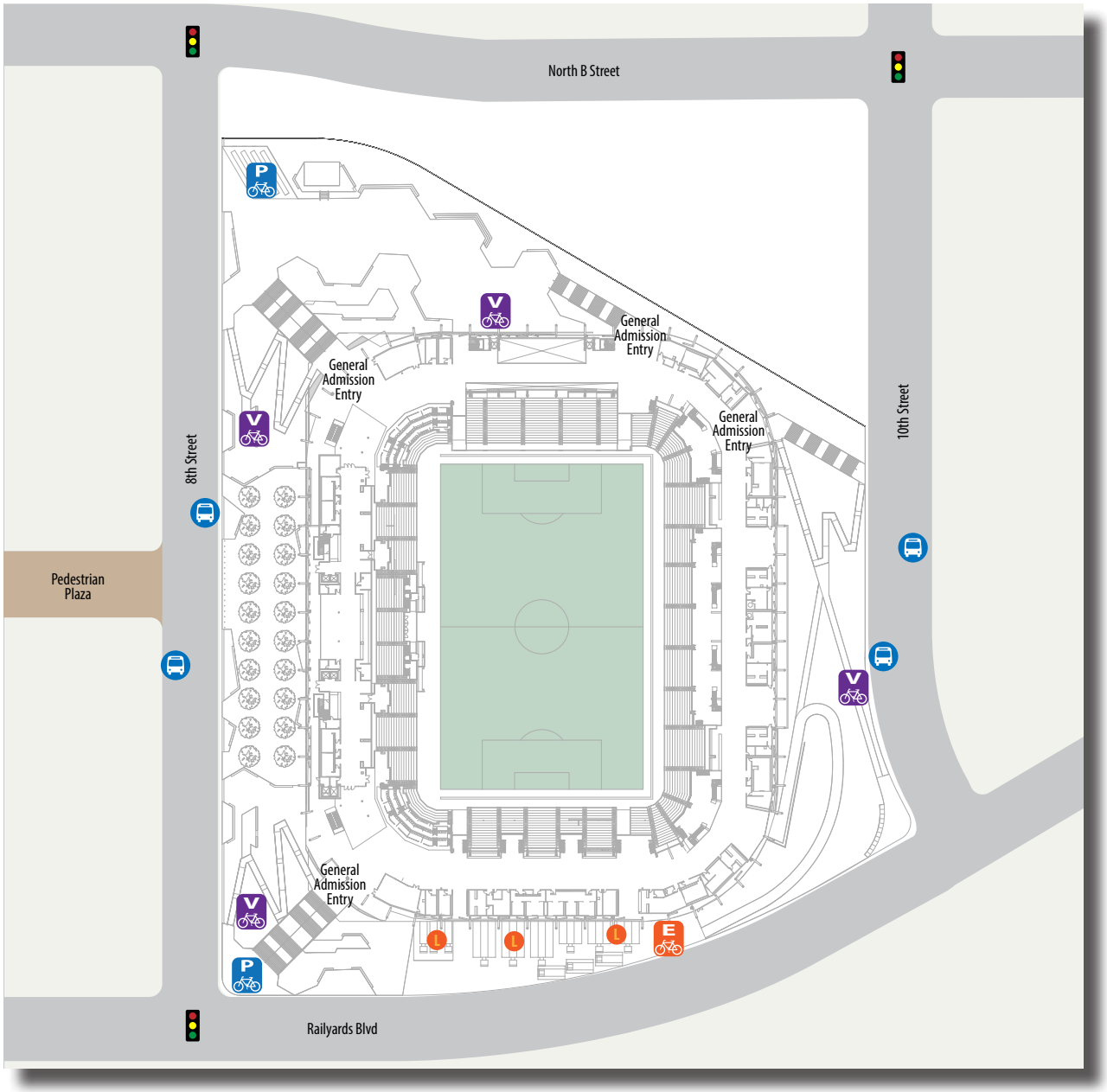
Appendix J.2

Draft Major League Soccer (MLS) Stadium Event Transportation Management Plan (TMP)

ESA

Draft Major League Soccer (MLS) Stadium Event Transportation Management Plan (TMP)

Prepared for
City of Sacramento



June 2016

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1. INTRODUCTION

TMP PURPOSE

The purpose of the Event TMP is to outline strategies to provide safe, convenient, and efficient access for all modes of travel to and from the proposed MLS Stadium. It seeks to minimize conflicts between vehicles, pedestrians, bicycles, and transit providers, while providing access to the project via each of these travel modes.

The Draft EIR analyzed an MLS Stadium that was assumed to consist of 25,000 seats. However, the initial design is now anticipated to provide seating for 19,621 attendees, which is a 21.5 percent decrease. Because the Draft EIR is conducting an environmental review for a facility with 25,000 seats, this TMP evaluates the transportation management strategies needed to accommodate this size of facility. However, in light of the opening day decrease in seating capacity, there may be certain operating conditions that could be beneficially affected by the reduction.

The TMP is intended to be a flexible document, which would be amended by the City as conditions change, and based on experience and input from additional parties, including the City, MLS Stadium operator, police/fire, and local transit agencies. It is likely that this TMP will need to be updated one or more times in response to the following:

- Changes in number of seats within MLS Stadium
- Changes in background roadway network (which would influence traffic management)
- Development of adjacent parcels (which would influence available parking and pedestrian flows)
- In response to vehicular congestion and pedestrian crowding observed during monitoring of soccer matches and other events.

ROLES AND RESPONSIBILITIES

Table 1 describes the roles and responsibilities for key agencies and entities that would play important roles in implementing the TMP.

Similar to other entertainment venues, it is expected that the MLS Stadium operator will enter into agreement(s) with various agencies and/or vendors to provide the improvements necessary to implement this Event TMP. Since the City's Police and Public Works Departments are responsible for maintaining and operating the roadway system in the immediate project vicinity, they will have responsibility for collaboratively working with the MLS Stadium operator to implement, operate, and/or oversee many of the recommended strategies contained in this TMP.

This document purposefully does not identify the specific entity which will carry out certain actions because the contractual, logistical, and other details have not yet been finalized. However, the TMP has been prepared at this time because the Draft EIR incorporates the performance standards contained herein, which must be achieved through implementation of various mitigation measures including this

TMP. In many instances, responsibilities are assigned to "the City or Stadium operator". This generalization reflects that a number of departments ranging from Police, to Public Works, to Parking may have lead responsibility. Alternatively, the responsibility could be placed on the Stadium operator or a subcontractor hired by either the City or operator for a certain task.

TABLE 1: ROLES AND RESPONSIBILITIES

Agency or Entity	Roles and Responsibilities
MLS Stadium Operator	The MLS Stadium operator (the entity responsible for the operation and maintenance of the MLS Stadium) is the project sponsor and is responsible, along with the City, for implementing the TMP and complying with its performance standards.
City of Sacramento Department of Public Works (DPW)	The City of Sacramento DPW has jurisdiction over the City's public right-of-way (ROW), traffic operations, and on street parking. It manages all surface transportation infrastructure and systems in the City, including roads, sidewalks, bicycle lanes, parking, and traffic control. Recommendations related to physical or operational changes to the ROW and/ or traffic operations or circulation have to be reviewed / approved by the DPW.
City of Sacramento Police Department (Sac PD)	The Sacramento Police Department is responsible for emergency response, preparation/implementation of traffic control plans, incident management, and coordination with the Sacramento Fire Department and the California Highway Patrol as needed.
City of Sacramento Fire Department (SFD)	The Sacramento Fire Department provides fire suppression and emergency medical services to the residents, visitors, and workers within Sacramento.
City of Sacramento Parking Services	Parking Services is a division within the DPW that manages all aspects of the City's parking assets including lots, garages, and on-street spaces.
Sacramento Regional Transit District (RT)	Sacramento RT provides transit service to the Sacramento region with a combination of light rail transit (LRT), bus, and shuttle bus routes. The LRT Green line operates along 7th Street less than ¼-mile from the proposed MLS Stadium site. Recommendations related to physical or operational changes to transit facilities or operations must be approved by RT.

REPORT ORGANIZATION

The remainder of this report consists of the following chapters, which have ordered such that discussions in later chapters build upon data and findings from earlier chapters.

- Chapter 2 (Project Description) – discusses the MLS Stadium including its location, project site plan, anticipated annual activities, and general vehicular, transit, pedestrian, and bicycle access.
- Chapter 3 (Travel Characteristics of MLS Stadium) – discusses the expected use of bicycle, pedestrian, transit, and vehicular travel modes to access the MLS Stadium during events.
- Chapter 4 (Transit Element) – discusses existing and planned transit services during MLS Stadium events.
- Chapter 5 (Bicycle Element) – discusses existing and planned bicycle facilities that may be used to access the MLS Stadium and on-site bicycle parking.
- Chapter 6 (Parking Element) – presents the anticipated parking demand and supply under near-term and long-term conditions. This chapter also presents anticipated pedestrian flows during the busiest hour before the start of an MLS Stadium soccer match.
- Chapter 7 (Traffic, Parking, and Pedestrian Management) – Due to the complex inter-relationship between arriving traffic, parking within the Railyards Specific Plan (RSP) Area, and techniques needed to manage the flow of traffic, this chapter simultaneously discusses these topics and presents recommendations.
- Chapter 8 (Performance Standards and Monitoring) – This chapter presents a set of performance standards that describe the desired level of operating standards that should be achieved during MLS Stadium soccer matches. It also discusses the mitigation monitoring plan that should be implemented once the MLS Stadium is constructed and open to ensure that standards are met.

This draft TMP purposefully does not address items such as communications and wayfinding. These topics, while clearly important, would require not yet available detailed planning/operational information for the MLS Stadium and input from agencies, the MLS Stadium operator, and individual property owners. Subsequent updates to the TMP, including a comprehensive update prior to the MLS Stadium's initial opening, will be necessary and will need to address communications and wayfinding (among a variety of other topics).

