approaches.
² For side-street stop controlled intersections, LOS and average delay for the movement with the most delay are reported in parentheses along with the overall intersection delay.
³ Operations analyzed using Circular 212. For this methodology, volume-to-capacity ratio (V/C) is reported instead of average seconds of delay.

Bold: Impact from the proposed project
Output shown as "> 180" because volumes exceed model limits, thereby resulting in unreasonable delay estimates.
Source: Fehr & Peers 2013

During the a.m. peak-hour, the proposed project would cause the Howe Avenue/Feature Drive intersection to worsen from LOS B to C. However, no other LOS reductions would occur. Average delay at the Howe Avenue/Fair Oaks Boulevard intersection would increase from 41 to 47 seconds per vehicle, maintaining LOS D operations.

During the p.m. peak-hour, the proposed project would cause the following noteworthy degradations in traffic operations. As described later in Project-specific Impacts and Mitigation Measures section, some but not all of these degradations are considered significant impacts based on the significance criteria of the applicable agency:

- ▶ Howe Avenue/Fair Oaks Boulevard – LOS F operations are exacerbated (delay increases from 91 to 116 seconds per vehicle).
- ▶ Howe Avenue/University Drive – operations worsen from LOS D to E (delay increases from 50 to 59 seconds per vehicle).
- ▶ Howe Avenue/Feature Drive – operations worsen from LOS D to E (delay increases from 41 to 70 seconds per vehicle).
- ▶ Howe Avenue/Cadillac Drive – delay on minor street right-turn only movement increases from 105 to over 180 seconds per vehicle.

Table 5-6 displays the 95th percentile queue lengths under existing and existing plus project conditions for key turning movements within the study area. During the p.m. peak-hour, the proposed project causes substantial increases in queuing at the following locations:

- ▶ Eastbound Feature Drive left-turn at Howe Avenue: Queue increases from 300 to 940 feet. This is caused by the proposed project adding 103 p.m. peak-hour left-turns, causing the total volume to increase from 209 to 312 vehicles. The maximum green time for this phase is about 18 seconds, which contributes to the lengthy queuing. A recommendation for addressing this queuing issue is discussed later in this chapter in “Project Specific Impacts and Mitigation Measures” section.
- ▶ Eastbound Cadillac Drive right-turn at Howe Avenue: Queue increases from 50 to 390 feet. This is caused by the proposed project adding 167 p.m. peak-hour right-turns. This movement incurs substantial delays and queuing due to the lack of gaps in southbound Howe Avenue through traffic. Queued vehicles would spill back to the project driveway on Cadillac. A site access recommendation for this condition is discussed later in this chapter in “Site Access Evaluation and Internal Circulation” section.
- ▶ Eastbound Fair Oaks Boulevard through movement at Cadillac Drive: Queue increases from 350 to 1,000 feet. This is caused by the proposed project adding a combined 73 p.m. peak-hour vehicles to the inside through lane. The increase in queuing is due in part to this added traffic, but also slight reductions in eastbound left-turn capacity at the Howe Avenue/Fair Oaks Boulevard intersection due to the introduction of u-turns.
- ▶ Southbound Howe Avenue/Sierra Boulevard: The proposed project would cause an increase in southbound queuing at the Howe Avenue/Sierra Boulevard intersection during the a.m. peak-hour. This is due to project traffic being added to the heavily used outside travel lane (occupied by motorists in advance of turning right onto westbound Fair Oaks Boulevard).

**Table 5-6
95th Percentile Queue Lengths – Existing Plus Project Conditions**

Intersection	Movement	Storage Length (ft.)	Peak-Hour	Existing Conditions (ft.)	Existing Plus Project (ft.)
Howe Avenue / Fair Oaks Boulevard	Northbound Left	280 per lane	a.m. p.m.	160 610 ⁵	170 660 ⁵
	Southbound Right	180	a.m. p.m.	510 ⁵ 760 ⁵	670 ⁵ 810 ⁵
Howe Avenue / Cadillac Drive	Eastbound Right	190 ¹	a.m. p.m.	40 50	110 390
Howe Avenue / Feature Drive	Eastbound Left	120 ²	a.m. p.m.	70 300	90 940
Howe Avenue / Sierra Boulevard	Southbound Through	1,330 ³	a.m. p.m.	690 760	1,040 610
	Southbound Right	120 per lane	a.m. p.m.	70 70	60 80
Fair Oaks Boulevard / Cadillac Drive	Eastbound Left	160	a.m. p.m.	80 190	80 430 ⁵
	Eastbound Through	N/A ⁴	a.m. p.m.	120 350	100 1,000

Notes: ft. = feet

¹ Storage shown is the distance from Howe Avenue to project driveway.

² Storage shown is the distance from Howe Avenue to first on-street driveway.

³ Storage shown is the distance from Sierra Boulevard northerly to Northrop Avenue.

⁴ N/A = Not applicable because through lanes extend back across American River for over 1/2 mile.

⁵ Through vehicles block access to left-turn lane. Reported value is not a continuous queue of left-turning traffic, but a left-turning vehicle waiting in through vehicle traffic to access left-turn pocket.

Results are shown for key turning movements/approaches within the study area based on SimTraffic model run output.

Source: Fehr & Peers 2013

The proposed right-in/right-out only driveway on Fair Oaks Boulevard would accommodate about 90 a.m. peak-hour and 250 p.m. peak-hour inbound right-turning vehicles. These vehicles would be required to merge into the “free” southbound right-turn acceleration lane to then access the project driveway, thereby creating a weave movement. They would need to “weave across” (i.e., conflict with) 820 a.m. peak-hour vehicles and 565 p.m. peak-hour vehicles within a short (250 feet or less) segment of Fair Oaks Boulevard. This weaving movement is undesirable for the following reasons:

1. Academic research shows that collision rates increase as the speed differential between vehicles increases.² The speed differential is amplified by the combination of accelerating right-turning vehicles (from southbound Howe Avenue) and decelerating vehicles that must slow to 10 mph or less to enter the project driveway.

² Pages 5-35 through 5-37 of *Transportation and Land Development, 2nd Edition* (Institute of Transportation Engineers 2002).

2. During the p.m. peak-hour, approximately 250 vehicles would weave across an effective weave length of 200 feet (measured from 50 feet beyond right-turn gore to 25 feet upstream of driveway). This weave distance does not meet guidance from Section 504.7 (Weaving Sections) of the *Highway Design Manual* (Caltrans 2010), which states that “a rough approximation for adequate length of a weaving section is one foot per weaving vehicle per hour”.³

Table 5-7 displays the Sacramento County study roadway operations analysis results under existing plus project conditions. As shown, the proposed project would contribute trips to current LOS F operations on Howe Avenue north of Feature Drive. However, the addition of the proposed project would cause a change of less than 0.05 to the V/C ratio. The proposed project would also add trips to Fair Oaks Boulevard east of Howe Avenue, though operations would remain at LOS B.

Table 5-7 Sacramento County Roadway Segment Operations – Existing Plus Project Conditions							
Roadway Segment	Number of Lanes	Existing Conditions			Existing Plus Project		
		ADT	V/C Ratio	LOS	ADT	V/C Ratio	LOS
Howe Avenue north of Feature Drive	6	54,600	1.01	F	56,000	1.04	F
Fair Oaks Boulevard east of Howe Avenue	6	34,500	0.64	B	35,300	0.65	B

Note: ADT = average daily traffic; LOS = Level of Service; V/C = volume-to-capacity
 Values rounded to the nearest 100 vehicles.
 Source: Fehr & Peers

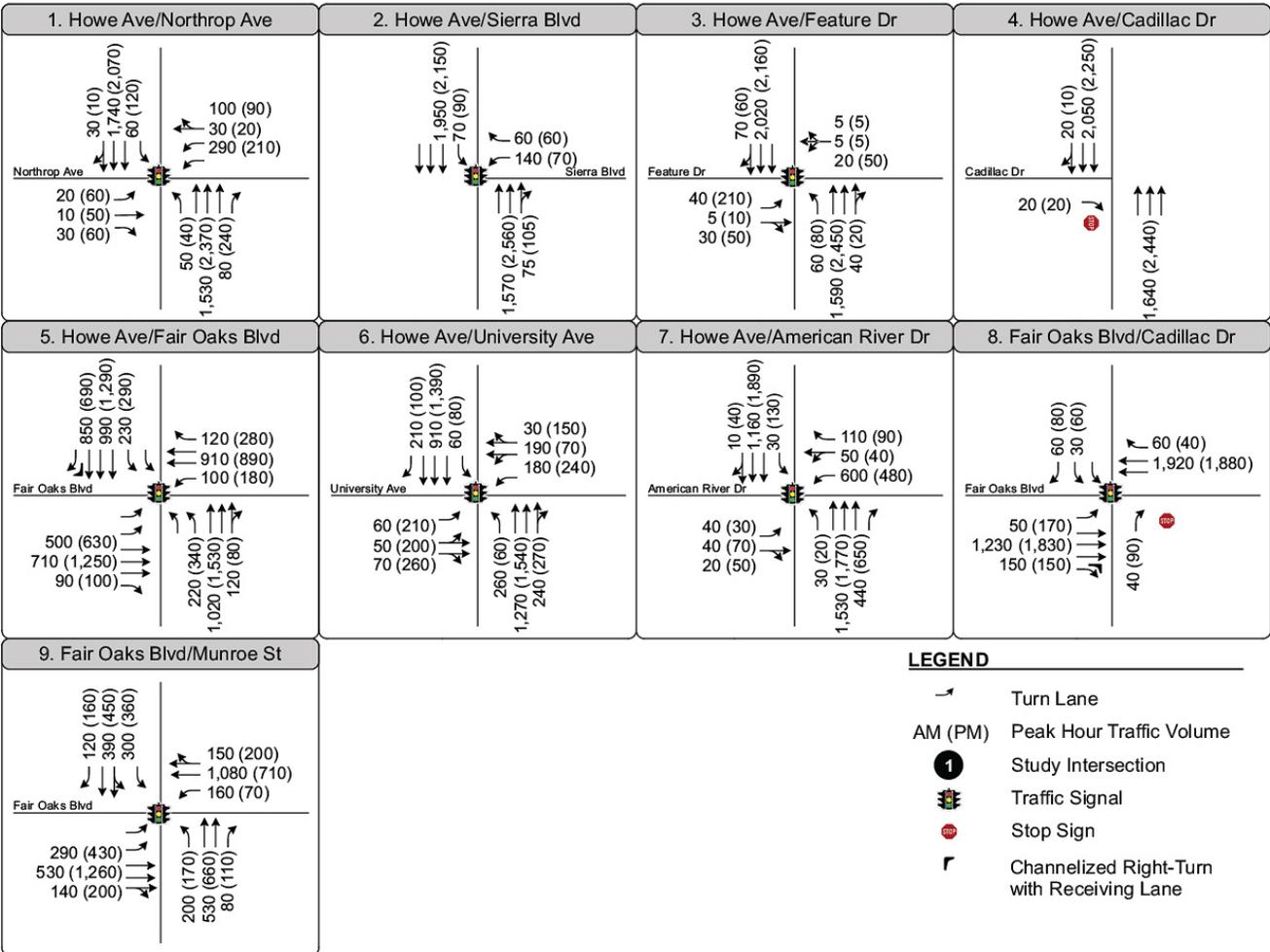
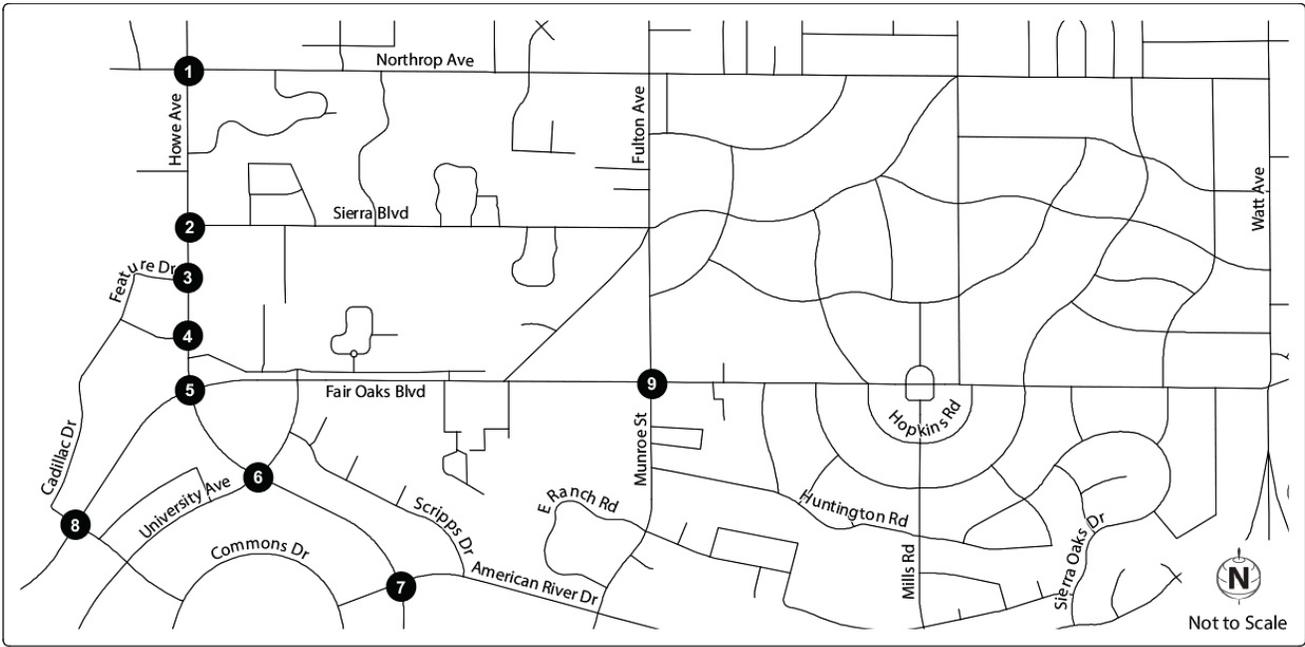
CUMULATIVE CONDITIONS

