FINAL
ENVIRONMENTAL IMPACT REPORT

DOWNTOWN/RICHARDS BOULEVARD AREA
ENTERPRISE ZONE

Control Number: 87-SHA-363
State Clearinghouse Number: 86102012

This Environmental Impact Report has been prepared pursuant to the California Environmental Quality Act of 1970 (Public Resources Code Division 13). An Environmental Impact Report is an informational document which, when its preparation is required by this division, shall be considered by every public agency prior to its approval or disapproval of a project. The purpose of an Environmental Impact Report is to provide public agencies with detailed information about the effect that a proposed project is likely to have on the environment; to list ways in which any adverse effects of such a project might be minimized; and to suggest alternatives to such a project.

Prepared by:

Jones & Stokes Associates, Inc.
under direction of the
ENVIRONMENTAL IMPACT SECTION
of the SACRAMENTO COUNTY PLANNING
AND COMMUNITY DEVELOPMENT DEPARTMENT
827 Seventh Street, Room 101
Sacramento, California 95814

Draft Prepared March 1987
Final Prepared May 1987

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PREFACE

This document is the Final EIR for the Downtown/Richards Boulevard Area Enterprise Zone.

In 1986, the Sacramento Housing and Redevelopment Agency (SHRA), acting as agent for the City of Sacramento, submitted a preliminary application to the State Department of Commerce for designation of the area as an Employment and Economic Incentive Area under the Employment and Economic Incentive Act of 1984 (Assembly Bill 514). An Initial Study, as defined by the California Environmental Quality Act (CEQA) Guidelines Section 15365, accompanied the preliminary application as required by Section 5235 of the Preliminary Application Handbook, The Employment and Economic Incentive Act. The Initial Study is attached as Appendix A. The Downtown/Richards Boulevard Area received preliminary designation as an Enterprise Zone under Assembly Bill 514.

In order to be considered for final designation, the SHRA is submitting a final application to the Department of Commerce. This Final EIR has been prepared to accompany the final application.

The Department of Commerce is the state agency with final authority to approve or disapprove the application and as such is a responsible agency under CEQA.

This Final EIR is considered a program EIR as defined under Section 15168 of the CEQA Guidelines. A program EIR is an EIR which may be prepared on a series of actions that can be characterized as one large project and are related in connection with general criteria to govern the conduct of a continuing program. Use of the program EIR enables the Lead Agency to characterize the overall program as the project being approved. When individual activities within the program are proposed, the agency is required to examine the individual actions to determine whether their effects were fully analyzed in the program EIR. If the activities would have no effects beyond those analyzed in the program EIR, the agency could assert that the activities are merely part of the program which had been approved earlier, and no further CEQA compliance would be required. This approach offers many possibilities for agencies to reduce their costs of CEQA compliance and still achieve high levels of environmental protection.

EXECUTIVE SUMMARY

Project Description

Project Location

The Downtown/Richards Boulevard Enterprise Zone project area is located in the central city area of the City of Sacramento. The application area has one designated industrial area and one designated commercial area. The industrial area includes the Richards Boulevard and 16th Street/C Street industrial corridors. The boundaries of the industrial area follow the natural divisions of the American and Saramento Rivers on the west and north, and the Southern Pacific Railroad yards on the south to 20th Street and Interstate 5 on the east.

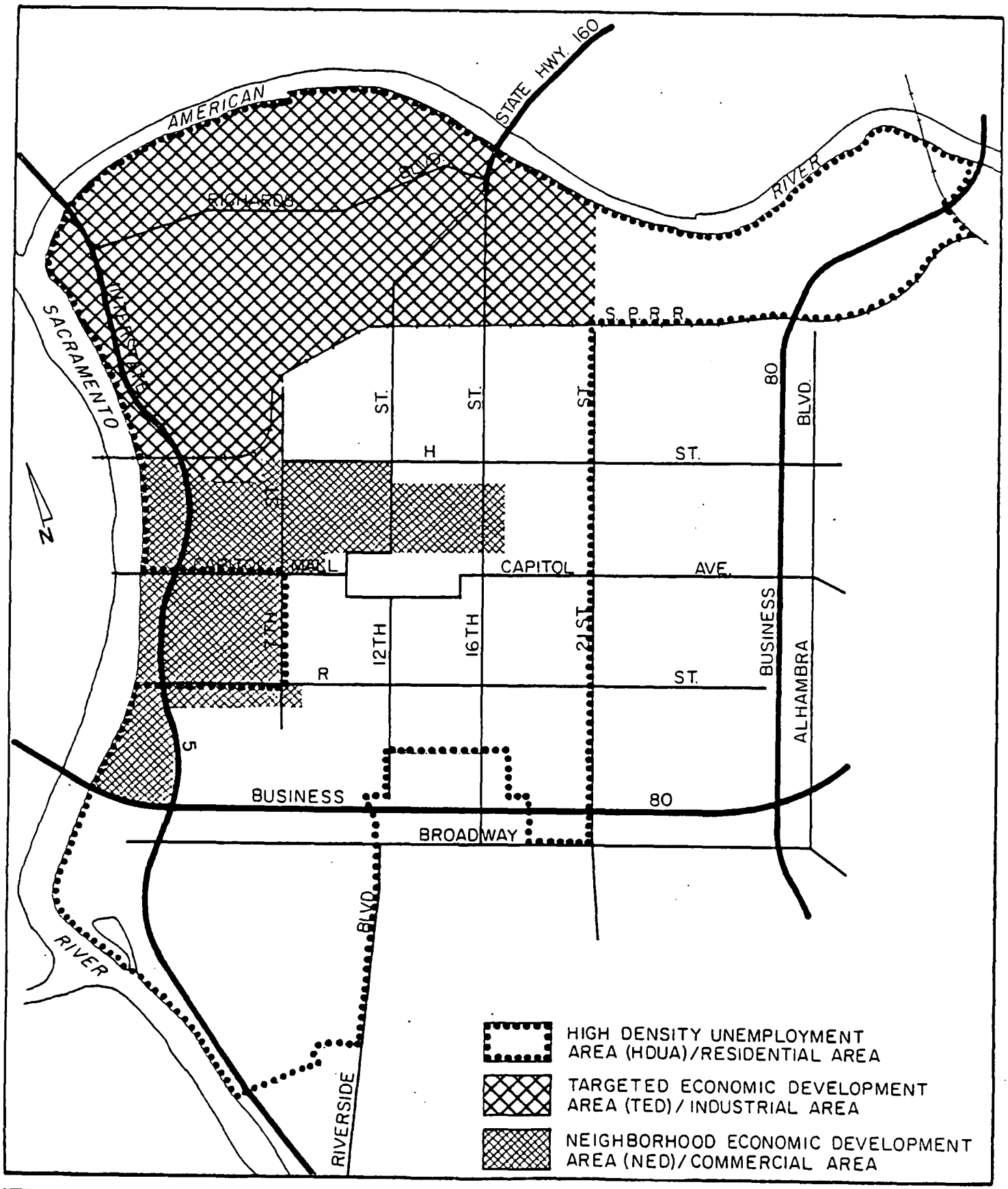
The commercial area includes the Central Business District (CBD) and Old Sacramento. The boundaries of the commercial area basically follow the designated downtown commercial core for the Redevelopment Area approved in 1984. This designation was based on the Sanger Report, Downtown Sacramento: Redevelopment Strategy, Plan, and Action Program, 1984-1991.

The Department of Commerce has identified a portion of the project area as a High Density Unemployment Area (HDUA), meaning a primarily residential economically distressed area. The identification of the HDUA was based on poverty, median income, and unemployment figures. The HDUA includes all of the industrial area, most of the commercial area, and a portion of the central city area south of Broadway and west of Riverside Boulevard.

Project Objectives

The project consists of a proposal to designate the project area as an Enterprise Zone (Zone). The industrial area would be designated as a Targeted Economic Development (TED) area and the commercial area would be designated as a Neighborhood Economic Development (NED) area. These designations would qualify the project area for benefits under the provisions of the Employment and Economic Incentive Act of 1984 (Assembly Bill 514).