2. PROJECT DESCRIPTION

PROJECT LOCATION AND SITE PLAN

The MLS Stadium site is located in the southeasterly portion of the Railyards Specific Plan (RSP) Area. It would be bounded by the extension of Railyards Boulevard on the south, North B Street on the north, 8th Street on the west, and 10th Street on the east. The project site is illustrated on **Figure 1**.

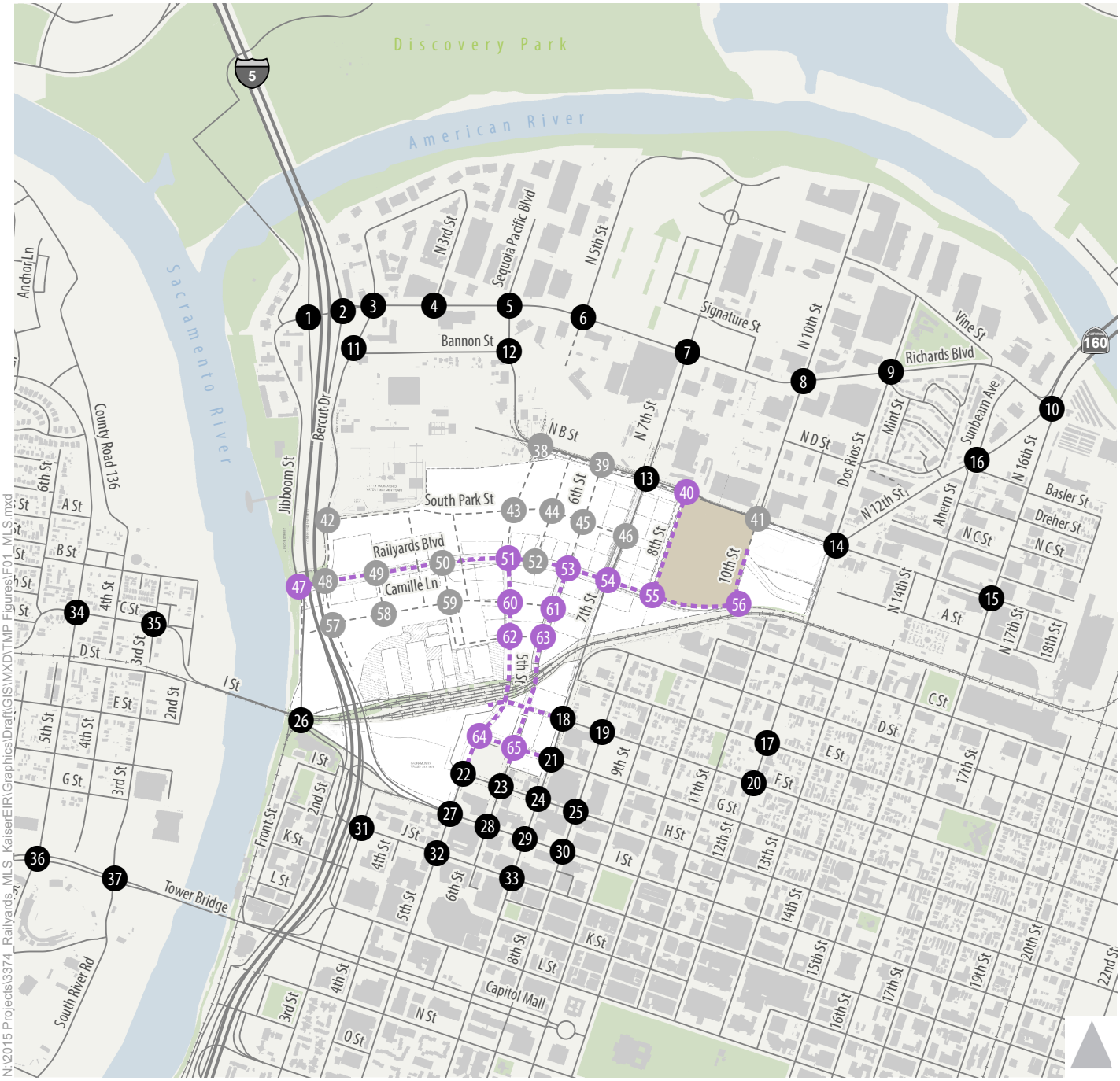
Figure 2 shows the most recent project site plan provided HNTB, the stadium architect. Key aspects of it include the following:

- The project site plan does not include any off-street parking within its boundary. As is discussed in Chapter 6, parking would initially be provided by a series of designated parking lots within the RSP Area along with additional parking to the north, south, and east. Once the properties within the RSP Area are developed, parking would be provided by various public and private garages in the RSP Area.
- The project site plan has been designed to provide on-site parking for up to 500 bicycles (see Chapter 5) as well as a bike valet.
- The MLS Stadium would include construction of a 100-foot wide Pedestrian Plaza that would extend between 7th and 8th Streets (opposite the easterly terminus of South Park Street). This plaza would be one of the primary pedestrian access points to the stadium.
- As shown on Figure 2, general admission entry points would be located in the southwest, northwest, and northeast corners of the stadium. Special entrances would be available for players, employees, and premium ticketholders. The stadium plaza would be a continuously open and traversable pedestrian space.

VEHICULAR ACCESS TO MLS STADIUM

Figure 1 shows the roadway system that would be in place under baseline (i.e., opening day) conditions. Due to properties located directly to the north and east of the MLS Stadium being under control by other property owners, Railyards Boulevard would initially terminate at 10th Street versus extending to 12th Street as is ultimately planned (with westbound-only travel being permitted from 12th Street to 10th Street). Similarly, 10th Street would terminate at the northern boundary of the stadium site versus extending to North B Street as is ultimately planned.

As the RSP Area develops, new roadways would be constructed and certain existing roadways would be widened. Refer to Figure 4.12-12 of the Draft EIR for the planned roadway network within the RSP Area. Refer to Chapters 4, 5, and 7 for detailed discussions of access to the MLS Stadium by transit, bicycle, and walking, respectively.



Study Intersections

- Baseline Plus Stadium
- Existing
- Future Intersection within RSPU

- Baseline Roadway Assumed with MLS Stadium
- Future Planned Roadway within RSPU
- Stadium

Figure 1

Project Location

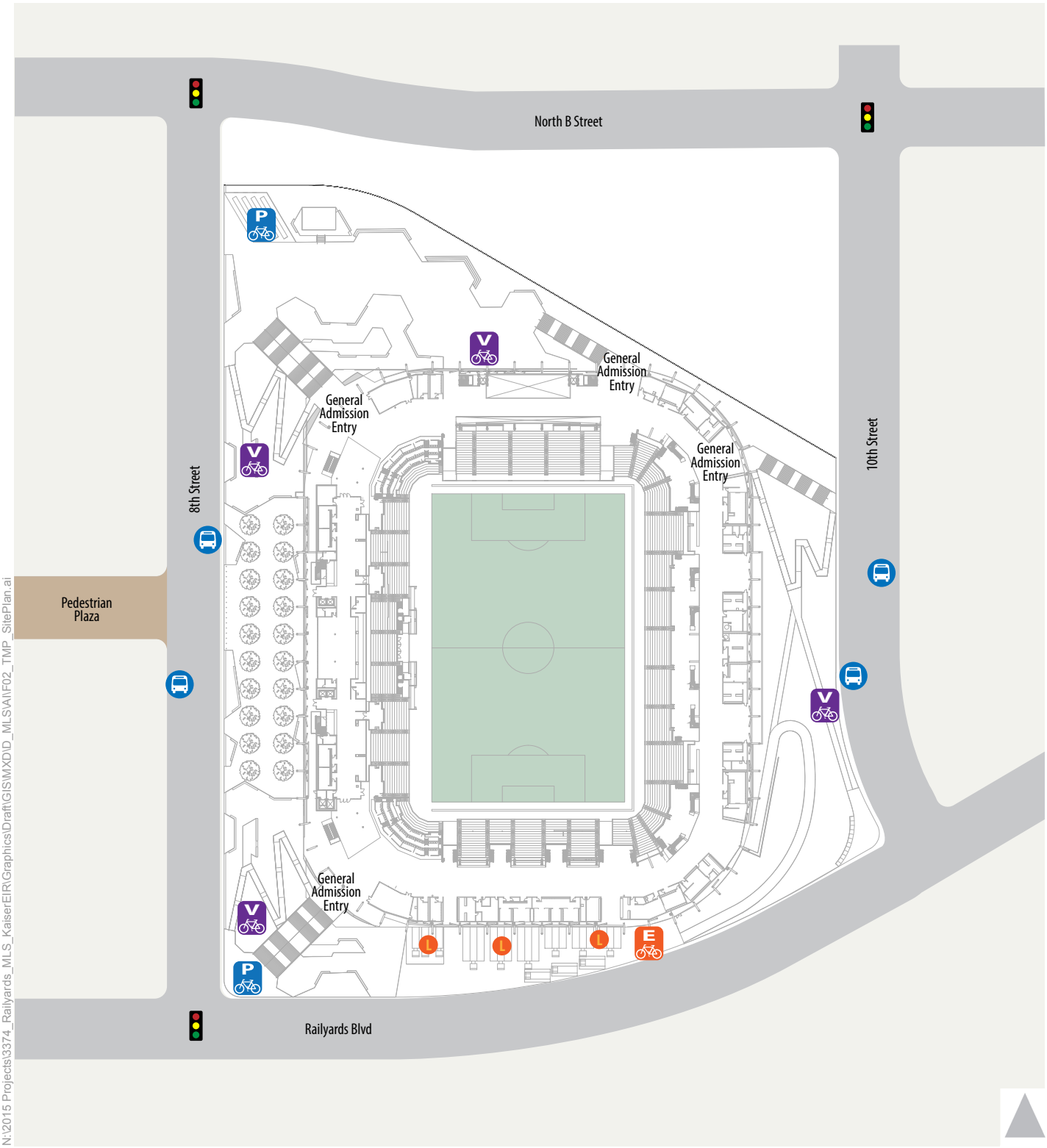


Figure 2

MLS Stadium Site Plan

STADIUM ACTIVITIES

Table 2 displays the anticipated number of annual events (and corresponding attendance) to be held at the MLS Stadium. In a given year, a total of 25 soccer matches (of various types) would be expected along with seven concerts, and five community events. An event would occur at the stadium during 10 percent of days over a typical year. The majority of events would occur on weekends. Weekday events would occur during the afternoon/evening.