This section describes anticipated cumulative (2030) operating conditions in the study area for the roadway, transit, and bicycle/pedestrian systems.

Cumulative traffic forecasts were developed from the most recent version of the SACOG travel demand model. This model incorporates all build out projected in the City’s 2030 General Plan. The General Plan assumes full build out, and the area is largely already developed. Thus, the only growth in traffic expected along the Howe Avenue or Fair Oaks Boulevard corridors would be the result of regional growth and/or through traffic increases.

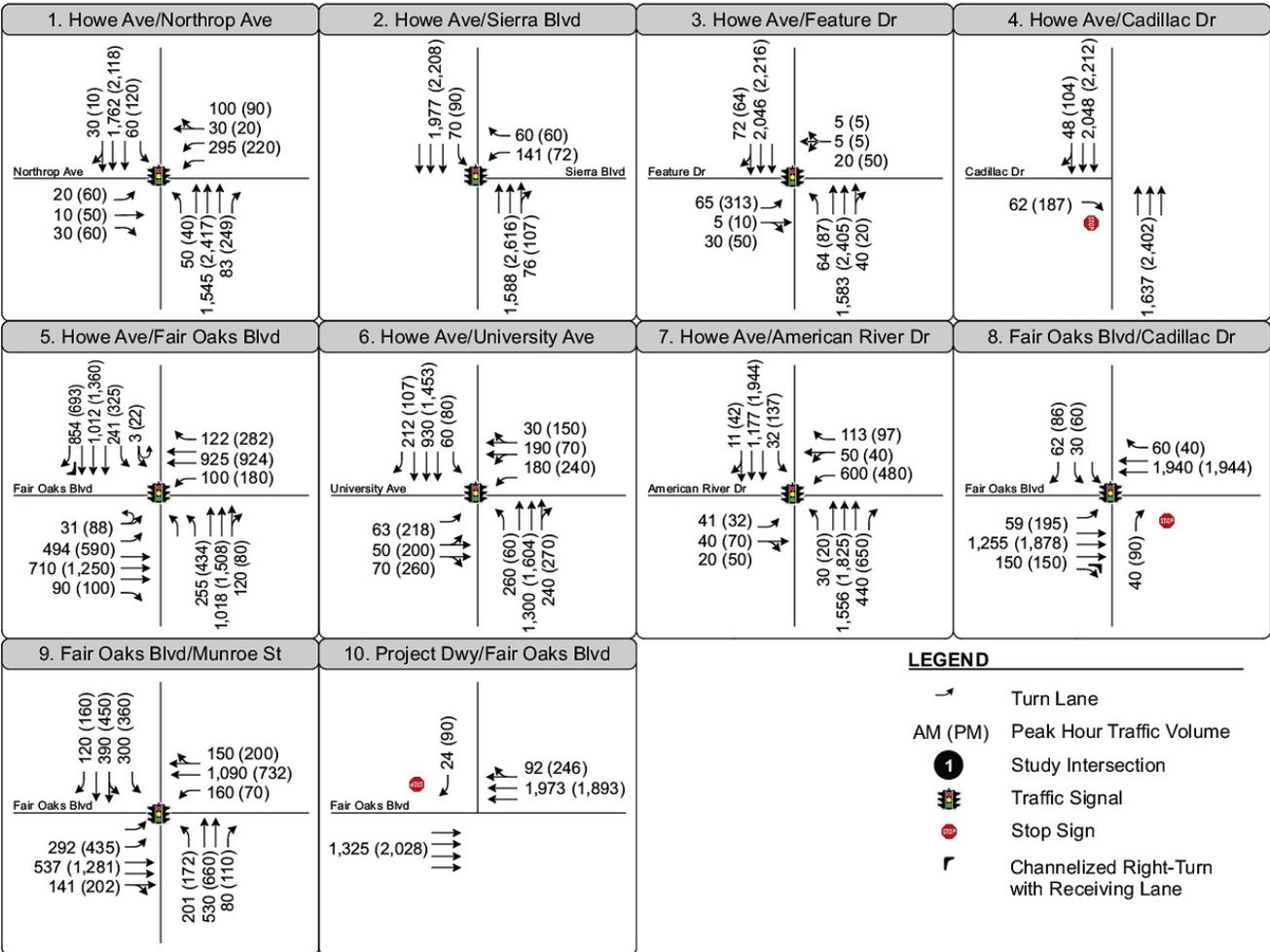
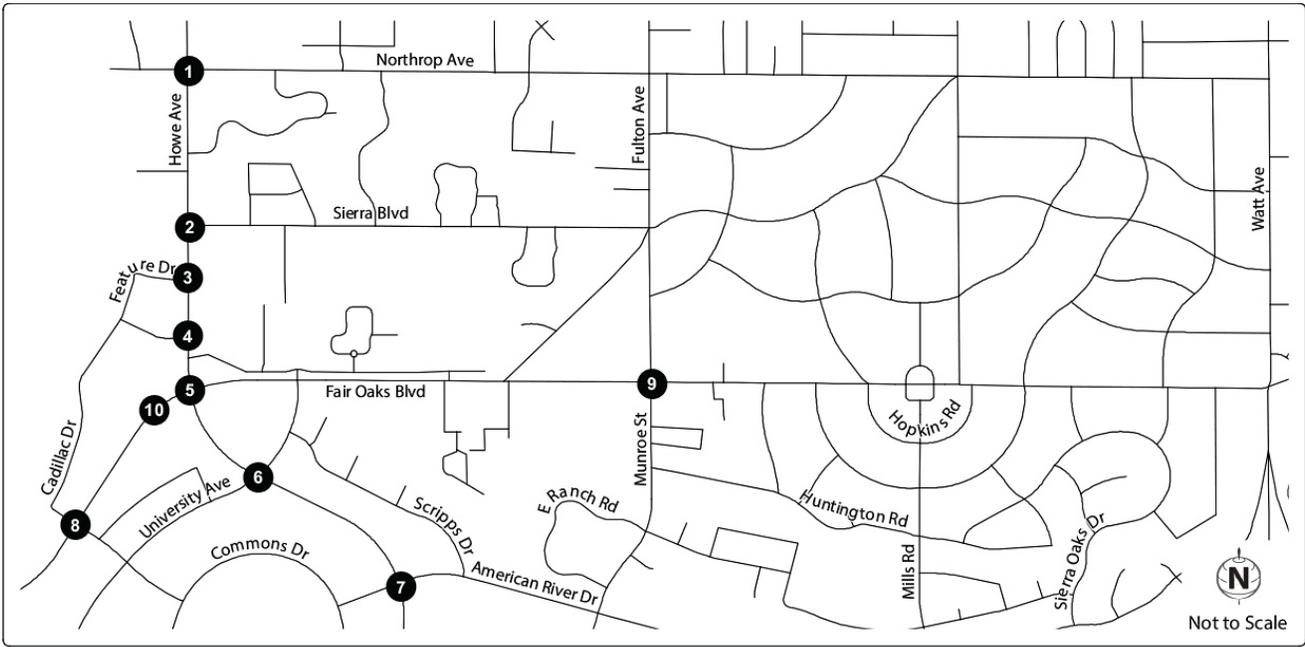
The “cumulative no project” scenario assumes the project site remains undeveloped. Cumulative plus project forecasts were derived by adding project trips (shown in Exhibit 5-6) to the cumulative no project forecasts. Exhibits 5-8 and 5-9 display the cumulative no project and cumulative plus project forecasts, respectively. These Exhibits also show the expected traffic controls and lane configurations at the study intersections, which are unchanged from existing conditions.

³ While it is recognized that this rule-of-thumb was intended for freeway weave sections, the guidance may also be applied to surface streets given the lack of any other known published documents on the topic.



Source: Fehr & Peers 2013

Exhibit 5-8 Peak-Hour Traffic Volumes and Lane Configurations – Cumulative No Project Conditions



Source: Fehr & Peers 2013

Exhibit 5-9 Peak-Hour Traffic Volumes and Lane Configurations – Cumulative Plus Project Conditions

Table 5-8 displays the peak-hour intersection operations at the study intersections under cumulative conditions, without and with the proposed project. This table shows that the proposed project would cause the following degradation in traffic operations during the a.m. peak-hour. As described later, this degradation is considered a significant impact based on the significance criteria:

- ▶ Howe Avenue/Fair Oaks Boulevard – operations worsen from LOS D to E (delay increases from 53 to 57 seconds per vehicle).