The project objectives are to obtain designation as an Enterprise Zone to encourage business growth in the proposed TED and NED which would provide employment opportunities for residents in the HDUA, thereby improving the economic health of the area.



DOWNTOWN/RICHARDS BOULEVARD ENTERPRISE ZONE

Buildout Conditions

This Environmental Impact Report (EIR) assesses the impacts of buildout of the project area in accordance with the current land use and zoning designations of the City of Sacramento. The assumptions used in this EIR are consistent with those currently being used by the city in their Sacramento General Plan Update (SGPU) Draft EIR. Projections of future development are premised on the following two assumptions:

- o retention of existing land uses; and
- o development of vacant city lands at "expected" densiites within the allowable range of each designated land use. The expected densities were developed by city planning staff based on existing densities.

Land use designation and zoning changes are not proposed as part of this project. If the project is successful, however, growth within the limitations of the existing zoning may occur in the project area.

Descriptions of the Project Areas

Targeted Economic Development Area. The Richards Boulevard industrial area would be designated a TED Area. A TED is characterized primarily by industrial or other mixed uses and must be within a reasonable commuting distance of a HDUA. The TED contains approximately 1,200 acres of land, most of which is underutilized and designated for reuse. About 81 acres of land in the industrial area are vacant. The industrial area is located within 1 mile of the major residential areas in the project area.

Neighborhood Economic Development Area. The commercial area would be designated a NED Area. A NED is characterized primarily by commercial uses and is located within an HUDA. The commercial area contains approximately 480 acres, includes Old Sacramento and the CBD, and is located within the HDUA. Most of the employment in the NED is either office jobs or retail sales jobs.

High Density Unemployment Area

The HDUA encompasses all of the TED and most of the NED. The TED Area contains very few housing units; those units that do exist are federally subsidized or severely substandard. The area south of Broadway and west of Riverside Boulevard also containss a number of federally subsidized housing units. Housing types in the remainder of the HDUA vary from many Victorians predating 1900 to several new condominium developments. Many of the older housing units are substandard, some housing is

federally subsidized, and other living quarters consist of single hotel rooms.

Land Use

Impacts

The program area has been divided into industrial and commercial target areas. All vacant lands are expected to develop at the maximum level allowed by zoning. Vacant building space is assumed to be occupied with uses conforming to current zoning. Land use designation and zoning changes are not proposed as part of this program. If the program is successful, however, growth within the limitations of the existing zoning may occur.

The program would not conflict with existing city goals, plans, and policies. The plans and policies are supportive of the program. Therefore, these impacts are considered less than significant.

The SPRR yard and other areas may have development potential in the foreseeable future. Although land use designation and zoning changes are not proposed as part of this program, it is anticipated that the land use and zoning designation of these areas may eventually change from industrial to commercial, office, or residential uses. This type of change would potentially conflict with adopted environmental plans and goals of the city and is considered potentially significant. To reduce this potential impact to a less-than-significant level, further environmental review would be required prior to general plan or community plan amendments or rezoning requests.

Mitigation Measures

Require Separate Environmental Review. Any future projects requiring general plan or community plan amendments or rezone requests should be subject to separate environmental review.

Population, Housing, and Employment

Population

Impacts

Population Growth. The proposed project would not directly increase or decrease the citywide or program area housing stock. The project would, therefore, generate no direct population impacts. Potential population growth generated by

the proposed project would be indirectly related to new employment within the program area. The potential exists for a considerable amount of new employment within the program area; however, project-related population growth within the city would only occur if there were an in-migration of workers from outside the city.

Population Characteristics. The proposed project would beneficially impact the socioeconomic characteristics of the program area population. The average annual income of program area residents would increase because of new employment opportunities generated by firms participating in the enterprise zone program. New educational opportunities also would be provided to residents through EDD and local JTPA programs that would be offered to job seekers.

Mitigation Measures. No mitigation is required.

Housing

Impacts

The designation of the program area as an enterprise zone would result in no direct housing impacts. Incentives offered under the enterprise zone program would not directly lead to housing stock growth or rehabilitation.

Mitigation Measures. No mitigation is required.

Employment

Impacts

Project-Related Employment

The proposed program would generate an estimated 2,803 jobs in the TED area and 3,498 jobs in the NED area at buildout.

The potential for 2,803 new jobs in the TED area would increase total employment in the TED area to 13,962, representing a 25 percent increase in employment. An estimated 93 percent of the new jobs would be generated by heavy commercial/warehouse activities. The remaining 7 percent of the new jobs would be divided between community/neighborhood retail commercial and office employment.

The potential for 3,498 new jobs in the NED area would increase total employment in the NED area to 42,693, representing a 9 percent increase in employment. An estimated 73 percent of the new jobs would be generated by regional office users. The remaining jobs would be split among neighborhood, community

and regional retail commercial employment, neighborhood and community office employment, and heavy commercial/warehouse employment.

Effects on the Labor Force

Unemployment. If successful, the proposed program would reduce unemployment in the HDUA. As discussed previously, up to 50 percent of the new jobs created in the NED and TED areas could be available to residents of the HDUA. The proposed program could generate an estimated 3,150 jobs for HDUA residents.

Commuting. The employment of HDUA residents would reduce the amount of commuting to downtown jobs that would occur without the proposed program. Many of the future jobs created in the TED and NED areas would be filled by HDUA residents, eliminating the need for the employment of persons living outside of the downtown area.

Mitigation Measures

No mitigation is required.

Public Services and Utilities

Water

Impacts. The existing city water supplies are considered adequate to serve full buildout in the TED and the NED. Developers could be required to extend or expand the existing system within the TED depending on the amount of water needed and the location selected for industrial development. Water line extensions and expansions would be considered by the city Public Works Department during the normal review process. The impact of the project on water supply is considered less than significant.

Mitigation Measures. No mitigation is required.

Wastewater

Impacts. The existing SRCSD treatment facilities, the city interceptor system and the local lateral collection system have available capacity to provide wastewater services to the TED and the NED. Developers could be required to provide additional lateral sewer lines in the TED or the NED depending on the types of new commercial or industrial uses proposed. Sewer line extensions will be considered by the county Public Works Department during the normal review process. The impact of the project on wastewater is considered less than significant.

Mitigation Measures. No mitigation is required.

Drainage

Impacts. The existing city drainage system does not have available capacity to accommodate storm water during wet months. The impact of slight increases in runoff resulting from new development in the NED and the TED is not expected to further stress the system and is considered less than significant.

Mitigation Measures. No mitigation is required.

Solid Waste

Impacts. New commercial and industrial development in the NED and the TED would increase the amount of solid waste generated in the area. The City Solid Waste Division would require additional waste collection equipment and personnel in order to adequately provide service to new industrial and commercial customers; however, funding for new equipment and personnel would come from solid waste collection fees.

The impacts of the program on solid waste services are considered less than significant. New commercial and industrial buildings in the NED and TED could, however, create access problems for solid waste removal vehicles. Through proper design, access problems can be avoided. It is recommended that the city Solid Waste Division be contacted during initial project stages to review design plans.

Mitigation Measures

Consult With the City Solid Waste Division During Preliminary Project and Design Stages. To reduce design access problems from new construction, developers of new commercial and industrial businesses in the NED and the TED should consult with the city Solid Waste Division of the Department of Public Works.

Law Enforcement

Impacts. The impacts of the program on police services are considered less than significant. New commercial and industrial development in the NED and TED could increase police service calls in the area. Architectural design and specific security measures can deter crime. It is therefore recommended that the city Police Department be contacted during initial project stages to review design plans.

Mitigation Measures

Consult With the City Police Department During Preliminary Project and Design Stages. To reduce design and security problems that encourage crime, developers of new commercial and industrial business' in the NED and the TED should consult with the city Police Department during initial project stages.

Fire Protection

Impacts. New commercial and industrial development in the NED and the TED would increase fire department service calls in the area. As growth occurs, poor access to the TED would become a serious barrier to effective and timely fire fighting and emergency response. To reduce this significant impact to a less-than-significant level, access should be provided from northbound Highway 160 to eastbound Richards Boulevard (by providing left turn capability) and Station 14 should be relocated to a new site, centrally located within the TED.