TABLE 2: MLS STADIUM ESTIMATED ANNUAL EVENT ATTENDANCE

Event Type	Daily Attendance	Average Annual Events	Event Duration (days)	Total Days	Weekday 7:30 am – 5:00 pm	Weekday 5:30 pm-11:30 pm	Week-end	Annual Attendance
MLS Regular Season	25,000	17	1	17	0	2	15	425,000
MLS Special Game(s)	20,000	1	1	1	0	1	0	20,000
MLS Playoff Game(s)	25,000	1	1	1	0	0	1	25,000
CONCACAF/Cup Games	17,500	2	1	2	0	1	1	35,000
U.S. National Team Matches	25,000	1	1	1	0	0	1	25,000
Other Soccer Events	18,000	3	1	3	0	2	1	54,000
Concert/Cultural Event – Tier I	27,000[1]	2	1	2	0	0	2	54,000
Concert/Cultural Event – Tier II	18,000	5	1	5	0	0	5	90,000
Community Events	4,000	5	1	5	0	3	2	20,000
Total		**37**		**37**	**0**	**9**	**28**	**748,000**

Note:

1. A Tier 1 concert/cultural event involving highly popular touring act or other large event could attract a crowd of up to 27,000 attendees, including use of field standing or seating.

Source: Sacramento Soccer and Entertainment Holdings, Inc., 2016.

During weekday evening MLS matches, an estimated 460 employees would be present at the Stadium including police, medical, concessions, ticketing, ushers, security, and cleaning. The vast majority of these employees would arrive prior to the Pre-event peak hour.

ANALYSIS PERIODS

The Draft EIR analyzed the transportation effects of the proposed MLS Stadium for a weekday evening soccer MLS match that starts at 7:30 PM. This assumption is based on regular season 2014-2015 MLS season home game schedules for the San Jose, Los Angeles, Portland, and Seattle franchises. Of weekday games, 40 percent started at 7:30 PM, and 50 percent started at 8:00 PM. Although data from the west coast MLS teams indicated that 76 percent of all games were played on weekends, those periods were not studied because background traffic volumes within the RSP and surrounding areas were less than during the weekday Pre-event peak hour.

CONCURRENT EVENTS

An evaluation was conducted to determine the potential for soccer matches at the MLS Stadium to overlap with other sporting events in the Sacramento region. To understand the anticipated frequency of such occurrences, the 2014 and 2015 home schedules of the National Basketball Association (NBA) Sacramento Kings and AAA Sacramento Rivercats baseball team were compared against the schedule for the MLS San Jose Earthquakes. The Earthquakes' schedule was selected because a Sacramento MLS team would likely have a similar 'west coast' schedule of games and start times. Following are the key findings of this evaluation.

- In 2014, there were 12 'multi-game' days (7 Saturdays, 3 Wednesdays, 1 Friday, and 1 Sunday). Nine of the 12 days involved home games played by the San Jose Earthquakes and Sacramento Rivercats. There were four days involving home game played by the San Jose Earthquakes and Sacramento Kings (including one day that includes all three teams).

- The 2015 data were quite similar to 2014 with 11 'multi-game' days occurring most often on Saturdays and involving the San Jose Earthquakes and Sacramento Rivercats. There were three instances involving home games played by the San Jose Earthquakes and Sacramento Kings.

This data yields the following conclusion:

- A soccer match at the MLS Stadium would be most likely to overlap with a baseball game at Raley Field on a Saturday evening. Raley Field and the MLS Stadium are over one mile apart, and are not proposed to have much, if any, overlapping parking. However, they will rely on many of the same roadways, freeways, light rail/bus routes, etc. Therefore, advanced planning for such events, though rare, is necessary.

APPLICABILITY OF TMP FOR DIFFERENT EVENTS

According to Table 2, 32 of the 37 annual events are anticipated to have attendance levels of 17,500 or more persons. This TMP is recommended to be fully implemented for each of those 32 events. Implementation of the TMP is not necessary for the five (5) annual community events, provided that they attract no more than 4,000 persons per event.

The values in Table 2 represent best estimates of anticipated attendance for different event types. It is possible that some events could draw in the 5,000 to 17,000-attendee range. Should events of this size be expected to occur, implementation of certain portions of the TMP would be required. The degree to which certain TMP elements are needed would be a function of a number of factors including: type of event, anticipated attendance, weekday/weekend event, start/end time, mode split, and parking demand. For instance, while traffic control officers would likely need to be situated at some intersections, they may not be necessary at others (due to reduced parking and pedestrian demands). All events with anticipated attendance in the 5,000 to 17,000-person range will require a review of attendee travel characteristics, event start/end time, mode split, and parking demand to determine which elements of the TMP should be implemented.

3. TRAVEL CHARACTERISTICS OF MLS STADIUM

This chapter describes the anticipated travel modes to be used by MLS Stadium attendees under opening day and long-term conditions. It also discusses expected vehicular travel routes and the spatial distribution of parking utilization surrounding the stadium.

MODE SPLIT

Table 3 displays the projected travel modes for MLS Stadium attendees under opening day and year 2035 conditions. Refer to Chapter 4.12 of Draft EIR for supporting details.

TABLE 3: MLS STADIUM WEEKDAY EVENING SOCCER MATCH – TRAVEL MODE FOR ATTENDEES

Mode	Opening Day Share	Year 2035 Share
Auto	90.0%	83.0%
Light Rail	6.0%	10.0%
Bus	0.5%	1.0%
Walk	1.5%	3.0%
Bike	2%	3.0%

Source: Fehr & Peers, 2016.

VEHICULAR TRIPS AND DIRECTIONAL DISTRIBUTION

As is discussed in Chapter 4.12 of the Draft EIR, the MLS Stadium is estimated to generate approximately 7,060 inbound vehicle trips during the Weekday Pre-event peak hour (6:30 – 7:30 PM) under opening day conditions assuming a sold-out 25,000-seat soccer match.

Freeway access to the MLS Stadium site would be provided via Interstate 5 interchanges at Richards Boulevard and I Street/J Street as well as SR 160, which becomes 12th Street / 16th Street as it enters/exits Downtown Sacramento. A number of other City streets would also provide access the stadium. By comparing the Pre-event peak hour traffic volumes shown on Figure 4.12-15A and B versus 4.12-35A, B, and C, inbound vehicle trips generated by the MLS Stadium would be geographically distributed as follows (only primary routes are shown and consequently values do not sum to 100 percent):

- Southbound SR 160 at Richards Boulevard: 32 percent
- Eastbound Richards Boulevard directly east of I-5: 18 percent
- Eastbound J Street directly east of I-5: 14 percent
- Northbound 16th Street at N. B Street: 5 percent

- Southbound Jibboom Street west of I-5: 3 percent
- Eastbound I Street Bridge at Jibboom Street: 3 percent

These distribution patterns were derived based on travel behavior data collected in 2014 at Sacramento Republic FC matches played at Bonney Field at Cal Expo (including average vehicle occupancy, arrival period percentages, and cell phone data indicating trip origins/destinations. They also consider the anticipated locations of available parking located in the stadium vicinity.

Refer to Chapter 6 for specific use of parking lots/garages and on-street spaces and Chapter 7 for anticipated Pre-event peak hour pedestrian flows.

4. TRANSIT ELEMENT

EXISTING AND PROJECTED TRANSIT SERVICE

The MLS Stadium would be located less than ¼-mile from the existing LRT Green Line, which runs along 7th Street. The nearest station to the Stadium is the Richards/Township 9 station, which is the northern terminus of the Green line. The LRT Green line operates until the early evening on weekdays, not on weekends, and requires a transfer in downtown to ride the Blue or Gold lines to south, east, or northeast Sacramento.

Service to the area is also available via the LRT Blue line, which has a stop in the Alkali Flat neighborhood slightly greater than ½-mile from the MLS Stadium. Bus service in the area consists of four routes operated by Regional Transit that currently end their weekday service by 8 or 9 PM.

During a November 3, 2015 meeting with the applicant, RT, and City of Sacramento, RT officials expressed a willingness to work cooperatively with the City and the applicant to ensure that necessary light rail facilities and services would be in place by opening of the proposed MLS Stadium. Based on the outcome of that meeting, the following transit service improvements are assumed to occur:

- Under baseline conditions, a new light rail station would be constructed on the east side of 7th Street north of Railyards Boulevard. This station would be part of the Green Line service.
- Under cumulative conditions, the new light rail station on 7th Street north of Railyards Boulevard would include stops on both the east and west sides of 7th Street based on the planned double-tracking of the line. The green line service would extend northerly across the American River to serve the Natomas area and eventually Sacramento International Airport.

LRT STATION ACCESS

The RSPU roadway improvement drawings show a light rail platform to be located on the east side of 7th Street from north of Railyards Boulevard to the planned Pedestrian Plaza shown on Figure 2. As is discussed in Chapter 7, the Pedestrian Plaza would be 100 feet wide and serve as a primary ingress/egress to the MLS Stadium.

Details relating to light rail transit operations would be worked out as the MLS Stadium opening approaches. Decisions relating to number of additional trains, number of cars per train, train loading/unloading, fare payment, pedestrian wayfinding to transit, etc. would require detailed follow-up meetings with City, RT, and MLS Stadium operator staff.

Refer to Chapter 7 for a discussion of post-event bus stop locations/loading and bus staging.

5. BICYCLE ELEMENT

BICYCLE PARKING

Table 3 indicates that two percent of MLS game attendees are expected to initially ride a bike to the stadium under baseline conditions. This equates to 500 bicyclists. It is important to note that this mode split applies only to weekday evening soccer matches. During weekends, west coast MLS soccer matches often begin in the afternoon, meaning that pre- and post-event bicycle travel would occur during daylight hours, which could affect mode choice.