Table 5-8 Intersection Operations – Cumulative Conditions						
Intersection	Jurisdiction	Control	Peak-Hour	Level of Service – Average Delay (V/C Ratio)		
				Cumulative Without Project Conditions	Cumulative Plus Project Conditions	
1. Howe Avenue / Northrop Avenue	Sacramento County	Traffic Signal	a.m. p.m.	C – 20.8 D – 49.2	C – 29.1 D – 47.2	
2. Howe Avenue / Sierra Boulevard	Sacramento County	Traffic Signal	a.m. p.m.	C – 29.8 D – 46.4	D – 43.2 D – 53.7	
3. Howe Avenue / Feature Drive	Sacramento County	Traffic Signal	a.m. p.m.	C – 20.9 D – 47.4	C – 23.6 F – 86.5	
4. Howe Avenue / Cadillac Drive	City of Sacramento	Side-Street Stop ²	a.m. p.m.	A (F) – 7.0 (61.6) B (F) – 14.5 (98.8)	A (F) – 9.7 (102.2) F (F) – 64.0 (>180)	
5. Howe Avenue / Fair Oaks Boulevard	City of Sacramento	Traffic Signal	a.m. p.m.	D – 52.9 F – 105.9	E – 57.4 F – 129.1	
6. Howe Avenue / University Avenue	City of Sacramento	Traffic Signal	a.m. p.m.	C – 32.6 F – 88.9	C – 33.2. F – 88.1	
7. Howe Avenue / American River Drive	City of Sacramento	Traffic Signal	a.m. p.m.	C – 32.0 D – 38.6	D – 35.9 D – 37.5	
8. Fair Oaks Boulevard / Cadillac Drive/ Campus Commons Road	City of Sacramento	Traffic Signal	a.m. p.m.	B – 11.6 B – 19.4	B – 12.1 D – 35.4	
9. Fair Oaks Boulevard / Munroe Street ³	Sacramento County	Traffic Signal	a.m. p.m.	D – 0.85 D – 0.87	D – 0.86 D – 0.88	
10. Fair Oaks Boulevard / Project Driveway	City of Sacramento	Side-Street Stop ²	a.m. p.m.	Does Not Exist	A (F) – 8.2 (73.2) A (D) – 7.0 (34.4)	

Notes: V/C = volume-to-capacity

¹ For signalized intersections, average intersection delay is reported in seconds per vehicle for all approaches.

² For side-street stop controlled intersections, LOS and average delay for the movement with the most delay are reported in parentheses along with the overall intersection delay.

³ Operations analyzed using Circular 212. For this methodology, volume-to-capacity ratio (V/C) is reported instead of average seconds of delay.

Bold: Impact from the proposed project

Output shown as "> 180" because volumes exceed model limits, thereby resulting in unreasonable delay estimates.

Source: Fehr & Peers 2013

This table shows that the proposed project would cause the following degradations in traffic operations during the p.m. peak-hour. As described later, some but not all of these degradations are considered significant impacts based on the significance criteria of the applicable agency:

- ▶ Howe Avenue/Feature Drive – operations worsen from LOS D to F (delay increases from 47 to 87 seconds per vehicle).
- ▶ Howe Avenue/Cadillac Drive – overall operations worsen from LOS B to F (delay increases from 15 to 64 seconds per vehicle).
- ▶ Howe Avenue/Fair Oaks Boulevard – LOS F operations are exacerbated (delay increases from 106 to 129 seconds per vehicle).

Table 5-9 displays the 95th percentile queue lengths under cumulative without project and cumulative plus project conditions for key turning movements within the study area. This table shows similar queuing results as for existing plus project conditions. Namely, project traffic causes moderate to substantial increases in queues at the following locations:

- ▶ Eastbound Feature Drive left-turn at Howe Avenue
- ▶ Eastbound Cadillac Drive right-turn at Howe Avenue
- ▶ Eastbound Fair Oaks Boulevard through movement at Cadillac Drive
- ▶ Southbound Howe Avenue through movement at Sierra Boulevard

Table 5-10 displays the County study roadway operations analysis results under cumulative plus project conditions. As shown, the proposed project would contribute trips to LOS F operations on Howe Avenue north of Feature Drive but would not exceed the County's threshold of 0.05 V/C ratio.

The proposed project would also add trips to Fair Oaks Boulevard east of Howe Avenue, though operations would remain at LOS B.

5.5.2 PROJECT-SPECIFIC IMPACTS AND MITIGATION MEASURES

This section describes the project-specific transportation impacts of the proposed project.

IMPACT 5-1 *The proposed project could cause potentially significant impacts to study intersections. The proposed project would cause significant impacts under existing plus project conditions at the study intersections of Howe Avenue/Fair Oaks Boulevard and Howe Avenue/University Avenue. As a result, the impact would be considered **significant**.*

According to the significance criteria and results in Table 5-5, the proposed project would cause the following two significant intersection impacts under existing plus project conditions. This is considered a **significant** impact.

- ▶ Howe Avenue/Fair Oaks Boulevard (LOS F worsened during p.m. Peak-Hour) – The proposed project causes the average delay per vehicle to increase by 25 seconds.
- ▶ Howe Avenue/University Avenue (LOS D to E during p.m. Peak-Hour) – The proposed project causes the average delay to increase by 9 seconds, causing an LOS E condition.

Table 5-9 95 th Percentile Queue Lengths – Cumulative Plus Project Conditions					
Intersection	Movement	Storage Length (ft.)	Peak-Hour	Cumulative Without Project (ft.)	Cumulative Plus Project (ft.)
Howe Avenue / Fair Oaks Boulevard	Northbound Left	280 per lane	a.m. p.m.	200 650 ⁵	210 670 ⁵
	Southbound Right	180	a.m. p.m.	600 ⁵ 810 ⁵	780 ⁵ 810 ⁵
Howe Avenue / Cadillac Drive	Eastbound Right	190 ¹	a.m. p.m.	50 40	120 390
Howe Avenue / Feature Drive	Eastbound Left	120 ²	a.m. p.m.	80 400	110 960
Howe Avenue / Sierra Boulevard	Southbound Through	1,330 ³	a.m. p.m.	1,120 1,360	1,460 1,470
	Southbound Right	120 per lane	a.m. p.m.	60 80	70 70
Fair Oaks Boulevard / Cadillac Drive	Eastbound Left	160	a.m. p.m.	90 210	100 660 ⁵
	Eastbound Through	N/A ⁴	a.m. p.m.	140 440	160 1,210

Notes: ft. = feet

¹ Storage shown is the distance from Howe Avenue to project driveway.

² Storage shown is the distance from Howe Avenue to first on-street driveway.

³ Storage shown is the distance from Sierra Boulevard northerly to Northrop Avenue.

⁴ N/A = Not applicable because through lanes extend back across American River for over 1/2 mile.

⁵ Through vehicles block access to left-turn lane. Reported value is not a continuous queue of left or right-turning traffic, but a vehicle waiting in through vehicle traffic to access the turn pocket.

Results are shown for key turning movements/approaches within the study area based on SimTraffic model run output.

Source: Fehr & Peers 2013

Table 5-10 Sacramento County Roadway Segment Operations – Cumulative Conditions							
Roadway Segment	Number of Lanes	Cumulative Without Project Conditions			Cumulative Plus Project Conditions		
		ADT	V/C Ratio	LOS	ADT	V/C Ratio	LOS
1. Howe Avenue north of Feature Drive	6	61,900	1.15	F	63,300	1.17	F
2. Fair Oaks Boulevard east of Howe Avenue	6	36,200	0.67	B	37,000	0.69	B

Note: ADT = average daily traffic; LOS = Level of Service; V/C = volume-to-capacity
Values rounded to the nearest 100 vehicles.

Mitigation Measure 5-1(a): Implement improvements at the intersections of Howe Avenue/Fair Oaks Boulevard and Howe Avenue/University Avenue.

The project applicant shall coordinate with City of Sacramento Department of Public Works staff to implement the following improvements:

- A. Replace southbound “free” right-turn lane at the Howe Avenue/Fair Oaks Boulevard intersection with a channelized turn lane (with tighter radius) that operates as part of the traffic signal system.
- B. Extend the City’s signal coordination plans along the Howe Avenue corridor (south of Fair Oaks Boulevard) to include the Howe Avenue/Fair Oaks Boulevard intersection.

The southbound channelized right-turn lane at the Howe Avenue/Fair Oaks Boulevard intersection shall be designed with a tight radius to reduce the speed of right-turning traffic. A raised, channelized island would remain to accommodate pedestrian movements and signal equipment. The right-turn lane will feed into the existing acceleration lane onto westbound Fair Oaks Boulevard. A crosswalk will be placed across the right-turn lane.

The southbound right-turn lane is recommended to operate with red, yellow, and green right-turn arrows, which are permissible under the *California Manual of Uniform Traffic Control Devices – CA MUTCD* (2012). Refer to Figure 4D-19 of the CA MUTCD for typical signal face positioning. The following describes the signal phases of the right-turn lane:

- ▶ *Steady Green Arrow* – during the southbound through green phase,
- ▶ *Flashing Yellow Arrow* – during the northbound left-turn and eastbound left/u-turn green phases. Page 858 of the CA MUTCD specifies that “vehicular traffic is permitted to cautiously enter the intersection... Such traffic shall yield the right-of-way to pedestrians and other vehicles lawfully within the intersection”.
- ▶ *Steady Red Arrow* – during the westbound through green phase. Page 858 of the CA MUTCD specifies that “turning on a steady red arrow is not permitted in California.” Therefore, signs will be placed on the right-turn approach indicated that right-turn-on-red is prohibited.

The combination of the recommended geometric modification of the right-turn lane and the traffic signal phasing plan offers a number of advantages over the current configuration including:

Reduction in lane changing/weaving conflicts – The southbound right-turn has a red arrow (no right-turn-on-red) during the westbound through phase, which can feature high approaching vehicle speeds. Prohibiting the southbound right-turn lane during this phase eliminates any merging within the acceleration/deceleration lane of vehicles traveling at considerable differences in speed. The southbound right-turn lane has a flashing yellow arrow (proceed with caution) during the slower speed northbound left-turn and eastbound left/u-turn phases. So, although some weaving will occur, those movements will occur at slower speeds. The southbound right-turn lane has a green arrow during the southbound through phase, which means no conflicting movements will occur in the acceleration/deceleration lane during this phase. One possible effect of the combined short weave area and high speed differential could be a conflict between bicyclists and vehicles. However, implementation of Mitigation Measure 5-1(a) would result in a signal-controlled weave and slower weave speeds, reducing the possibility of rear-end and sideswipe collisions between bicyclists and vehicles.

1. Right-turn lane capacity – As described below, SimTraffic model results show that this configuration offers considerable increases in right-turn lane capacity when compared to a traditional signal controlled right-turn lane. Although delays and queuing do not return to “no project” levels, project access (i.e., right-turn only driveway and eastbound u-turn) is accommodated without causing a major weaving conflict.
2. Pedestrian crossing is reduced in length and signal controlled – Currently, pedestrians must use a 25-foot long sidewalk that is not controlled by a traffic signal to cross the southbound free right-turn lane. The modified design would provide a shorter crossing controlled by a signalized crosswalk.