Mitigation Measures

The city Fire Department has requested the following improvements:

Improve Access From Highway 160 to Richards Boulevard. To reduce access problems from northbound Highway 160 to westbound Richards Boulevard, the city should provide an interchange at the intersection of Highway 160 and Richards Boulevard. Funding for the interchange could be provided through a State of California/City of Sacramento joint effort. The city portion of the necessary funds could come from a fee program that would add an extra tax to businesses who would benefit from the improvement (Bloodgood pers. comm.).

Relocate Sacramento Fire Station #14 to a Central Location Within the Designated TED Area. To improve emergency access to the TED area, the city should relocate Fire Stateion #14 (currently located at 1391 North C Street) to a centralized location. A new/relocated station could be funded from one of the following sources (Bloodgood pers. comm.):

- The city General Fund.
- Assessment District Funding - The city sells bonds to finance the project. Those who would benefit from the project would pay additional taxes to cover costs.
- Facilities Benefit Assessment Funding - Industrial and Commercial developers are assessed a fee as new development occurs.

Gas Service

Impacts. New commercial and industrial development would increase the use of natural gas service in the area. PGandE has available supplies of natural gas to meet the needed increase in demand. The impact of of the project on natural gas service is considered less than significant. Developers could be required to pay a portion of gas line extensions or expansions. PGandE would consider the need for extensions and expansions during the normal review process.

Mitigation Measures. No mitigation is required.

Electrical Service

Impacts. New commercial and industrial development in the NED and the TED would increase the use of electricity in the area. SMUD estimates, however, that full buildout in the TED and the NED could substantially increase the electrical demand for the area. SMUD has anticipated growth in the downtown area, particularly in the TED, and would be able to meet the increase in demand. The impact of the project on electrical service is considered significant. To reduce to a less-than-significant level, the developers should coordinate with SMUD during the planning, development, and completion of their projects and incorporate conservation and load management measures into their projects.

Mitigation Measures.

Coordinate with SMUD During All Project Phases. The developers/builders should consult with the SMUD Distribution Planning Department through the planning, development, and completion of their projects. This contact is needed to identify the necessary easements to provide service for the projects.

Incorporate Conservation and Load Management Measures into Project Site Design. The developers/builders should coordinate with SMUD to ensure that conservation and load management measures are implemented to the maximum extent feasible.

Transportation and Circulation

Impacts

Under cumulative buildout conditions, with or without the project, several major surface streets, including J, L, 12th and 16th Streets, and Richards Boulevard would experience significant adverse traffic impacts. In addition to these streets, several other downtown streets and intersections are also ex-

pected to experience severe congestion during peak hours due to factors unique to the area. The high volume of pedestrian traffic, on-street parking, high bus volumes, and the occurrence of double parking in the Central City area contribute greatly to an additional deterioration of LOS beyond that calculated based on traffic volume alone. The high percentage of truck traffic in the Richards Boulevard area similarly contributes to deterioration of LOS beyond that based solely on traffic volume. The programmed improvements to Richards Boulevard substantially reduce V/C ratios along Richards Boulevard under existing conditions traffic volumes. However, under future year conditions, the increased capacity provided by the improvements is offset by the projected substantial increase in traffic volumes in the Richards Boulevard area. The elimination of on-street parking would improve LOS in the Central City area. However, this may be unacceptable to merchants and workers. In general, significant adverse impacts cannot be mitigated to a less-than-significant level without displacing existing development.

The largest increase in traffic volumes due to the proposed program is a 5 percent increase on Richards Boulevard. The largest decrease in traffic volumes is a 6 percent decrease on I Street between 21st and 29th Streets.

Under cumulative buildout conditions, with or without the project, freeways in the area are also projected to experience significant adverse traffic impacts. B-80 and I-5 would experience LOS F, with traffic volumes on B-80 reaching levels as high as those currently recorded in the San Francisco and Los Angeles regions. These volumes would cause congestion throughout the day and result in peak hour conditions of up to three or more hours. Given Caltrans' policy of limiting freeway widths in the Sacramento area to eight lanes, mitigation is not available to reduce these impacts to a less-than-significant level.

The proposed program is projected to result in a 1 to 3 percent decrease in traffic volumes on all the freeways radiating out from the program area.

The proposed program is considered to have a less-than-signficiant impact on the public transit system.

Mitigation Measures

No mitigation measures are available that would reduce projected cumulative impacts on streets, with or without the project, to a less-than-significant level without displacing existing development and on-street parking.

No mitigation measures are available that would reduce cumulative impacts on the freeway system, with or without the project, to a less-than-significant level due to the lack of available right-of-way and existing Caltrans policy limiting freeway widths in the Sacramento region to eight lanes.

The following mitigation measures are recommended in the SGPU Draft EIR.

Transportation System Management Measures. The following transportation system management (TSM) measures would not reduce traffic impacts to a less-than-significant level. However, by encouraging use of public transit, LRT, ridesharing and other forms of TSM, the measures would generally result in an improvement in the operation of the regional transportation system.

- o Establish Funding Mechanisms to Finance Transit Expansion. RT, County of Sacramento, and City of Sacramento staffs should evaluate funding mechanisms, such as assessment districts, to fund future expansion of the transit system.

- o Enforce the City's TSM Ordinance. The adopted city TSM Ordinance should be promoted and enforced. The goal of the ordinance is a fifteen percent reduction in peak hour vehicle trips.

Proposed Major Roadway Improvements. Two major roadway improvements that would affect the transportation system in the area are the Richards Boulevard Extension and the Truxel Road Bridge. Both of these facilities have been proposed to alleviate existing and projected traffic congestion that would occur with or without the proposed program. Both of these facilities need additional study to determine their feasibility, effectiveness, and environmental impacts. These two facilities are briefly described below.

- o Richards Boulevard Extension. The Richards Boulevard Extension is a proposed facility that would link Richards Boulevard interchange with B-80 between the E Street ramps and the American River Bridge, and improvements to the SR 160 interchange at Richards Boulevard. An EIR is scheduled to be prepared on this facility in the near future. The Richards Boulevard extension could also provide a less circuitous route between portions of the East Sacramento, Arden-Arcade, North Natomas, South Natomas, and North Sacramento community plan areas.

  While the Connector would improve traffic operations on B-80, crosstown surface streets, and the downtown B-80 ramp system, concern exists regarding the safe design of an interchange between E Street and the American River Bridge, given potential weaving problems and the existing substandard design of B-80 within that corridor.

- o Truxel Road Bridge. The North Natomas Community Plan EIR and the adopted North Natomas Community Plan have identified a Truxel Road Bridge as a potential

improvement to alleviate traffic on I-5 crossing the American River. This facility would extend Truxel Road across the American River into the Richards Boulevard area, where it would potentially connect with North 5th or North 7th streets. It would then require an additional bridge crossing the Southern Pacific Railroad yard and would merge as one-way couplets with 7th and 8th streets in the downtown area. The North Natomas Community Plan EIR analyzed this improvement and concluded that it could be effective in reducing traffic volumes on I-5 to a less-than-significant level (based on Caltrans criteria, LOS D). This facility, however, would be extremely costly and disruptive to existing land uses. The City of Sacramento is currently planning a study to determine the feasibility of the Truxel Road Bridge.

Air Quality

Impacts

Under cumulative buildout conditions, with or without the project, emissions would have significant unavoidable regional ozone impacts. Emissions associated only with the proposed program area would have less-than-significant regional ozone impacts.

Under cumulative buildout conditions, with or without the project, localized carbon monoxide problems are considered a significant unavoidable impact. Emissions associated with only the proposed program are would also have a significant unavoidable impact at one intersection.

Mitigation Measures

The City of Sacramento has adopted several measures as part of the regional air quality management plan including: city trip reduction ordinances, trip reduction education programs, the city in-lieu parking ordinances, residential preferential parking permit programs, parking management programs, city employee transit pass subsidy programs, bicycle facilities programs, roadway and intersection improvement programs, redevelopment programs, infill incentives, and residential density increases. Planned and recommended roadway improvements could also reduce impacts on regional ozone.