As shown on Figure 2, parking within the MLS Stadium plaza area would include short-term racks, long-term employee parking, and bike valet service. The current design drawings allow for on-site parking for up to 500 bicycles. The majority of bicycle parking would be located in the southwest or northwest corners of the stadium site. The southwest corner was chosen because it can be easily accessed from the Class I path located on the south side of Railyards Boulevard east of 7th Street. The northwest corner was selected to capture bicyclists as they enter from North B Street to discourage further bicycle travel into the plaza area. Overflow bike parking in adjacent, vacant lots is also being studied.

BICYCLE ACCESS

Under opening day conditions (assuming the remainder of the RSPU is not developed), bicyclists would be able to access the MLS Stadium as follows:

- From the south: A 10-foot sidewalk is present on 7th Street under the UPRR tracks and extending further south. The extensions and impending openings of 5th Street and 6th Street from H Street to Railyards Boulevard will include on-street bicycle lanes. For outbound bicycle trips returning to downtown Sacramento, a southbound-only Class II (on-street) bike lane is present on 12th Street south of North B Street.

- From the east: Class II (on-street) bike lanes are present on North B Street west of 12th Street.

- From the west: bicyclists may exit the American River Bike Trail at the Railyards Boulevard/Jibboom Street intersection, then ride on a Class II bike lane on Railyards Boulevard to the MLS Stadium.

- From the north: although class II bike lanes are present along portions of Richards Boulevard, direct north-south bicycle facilities (to access the MLS Stadium) are not present. The segment of North 7th Street north of North B Street features light rail tracks on both sides of the street, which may not be conductive to on-street bicycle travel. Bicyclists may instead wish to use the parallel segment of 10th Street between North B Street and Richards Boulevard, which has one lane in each direction and is lightly traveled or Sequoia Street to Bannon Street. However, there are no dedicated bicycle facilities on these streets except on Sequoia Street.

Under future conditions, the bicycle system within the RSP Area and on nearby streets will be much expanded and improved. Refer to Figure 2-14 of the Draft EIR for the RSPU bicycle system. Key enhancements would include:

- A Class IV protected bikeway (two-way cycle track) on 12th Street from south of Richards Boulevard into downtown Sacramento. A bike path connection between this cycle track and the Class I path along Railyards Boulevard (east of 7th Street).
- In the future, bicycling would be prohibited along 7th Street under the UPRR bridge due to the conversion of this facility to consist of a vehicle-only (inside) lane and a shared vehicle/LRT (outside) lane in each direction. The parallel segment of 6th Street would be upgraded to consist of a two-way cycle track from G Street to Camille Lane. This facility would provide a connection to the RSPU Class I system.

6. PARKING ELEMENT

EXPECTED NEAR-TERM PARKING DEMAND AND PROPOSED SUPPLY

Chapter 4.12 of the Draft EIR contained the opening day parking demand for the proposed MLS Stadium was estimated for a sold-out 25,000-person MLS match. As noted earlier, current plans for the MLS Stadium applicant team call for an opening day capacity of 19,621 persons, which equates to a 21.5 percent reduction in parking demand. The following estimates and assumptions were used to estimate that a 25,000-person MLS Stadium soccer match would have a parking demand of approximately 10,100 spaces:

- 90 percent of attendees travel by vehicle, with the remaining 10 percent traveling by light rail, bus, bicycle, or walking.
- An average vehicle occupancy of 2.23 based on Sacramento Republic FC observations.
- All employees are assumed to park in remote lots and be shuttled to the Stadium.

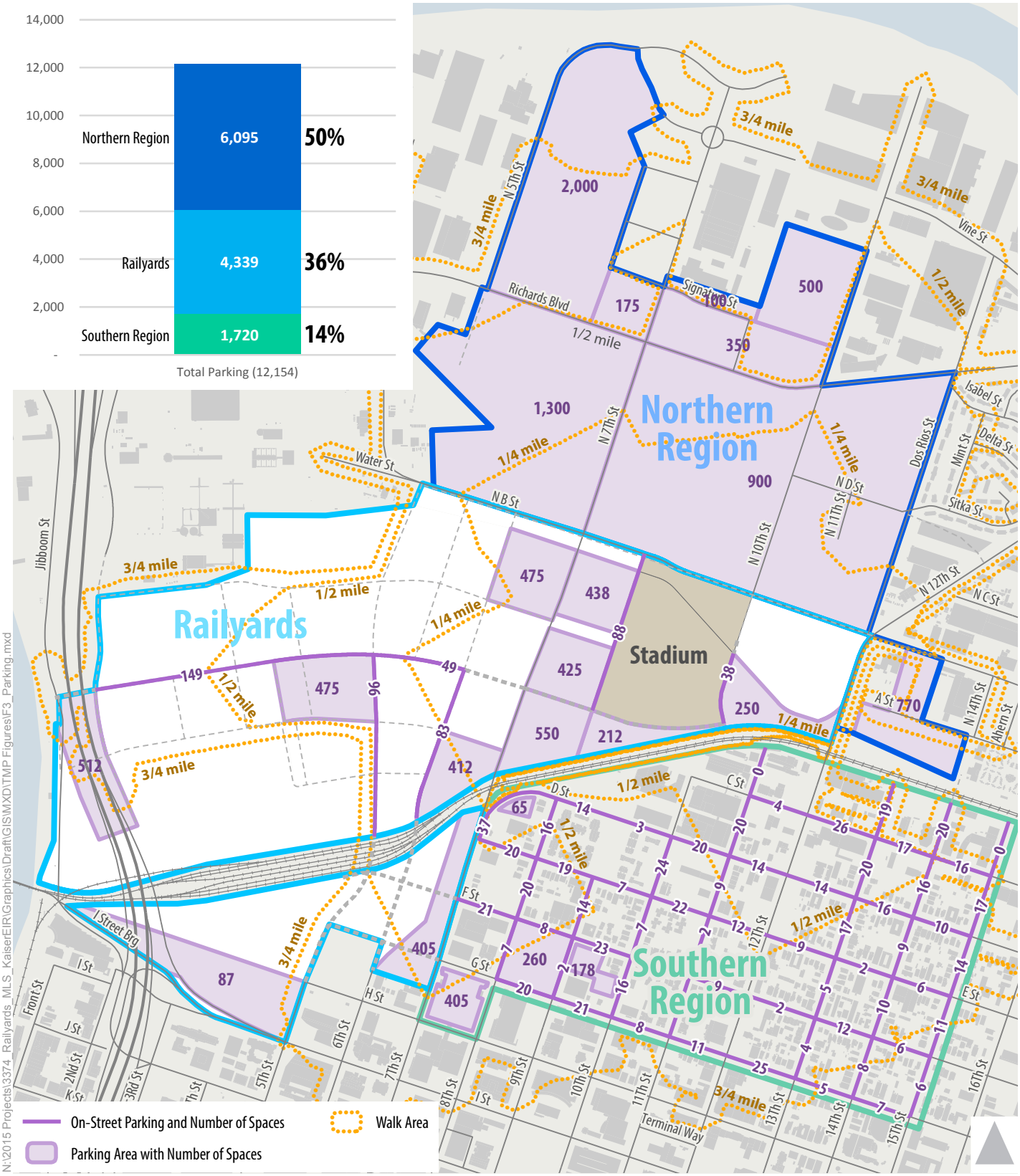
To assess available parking in the Stadium vicinity, the following evaluations were performed:

- Obtained the proposed supply of parking to be provided on vacant lots within the RSP Area (as proposed by the Stadium applicant).
- Conducted field observations to measure available public parking in garages and on-street south of the UPRR tracks.
- Estimated the amount of available parking on vacant and underutilized parcels located north of the RSP (as proposed by the Stadium applicant).

Figure 3 on the following page (reproduced from Figure 4.12-32 of the Draft EIR) shows that there are a total of more than 12,000 planned, available parking spaces in the vicinity of the proposed Stadium. Figure 4.12-33 of the Draft EIR shows that there would be over 10,875 parking spaces located within a ¾-mile or less walk of the proposed Stadium. In summary, an adequate supply of parking is proposed to accommodate a sold-out 25,000-person soccer match under baseline conditions.

During the Pre-event peak hour, MLS attendees arriving by vehicle are anticipated to park in the following geographic locations based on the proposed supply of parking and origin of trips. Note that these values sum to the project's Pre-Event peak hour trip generation, and not the total demand for parking.

- North of the RSP: 3,294 vehicles (47 percent)
- Within RSP: 2,775 vehicles (39 percent)
- South of RSP (south of UPRR tracks): 994 vehicles (14 percent)



1. Available parking in existing public/private lots/garages and on-street based on field observations conducted by Fehr & Peers between 6:30 and 7:30 PM on weekdays in December 2015.
2. Walk distances based on street network connectivity.
3. Available parking on designated vacant parcels in the RSPU based on acreage and assumption of 125 spaces per acre.
4. Available parking north of RSPU based on properties targeted for potential parking, and subjected to aerial imagery inspection of portion of property that is vacant. Unit value of 125 spaces per acre of vacant property assumed.

Figure 3

Available Parking in Vicinity of Proposed MLS Stadium

Although 4,000 parking spaces would be available within the RSP Area, the expected level of travel to those lots is less than this for two reasons. First, some of this parking would already be occupied by attendees arriving prior to the beginning of the Pre-event peak hour (any parking already occupied prior to the Pre-event peak hour is assumed to be attendees since this Baseline Plus MLS Stadium scenario assumed no retail or other development within the RSPU that would require parking). Second, some of the parking would be located more than one half mile from the proposed MLS Stadium. Other lots north of the RSP Area would have availability and be a shorter walk distance.

EXPECTED LONG-TERM PARKING DEMAND AND PROPOSED SUPPLY

According to Table 3, the non-auto mode split of MLS Stadium attendees is expected to increase in the future as a result of additional transit service expansions and construction of residential and non-residential projects in the MLS Stadium vicinity. As a result, the parking demand would be expected to decrease by about eight percent, thereby resulting in a peak parking demand of about 9,300 spaces.