Detailed design of these improvements would occur at a later date including length of southbound right-turn lane, curve radius, placement of limit lines, crosswalks, lane widths, etc. However, the effectiveness of the improvement was analyzed in this section based on the assumption of about 200 feet of right-turn lane storage and an assumed right-turn curve radius that corresponds to a maximum free-flow speed of 15 mph.

These improvements will either occur within the existing right-of-way, along the project’s property/frontage, or within City-owned property. Therefore, they are considered feasible. Table 5-11 shows how these mitigation measures would affect traffic operations in the study area during the a.m. and p.m. peak-hours.

This table shows that the proposed Mitigation Measure 5-1(a) would cause reductions in delay (compared with existing plus project without mitigation) at most intersections. Most notably, p.m. peak-hour delay at the Howe Avenue/Fair Oaks Boulevard intersection would be reduced from 116 to 106 seconds per vehicle.

Since p.m. peak-hour operations would not be restored to within five seconds of “no project” conditions, the impact at the Howe Avenue/Fair Oaks Boulevard intersection would remain significant and unavoidable. Mitigation Measure 5-1(a) would also reduce the extent of southbound queuing on Howe Avenue. During the a.m. peak-hour, the 95th percentile queue on southbound Howe Avenue at Sierra Avenue would increase from 690 feet under existing conditions to 1,040 feet under existing plus project conditions. Mitigation Measure 5-1(a) would reduce this queue to 710 feet, which is similar to existing conditions. A comparable result is achieved during the p.m. peak-hour.

As shown in Table 5-11, Mitigation Measure 5-1(a) would cause an indirect impact to the Howe Avenue/Feature Drive intersection. By virtue of the modification of the right-turn lane, additional queuing occurs, which causes added delays and LOS F conditions at this intersection during the p.m. peak-hour. The following mitigation is recommended for this indirect impact:

Mitigation Measure 5-1(b): Modify Howe Avenue/Feature Drive intersection by converting the raised median on Feature Drive approach to a dedicated left-turn lane.

This modification would result in dual left-turn lanes and a shared through/right lane on the eastbound Feature Drive approach. This modification would restore intersection operations to LOS D (47 seconds per vehicle) during the p.m. peak-hour. Thus, this mitigation measure would reduce the indirect impact to the Howe Avenue/Feature Drive intersection to **less than significant**.

**Table 5-11
Intersection Operations – Existing Plus Project with Mitigation Conditions**

Intersection	Control	Peak-Hour	Level of Service – Average Delay		
			Existing Conditions	Existing Plus Project	Existing Plus Project with Mitigation Measure 5-1(a)
Howe Avenue / Feature Drive	Traffic Signal	a.m. p.m.	B – 17.8 D – 41.2	C – 21.5 E – 70.4	B – 18.3 F – 84.2
Howe Avenue / Cadillac Drive	Side-Street Stop	a.m. p.m.	A (F) – 5.9 (59.8) B (F) – 13.3 (105.1)	A (F) – 8.3 (68.9) C (F) – 24.3 (>180)	C (F) – 19.6 (>180) D (F) – 26.9 (>180)
Howe Avenue / Fair Oaks Boulevard	Traffic Signal	a.m. p.m.	D – 40.6 F – 91.1	D – 46.8 F – 116.3	D – 44.7 F – 106.4
Howe Avenue / University Avenue	Traffic Signal	a.m. p.m.	D – 35.7 D – 50.3	D – 35.1 E – 59.4	D – 37.5 D – 40.0
Howe Avenue / American River Drive	Traffic Signal	a.m. p.m.	C – 28.3 C – 26.4	C – 31.4 C – 27.2	C – 27.9 C – 25.9
Fair Oaks Boulevard / Cadillac Drive	Traffic Signal	a.m. p.m.	B – 10.7 B – 16.9	B – 10.8 C – 26.1	B – 11.5 C – 21.8
Fair Oaks Boulevard / Project Driveway	Side-Street Stop	a.m. p.m.	Does Not Exist	A (F) – 7.4 (59.9) A (D) – 6.4 (25.6)	A (F) – 5.5 (68.7) A (D) – 5.5 (26.3)
Notes: Refer to previous page for description of mitigation measures. Bold: Impact from the proposed project Source: Fehr & Peers 2013					

Due to the potential for modifications at the Howe Avenue/Fair Oaks Boulevard intersection to adversely affect County intersections, City of Sacramento and Sacramento County staff discussed, Mitigation Measures 5-1(a) and 5-1(b). The City and County are supporting the concept of modifying the eastbound Feature Drive approach, not only because it reduced queuing and improved LOS (it would reduce the length of eastbound vehicle queues from 970 to 390 feet), but also because it would enable more green time to be allocated to the Howe Avenue through phases.

Residual Significance

After mitigation, impacts to Howe Avenue/University Avenue and Howe Avenue/Feature Drive intersections would be **less than significant**. The impact to the Howe Avenue/Fair Oaks Boulevard intersection remains **significant and unavoidable**.

IMPACT 5-2 *The proposed project would not cause degradation to the LOS or increase the V/C ratio by 0.05 on any Sacramento County study roadways. Therefore, the impact would be considered **less than significant**.*

According to the significance criteria and results in Table 5-7, the proposed project would not cause any significant impacts at Sacramento County study roadways. Although the project would exacerbate LOS F conditions on Howe Avenue north of Feature Drive, the V/C ratio increase is 0.03, which is less than the 0.05 significance threshold. Therefore, this is considered a **less-than-significant** impact.

Mitigation Measure: None required.

IMPACT 5-3 *The proposed project would not adversely affect Sacramento Regional Transit bus operations or fail to adequately provide access to public transit. Therefore, the impact would be considered **less than significant**.*

The proposed project would not make any improvements or alterations to the existing bus stop on southbound Howe Avenue, along the project site frontage. The project applicant coordinated with RT regarding the proposed project's site plan and the bus stop's relationship to the project site. RT reviewed the proposed site plan and provided their approval as long as the proposed project does not make physical changes to the bus stop (Solomon, pers. comm., 2014).

In addition to evaluating whether the proposed project would physically alter the existing bus stop, changes to bus service operations were evaluated. Increases in southbound Howe Avenue right-turn queuing during the a.m. peak-hour would cause slight increases in delay for buses to enter the bus turnout. However, traffic modeling shows that the southbound right-turn queue quickly dissipates. Implementation of Mitigation Measure 5-1(a) would convert the southbound Howe Avenue free right-turn to a signal-controlled turn lane. Creation of the signal-controlled turn lane would cause southbound traffic to slow at the signal and would cause additional queuing on southbound Howe Avenue. Therefore, as part of the environmental review process, the project applicant coordinated with RT.

RT reviewed the site plan and the traffic modeling results, including conditions after implementation of Mitigation Measure 5-1(a), and determined there would not be substantial delays for buses entering or exiting the existing bus turnout along southbound Howe Avenue (Solomon, pers. comm., 2014).

Although significant delays would not occur to RT buses entering or exiting the bus turnout, the City of Sacramento Public Works Department would condition project approval upon further coordination with RT for any other changes along the Howe Avenue frontage that could affect RT operations. Therefore, project impacts to transit are considered **less than significant**.

Mitigation Measure: None required.

IMPACT 5-4 *Implementation of the proposed project would not remove any existing bicycle facilities or preclude construction of any bicycle facilities planned in the City of Sacramento Bikeway Master Plan. Therefore, impacts to bicycle facilities would be considered **less than significant**.*

Implementation of the proposed project would not remove any existing bicycle facility or preclude construction of a facility that is planned in the City of Sacramento Bikeway Master Plan. Furthermore, Mitigation Measure 5-1(a) would reduce conflicts between bicyclists and motor vehicles on westbound Fair Oaks Boulevard along the project frontage, as required by City General Plan Policy M 5.1.4. Therefore, this impact would be **less than significant**.

Mitigation Measure: None required.

IMPACT 5-5 *The proposed project would provide pedestrian access to the interior of the project site, and would enhance pedestrian connectivity around the project site. Therefore, the impact would be less than significant.*

Pedestrian connections would be provided along the Howe Avenue frontage as well as along Cadillac Drive to encourage customers to walk to the CVS/pharmacy project site from neighboring residential developments or from other businesses located in the area. Additionally, the site plan shows new pedestrian crosswalks would be installed at Cadillac Drive and Feature Drive intersection. The proposed project would repair/reconstruct any deteriorated portions of the existing sidewalk frontage along Howe Avenue from Cadillac Drive to the corner of Howe Avenue and Fair Oaks Boulevard to ensure ADA compliance. A new, six-foot-wide paved pedestrian walkway would be provided connecting the project site directly to the sidewalk at the Fair Oaks Boulevard/Howe Avenue intersection. These connections provide direct access between the project site, the existing public sidewalk network, and the RT bus stop along Howe Avenue. This impact is considered **less than significant**.

Mitigation Measure: None required.

IMPACT 5-6 *Project construction may temporarily disrupt the transportation network near the project site. Therefore the impact would be considered significant.*

Construction may include disruptions to the transportation network near the site, including the possibility of temporary lane closures, street closures, and sidewalk closures. Pedestrian, bicycle, and transit access may be disrupted. Heavy vehicles will access the site and may need to be staged for construction. These activities could result in degraded roadway operating conditions. Therefore, the temporary and short-term impacts are considered **significant**.

Mitigation Measure 5-6: Prepare a construction traffic and parking management plan.

Prior to the beginning of construction, the project applicant shall prepare a construction traffic and parking management plan to the satisfaction of City Traffic Engineer and subject to review by all affected agencies. The plan shall ensure that operating conditions on adjacent roadways are not further degraded. At a minimum, the plan shall include:

- Description of trucks including: number and size of trucks per day, expected arrival/departure times, truck circulation patterns.
- Description of staging area including: location, maximum number of trucks simultaneously permitted in staging area, use of traffic control personnel, specific signage.

- Description of street closures including: duration, advance warning and posted signage, safe and efficient access routes for emergency vehicles, and use of manual traffic control.
- Description of driveway access plan including: provisions for safe vehicular, pedestrian, and bicycle travel, minimum distance from any open trench, special signage, and private vehicle accesses.

Implementation of this mitigation would reduce this impact to **less than significant**.

Residual Significance

After implementation of mitigation, the circulation impacts of construction-related activities would be **less than significant**.

5.5.3 CUMULATIVE IMPACTS AND MITIGATION MEASURES

This section describes the cumulative transportation impacts of the proposed project.

IMPACT 5-7 *The proposed project would have a cumulatively considerable contribution to cumulative impacts related to the study intersections of Howe Avenue/Feature Drive, Howe Avenue/Cadillac Drive and Howe Avenue/Fair Oaks Boulevard under cumulative conditions. Therefore the impact would be considered **significant**.*

According to the significance criteria and results in Table 5-8, the proposed project would cause the following three significant intersection impacts under cumulative plus project conditions. This is considered a **significant** impact.

- ▶ Howe Avenue/Feature Drive (LOS D to F during p.m. Peak-Hour) – The proposed project causes the average delay to increase from 47 to 87 seconds, causing an LOS F condition.
- ▶ Howe Avenue/Cadillac Drive (LOS B to F during p.m. Peak-Hour) – The proposed project causes the overall delay at this side-street stop-controlled intersection to increase from 15 to 64 seconds per vehicle.
- ▶ Howe Avenue/Fair Oaks Boulevard (LOS D to E during a.m. Peak-Hour and LOS F worsened during p.m. Peak-Hour) – During the a.m. peak-hour, the proposed project causes the average delay per vehicle to increase from 53 to 57 seconds, causing an LOS E condition. During the p.m. peak-hour, the proposed project causes the average delay per vehicle to increase from 106 to 129 seconds, worsening an LOS F condition.