No mitigation is available to reduce localized carbon monoxide levels at the one intersection to a less-than-significant level without displacing existing development.

Hazardous Materials

Impacts

Designation of the program area as an Enterprise Zone would not have any impacts on hazardous materials, however there are several identified toxic waste sites in the study area. Land use designation and zoning changes are not proposed as part of this project, however growth stimulated by the program could encourage businesses to request such changes. These changes would be subject to a separate environmental review, therefore impacts are considered less than significant.

Mitigation Measures

No mitigation is required.

Cumulative Impacts

Cumulative traffic and air quality impacts would be significant and unavoidable.

ENVIRONMENTAL SETTING

The program area covers most of the western two-thirds of the Central City and the entire Richards Boulevard industrial area in the City of Sacramento.

The HDUA covers all of the TED, most of the NED, and also includes a large residential area south of Broadway and west of Richards Boulevard which contains a large number of federally subsidized housing units. A large mixture of housing types exists in the Central City, with many Victorians predating 1900 and several new condominium developments. Many of the older housing units are substandard, some housing is federally subsidized, and other living quarters consist of single-occupancy hotel rooms. The Richards Boulevard area contains very few housing units; those are federally subsidized or severely substandard.

Development within the industrial portion of the program area, designated as the TED area, is relatively old with a few new light industrial and commercial establishments. Although curbs, gutters, sidewalks, and street lights are in place for the newer developments, these amenities and landscaping are lacking along most of Richards Boulevard and the older portion of the area.

Downtown Sacramento, designated as the NED area, contains a mixture of commercial, industrial, and residential land uses. This area has been earmarked by the city for the highest priority in stimulating business development. Revitalization strategies for the downtown area include: extension of Light Rail Transit (LRT), incentives for hotel development, commercial building rehabilitation, introduction of new housing stock, waterfront development along the Sacramento River and expansions of the convention center, city library, and Crocker Art Museum.

PROJECT DESCRIPTION

Project Location

The Downtown/Richards Boulevard Enterprise Zone project area is located in the central city area of the City of Sacramento (see Figure A). The application area has one designated industrial area and one designated commercial area. The industrial area includes the Richards Boulevard and 16th Street/C Street industrial corridors (see Figure B). The boundaries of the industrial area follow the natural divisions of the American and Sacramento Rivers on the west and north, and the Southern Pacific Railroad yards on the south to 20th Street and Interstate 5 on the east.

The commercial area includes the Central Business District (CBD) and Old Sacramento. The boundaries of the commercial area basically follow the designated downtown commercial core for the Redevelopment Area approved in 1984. This designation was based on the Sanger Report, Downtown Sacramento: Redevelopment Strategy, Plan, and Action Program, 1984-1991.

The Department of Commerce has identified a portion of the project area as a High Density Unemployment Area (HDUA), meaning a primarily residential economically distressed area. The identification of the HDUA was based on poverty, median income, and unemployment figures. The HDUA includes all of the industrial area, most of the commercial area, and a portion of the central city area south of Broadway and west of Riverside Boulevard.

Project Objectives

The project consists of a proposal to designate the project area as an Enterprise Zone (Zone). The industrial area would be designated as a Targeted Economic Development (TED) area and the commercial area would be designated as a Neighborhood Economic Development (NED) area. These designations would qualify the project area for benefits under the provisions of the Employment and Economic Incentive Act of 1984 (Assembly Bill 514). The definitions for a TED, NED, and a HDUA are found later in this section.

The project objectives are to obtain designation as an Enterprise Zone to encourage business growth in the proposed TED and NED which would provide employment opportunities for residents in the HDUA, thereby improving the economic health of the area.