Figure 4.12-34 of the Draft EIR displays the estimated amount of parking that is expected to be available within the RSP Area under RSPU buildout conditions for an MLS match. As the footnotes in this figure indicate, the available parking is based on vacant parking (during a weekend or weekday evening) that would otherwise be used by offices. It also includes six public parking garages. As shown, over 11,200 spaces are estimated to be available (excluding any spaces within the KP Medical Center). Therefore, an adequate supply of parking is expected to be available for a sold-out 25,000-person soccer match under future conditions.

PARKING MANAGEMENT STRATEGIES

Some parking lots within the RSP Area would be located in close proximity to the MLS Stadium and therefore would have unique ingress/egress challenges during events. Chapter 7 discusses how these parking lots would be accessed and managed.

A parking reservation and wayfinding system should be developed as the MLS Stadium nears an opening date. Development of these types of detail (e.g., premium ticketholder parking, real-time parking availability, etc.) is premature at this time due to various uncertainties such as precise locations/amounts of parking to be provided north of the RSP Area. However, the general wayfinding premise is to encourage attendees who “live to the north to park to the north of the MLS Stadium, and so forth”. This avoids unnecessary mixing of traffic and high traffic flows on streets near the MLS Stadium prior to and after events. Refer to Chapter 7 for details.

7. TRAFFIC, PARKING, AND PEDESTRIAN MANAGEMENT

An integrated approach for managing vehicular traffic, pedestrians, transit, and parking is necessary within the MLS Stadium vicinity. However, prior to presenting the overall recommended strategy, some information relating to recommended roadway infrastructure upgrades (from the Draft EIR) and pedestrian flows are presented.

A series of meetings were held in April 2016 with the MLS Stadium operator and architect, Sacramento Fire and Police Departments, City of Sacramento Public Works, and the EIR consulting team to discuss strategies for leading with large volumes of pedestrians, parking in close proximity to the stadium, transit vehicles, and other special-event conditions. The recommendations contained in this chapter are derived from those meetings, and subsequent technical analysis.

OPENING DAY ROADWAY INFRASTRUCTURE REQUIREMENTS

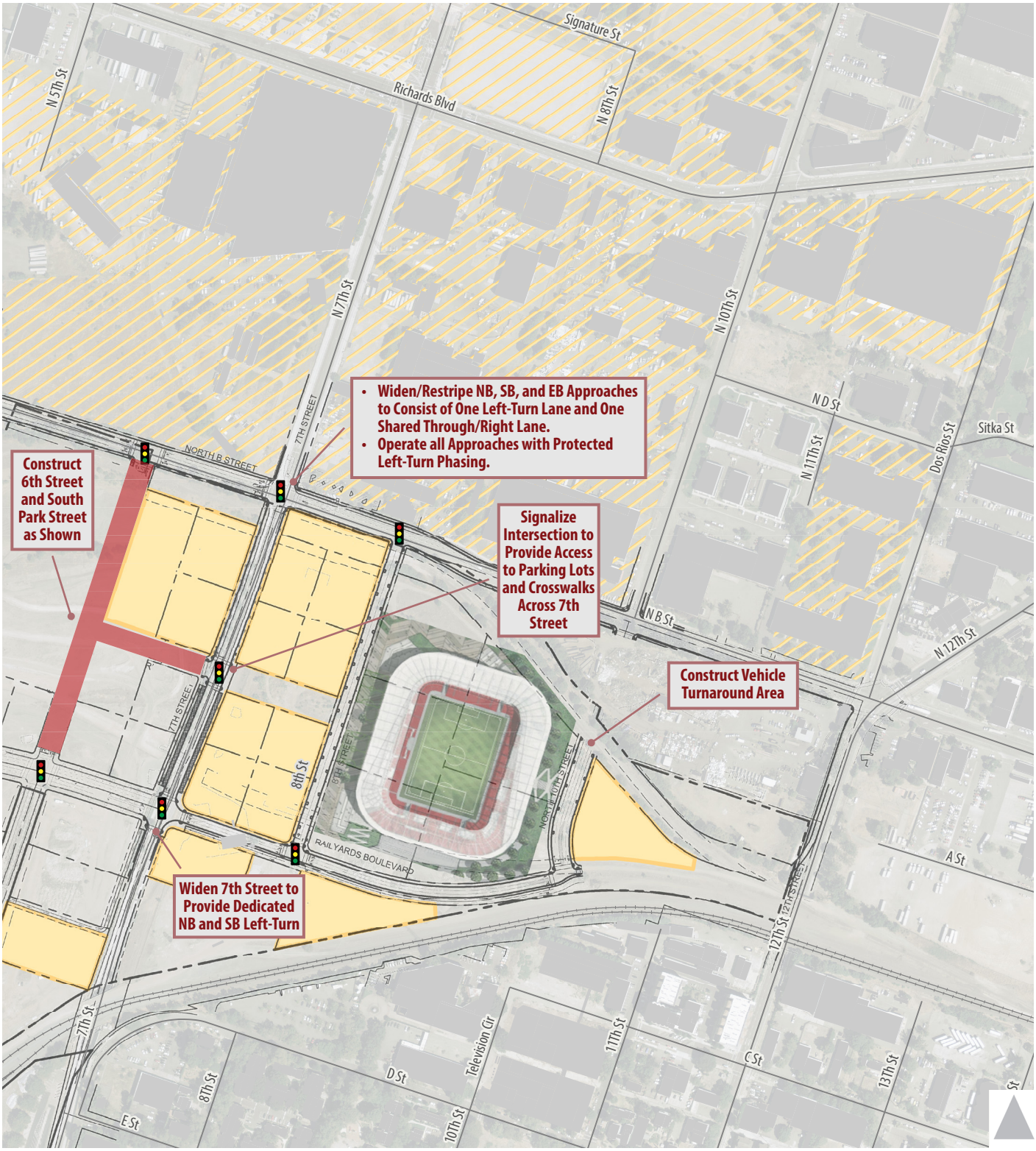
Under baseline plus MLS Stadium conditions without any mitigation measures in place, severe traffic congestion and gridlock would occur during the Pre-event peak hour. To address these significant impacts, a series of mitigation measures were recommended in the Draft EIR (see Impact 4.12-1 and Mitigation Measures 4.12-1(d)).

Figure 4 on the following page (reproduced from Figure 4.12-45 of the Draft EIR) shows the recommended (roadway-related only) mitigation measures. They consist of extending 6th Street from North B Street to Railyards Boulevard, extending South Park Street from 6th Street to 7th Street, installing traffic signals at several intersections in the stadium vicinity, modifying the 7th Street/Railyards Boulevard, 7th Street/North B Street, and 12th Street/North B Street intersections to increase their capacity. However, to operate the entire system in an efficient manner, management of the heavy pedestrian flows and parking lot ingress/egress points are also necessary to complement the infrastructure improvements.

PEDESTRIAN FLOWS

Figure 4.12-36 of the Draft EIR showed the pedestrian flows for the Pre-event peak hour prior to a sold-out 25,000-person MLS soccer match along sidewalks within the RSP Area and streets to the north, east, and south. These estimates were based on the project's vehicular trip generation and expected use of parking. They also considered primary walk trips from origins outside of the RSP Area as well as walk trips after attendees exit the 7th/Railyards light rail station. These forecasts assumed free-flow pedestrian movement, and no proactive management of flows.

The pedestrian LOS results (shown in Tables 4.12-34 and 4.12-35 of the Draft EIR) for sidewalks and crosswalks that would be used to a significant degree by MLS Stadium attendees indicated the need for expanded pedestrian facilities and/or effective management of large pedestrian flows.



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Surface Parking Lot within RSPU to be Available for Attendee Parking

Properties North of RSPU Anticipated to be Available for Attendee Parking

Signalized Intersection

Figure 4

Proposed Mitigation Measures (Roadway-Related Only) for MLS Stadium

To address the heavy pedestrian flows and minimize conflicts with vehicles, the following recommendations were devised for Pre-Event conditions:

- Direct pedestrian movements east of 7th Street either on Railyards Boulevard (north side) toward 8th Street or easterly along the Pedestrian Plaza.

- Place pedestrian barriers at strategic locations to prevent pedestrian movements that would otherwise occur on sidewalks of insufficient width or would create conflicts with vehicles entering parking lots.

- All new streets adjacent to the MLS Stadium would have sidewalk widths of 16 feet. The existing sidewalk on 7th Street would be widened to 16 feet.

- Widen all crosswalks at the 7th Street/Railyards Boulevard, 7th Street/South Park Street, and 7th Street/North B Street intersections to 20 feet.