Mitigation Measure 5-7: Implement Mitigation Measure 5-1(a) and (b).

These improvements would either occur within the existing right-of-way, along the project’s property/frontage, or on City-owned land. Therefore, they are considered feasible.

Table 5-12 shows how the Mitigation Measure 5-1(a) would affect traffic operations in the study area during the a.m. and p.m. peak hours.

**Table 5-12
Intersection Operations – Cumulative Plus Project with Mitigation Conditions**

Intersection	Control	Peak-Hour	Level of Service – Average Delay		
			Cumulative No Project	Cumulative Plus Project	
				No Mitigation	With Mitigation Measure 5-1(a)
Howe Avenue / Feature Drive	Traffic Signal	a.m. p.m.	C – 20.9 D – 47.4	C – 23.6 F – 86.5	C – 23.3 F – 100.2¹
Howe Avenue / Cadillac Drive	Side-Street Stop	a.m. p.m.	A (F) – 7.0 (61.6) B (F) – 14.5 (98.8)	A (F) – 9.7 (102.2) F (F) – 64.0 (>180)	C (F) – 16.8 (>180) F (F) – 50.2 (>180)
Howe Avenue / Fair Oaks Boulevard	Traffic Signal	a.m. p.m.	D – 52.9 F – 105.9	E – 57.4 F – 129.1	E – 69.0 F – 118.0
Howe Avenue / University Avenue	Traffic Signal	a.m. p.m.	C – 32.6 F – 88.9	C – 33.2 F – 88.1	D – 42.2 D – 49.4
Howe Avenue / American River Drive	Traffic Signal	a.m. p.m.	C – 32.0 D – 38.6	D – 35.9 D – 37.5	D – 36.2 C – 33.2
Fair Oaks Boulevard / Cadillac Drive/Campus Commons Road	Traffic Signal	a.m. p.m.	B – 11.6 B – 19.4	B – 12.1 D – 35.4	B – 10.8 C – 22.6
Fair Oaks Boulevard / Project Driveway	Side-Street Stop	a.m. p.m.	Does Not Exist	A (F) – 8.2 (73.2) A (D) – 7.0 (34.4)	A (F) – 4.9 (66.8) A (D) – 6.3 (32.9)
Notes: Refer to previous pages for description of Mitigation Measure 5-1. Bold: Impact from the proposed project Source: Fehr & Peers 2013					

Implementation of Mitigation Measure 5-1(a) would affect the study intersections as follows under cumulative plus project conditions:

- ▶ Howe Avenue/Feature Drive (p.m. peak-hour) – Operations remain at LOS F.
- ▶ Howe Avenue/Cadillac Drive (p.m. peak-hour) – No change in operations.
- ▶ Howe Avenue/Fair Oaks Boulevard (a.m. and p.m. peak hours) – operations worsen during the a.m. peak-hour with delays increasing from 57 seconds (without mitigation) to 69 seconds (with mitigation). Operations improve during the p.m. peak-hour with delays decreasing from 129 seconds (without mitigation) to 118 seconds (with mitigation).
- ▶ Howe Avenue/University Avenue (p.m. peak-hour) – Operations improve from LOS F (without mitigation) to LOS D (with mitigation).
- ▶ Howe Avenue/American River Drive (p.m. peak-hour) – Operations improve from LOS D (without mitigation) to LOS C (with mitigation).

Table 5-13 shows how Mitigation Measure 5-1(b) would affect operations at the Howe Avenue/Feature Drive intersection during the p.m. peak-hour.

Table 5-13 Howe Avenue/Feature Drive Intersection Operations – Cumulative Plus Project with Mitigation Conditions					
Intersection	Control	Peak-Hour	Level of Service – Average Delay During p.m. Peak Hour		
			Cumulative No Project	Cumulative Plus Project	
				No Mitigation	With Mitigation Measure 5-1(b)
Howe Avenue / Feature Drive	Traffic Signal	p.m.	D – 47.4	F – 86.5	E – 61.9
Notes: Refer to previous pages for description of Mitigation Measure 5-1(b). Bold: Impact from the proposed project. Source: Fehr & Peers 2013					

Table 5-14 shows how Mitigation Measures 5-1(a) and 5-1(b) would affect vehicular queuing in the southbound direction of Howe Avenue. Whereas queuing reductions were achieved under existing plus project conditions, this mitigation measure does not materially reduce queues under cumulative conditions. This is due to background traffic growth increases, which result in greater overall queuing and reduced opportunities to access the southbound right-turn lane.

Table 5-14 95th Percentile Vehicle Queues – Cumulative Conditions with Mitigations			
Movement	95 th percentile queue during a.m. (p.m.) Peak Hours		
	Cumulative No Project Conditions	Cumulative Plus Project	
		No Mitigation	Mitigation Measure 5-1 (a) and (b)
SB Right-Turn at Howe Avenue/Fair Oaks Boulevard	600 (810)	780 (810)	670 (680)
SB Through at Howe Avenue/Sierra Boulevard	1,120 (1,360)	1,460 (1,470)	1,480 (1,460)
Notes: Queue lengths expressed in feet and rounded to the nearest 10. Source: Fehr & Peers 2013			

Residual Significance

Mitigation Measures 5-1(a) and 5-1(b) would cause the cumulative impact at the Howe Avenue/Feature Drive intersection to be **less than significant**.

Impacts to the Howe Avenue/Fair Oaks Boulevard intersection would remain **significant and unavoidable**.

Impacts to the Howe Avenue/Cadillac Drive intersection are **significant and unavoidable** due to the lack of any effective mitigation strategies (i.e., installation of a signal is not feasible given intersection spacing and no further driveway movement restrictions are possible).

IMPACT 5-8 *The proposed project would have a less-than-cumulatively considerable contribution to cumulative impacts related to LOS and V/C ratio on Sacramento County roadways under cumulative conditions. Therefore, the impact would be considered less than significant.*

According to the significance criteria and results in Table 5-10, the proposed project would not cause any significant impacts at Sacramento County study roadways under cumulative conditions. Although the proposed project would exacerbate LOS F conditions on Howe Avenue north of Feature Drive, the v/c ratio increase is 0.02, which is less than the 0.05 significance threshold. Therefore, this is considered a **less-than-significant** impact.

Mitigation Measure: None required.

IMPACT 5-9 *The proposed project would not have a cumulatively considerable contribution to cumulative impacts related to Sacramento Regional Transit bus operations and route times under cumulative conditions. Therefore, the impact would be considered less than significant.*

The proposed project would not make any improvements or alterations to the existing bus stop on southbound Howe Avenue, along the project site frontage. The project applicant coordinated with RT regarding the proposed project's site plan and the bus stop's relationship to the project site. RT reviewed the proposed site plan and provided their approval as long as the proposed project does not make physical changes to the bus stop (Solomon, pers. comm., 2014).

As discussed under Impact 5-3, in addition to evaluating whether the proposed project would physically alter the existing bus stop, changes to bus service operations were evaluated. Increases in southbound Howe Avenue right-turn queuing during the a.m. peak-hour would cause slight increases in delay for buses to enter the bus turnout. However, traffic modeling shows that the southbound right-turn queue quickly dissipates. Implementation of Mitigation Measure 5-1(a) would convert the southbound Howe Avenue free right-turn to a signal-controlled turn lane. Creation of the signal-controlled turn lane would cause southbound traffic to slow at the signal and would cause additional queuing on southbound Howe Avenue. Therefore, as part of the environmental review process, the project applicant coordinated with RT.

RT reviewed the site plan and the traffic modeling results, including conditions after implementation of Mitigation Measure 5-1(a), and determined there would not be substantial delays for buses entering or exiting the existing bus turnout along southbound Howe Avenue (Solomon, pers. comm., 2014).

Although significant delays under the cumulative plus project condition would not occur to RT buses entering or exiting the bus turnout, the City of Sacramento Public Works Department would condition project approval upon further coordination with RT for any other changes along the Howe Avenue frontage that could affect RT operations, or determining signal timing. Therefore, cumulative project impacts to transit are considered **less than significant**.

Mitigation Measure: None required.

IMPACT 5-10 *The proposed project would have a less-than-cumulatively considerable contribution to cumulative impacts related to existing bicycle facilities or construction of a facility that is planned in the City of Sacramento Bikeway Master Plan under cumulative conditions. Therefore, the impact would be considered **less than significant**.*

Implementation of the proposed project would not remove any existing bicycle facility or preclude construction of a facility that is planned in the City of Sacramento Bikeway Master Plan. Furthermore, Mitigation Measure 5-1(a) would reduce conflicts between bicyclists and motor vehicles on westbound Fair Oaks Boulevard along the project frontage, as required by City General Plan Policy M 5.1.4. Therefore, this impact would be **less than significant**.

Mitigation Measure: None required.

IMPACT 5-11 *The proposed project would have a less-than-cumulatively considerable contribution to cumulative impacts related to pedestrian access to the site under cumulative conditions. Therefore the impact would be considered **less than significant**.*

Pedestrian connections would be provided along the Howe Avenue frontage as well as along Cadillac Drive to encourage customers to walk to the CVS/pharmacy project site from neighboring residential developments or from other businesses located in the area. New pedestrian crosswalks would be introduced at Cadillac Drive and Feature Drive intersection.

The proposed project would repair/reconstruct any deteriorated portions of the existing sidewalk frontage along Howe Avenue from Cadillac Drive to the corner of Howe Avenue and Fair Oaks Boulevard to ensure ADA compliance. A new, six-foot-wide paved pedestrian walkway would be provided connecting the project site directly to the sidewalk at the Fair Oaks Boulevard/Howe Avenue intersection. These connections provide direct access between the project site, the existing public sidewalk network, and the RT bus stop along Howe Avenue. This impact is considered **less than significant**.

Mitigation Measure: None required.

5.5.4 SITE ACCESS EVALUATION AND INTERNAL CIRCULATION

After the preparation of the study the applicant provided a revised site plan (see Exhibit 2-4). This section evaluates project access and internal circulation.

SITE ACCESS

The following recommendations are offered regarding site access:

Vehicular Access

- ▶ It is recommended to restripe Cadillac Drive to include one through lane in each direction separated by a two-way left turn lane to improve the access to project driveways.

Pedestrian Access

- ▶ Installation of pedestrian crosswalks at Cadillac Drive and Feature Drive intersection would provide better pedestrian connectivity to the west and north side of the project site and encourage customers to walk to the CVS/pharmacy site from neighboring residential developments or from other businesses located in the area.

EVALUATION OF PROJECT DRIVEWAYS

The following recommendations (shown in italics) are offered for project driveways:

Fair Oaks Boulevard Driveway

- ▶ Provide signage indicating that this driveway is not to be used by delivery trucks.

Northwesterly Cadillac Drive Driveway

- ▶ Install “Do Not Enter” sign at the driveway indicating that this driveway is to be used by delivery trucks only.