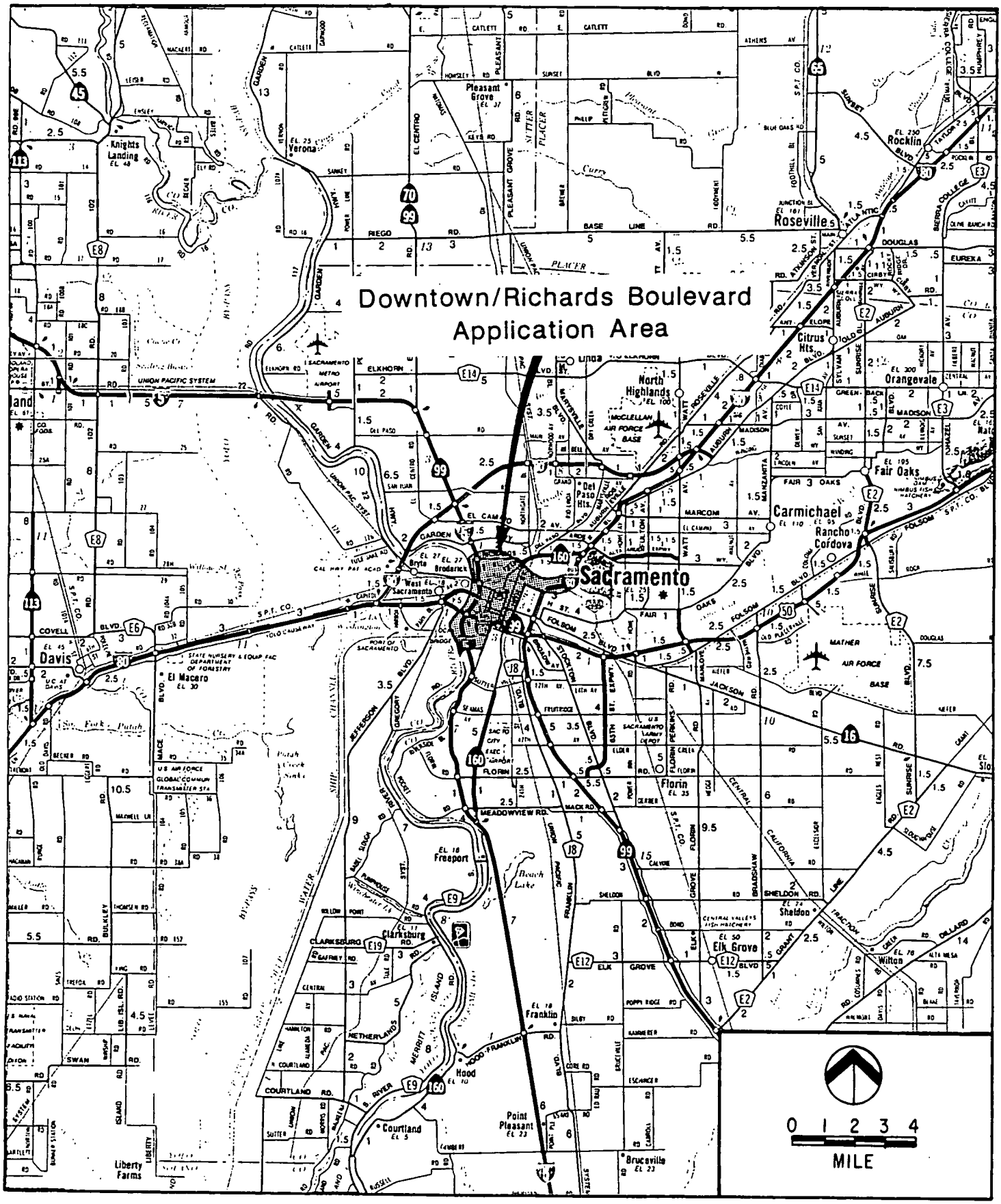


FIGURE A. REGIONAL LOCATION

BASE MAP COURTESY OF AAA

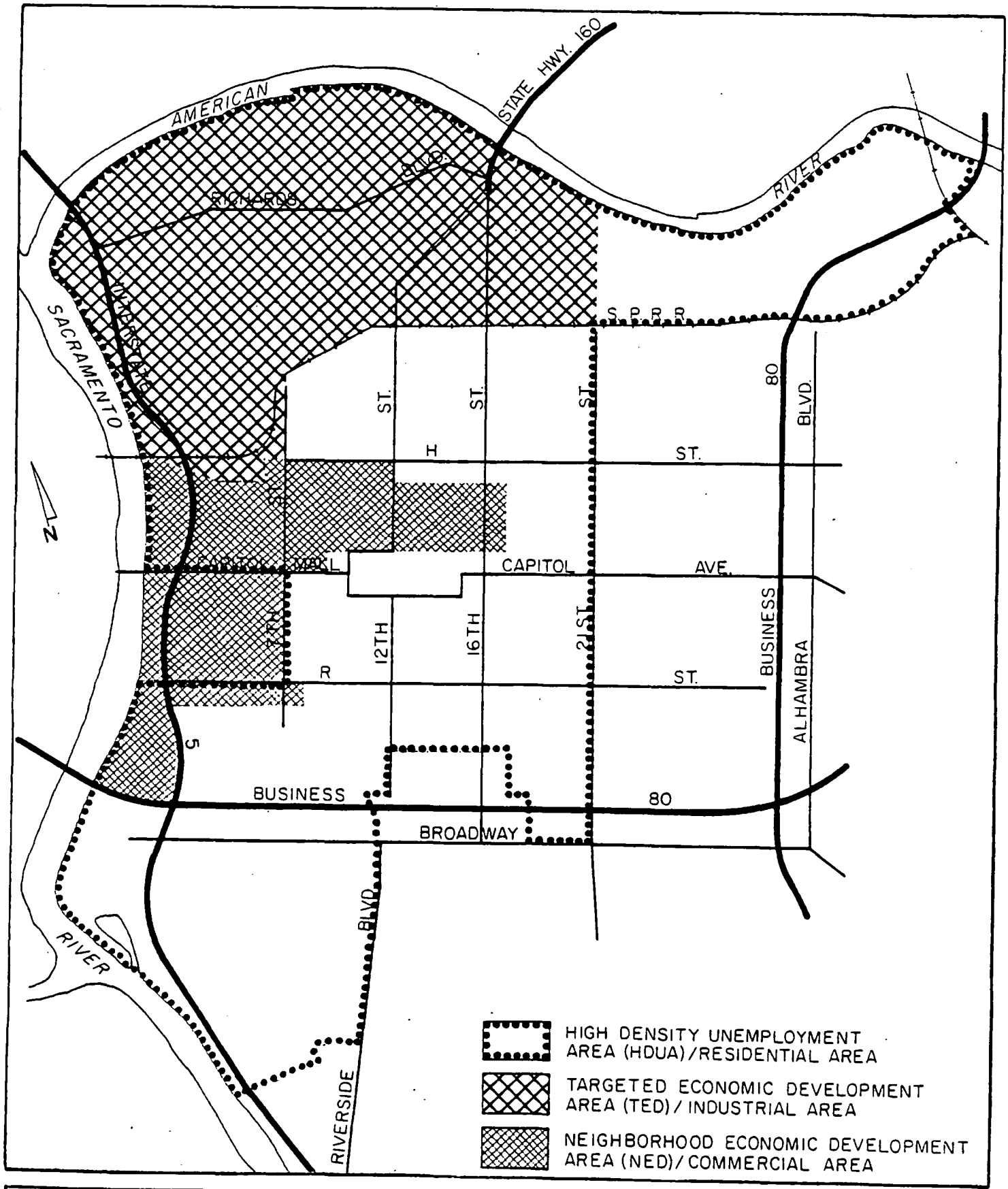


FIGURE B. DOWNTOWN/RICHARDS BOULEVARD ENTERPRISE ZONE

Buildout Conditions

This Environmental Impact Report (EIR) assesses the impacts of buildout of the project area in accordance with the current land use and zoning designations of the City of Sacramento. The assumptions used in this EIR are consistent with those currently being used by the city in their Sacramento General Plan Update (SGPU) Draft EIR. Projections of future development are premised on the following two assumptions:

- retention of existing land uses; and
- development of vacant city lands at "expected" densities within the allowable range of each designated land use. The expected densities were developed by city planning staff based on existing densities.

The SGPU Draft EIR contains information about the various community plan areas in the city, including estimated existing (1985) square footage of employment-generating uses and estimated existing (1985) employment. The following information about the TED and NED areas has been summarized from that data.

In 1985, the TED area included approximately 5,128,293 square feet (sf) of employment-generating uses, primarily heavy commercial warehouse (see Table 1). Existing building space which was vacant and vacant lands anticipated to develop account for an additional 1,494,044 sf. Existing occupied building space in the NED area included approximately 9,409,349 sf of primarily regional office and public office space with an additional 1,089,106 sf of space anticipated to develop.

Utilization of the existing vacant building space and development of vacant lands in the TED area is estimated to generate approximately 2,803 employees (see Table 2). Approximately 3,498 additional employees could be expected in the NED area.

The SHRA has also estimated development potential in the application area (see Table 3). Their analysis of vacant sites and development potential in the TED area (1,391,000 sf and 2,782 employees) is very similar to the SGPU Draft EIR estimates (1,494,044 sf and 2,803 employees). Differences in the NED area are much greater. The SHRA estimates a development potential for 6,750,000 sf and 31,250 employees; the SGPU Draft EIR estimates a potential for 1,089,106 sf and 3,498 employees. The larger development potential estimated by the SHRA may be possible given that there are many properties in the application area which are developed to a lesser intensity than permitted under existing zoning. If and when these parcels are redeveloped, it is likely that a more intensified development, permissible under current zoning, would occur.

Table 1. Existing and Potential Square Footage of Employment-Generating Uses

	TED Area		NED Area	
	Existing Occupied Building Space	Total Vacant	Existing Occupied Building Space	Total Vacant
Community/Neighborhood Commercial	405,355	45,039	741,533	98,053
Regional Commercial	0	0	918,000	102,000
Community/Neighborhood Office	270,237	30,026	494,356	65,368
Regional Office	0	0	3,039,797	697,845
Public Office	0	0	3,822,900	0
Heavy Commercial Warehouse	4,452,701	1,418,979	392,763	125,840
Industrial	0	0	0	0
Industrial-Employee Intensive	0	0	0	0
TOTAL	5,128,293	1,494,044	9,409,349	1,089,106

Source: SGPU Draft EIR which is based on city land use inventory (1985) and Planning Division staff (pers. comm.).

Notes: Total vacant includes existing building space which is vacant, and potential development on vacant lands.

Table 2. Existing and Potential Employment

	TED Area		NED Area	
	Existing Employment	Total Potential Additional Employment	Existing Employment	Total Potential Additional Employment
Community/Neighborhood Commercial	1,351	120	2,472	272
Regional Commercial	0	0	3,060	272
Community/Neighborhood Office	901	80	1,648	181
Regional Office	0	0	12,110	2,542
Public Office	0	0	19,119	0
Heavy Commercial Warehouse	8,907	2,603	786	231
Industrial	0	0	0	0
Industrial-Employee Intensive	0	0	0	0
TOTAL	11,159	2,803	39,195	3,498

Source: SGPU Draft EIR.

Notes: Assumed vacancy rate of 0 percent for public office uses and 2 percent for all other uses. Total potential additional employment includes potential employment in existing structures under full occupancy and potential employment in future structures on currently vacant lands.

Table 3. Sacramento Housing and Redevelopment Agency
Estimates of Development Potential in the Application Area

	TED Area			NED Area		
	Acres	Sq ft	Employees	Acres	Sq ft	Employees
Vacant industrial buildings	---	500,000	1,000[a]	---	---	---
Vacant commercial buildings	---	---	---	---	1,500,000	5,000[b]
Vacant improved sites	81	891,000[c]	1,782[c]	5	250,000[d]	1,250[d]
Vacant unimproved sites	0	---	---	0	---	---
Estimated capacity[e]	---	---	---	---	5,000,000	25,000
TOTAL	81	1,391,000	2,782	5	6,750,000	31,250

Source: City of Sacramento report: Application for Designation of the Downtown/Richards Boulevard Area as an Enterprise Zone (1986).

[a] Based on 500 square feet per industrial employee.

[b] Based on 300 square feet per commercial employee.