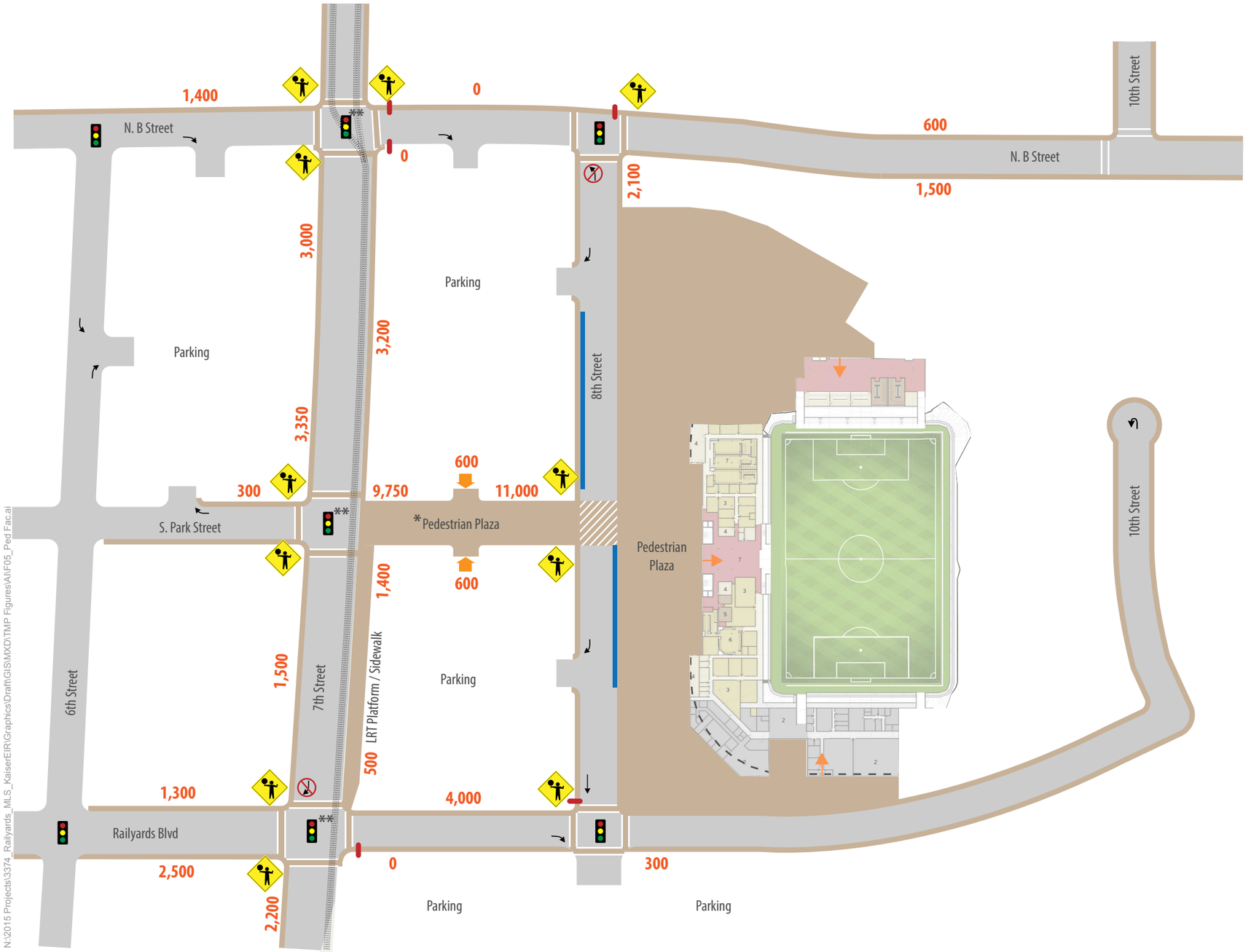
- Operate all crosswalks at the 7th Street/Railyards Boulevard, 7th Street/South Park Street, and 7th Street/North B Street intersections with a 30 second pedestrian WALK interval during the Pre-Event peak hour.

- Place traffic control officers (TCOs) at the 'upstream' corners of key intersections along 7th Street, 8th Street, Railyards Boulevard, and North B Street. The TCOs would use a combination of techniques (barricades, stanchions with retractable belts/ropes) to manage pedestrian flows approaching and across crosswalks. The barricades may be positioned on approaches to the busiest intersection corners to 'queue pedestrians', thereby minimizing the likelihood that they spill onto the adjacent street.

Figure 5 on the following page (reproduced from Figure 4.12-46 of the Draft EIR) shows the recommended pedestrian barriers, and the resulting Pre-Event peak hour pedestrian flows.

The pedestrian demand at all crosswalks at the three intersections listed above would correspond to LOS D or better conditions (i.e., the design goal identified in the Draft EIR for pedestrian facilities) with the above recommendations in place.

The end of this chapter includes a focused discussion on the anticipated use of sidewalks and crosswalks along North 7th Street north of North B Street.



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Notes:
1. Based on 25,000-person MLS soccer match (70% arrive during pre-event peak hour).
2. Values rounded to nearest fifty persons.
3. Recommended sidewalk width considers future building (ie. need to account for shy distance) at back of sidewalk and no obstructions within sidewalk.
4. Map not to scale.

*
Minimum 30 feet of plaza recommended to remain clear and unobstructed for pedestrian travel.

**
Operate traffic signals with extended walk intervals on all approaches.

Figure 5

Pedestrian Volumes During Pre Event Peak Hour - Baseline Plus MLS Stadium Conditions

TRAFFIC, PARKING, AND PEDESTRIAN MANAGEMENT DURING PRE-EVENT PEAK HOUR

Figure 6 (reproduced from Figure 4.12-47 of the Draft EIR) shows the recommended opening day Pre-event peak hour management plan to accommodate traffic, parking, and pedestrians in the MLS Stadium vicinity. This figure shows recommended driveway openings (and permitted turn movements) to adjacent parking lots. As shown, direct parking lot access is not recommended along 7th Street so as to minimize traffic flows on this important roadway. This figure also shows the placement of fences along the boundaries of these parking lots to focus pedestrian ingress/egress from them to strategic locations. This helps avoid introducing conflicts between pedestrian movements and arriving traffic to parking lots.

Figure 7 (reproduced from Figure 4.12-48 of the Draft EIR) shows vehicular routing to parking lots within the RSP Area under opening day conditions. This figure indicates that right-turn movements from southbound 7th Street onto westbound Railyards Boulevard would be prohibited so as to minimize traffic flows using this roadway to access parking west of 7th Street. Instead, signage would be deployed on the 7th Street and North B Street approaches indicating that motorists should continue on North B Street to 6th Street.

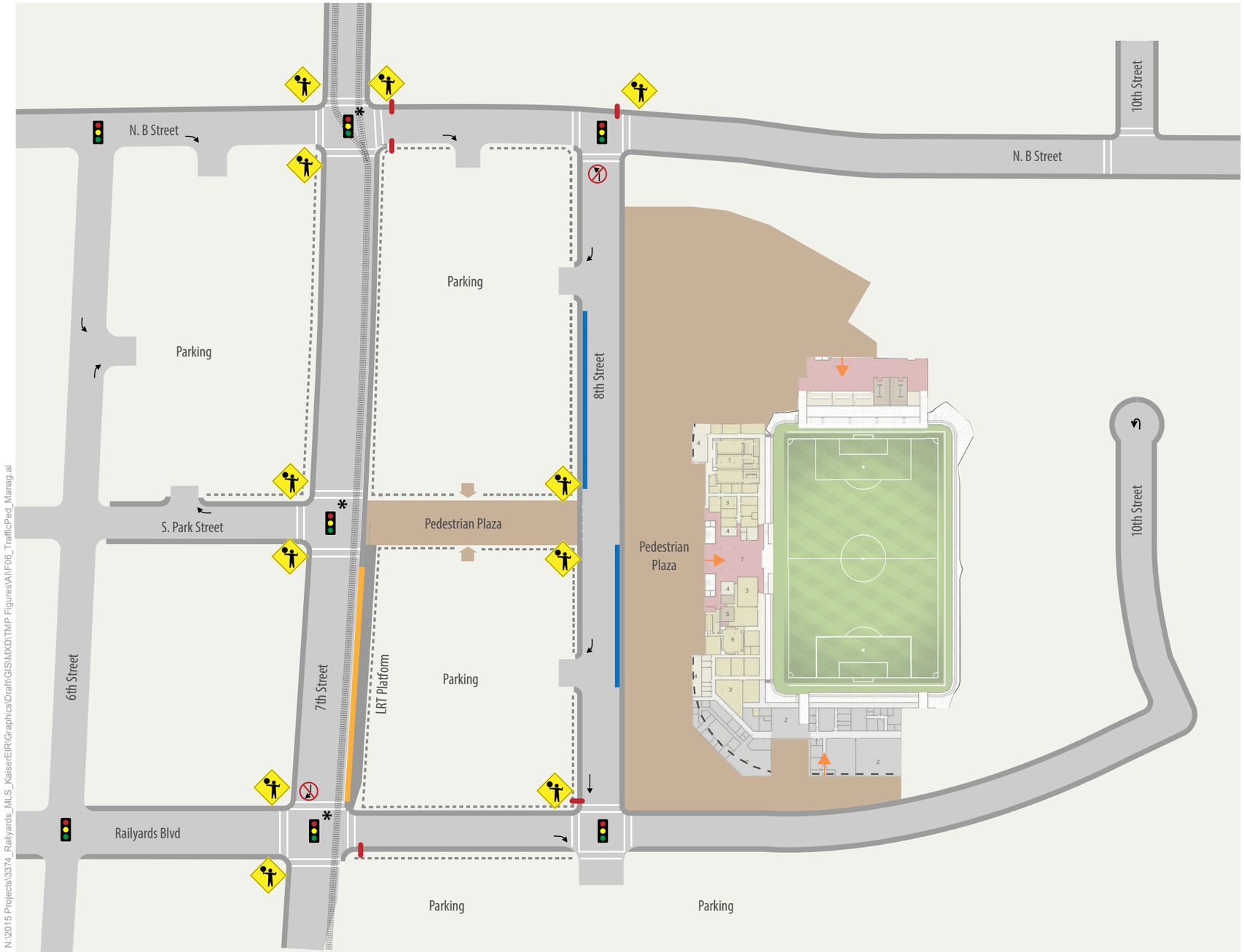
Figure 8 (reproduced from Figure 4.12-49 of the Draft EIR) shows vehicular routing for drop-offs to the MLS Stadium under opening day conditions. Buses, paratransit, limos, and ridesharing providers would be permitted to drop off passengers on 8th Street adjacent to the MLS Stadium. It is recommended that the project site plan incorporate the recommended pick-up/drop-off locations shown on 8th Street because their locations minimize conflicts with pedestrians and parking lot driveway access.

Opportunities for drop-off are also possible along 10th Street. However, northbound left-turns from 8th Street onto westbound North B Street would be prohibited so as to keep vehicles that just dropped off passengers from using 7th Street. They may instead use portions of 10th Street or 12th Street to reach their destinations.