EVALUATION OF INTERNAL CIRCULATION

The following recommendations are offered regarding internal circulation:

Pedestrian Circulation

- ▶ Ensure that dedicated, highly-visible pedestrian walkways are provided from the southeasterly edge of the project’s parking lot to the Regional Transit bus stop and Howe Avenue/Fair Oaks Boulevard intersection. Extend walkways within the parking area to the main entrances to the pharmacy and grocery store. Consider innovative pedestrian treatments (e.g., stamped concrete) near the grocery store main entrance.

Vehicular Circulation

- ▶ Add lane striping to advise motorists of travel lanes/routes along the segment of north-south drive aisle located between the grocery store and pharmacy.
- ▶ Install traffic calming devices on the most southern drive isle to discourage increased speeds.

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6 OTHER CEQA CONSIDERATIONS

6.1 INTRODUCTION

The California Environmental Quality Act (CEQA) Guidelines Section 15126.2 requires that all aspects of a project must be considered when evaluating its impact on the environment in an environmental impact report (EIR), including planning, acquisition, development, and operation. As part of this analysis, the EIR must also identify the following: (1) significant environmental effects of the proposed project, (2) significant environmental effects that cannot be avoided if the proposed project is implemented, (3) significant irreversible environmental changes that would result from implementation of the proposed project, and (4) growth-inducing impacts of the proposed project. Although growth inducement itself is not necessarily considered an adverse environmental effect, the extent to which growth inducement could potentially lead to foreseeable adverse physical environmental effects, are discussed under “Growth Inducing Impacts” below.

6.2 SIGNIFICANT ENVIRONMENTAL EFFECTS

Chapter 3, “Summary of Environmental Effects,” Chapter 4, “Greenhouse Gas Emissions,” and Chapter 5, “Transportation and Circulation,” of this Draft EIR address the environmental effects that may be caused by the proposed project which were not otherwise disclosed in the 2030 General Plan Master EIR (2009a). The 2030 General Plan Master EIR evaluated the cumulative effects, growth-inducing impacts, and irreversible significant effects on the environment that could occur with anticipated buildout under the new general plan. The project-specific environmental effects of constructing and operating the proposed project are identified in these chapters.

In addition, the Initial Study prepared for the proposed project (Appendix A; AECOM 2013) reviewed the discussions of cumulative impacts, growth inducing impacts, and irreversible significant effects in the 2030 General Plan Master EIR to determine their adequacy for the proposed project (see State CEQA Guidelines Section 15178[b], [c]) and identifies any potential new or additional project-specific significant environmental effects that were not analyzed in the Master EIR and any mitigation measures or alternatives that may avoid or mitigate the identified effects to a level of insignificance, if any. Issues discussed in the Initial Study address technical areas identified in State CEQA Guidelines Appendix G.

6.3 SIGNIFICANT AND UNAVOIDABLE IMPACTS

State CEQA Guidelines Section 15126.2(b) requires an EIR to describe any significant impacts that cannot be avoided, even with the implementation of feasible mitigation measures. The environmental effects of the proposed project on various aspects of the environment are discussed in Chapters 4 and 5 of this Draft EIR. As discussed in Chapter 5, “Transportation and Circulation,” the proposed project would result in project-specific effects that could not be reduced to a less-than-significant level related to the average p.m. peak-hour delay per vehicle at the Howe Avenue/Fair Oaks Boulevard intersection.

6.4 SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL EFFECTS

State CEQA Guidelines Section 15126.2(c) requires a discussion of any significant irreversible environmental changes that would be caused by the proposed project. Section 15126.2(c) states:

Uses of nonrenewable resources during the initial and continued phases of the project may be irreversible, since a large commitment of such resources makes removal or nonuse thereafter unlikely. Primary impacts and, particularly, secondary impacts (such as highway improvement which provides access to a previously inaccessible area) generally commit future generations to similar uses. Also, irreversible damage can result from environmental accidents associated with the project. Irretrievable commitments of resources should be evaluated to assure that such current consumption is justified.

Generally, a project would result in significant irreversible environmental changes if:

- ▶ the primary and secondary impacts would generally commit future generations to similar uses;
- ▶ the project would involve uses in which irreversible damage could result from any potential environmental accidents associated with the project;
- ▶ the project would involve a large commitment of nonrenewable resources; or
- ▶ the proposed consumption of resources is not justified (e.g., the project involves the wasteful use of energy).

The City of Sacramento 2030 General Plan Master EIR addressed significant irreversible environmental effects that could occur with anticipated subsequent development assumed under buildout of the General Plan. The proposed project is one of those anticipated subsequent projects.

Development of the proposed project would result in the continued commitment of the project site to commercial uses, thereby precluding any other uses within the project site for the lifespan of the proposed project. Restoration of the site to a less developed condition would not be feasible, or practical, given the degree of disturbance, the urbanization of the area, location, and the level of capital investment. The State CEQA Guidelines also require a discussion of the potential for irreversible environmental damage caused by an accident associated with the proposed project. Because the project site would be committed to commercial uses, hazardous materials used would be generally confined to materials such as cleaners, solvents, and pesticides. While the proposed project would result in the use, transport, storage, and disposal of relatively small amounts of hazardous materials that are normal activities for retail and pharmacy businesses, all future activities would be required to comply with applicable federal and state laws related to the use, storage, and disposal of hazardous materials, which significantly reduces the likelihood and severity of accidents that could result in irreversible environmental damage.

The most notable irreversible impacts are increased generation of emissions and the short-term commitment of non-renewable and/or slowly renewable natural and energy resources, such as water resources during both construction activities and project operation. As discussed in Chapter 4, the proposed project would not conflict with the City's Climate Action Plan and would have a less-than-cumulatively considerable contribution to cumulative greenhouse gas emissions. Development of the project site for commercial uses was anticipated under the 2030 General Plan (2009b) and water demand projected for future development was evaluated in the Master EIR (see Item 12, Utilities and Service Systems, in Appendix A, Initial Study). The proposed project would not result in changes to projected water demands for the project site.

Resources that would be permanently and continually consumed once the proposed project is completed include water, electricity, natural gas, and fossil fuels; however, the amount and rate of consumption of these resources

would not result in the unnecessary, inefficient, or wasteful use of resources. Compliance with applicable building codes, mitigation measures identified for the proposed project, planning policies contained in the 2030 General Plan and Climate Action Plan, standards from the California Green Building Code (2010), and standard conservation features would ensure that natural resources are used efficiently. It is also possible that new technologies or systems will emerge in the future, or will become more cost-effective or user-friendly, to further reduce the reliance upon nonrenewable natural resources. Nonetheless, construction activities and project operation would result in the irretrievable commitment of nonrenewable energy resources, primarily in the form of fossil fuels (including fuel oil), natural gas (heating), and gasoline/diesel for automobiles and construction equipment.

6.4.1 GROWTH-INDUCING IMPACTS

As required by CEQA Guidelines Section 15126.2(d), an EIR must discuss ways in which a proposed project could foster economic or population growth or the construction of additional housing, either directly or indirectly, in the surrounding environment. Also, the EIR must discuss the characteristics of the proposed project that could encourage and facilitate other activities that could significantly affect the environment, either individually or cumulatively. Growth can be induced in a number of ways, such as through the elimination of obstacles to growth, through the stimulation of economic activity within the region, or through the establishment of policies or other precedents that directly or indirectly encourage additional growth. Although growth inducement itself is not considered an environmental effect, it could potentially lead to adverse environmental effects.

In general, a project may foster spatial, economic, or population growth in a geographic area if the proposed project removes an impediment to growth (e.g., the establishment of an essential public service, the provision of new access to an area, or a change in zoning or general plan amendment approval); or economic expansion or growth occurs in an area in response to the project (e.g., changes in revenue base, employment expansion, etc.). These circumstances are further described below:

Elimination of Obstacles to Growth: This refers to the extent to which a proposed project removes infrastructure limitations or provides infrastructure capacity, or removes regulatory constraints that could result in growth unforeseen at the time of project approval.

Economic Effects: This refers to the extent to which a proposed project could cause increased activity in the local or regional economy. Economic effects can include effects such as the “multiplier effect.” A “multiplier” is an economic term used to describe interrelationships among various sectors of the economy. The multiplier effect provides a quantitative description of the direct employment effect of a project, as well as indirect and induced employment growth. The multiplier effect acknowledges that the on-site employment and population growth of each project is not the complete picture of growth caused by the project.

ELIMINATION OF OBSTACLES TO GROWTH

Growth in an area may result from the removal of physical impediments or restrictions to growth, as well as the removal of planning impediments resulting from land use plans and policies. In this context, physical growth impediments may include nonexistent or inadequate access to an area or the lack of essential public services (e.g., water service), while planning impediments may include restrictive zoning and/or general plan designations. The

proposed project would not involve the elimination of any obstacles to growth beyond those required to accommodate the proposed project and would not induce additional growth through increased infrastructure capacity.

The proposed project would be developed on an infill site that previously contained established land uses and currently provides supporting infrastructure (roads, water distribution, wastewater and drainage collection, energy distribution, and communication lines). The City's 2030 General Plan designates this site for development, at densities which could intensify the uses relative to those now existing on the site. Construction of the proposed project would tie into existing infrastructure, however, the proposed project would require reconstruction of some or all of the underground infrastructure to accommodate the proposed project uses and to meet current building code requirements. These upgrades to existing infrastructure would be limited to the project site and would not provide additional capacity to accommodate growth beyond that anticipated under the 2030 General Plan.

An established transportation network exists in the project area that offers local and regional access to the project site. Three driveways along Cadillac Drive currently provide access to the project site. As described in Chapter 2, "Project Description," the two north-south driveways and the east-west driveway on Cadillac Drive would be shifted for better site circulation. In addition, to provide access to the site from the south, the proposed project would add a two-lane, right-in/right-out ingress/egress access from Fair Oaks Boulevard. On-site circulation would be facilitated by construction of internal streets. Chapter 5, "Transportation and Circulation," provides an analysis of potential impacts of the proposed project on the surrounding transportation system. The proposed project would not directly or indirectly induce population growth through street improvements.

Water service to the project site is currently provided by 8-inch mains in Cadillac Drive. A 12-inch sewer main and 12-inch and 15-inch storm drains are also located in Cadillac Drive. The on-site utility infrastructure for the proposed project would connect to existing utility infrastructure in Cadillac Drive which is adequately sized to serve the proposed project's needs.

Electricity and natural gas transmission infrastructure presently exists on and in the vicinity of the project site. Development of the proposed project would necessitate the improvement of an on-site distribution system to convey this energy to uses on the site.

ECONOMIC EFFECTS

In addition to the employment generated by the proposed project, additional local employment can be generated through the "multiplier effect," which refers to the secondary economic activity that is generated as a result of other new economic activity. Two different types of additional employment are tracked through the multiplier effect. "Indirect employment" includes those additional jobs that are generated through the expenditure patterns of direct employees associated with the project. "Induced employment" follows the economic effect of employment beyond the expenditures of the employees within the proposed project area to include jobs created by the stream of goods and services necessary to support businesses within the proposed project.

Increased future employment generated by spending ultimately results in physical development of space to accommodate those employees. It is the characteristics of this physical space and its specific location that would determine the type and magnitude of environmental impacts of this additional economic activity. Although the economic effect can be predicted, the actual environmental implications of this type of economic growth are too

speculative to predict or evaluate, since they can be spread throughout the Sacramento metropolitan region and beyond. The indirect and induced employment from commercial space within the proposed project would not be substantial in the context of the local economy and the indirect economic effects of the proposed project would not generate any growth that is not already accounted for in the City General Plan and Master EIR.