[c] Based on 11,000 square feet per acre and 500 square feet per industrial employee.

[d] Based on 50,000 square feet per acre and 200 square feet per office employee.

[e] Estimated capacity of 3-5 million square feet of additional office development at 200 square feet per office employee, based only on the redevelopment of sites of very low intensity uses.

Land use designation and zoning changes are not proposed as part of this project. If the project is successful, however, growth within the limitations of the existing zoning may occur in the project area.

Descriptions of the Project Areas

Targeted Economic Development Area

The Richards Boulevard industrial area would be designated a TED Area. A TED is characterized primarily by industrial or other mixed uses and must be within a reasonable commuting distance of a HDUA. The TED contains approximately 1,200 acres of land, most of which is underutilized and designated for reuse. About 81 acres of land in the industrial area are vacant. The industrial area is located within 1 mile of the major residential areas in the project area.

The following information about the TED has been excerpted from the City of Sacramento report: Application for Designation of the Downtown/Richards Boulevard Area as an Enterprise Zone (1986).

The Richards Boulevard area is an important industrial/-warehousing area. Industrial firms located in the Richards Boulevard area are primarily involved in food processing, warehousing and distribution, and transportation.

Based on data obtained from published materials, surveys, and interviews with area economic development officials, the following businesses that employ 100 or more employees have been identified:

Business	Number of Employees
Cal Central Press, Inc.	200
California Almond Growers Exchange (Peak)	2,500/3,000[a]
T. H. Richards Processing Co.	1,200 (seasonal)
Crystal Cream and Butter Company	475[a]
Del Monte Corporation	100
Foremost-McKesson Foods Group	120
Meredith Fish Company	150
Setzer Forest Products	125
Southern Pacific Railroad	500
Wemco	225[a]
NVE, Inc., aka Neilsen Vasco & Earl (commercial contractor)	400 (Peak)[a]
Sierra Fruit Company	1,320 (Peak)[a]

[a] The Business Journal Top 25 Lists 1986.

Statewide, the food processing industry has suffered serious declines in recent years due to competition from frozen food products, and outdated plants and equipment. Important food processors located in the Richards Boulevard area, such as Sacramento Foods Brand Company and Continental Can Company, have closed due to hardships felt industrywide.

The many Enterprise Zone tax credits and deductions available through Enterprise Zone designation would be an important tool in attracting new companies to the area and redirecting the industrial mix, especially the ability to expense 40 percent of the cost of new plant and equipment purchases. New companies, as well as older firms who are upgrading their operations, would benefit from the sales tax credit on new equipment purchases and the other tax credits and deductions.

Neighborhood Economic Development Area

The commercial area would be designated a NED Area. A NED is characterized primarily by commercial uses and is located within an HDUA. The commercial area contains approximately 480 acres, includes Old Sacramento and the CBD, and is located within the HDUA. Most of the employment in the NED is either office jobs or retail sales jobs. Based on data in the Application for Designation of the Downtown/Richards Boulevard Area as an Enterprise Zone (Sacramento 1986) some of the larger employers are:

Business	Number of Employees
The Spink Corporation (engineering firm)	140[a]
Bank of America	200
Macy's Department Store	100
Weinstock's Department Store	100
McDonough, Holland and Allen, Attorneys at Law	128[a]
Capitol Plaza Holiday Inn	260[a]
Sacramento Union	325[a]
Price Waterhouse & Company (accounting firm)	113[a]
John F. Otto, Inc. (commercial contractor)	100 (Peak)
Clarion Hotel	160[a]

[a] The Business Journal Top 25 Lists 1986.

The following information about the NED has been excerpted from the City of Sacramento report: Application for Designation of the Downtown/Richards Boulevard Area as an Enterprise Zone (1986).

Office Sector. Tenants in the CBD are typically professionals: accounting firms, attorneys, financial institutions. In addition, a great deal of office space is used to house the local municipal and state government operations. These, in turn, attract a variety of related businesses, such as lobbyists, consultants, and analysts. In addition, numerous statewide and local professional and trade associations have headquarter offices in proximity to the State Capitol.

The Sanger report Downtown Sacramento Redevelopment Plan Update (Appendices A and C, 1983), estimated that by the end of 1984 there would be a high concentration of office space in the downtown area, with approximately 10.8 million square feet. Since there is currently a 13.6 percent office vacancy rate in downtown Sacramento (Coldwell Banker Commercial Real Estate Services, August 1986), there is 9,300,000 feet of occupied space.

Allowing 200 square feet per office employee, there are approximately 46,000 existing office jobs. The anticipated increase in office employment is expected to be approximately 22,800 from 1980-1990 (Sanger 1983) or about 2,000 jobs per year.

Retail Sector. The CBD is the traditional business and local government center of the region and was formally the

dominant retail center. The downtown commercial retail market has suffered continual declines as evidenced by the fact that during the 1970s, retail sales increased only by 49 percent in this area, compared to a countywide increase of 168 percent, according to the State Equalization Board data. In addition, the commercial core of downtown (the K Street Mall area) has experienced a net loss of over 400,000 square feet of retail space since 1975 and currently captures, according to the Downtown Redevelopment Plan Update (Sanger 1983), only 30 to 35 percent of retail potential in the central city market area.

High Density Unemployment Area

The HDUA encompasses all of the TED and most of the NED. The TED Area contains very few housing units; those units that do exist are federally subsidized or severely substandard. The area south of Broadway and west of Riverside Boulevard also contains a number of federally subsidized housing units. Housing types in the remainder of the HDUA vary from many Victorians predating 1900 to several new condominium developments. Many of the older housing units are substandard, some housing is federally subsidized, and other living quarters consist of single hotel rooms.

There are several indications that HDUA residents are employed by downtown businesses. First of all, almost 32 percent are employed either in retail/wholesale trade or in services (1980 census). Also residents travel a relatively short distance to work -- the 1980 census showed the mean travel time to work ranged from 7.9 minutes to 24.3 minutes -- indicating that the majority of the residents work at the closest employment center, which is downtown (Sacramento Housing and Redevelopment Agency 1986).

However, even through the jobs are accessible to residents, the very high unemployment rate of 17.1 percent (1980 census), when the citywide rate was 10.3 percent, indicates there are serious obstacles to unemployment for HDUA residents. This also indicates that there is a large pool or semi-skilled workers who are unable to find work and need additional training and other support services before they can be employed in the Enterprise Zone labor market (Sacramento Housing and Redevelopment Agency 1986).

The California Enterprise Zone Program

The California Enterprise Zone Act was signed into law on March 20, 1984. The bill established a mechanism to stimulate private investment and business growth in distressed areas of California by providing tax and other incentives, and relaxing regulatory controls in approved enterprise zones.

The City of Sacramento applied to the California Department of Commerce in September 1986 to establish the Downtown/Richards Boulevard area as an Enterprise Zone. In their application, the city:

- o established the boundaries for the Enterprise Zone;
- o presented background information on the HDUA;
- o presented background information about the project areas;
- o identified development constraints;
- o identified current programs, resources, and incentives;
- o identified proposed programs, resources, and incentives; and
- o included an Initial Study which identified issues of concern.

Definitions of HDUA, Qualified Business, NED, and TED

Chapter 12.9 of the Government Code, Employment and Economic Incentive Act, contains definitions for a HDUA, a qualified business, a NED, and a TED as follows:

HDUA

"Section 7082(d)

(d) 'High density unemployment area' means any of the following:

(1) A metropolitan statistical area or nonmetropolitan statistical area within this state as identified by the Department of Commerce, which contains at least 4,000 people (in the case of a metropolitan statistical area) or at least 2,500 people (in the case of a nonmetropolitan statistical area) in a cluster of block groups, each of which meets the following criteria according to the most recent available decennial census information:

(A) The average unemployment rate for the block group for the most recent 12-month period was at least one and one-half times the average national rate of unemployment for that 12-month period.

(B) The average poverty rate for the block group for the most recent 12-month period was at least one and one-half times the average national poverty rate for that 12-month period.

(C) At least 70 percent of the household earnings for the block group for the most recent 12-month period was a maximum of 80 percent of the average state household earnings for that 12-month period.