TRAFFIC, PARKING, AND PEDESTRIAN MANAGEMENT DURING POST-EVENT PEAK HOUR

Figure 9 (reproduced from Figure 4.12-50 of the Draft EIR) shows the recommended opening day Post-event peak hour management plan to accommodate traffic, parking, and pedestrians in the MLS Stadium vicinity. Key aspects of it include the following:

- Pedestrian Flows: At the conclusion of the soccer match, large numbers of pedestrians would travel in a primarily westerly direction from the stadium. Temporary barricades would be placed as shown on Figure 9 to direct these flows either toward the Pedestrian Plaza, Railyards Boulevard (north side), or North B Street. Similar to Pre-event conditions, TCOs would be placed in strategic locations at certain intersection to manage pedestrian flows. In addition, extended pedestrian WALK intervals would be in operation at signalized intersections as shown on Figure 9 to accommodate heavy pedestrian flows.



- Traffic Signal
- Parking Lot Ingress
- Prohibited Turn Movement
- Traffic Control Officer(s) in Quadrants/Areas Shown
- Barriers Prohibiting Pedestrians
- Drop-Off Area (Buses, Taxis, Uber, Paratransit, etc.)
- Fence Around Parking Lots

* Operate traffic signals with extended pedestrian walk times on all approaches

Figure 6

Recommended Traffic and Pedestrian Management During Pre-Event Peak Hour - Baseline Plus MLS Stadium Conditions

Figure 7

Vehicle Routing to Parking
During Pre-Event Peak Hour -
Baseline Plus MLS Stadium Conditions

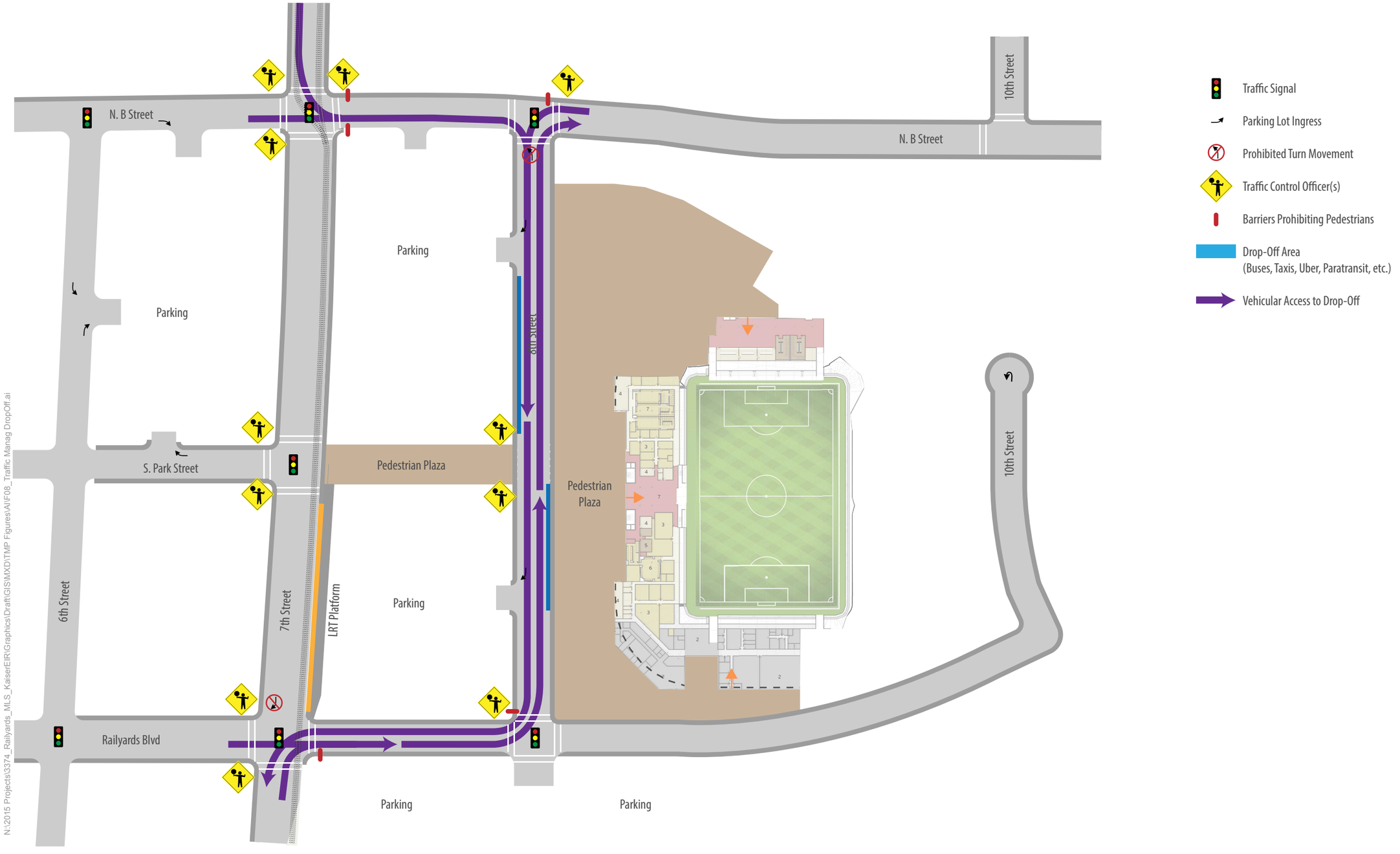


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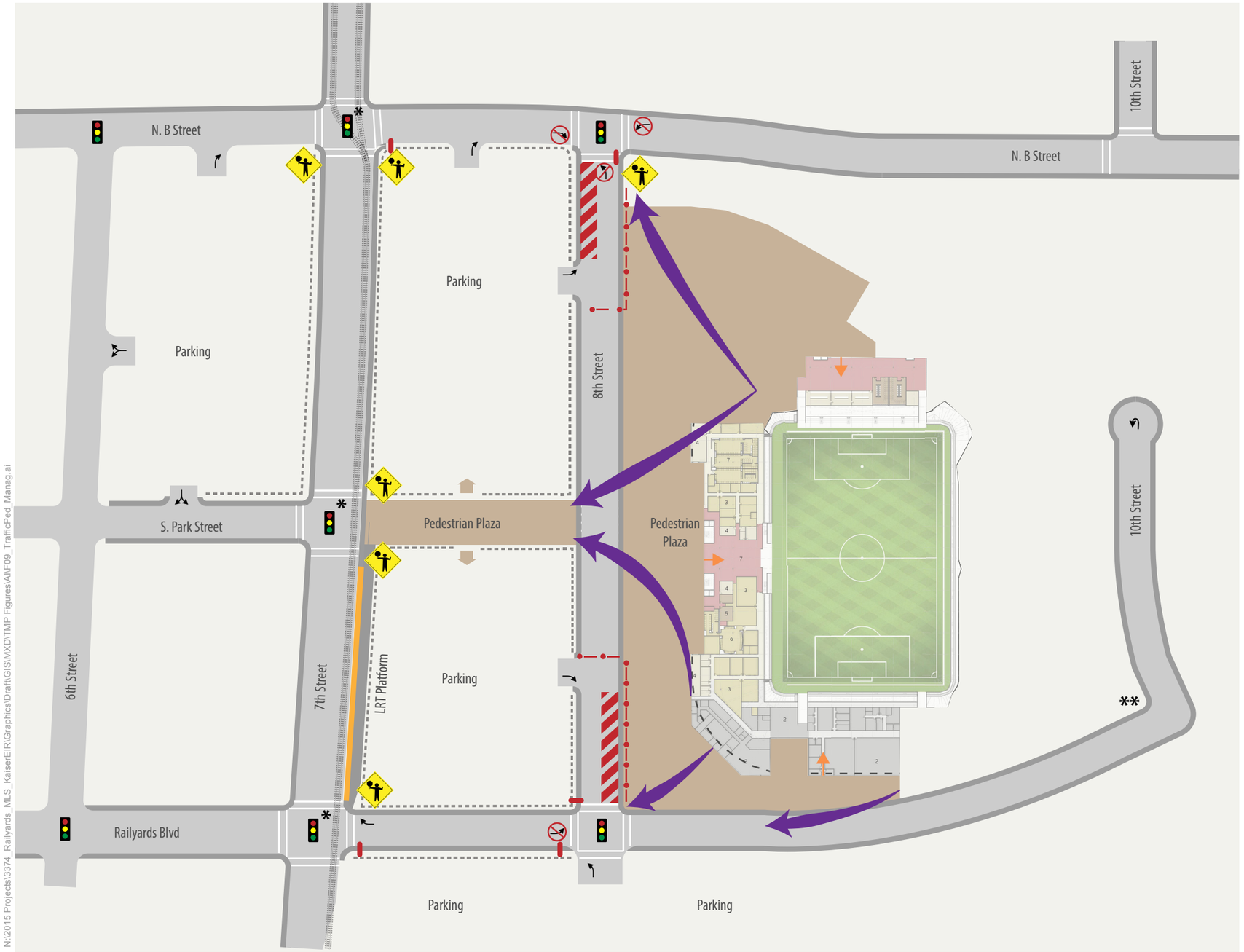
Figure 8

Vehicle Routing for Drop-Offs
During Pre-Event Peak Hour -
Baseline Plus MLS Stadium Conditions



- Traffic Signal
- Parking Lot Ingress
- Prohibited Turn Movement
- Traffic Control Officer(s) in Quadrants/Areas Shown
- Barriers Prohibiting Pedestrians
- Street Closure
- Primary Post-Event Pedestrian Flow
- Fence Around Parking Lots
- Temporary Barricades to Prohibit Pedestrians

* Operate traffic signals with extended pedestrian walk times on all approaches

** Railyards Blvd/10th Street may be used as staging area for pick-up vehicles until 8th Street reopens to vehicular traffic

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Figure 9

Recommended Traffic and Pedestrian Management During Post-Event Peak Hour - Baseline Plus MLS Stadium Conditions

- Traffic and Parking Management: Due to the volume of pedestrian traffic, it would be necessary to close 8th Street to inbound vehicular traffic for 15 to 30 minutes prior to the conclusion of the soccer match until such time that pedestrians flow subside. This means that any type of pick-up activity along 8th Street would need to occur outside of this time period. As noted on Figure 9, pick-up vehicles may stage along portions of 10th Street, though it is important for emergency response that 10th Street remain free-flow. This figure shows that the two parking lots situated directly west of 8th Street would be emptied onto 8th Street through a series of barricades and partial street closures. The type of barricades to be placed along 8th Street should be able to be removed quickly in the event an emergency vehicle needs to pass through.