IMPACTS OF INDUCED GROWTH

The proposed project would not directly or indirectly induce population growth within the city and, thus, adverse physical environmental effects from induced growth - such as traffic congestion; air quality deterioration; loss of habitat and wildlife; impacts on utilities and services, such as fire and police protection, water, recycled water, wastewater, solid waste, energy, and natural gas; and increased demand for housing - would not occur.

6.4.2 CUMULATIVE IMPACTS

CEQA requires that an EIR contain an assessment of the cumulative impacts that could be associated with project implementation. This assessment involves examining project-related effects on the environment in the context of similar effects that have been caused by past or existing projects, and the anticipated effects of future projects. Although project-related impacts may be individually minor, the cumulative effects of these impacts, in combination with the impacts of other projects, could be significant under CEQA and must be addressed (State CEQA Guidelines Section 15130[a]). An EIR must discuss the “cumulative impacts” of a project when its incremental effect will be cumulatively considerable. This means that the incremental effects of an individual project would be considerable when viewed in combination with the effects of past projects, the effects of other current projects, and the effects of probable future projects (State CEQA Guidelines Section 15065[c]).

State CEQA Guidelines Section 15355 defines cumulative impacts as “two or more individual effects which, when considered together, are considerable or which compound or increase other environmental impacts.” This section states further that “individual effects may be changes resulting from a single project or a number of separate projects.” “The cumulative impact from several projects is the change in the environment which results from the incremental impact of the project when added to other closely related past, present, and reasonably foreseeable probable future projects. Cumulative impacts can result from individually minor but collectively significant projects taking place over a period of time.”

State CEQA Guidelines Section 15130(a)(3) states that an EIR may determine that a project’s contribution to a significant cumulative impact will be rendered less than cumulatively considerable, and thus not significant, if a project is required to implement or fund its fair share of a mitigation measure or measures designed to alleviate the cumulative impact.

State CEQA Guidelines Section 15130(b) indicates that the level of detail of the cumulative analysis need not be as great as for the project impact analyses, that it should reflect the severity of the impacts and their likelihood of occurrence, and that it should be focused, practical, and reasonable.

For the purpose of this EIR analysis, the cumulative impacts analysis relies on the cumulative analysis provided in the Master EIR because the project is consistent with the land use assumptions included in the 2030 General Plan land use diagram. See Chapter 1, “Introduction,” for a discussion of the analysis of “Subsequent Projects Within the Scope of the Master EIR.” As discussed in Appendix A, Initial Study, it was determined that the proposed

project may have additional significant environmental effects not previously examined in the Master EIR related to greenhouse gas emissions and transportation/circulation. As such, Draft EIR Chapter 4, “Greenhouse Gas Emissions,” and Chapter 5, “Transportation and Circulation,” include cumulative impact analyses for these issue areas. As discussed in Appendix A, Initial Study, the proposed project was determined to be consistent with growth assumptions and land use assumptions outlined in the City General Plan and analyzed in the Master EIR. Therefore, the Master EIR already considered the impacts of the proposed project as part of the cumulative analysis because the cumulative discussion in the Master EIR takes into account all development that would occur within the City. Cumulative effects related to provision of public services and utilities, impacts to biological and cultural resources, and the addition of light and glare, for example, were adequately discussed in the Master EIR.

7 ALTERNATIVES

7.1 INTRODUCTION TO ALTERNATIVES

The California Environmental Quality Act (CEQA) Guidelines Section 15126.6(a) requires that an environmental impact report (EIR) describe “a range of reasonable alternatives to the project, or to the location of the project, which would feasibly attain most of the basic objectives of the project but would avoid or substantially lessen any of the significant effects, and evaluate the comparative merits of the alternatives.” The purpose of the alternatives analysis is to describe the comparative effects of a reasonable range of alternatives that would reduce or eliminate one or more significant project impacts, within the basic framework of the project objectives (State CEQA Guidelines Section 15126.6[b]).

Alternatives considered in an EIR should be potentially feasible and should attain most of the basic project objectives, and should support informed decision making and public participation (State CEQA Guidelines Section 15126.6[a]). The final determination of the feasibility of the alternatives will be made by the City of Sacramento City Council.

As noted above, the range of alternatives considered in the EIR “should attain most of the basic project objectives.” As presented in Chapter 2, “Project Description,” of this Draft EIR, the specific objectives of the proposed project are to:

- ▶ provide neighborhood serving commercial uses, such as a pharmacy and other retailers, at a location convenient to the community in new, modern energy-efficient buildings;
- ▶ provide convenient and appropriate parking facilities to serve both commercial uses on the project site;
- ▶ provide convenient ingress and egress into the project site along Cadillac Drive and Fair Oaks Boulevard;
- ▶ provide pedestrian connections along Howe Avenue and Cadillac Drive to create a safe pedestrian environment and encourage the public to walk to the project site;
- ▶ create a development consistent with the City's General Plan land use designation;
- ▶ revitalize a previously developed commercial site in an urbanized area into an economically productive commercial project;
- ▶ create a project that will contribute to the area's economic base through increased tax revenues; and
- ▶ create high-quality temporary construction jobs and long-term operational jobs for members of the community.

7.2 RANGE OF ALTERNATIVES CONSIDERED

The range of alternatives considered in an EIR is governed by the “rule of reason,” requiring evaluation of only those alternatives “necessary to permit a reasoned choice” (State CEQA Guidelines Section 15126.6[f]). Further, an EIR “need not consider an alternative whose effect cannot be reasonably ascertained and whose

implementation is remote and speculative” (State CEQA Guidelines Section 15126.6[f][3]). “An EIR is not required to consider alternatives which are infeasible” (State CEQA Guidelines Section 15126.6[a]). The analysis should focus on alternatives that are feasible (i.e., that may be accomplished in a successful manner within a reasonable period of time) and that take economic, environmental, social, and technological factors into account. Furthermore, the alternatives analyzed for a project should focus on reducing or avoiding significant environmental impacts associated with the project as proposed (State CEQA Guidelines Section 15126.6[b]).

CEQA requires that, among other alternatives, a “no project” alternative be evaluated in relation to the project. Moreover, the “no project” analysis must “discuss the existing conditions, as well as what would be reasonably expected to occur in the foreseeable future if the proposed project were not approved, based on current plans and consistent with available infrastructure and community services” (State CEQA Guidelines Section 15126.6[e]). Accordingly, two No Project Alternatives are analyzed in this Draft EIR to allow for a meaningful evaluation, analysis, and comparison with the proposed project.

An overall comparison of the environmental impacts of each alternative to the proposed project is provided in italics at the conclusion of the discussion under each topic area.

Three alternatives are analyzed. They are:

- ▶ No Project/No Development Alternative,
- ▶ No Project/Existing Zoning Alternative, and
- ▶ Limited Site Access Alternative.

7.2.1 ALTERNATIVES CONSIDERED AND DISMISSED FROM FURTHER STUDY

Section 15126.6(f) of the State CEQA Guidelines states that “[t]he EIR should also identify any alternatives that were considered by the lead agency but were rejected as infeasible during the scoping process and briefly explain the reasons underlying the lead agency’s determination.” Under CEQA, feasibility is based on a number of potential factors, including “site suitability, economic viability, availability of infrastructure, general plan consistency, other plans or regulatory limitations, jurisdictional boundaries (projects with a regionally significant impact should consider the regional context), and whether the proponent can reasonably acquire, control or otherwise have access to the alternative site (or the site is already owned by the proponent)” (State CEQA Guidelines Section 15126.6[f][1]). For this Draft EIR, the City considered a number of alternatives to the proposed project, but certain alternatives were rejected from further evaluation. The following alternatives were considered but eliminated from the reasonable range of alternatives evaluated in the EIR for the reasons discussed below.

- ▶ **Off-Site Alternative.** State CEQA Guidelines Section 15126.6(a) states that “An EIR shall describe a range of reasonable alternatives to the project, or to the location of the project, which would feasibly attain most of the basic objectives of the project but would avoid or substantially lessen any of the significant effects of the project, and evaluate the comparative merits of the alternatives.” An off-site alternative was rejected from further consideration because the project applicant does not control any off-site properties that could accommodate the proposed project. The existing CVS/pharmacy located across the street from the project site is less than half the size of the proposed CVS/pharmacy retail store (5,706 square feet as opposed to 16,900 square feet with the proposed project) and does not have a drive-through facility. Relocating the store to the

project site would allow CVS/pharmacy to upgrade their facilities, provide additional retail areas, and add drive-through facilities. Further, the proposed site is one that is planned and zoned for the types of uses that are being proposed in the project, and such uses were considered when the City adopted its 2030 General Plan.

- ▶ **Reduced Intensity Alternative.** The 2030 General Plan land use designation on the project site is Employment Center Mid Rise, which allows a minimum floor area ratio (FAR) of 0.35:1 and a maximum FAR of 2.00:1. The FAR on the project site would be 0.35:1, consistent with the minimum FAR requirements for Employment Center Mid Rise. Reducing the building intensity on the project site would result in an FAR inconsistent with the 2030 General Plan standards. A reduction in density below the 0.35 FAR minimum density, though it could result in a reduction of impacts compared to the proposed project, would not be consistent with the vision for the site expressed in the 2030 General Plan and would be inconsistent with the City's efforts to encourage infill development. Thus, this alternative would fail to meet the following basic objectives of the proposed project: provide neighborhood serving commercial uses, such as a pharmacy and a grocer, at a location convenient to the community; create a development consistent with the City's General Plan land use designation; and create a project that will contribute to the area's economic base through increased tax revenues.

7.3 NO PROJECT/NO DEVELOPMENT ALTERNATIVE

7.3.1 DESCRIPTION

With the No Project/No Development Alternative, the proposed CVS/pharmacy and commercial buildings, as well as other site and access improvements, would not be constructed. The existing CVS/pharmacy would not relocate from its existing location at 400 Howe Avenue. The project site would remain vacant and no site improvements would occur.

7.3.2 ENVIRONMENTAL IMPACTS

GREENHOUSE GAS EMISSIONS

The No Project/No Development Alternative would not include any construction activities; thus, this alternative would not generate annual emissions from construction that would exceed the level of greenhouse gas (GHG) emissions expected under the City's Climate Action Plan (CAP). The project site would continue to be vacant and the existing CVS/pharmacy would continue to operate at 400 Howe Avenue. Therefore, operational emissions would stay the same as existing levels. There would be **no impact** related to GHG emissions. [*Lesser*]

TRANSPORTATION AND CIRCULATION

The No Project/No Development Alternative would not result in the construction of a new CVS/pharmacy and commercial uses. Since no new uses would be introduced to the project site, there would not be any operational activities on the project site; thus, this alternative would avoid potentially significant impacts of the proposed project related to a reduction of level of service standards for designated roads or highways in the project area and a decrease in the performance or safety of public transit, bicycle, or pedestrian facilities. Compared to the proposed project, there would be fewer trips traveling to the site through the Howe Avenue/Fair Oaks Boulevard

intersection; however, vehicles would still be on the local roadway network accessing the existing CVS/pharmacy at 400 Howe Avenue. There would be **no impact** related to a reduction in roadway level of service standards or public safety. *[Lesser]*

7.3.3 RELATIONSHIP TO PROJECT OBJECTIVES

The No Project/No Development Alternative would not meet any of the project objectives because it would not revitalize a previously developed commercial site in an urbanized area or develop neighborhood commercial uses. This alternative would not provide new or enhance existing pedestrian facilities in the area. The No Project/No Development Alternative also would not create temporary construction jobs. If the project site remained vacant as described with the No Project/No Development Alternative, the site would not promote long-term operational jobs within the community, and uses at the site would not contribute to the area's economic base through increased tax revenues.