(D) Excludes nondistressed areas.

(2) If an area does not meet the criteria of a high density unemployment area specified above, an applicant may petition to the department for the designation based upon compliance with one or more of the following:

(A) A special census is conducted and approved by the population research unit of the Department of Finance which demonstrates compliance with paragraph (1).

(B) The applicant's jurisdiction has experienced a major economic dislocation resulting from plant closure or closure of a federal installation within the last 12 months prior to the application.

(C) The applicant's jurisdiction contains a specifically defined geographic area that meets the eligibility criteria for pockets of poverty under the United States Department of Housing and Urban Development's Urban Development Action Grant (UDAG) program as described in 24 Code of Federal Regulations (CFR) Part 570, Sections 570.466(a)(2) and (a)(3), and as periodically updated.

(D) A block group meets substantially similar criteria measuring economic distress as that measured in paragraph (1). Each census block shall meet the "substantially similar" criteria.

(E) The area consists of the entire geographic area of a community. Area boundaries shall be synonymous with the boundaries of the community. As used in this subparagraph, "community" means a subdivision of a city or county (not including a city), including a neighborhood or suburb which has distinct boundaries, is recognized as a community by the individuals residing and working within the community, and has existed prior to the program planning process. Documentation demonstrating that the area meets the definition of "community" may include a map prepared for purposes other than the program, which lists both the name and boundaries of the community. The area shall meet the following criteria:

(i) Complies with the above definition of "community."

(ii) A minimum of 51 percent of the geographic area or population of the area meets the criteria of subparagraphs (A), (B), and (C) of the paragraph (1), and the remainder of the area has substantially similar economic distress.

(3) A petition for designation of a high density unemployment area received by the department after April 1, 1985, shall be reviewed by the department pursuant to the criteria specified in paragraph (2).

QUALIFIED BUSINESS

"Section 7082(h)

(h) 'Qualified business' means any person, corporation, or other entity which is certified by the department as meeting paragraphs (1) and (2).

(1) During the period of designation, the entity is engaged in the active conduct of a trade or business within the program area.

(2) Meets any of the following requirements:

(A) Has an average of at least 50 percent of its employees who are residents of a high density unemployment area.

(B) Has an average of at least 30 percent of its employees who are residents of a high density unemployment area, and has set up a community service program or programs approved by the local government entity and the community advisory council in which the program area is located.

(C) Is a business at least 30 percent owned and operated by a resident or residents of a high density unemployment area. For purposes of this subparagraph, "owned and operated" means that the resident or residents of a high density unemployment area who are owners of the business are responsible for at least 30 percent of the work performed by the business and share in at least 30 percent of the ownership, control, management responsibility, risks, and profits of the business.

For purposes of this subdivision, "a high density unemployment area" means the high density unemployment area contained in the applicant's final application to the department if the population of that high density unemployment area is in excess of 150,000.

A business entity shall be certified prior to obtaining any benefits of a qualified business, and shall be recertified no less than every three years, as determined by the department. The department shall periodically audit qualified businesses for

compliance with this section, and decertify any business found not in compliance. Priority shall be given to auditing qualified businesses within 18 months of the original certification of a business. A business may appeal to the director of the department a decision to deny certification or recertification or a decision to decertify, within 30 days of the decision.

Financial institutions shall not be qualified businesses. A business shall not be a qualified business if it abandons operations elsewhere in the state or relocates existing operations within the state, unless the business obtains written approval of its relocation from the appropriate office of the city or county it is moving from.

(3) A person, corporation, or other entity shall not be a qualified business if the business uses a residential structure in a high density unemployment area for a nonresidential use, unless the structure has been unoccupied for at least one year prior to designation of the program area.

NED

"Section 7082(o)

(o) "Neighborhood economic development area" means an area which meets all of the following criteria:

(1) It shall be located entirely within or contiguous to the high density unemployment area contained in the application for designation.

(2) It shall be zoned primarily commercial.

(3) Its boundary shall be continuous.

(4) It shall be of sufficient size to sustain a diverse mix of commercial businesses and its size and location shall be appropriate to reducing the economic distress within the high density unemployment area.

(5) At least a part of its area shall be within the territorial jurisdiction of the applicant. If an area for which designation is sought encompasses the territorial jurisdiction of two or more local governmental entities, all of those entities shall be a party to the application for designation, except that any one or more of those entities by resolution or ordinance may specify that it shall not participate in the application as an applicant, but shall agree to complete all actions stated within the application which apply to its jurisdiction, if the area is designated.

No residential structure may be used for nonresidential use unless the structure has been unoccupied for at least one year prior to designation as a program area, or unless comparable replacement housing is provided for all persons displaced in accordance with Section 33413 of the Health and Safety Code. No person shall be displaced under this section unless relocation assistance is provided pursuant to Section 33415 of the Health and Safety Code.

An agricultural area shall not be designated as a neighborhood economic development area.

TED

"Section 7082(p)

(p) 'Targeted economic development area' means an area which meets all of the following criteria:

(1) Its boundary shall be continuous.

(2) It shall be zoned primarily industrial or other mixed business uses.

(3) It shall be of sufficient size to sustain a diverse mix of businesses and its size and location shall be appropriate to reducing the economic distress within the high density unemployment area.

(4) At least a part of its area shall be within the territorial jurisdiction of the applicant. If an area for which designation is sought encompasses the territorial jurisdiction of two or more local governmental entities, all of those entities shall be a party to the application for designation, except that any one or more of those entities by resolution or ordinance may specify that it shall not participate in the application as an applicant, but shall agree to complete all action stated within the application which apply to its jurisdiction, if the area is designated.

The area may be, but is not required to be, within a high density unemployment area. However, if the area is outside a high density unemployment area, it shall be within reasonable commuting distance of the high density unemployment area which is contained in the application for designation. If the area is outside a high density unemployment area, the applicant jurisdiction in which the area is located, in making its application, shall secure the endorsement of its application from at least one city or county which has jurisdiction within the high density unemployment area and is in close geographic proximity to the high density unemployment area.

The area may include vacant or sparsely developed parcels of land or abandoned facilities.

No residential structure may be used for nonresidential use unless the structure has been unoccupied for at least one year prior to designation as a program area, or unless comparable replacement housing is provided for all persons displaced in accordance with Section 33413 of the Health and Safety Code. No person shall be displaced under this section unless relocation assistance is provided pursuant to Section 33415 of the Health and Safety Code.

An agricultural area shall not be designated as a targeted economic development area."

State Incentives

Specific state incentives available to qualified businesses in the TED and NED should designation occur include:

State Tax Incentives

1. Sales and Use Tax Credit

A qualified business can reduce net tax by the amount of sales or use tax paid on certain machinery and machinery parts purchased for use exclusively in a program area. In any year, individuals may claim a credit equal to the sales or use tax paid or incurred on the first $1 million of equipment; corporations may claim a credit equal to the tax paid or incurred on the first $20 million.

To qualify for the special credit, the machinery or parts must be used to:

- manufacture, process, combine or otherwise fabricate a product; or
- produce renewable energy resources; or
- control air or water pollution.

The following conditions apply when claiming this tax credit:

- the machinery and equipment must be used exclusively within the boundaries of a program area;

- the amount of credit, in any single year, is limited to the tax that would be due if the income related to business activity in the program area represented all of your net income; the remaining credit may be claimed in future years by applying it to tax due only on program area income;

- you may not also claim a business expense deduction for the same sales or use tax paid; and

- if you purchase out-of-state equipment and claim the special credit for the use tax you paid, the credit will be allowed only if equipment of a comparable quality and price was not available for purchase in California when it was needed.

2. Credit for Hiring the Unemployed

A special tax credit, equal to a portion of the wages paid to one or more qualified employees, may be claimed by a qualified program area business.

For the purpose of claiming this credit, a qualified employee is someone who is a resident of a high density unemployment area and has been unemployed at least three months.

For the purpose of claiming the Credit for Hiring the Unemployed, a business must meet the requirements for certifications indicated earlier based on its hiring record during the 12-month period immediately preceding the application for certification with the California Department of Commerce.