USE OF PEDESTRIAN FACILITIES ON NORTH 7TH STREET NORTH OF NORTH B STREET

This section describes a particular area of focus with regard to adequacy of pedestrian facilities versus their projected level of use. Impact 4.12-6 of the Draft EIR identifies a pedestrian impact on the North 7th Street sidewalk north of North B Street and crosswalks at the Richards Boulevard/N 7th Street intersection during MLS soccer matches. The sidewalks located on both sides of North 7th Street from North B Street to Richards Boulevard would operate at LOS F based on their five-foot widths (less physical obstructions) and projected pedestrian demand (over 5,000 total pedestrians during the Pre-event peak hour).

As part of the Draft EIR technical analysis, several potential mitigation options were identified including widened sidewalks, a private shuttle to transport attendees, special-event LRT train service, a dedicated travel lane for pedestrians, and reduced parking supply north of the RSP Area. For a variety of reasons, none of these options were deemed feasible at this time. Therefore, Mitigation Measure 4.12-6 provides language (including reference to this part of the Event TMP) to ensure that solutions are identified and implemented to provide a safe flow of pedestrians on North 7th Street north of North B Street during the Pre-Event and Post-Event peak hours. As subsequent versions of the Event TMP are prepared, more detailed evaluation of this topic will be performed and documented.

So as to avoid causing pedestrians to walk within North 7th Street, a variety of measures were identified including, but may not be limited to: (1) crosswalk and sidewalk widening, (2) temporary signal timing modifications, (3) shuttle bus operations, (4) RT light rail train special event service, (5) use of traffic control officers, potentially combined with use of temporary safety barriers, to monitor and manage pedestrian flows, and (6) targeted and/or reduced parking supplies north of North B Street.

Details of the measures being considered are described below, though it is noted that additional options beyond these may also be identified over time.

- Additional Parking Within RSP Area – By increasing the supply of parking within the RSP Area under near-term conditions, it would be possible for greater numbers of attendees to use facilities such as Railyards Boulevard and 7th Street within the RSP Area, which are designed with wide sidewalks to carry substantial volumes of pedestrians. As a consequence of this additional parking and redistributed pedestrian flows, usage of the areas north of North B Street for parking may be reduced, which would help address issues along this corridor.

- Widen Sidewalks – Sidewalk widening, where feasible, would increase the available walk space for future pedestrians travelling from the Richards Boulevard corridor to North B Street. A lack of right-of-way and presence of numerous developed adjacent properties could require property acquisition(s), which would be difficult, bringing into question the feasibility of this potential mitigation in some locations. Nevertheless, the City has the authority to condition projects that request discretionary grading or building permits (to provide surface parking) to bring sidewalks into compliance with current City standards adjacent to the property.

- Operate Shuttle – A shuttle could transport MLS attendees from temporary stops on Richards Boulevard and along North 7th Street to the Stadium and back. Given the magnitude of the pedestrian volume decrease that would be necessary to achieve LOS D conditions, a substantial (i.e., likely over 25) number of shuttle buses would be necessary. They would also be required to stop in a travel lane that has a mixed-flow light rail line. Lastly, congestion during post-event conditions may result in few riders using the shuttles after learning that it may be quicker and cheaper to walk to their vehicles than wait for a shuttle bus.

- Coordinate with Regional Transit to Operate Special Event-Related LRT Service – During the pre-event and post-event periods, a light rail train could operate continuously between the Township 9/Richards Boulevard station and the proposed station on 7th Street north of Railyards Boulevard to transport passengers to/from the MLS Stadium. The ride would take two to three minutes in each direction. Coupled with the time to load and unload passengers, it is possible that a single train could operate on 10-minute headways.

- Reduce River District Parking Supply – Reducing the number of available parking spaces north of North B Street would reduce pedestrian volumes along North 7th Street. Most of the properties that could potentially provide off-street parking are eligible to obtain the required permits from the City and offer their properties for game day parking.

Each of the above options was discussed by the City's Fire, Police, and Public Works Departments, and the consulting team. It was concluded that further evaluations of these and other improvement options should continue and be documented in a subsequent update to the TMP. With respect to pedestrian facilities along North 7th Street north of North B Street, Mitigation Measure 4.12-1 states that the identified measures shall accomplish their intended purpose, subject to the review and approval of the City Traffic Engineer prior to the issuance of the Certificate of Occupancy for the proposed Stadium. Further, Chapter 8 includes a Performance Standard, whereby event-related pedestrian flows do not cause spillovers onto public streets that have moving vehicles, such as North 7th Street.

8. PERFORMANCE STANDARDS AND MONITORING

This chapter presents the Performance Standards, for which the project operations will be measured against. These Performance Standards are incorporated into Mitigation Measure 4.12-1. This chapter also describes the monitoring methods to be undertaken during the first year of stadium operations.

PERFORMANCE STANDARDS

This TMP includes various Performance Standards that must be met. Once the project is in operation and initial monitoring results are available, the results will be measured against these criteria. If not achieved, the MLS Stadium operator is required to work with the appropriate agency or stakeholder group to ensure that the standards are met. The following Performance Standards have been developed:

1. Vehicle Queuing on City Streets: Through added intersection capacity and/or traffic management, traffic does not queue back to upstream locations during the Pre-Event peak hour including (but not limited to):
    - Northbound 7th Street traffic does not spill back from Railyards Boulevard into the undercrossing of the UPRR tracks (i.e., queues do not extend any greater than 600 feet from Railyards Boulevard).
    - Westbound North B Street traffic does not spill back from 7th Street into the 8th Street intersection
    - Westbound North B Street traffic does not spill back from 8th Street into the 12th Street intersection
    - Southbound 7th Street traffic does not spill back to the LRT tracks at North B Street
2. Pedestrian Flows: Through pedestrian flow management, pedestrians do not spill out of sidewalks onto streets with moving vehicles, particularly along 7th Street between Richards Boulevard and G Street, Railyards Boulevard between 5th Street and 8th Street, and North B Street between 7th Street and 12th Street.
3. Vehicular Parking: A comprehensive parking plan is implemented that includes (but is not limited to) a reservation system, smartphone parking app, directional signage, real-time parking garage occupancy, etc. that minimizes unnecessary vehicular circulation (while looking for parking) within and adjacent to the RSP Area.
4. Bicycle Parking: Signage is clearly visible to direct bicyclists to MLS Stadium event bicycle parking, which has an adequate supply to accommodate a typical MLS Stadium event.
5. Light Rail Transit: A new light rail station/stop is constructed on 7th Street north of Railyards Boulevard and operational at the time the stadium opens, providing an adequate level of LRT service to meet the Pre- and Post-Event ridership demands.

6. Bus/Paratransit: Specific locations are provided to accommodate public buses and paratransit vehicle stops within one block of the MLS Stadium.
7. Ridesharing: Specific locations are provided for pick-up / drop-off areas such that taxi, uber, or similar ridesharing services do not impede overall vehicular or pedestrian flow (including maintaining uncongested conditions along 10th Street to enable emergency vehicle response).
8. Truck Staging: Delivery trucks associated with special events do not park or idle along 7th Street, 8th Street, North B Street, or Railyards Boulevard. Delivery trucks, buses, or other large vehicles should not be parked within the 10th Street cul-de-sac in a manner that blocks fire apparatus or other vehicles from being able to turn around.

MONITORING METHODS AND DOCUMENTATION

The following monitoring activities will occur during the first year of MLS Stadium operations.

Initial Event Monitoring Plan

- *The first two regular season games at the MLS Stadium.*

The purpose of the Initial Event Monitoring Plan is to identify the initial weaknesses in the TMP elements and implement improvements as soon as possible that enable a safer and more enjoyable experience at the MLS Stadium. The monitoring will identify deficiencies in the event planning / operations and recommend measures that can be quickly implemented to resolve these issues.

This effort will consist of collecting observational data to assess which elements of the TMP need to be immediately modified in advance of subsequent events. The following plan elements will be reviewed:

- Pre- and Post-Event Traffic Management
- Pedestrian Circulation
- Bicycle Parking and Access
- Transit Loading and Access
- Vehicular Pick-ups / Drop-offs
- Traffic Congestion and Queuing
- Wayfinding / Signage
- Parking
- Staffing
- General Safety/Security

Prior to each scheduled monitoring event, a meeting will be held with the City and MLS Stadium operator to identify the specific monitoring locations, durations, and staffing responsibilities. A follow-up meeting will occur during the week immediately following each event to discuss the monitoring observations and identify what modifications to the TMP should be implemented for subsequent events.

A written record of observations, and suggested improvements after each monitoring event will be prepared, and be available for public review at City offices.

First Year Typical Event Monitoring Plan:

- *Two typical mid-season soccer matches at the MLS Stadium.*

Matches that are anticipated to have at least 18,000 attendees should be selected. Unless precluded by scheduling conflicts, one monitored event should occur during a weekday evening, while the other monitored event should occur on a weekend afternoon. By waiting until mid-season, this approach enables travel patterns and behavior to "normalize" so that a representative sample is collected. It also allows for the benefits of the initial event monitoring and any associated TMP refinements to take effect.

These events will provide a representative sample of operating conditions at the MLS Stadium, and will be measured against the above Performance Standards. Prior to monitoring these events, a meeting will be held with the City and MLS Stadium operator to identify the specific monitoring locations, durations, and staffing responsibilities. The monitoring effort will focus on the TMP elements and Performance Standards contained in this document. The monitoring effort will include both observational and empirical data collection.

Documentation: The results of the two monitored events will be documented into the "*MLS Stadium Year One Travel Monitoring Report*". This report will include photos, charts, and eyewitness accounts of site operations. It will include an assessment of the extent to which the established Performance Standards are met, exceeded, or are unmet. For those standards that are not met, specific recommendations will be provided which would enable the standard to be achieved. The report will be submitted to the City for review. Once finalized, the report will be made available to the public through the City and MLS Stadium operator websites.