7.4 NO PROJECT/EXISTING ZONING ALTERNATIVE

7.4.1 DESCRIPTION

Under the No Project/Existing Zoning Alternative, the project site would be developed with commercial uses and in accordance with current development standards for an Employment Center Mid Rise land use designation and C-2 General Commercial zoning designation. Employment Center Mid Rise generally accommodates buildings 3-12 stories in height, and a FAR between 0.35 and 2.00. The project site could accommodate between 98,000 and 560,000 square feet of uses. Residential uses are permitted at a density of 18 units per acre to 60 units per acre. The project site could accommodate 116 to 388 residential units. The C-2 zoning provides for the sale of commodities, or performance of services. Good examples are a small neighborhood hardware store or a corner market. Other uses permitted under the C-2 zoning designation include repair facilities, offices, small wholesale stores or distributors, and limited processing and packaging. It is assumed that vehicle and pedestrian site access provided under this alternative would be similar to the proposed project.

7.4.2 ENVIRONMENTAL IMPACTS

This alternative would not fall within the CEQA definition (as defined in State CEQA Guidelines Section 15126.6) of a reasonable range of alternatives because it fails to reduce or avoid any of the significant impacts of the proposed project. However, it is presented here to provide information to the reader.

GREENHOUSE GAS EMISSIONS

Under the No Project/Existing Zoning Alternative, the FAR may be increased to 2.00 and buildings may have as many as 12 floors. This greater intensity of use compared to the proposed project would likely result in greater emissions of GHGs due to an increase in traffic to and from the site; however, the project site would still be located in an area likely to meet the 35% reduction standard based on its geographic location. The No Project/Existing Zoning Alternative would comply with the City's Pedestrian Master Plan by providing site access on and around the site to allow customers and employees to use non-motor vehicle modes of transportation. This alternative would also be required to meet the short-term and long-term bicycle parking requirements set forth in the City's Zoning Code and CALGreen. Although it is possible that the No Project/Existing Zoning Alternative

may not be able to meet the CAP Consistency Review Checklist item for the provision of onsite renewable energy systems due to market conditions or site layout, this alternative could be constructed to achieve an additional 15% energy efficiency in place of the on-site energy demand requirement through the implementation of Tier 1 energy efficiency measures and with appropriate documentation submitted to the City to demonstrate the project's energy efficiency. The No Project/Existing Zoning Alternative could be designed in compliance with the 2013 Title 24 Building Energy Efficiency Standards, effective January 1, 2014. This would be equivalent to current Tier 1 standards and represent a 15% reduction in the commercial buildings' combined space heating, space cooling, and water heating energy compared to the 2008 Title 24 Standards. Therefore, similar to the proposed project, the No Project/Existing Zoning Alternative would have a less-than-cumulatively considerable contribution to cumulative impacts related to greenhouse gas emissions with appropriate documentation submitted to the City to demonstrate the project's energy efficiency, and the impact would be **less than cumulatively considerable** with the appropriate documentation submitted to the City. *[Similar]*

TRANSPORTATION AND CIRCULATION

A variety of uses for the project site would be possible under the No Project/Existing Zoning Alternative which could result in a substantially different traffic pattern relative to what would occur under the proposed project. For example, the operations of offices on the project site would result in an increase in a.m. and p.m. peak-hour traffic along both Howe Avenue and Fair Oaks Boulevard. Given the maximum of 12 floors and an FAR of 2.00 permitted under the Employment Center Mid Rise zoning designation, peak hour traffic in the a.m. and p.m. would likely be greater compared to the proposed project. Additional intersections along Howe Avenue could be affected as vehicles accessing the site from U.S. Highway 50 to the south would travel northbound along Howe Avenue. Vehicles traveling to the site from the north could increase intersection volumes and delays in Sacramento County. The Howe Avenue/Fair Oaks Boulevard intersection would likely experience an increase in volume and delay, necessitating improvements to the intersection. Such improvements could include modifications to lane geometry or improved signalization timing. Due to the increase in trips accessing the project site, it is likely the southbound Howe Avenue to westbound Fair Oaks Boulevard right turn lane would need modification to allow for free right turns. Because it is not known if the lane geometry at southbound Howe Avenue and westbound Fair Oaks Boulevard could be modified sufficiently to accommodate the increased peak-hour traffic, this impact would be **potentially significant**. *[Greater]*

7.4.3 RELATIONSHIP TO PROJECT OBJECTIVES

The No Project/Existing Zoning Alternative would meet most of the project objectives because it would revitalize a previously developed commercial site in an urbanized area and develop neighborhood commercial uses. This alternative would also provide new, or enhance existing pedestrian facilities in the area. The No Project/Existing Alternative also would create temporary construction jobs and long-term operational jobs within the community, and would contribute to the area's economic base through increased tax revenues. However, this alternative may not meet the first objective: provide neighborhood serving commercial uses, such as a pharmacy and other retailers, at a location convenient to the community in new, modern energy-efficient buildings. Due to the increased intensity of the site under this alternative, it is likely the uses on the site would be more intense than neighborhood serving commercial uses.

7.5 LIMITED SITE ACCESS ALTERNATIVE

7.5.1 DESCRIPTION

Under the Limited Site Access Alternative, the proposed site access driveway from Fair Oaks Boulevard would not be constructed. Site access would occur via the three proposed driveways on Cadillac Drive in locations similar to the proposed project. This alternative would not include reconfiguration of the Howe Avenue/Fair Oaks Boulevard intersection; lane geometry would not be reconfigured to eliminate the free right turn from southbound Howe Avenue to westbound Fair Oaks Boulevard. Under this alternative, the land uses would be identical to those described for the proposed project.

7.5.2 ENVIRONMENTAL IMPACTS

GREENHOUSE GAS EMISSIONS

The Limited Site Access Alternative would generate the same number of operational trips to and from the site as presented for the proposed project, and would involve slightly less on-site construction. Construction of the access point from Fair Oaks Boulevard would not be constructed, but all other improvements to the site would be the same as under the proposed project. As described specifically under Transportation and Circulation below, vehicles accessing the site from westbound Fair Oaks Boulevard or northbound Howe Avenue would be diverted to other site access points along Cadillac Drive, resulting in slightly more vehicle miles traveled.

However, the project site would still be located in an area likely to meet the 35% reduction standard based on its geographic location. The Limited Site Access Alternative would comply with the City's Pedestrian Master Plan by providing site access on and around the site to allow customers and employees to use non-motor vehicle modes of transportation. This alternative would also be required to meet the short-term and long-term bicycle parking requirements set forth in the City's Zoning Code and CALGreen. Although it is possible that the Limited Site Access Alternative may not be able to meet the CAP Consistency Review Checklist item for the provision of onsite renewable energy systems due to market conditions or site layout, this alternative could be constructed to achieve an additional 15% energy efficiency in place of the on-site energy demand requirement through the implementation of Tier 1 energy efficiency measures and with appropriate documentation submitted to the City to demonstrate the project's energy efficiency. The Limited Site Access Alternative could be designed in compliance with the 2013 Title 24 Building Energy Efficiency Standards, effective January 1, 2014. This would be equivalent to current Tier 1 standards and represent a 15% reduction in the commercial buildings' combined space heating, space cooling, and water heating energy compared to the 2008 Title 24 Standards. Therefore, similar to the proposed project, the Limited Site Access Alternative would have a less-than-cumulatively considerable contribution to cumulative impacts related to GHG emissions with appropriate documentation submitted to the City to demonstrate the project's energy efficiency, and the impact would be **less than cumulatively considerable** with the appropriate documentation submitted to the City [*Similar*]

TRANSPORTATION AND CIRCULATION

Under the Limited Site Access Alternative, no access to the site would be constructed along Fair Oaks Boulevard. This alternative would divert a substantial amount of inbound project traffic to the Howe Avenue/Feature Drive intersection, thereby likely requiring additional improvements to that intersection. In addition, the proposed

project would add traffic to the eastbound left-turn lane at the Fair Oaks Boulevard/Cadillac Drive intersection, thereby requiring the lengthening of this turn lane. The proposed project would also still cause an impact to the Howe Avenue/Fair Oaks Boulevard intersection, likely requiring some type of physical mitigation such as signal timing or lane reconfiguration. Therefore, the net result of this scenario would be greater off-site mitigation requirements and inferior project access. This impact would be **potentially significant**. *[Greater]*

7.5.3 RELATIONSHIP TO PROJECT OBJECTIVES

The Limited Site Access Alternative would revitalize a previously developed commercial site in an urbanized area and develop neighborhood commercial uses. It would also provide new, or enhance existing pedestrian facilities in the area; create temporary construction jobs and long-term operational jobs within the community; and contribute to the area's economic base through increased tax revenues. However, the Limited Site Access Alternative would not provide convenient ingress and egress into the project site along Fair Oaks Boulevard, potentially resulting in potential customers shopping at different, more convenient and easier to access stores. As a result, the Limited Site Access Alternative may not contribute as much as the proposed project to the area's economic base through increased tax revenues because shoppers may choose to patronize another location.

7.6 ENVIRONMENTALLY SUPERIOR ALTERNATIVE

The State CEQA Guidelines require identification of an environmentally superior alternative (see Section 15126.6[e][2]). If the No Project Alternative is environmentally superior alternative, CEQA requires identification of the “environmentally superior alternative other than the no project alternative” from among the alternatives evaluated.

Table 7-1 identifies whether each of the alternatives evaluated in this EIR would have “greater,” “lesser,” or “similar” impacts as compared to the proposed project for each of the environmental topic areas evaluated in this EIR. As shown in Table 7-1, the No Project/No Construction Alternative would be the environmentally superior alternative under CEQA; however, it would not meet any of the project objectives. Further, pursuant to State CEQA Guidelines Section 15126.6 (e)(2), “[i]f the environmentally superior alternative is the “no project” alternative, the EIR shall also identify an environmentally superior alternative among the other alternatives.” As is presented in Table 7-1, the No Project/Existing Zoning Alternative and the Limited Site Access Alternative would have impacts that would be greater than those caused by the proposed project. Therefore, the proposed project would be the environmentally superior alternative.

**Table 7-1
Comparison of Impacts of the Proposed Project to Those of the Alternatives¹**

Environmental Topic Areas	Alternatives		
	No Project/No Development	No Project/Existing Zoning	Limited Site Access
Greenhouse Gas Emissions	Lesser	Similar	Similar
Transportation and Circulation	Lesser	Greater	Greater

Note:

¹ For each environmental topic, the alternative is compared to the proposed project based on the overall level of severity of impacts (i.e., greater, similar, lesser).

Source: AECOM 2013

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8 REFERENCES

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Chapter 7, “Alternatives”

No references in this chapter.

Chapter 9, “Report Preparation”

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9 REPORT PREPARATION

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