Up to 12 percent of the wages paid to a qualified employee may be claimed as a credit against the company's tax liability. The credit is based on the actual hourly wage paid or 150 percent of the minimum hourly wage established by the Industrial Welfare Commission, whichever is smaller. The minimum hourly wage (as of August 1986) is $3.35; 150 percent of $3.35 is $5.02. Therefore, the maximum hourly wage on which this credit may be based is $5.02.

The chart below shows the actual percentage of wages paid which may be claimed as a credit:

Period of Employment	Months Unemployed	Credit (Percent)
1st 12 months	3 months	5
1st 12 months	6 months	12
2nd 12 months	3 or more months	7

The following conditions apply to the program area credit for hiring qualified employees:

- the hiring of a qualified employee must take place after the official certification of the qualified business or within the 90 days prior to certification as a qualified business by the Department of Commerce;
- the credit cannot exceed the amount of tax that would be due if the income related to business activity in a program area was all of your net income; and
- if the amount of the program area credit for employing qualified persons is greater than the net tax on program area income in any year, the excess credit may be carried over to future years.

Note: If this credit is allowed for wages paid to a qualified employee who is terminated within 270 days after the start of employment, an additional tax, equal to the credit allowed, will be due on the return filed for the year during which the employee was terminated. The tax will be added unless the termination was:

- voluntary on the part of the employee;
- caused by the employee becoming disabled;
- a response to employee misconduct;
- due to a substantial reduction in business; and
- carried out so that other qualified individuals could be hired, creating an increase in the number of qualified employees and hours of employment.

3. Business Expense Deduction

Part of the cost of certain property purchased for exclusive use in a program area by a qualified business may be deducted as a business expense in the first year it is placed in service.

The type of property which qualifies for this special treatment is property used as an integral part of a qualified business, including machinery and machinery parts used in:

- o manufacturing, processing, combining or otherwise fabricating a product; or
- o producing renewable energy resources; or
- o controlling air or water pollution.

The maximum amount which can be deducted is the lesser of 40 percent of the cost of the machinery or parts or:

- o $40,000 if the property is first put into use in a tax year which ends within 24 months after the program area is designated;
- o $30,000 if the property is first put into use in a tax year which ends between the 24th and 48th month after the designation;
- o $20,000 if the property is put into use in a tax year which ends after the 48th month following designation.

The election to treat the cost of qualified property as a business expense must be made in the year the property is first placed into service. However, this election is not allowed if the property was:

- o transferred between members of an affiliated group;
- o acquired as a gift or inheritance;
- o traded for other property;
- o received from a personal or business relation as defined in Section 267 of the Internal Revenue Code.

Note that the program area business expense deduction is claimed in lieu of regular and additional first year depreciation. Depreciation of property value beyond the amount deducted may be claimed using any

depreciation method normally permitted, beginning in the tax year following the year the machinery is placed in service.

Two conditions apply to the future tax treatment of property if a portion of its purchase is deducted under the terms of this special program area provision:

- o the basis (cost for depreciation purposes) of the property must be reduced by the amount allowed as a deduction; and

- o the full amount of the deduction must be included in income if the property is no longer used in a program area at any time during the two years after the property was first placed in service.

4. Net Operating Loss Carryover

Net operating losses of a qualified business in a program area may be carried over to future tax years to reduce the amount of taxable income from the program area for those years. The net operating loss (NOL) carryover is determined by computing the business loss which results strictly from business activity in a program area.

The following limitations apply to the program area NOL carryover:

- o carryovers may extend for up to 15 years;

- o financial institutions using bad debt reserve methods may extend the carryover for only three years;

- o carryovers may not be applied to tax years prior to the year in which the NOL occurred (no "carrybacks"); and

- o taxpayers who qualify for both a NOL in a program area and a NOL as a "new small business" or from the business of farming must make an irrevocable election as to which NOL will be claimed.

5. Nontaxable Investments

Interest earned on investments in a qualified business located in a program area is free from California tax. Investments which qualify for tax-free treatment include business loans, mortgages and commitments of venture capital. The full amount of interest, less any allowable expenses incurred in making the investment, may be deducted from taxable income if:

- o the investment is made in a qualified business located solely within a program area;

- o the money invested is used strictly for business activities within a program area; and

- o the investor has no equity or other ownership interest in the trade or business.

State Program Incentives. As with the tax incentives above, the following state program incentives are available only to qualified businesses and are notwithstanding any existing law governing these programs:

1. Lease of Land at a Price Below Fair Market Value. State and local agencies are authorized to lease land to qualified businesses at a price below fair market value, provided that it serves a public purpose to lease at below fair market value.

2. Loans and Loan Guarantees Which Give High Priority to Qualified Businesses. High priority is given to qualified businesses applying for state loans and loan guarantees administered by the California Office of Small Business.

3. State Assistance Fund for Energy. A high priority in ranking loan applications by the State Assistance Fund for Energy, California Business and Development Corporation, shall be given to qualified businesses.

4. Industrial Development Bond Allocation. The California Industrial Development Financing Advisory Commission shall authorize an annual maximum amount of qualifying bonds of $75 million until December 31, 1987.

5. High Priority to Training Unemployed Individuals. The Employment Development Department and the State Department of Education would give high priority to the training of unemployed individuals who reside in a HDUA.

6. Criminal Justice Programs. The Office of Criminal Justice Planning would give high priority to program areas in the allocation of its program resources.

7. State Contract Preference. Whenever the state prepares an invitation for bid for a contract for goods in excess of $100,000, except a contract in which the worksite is fixed by the provisions of the contract, the state shall award a 5 percent preference to California-based companies who certify under penalty of perjury that no less than 50 percent of the

labor required to perform the contract shall be accomplished at a worksite or worksites located in an HDUA. The amount of preference awarded would vary depending upon the percentage of the contractor's work force living within an HDUA.

Local Programs, Resources, and Incentives

The SHRA has compiled the following list of current and proposed programs, resources, and incentives which would be undertaken to implement the Economic Development Plan for the Downtown/Richards Boulevard Enterprise Zone.

Current Programs, Resources, and Incentives.

1. Job training and development programs.

2. Commercial financing. In June 1986, the SHRA initiated three financial programs for targeted area businesses in the NED Area from 7th Street to 13th Street between I Street and L Street. In April 1985, the SHRA approved an allocation of $1.1 million in tax increment funds for these programs:

   - the Commercial Storefront Improvement Program provides a rebate (in the form of a grant) for 50 percent of the storefront improvements up to a maximum of $10,000 per storefront;

   - the Commercial Rehabilitation Loan Program provides loans up to $200,000 at 9 percent interest for rehabilitation activities associated with first floor retail space; and

   - the Developers Assistance Fund provides assistance in the previous two programs, including free architectural design services for exterior improvements and free loan packaging assistance.

3. Small Business Administration Certified Development Corporation. In November 1985 the SHRA developed a $100,000 contract with the Sacramento Metropolitan Chamber of Commerce to operate a Small Business Administration (SBA) Certified Development Corporation (CDC) capable of generating and processing the SBA 504 and 7a loans, improving access to commercial loan markets, and assisting businesses in submitting loan packages for the SHRA's commercial loan programs. An allocation of $100,000 was approved for the CDC's 1986-87 operating budget and is expected to continue at about this level, if Community Development Block Grant (CDBG) funding is available. If Enterprise Zone

designation is received, CDC staff will be directed to give priority attention to the industrial area businesses in using SBA's financing programs.

4. Redevelopment Area Projects undertaken by the SHRA to stimulate private involvement in the project area include:

   - o convention hotel parking facility;
   - o Old Sacramento waterfront improvements;
   - o "The Docks" improvements;
   - o food court/galleria improvements;
   - o parking facility at 5th Street and L Street;
   - o parking facility at H, L, and I Streets;
   - o convention center expansion;
   - o Sequoia Hotel rehabilitation;
   - o housing/service facility for the homeless;
   - o market rate housing;
   - o Saint Rose of Lima Park;
   - o Northeast Neighborhood office/mixed use development;
   - o development of parcel D-1 parking garage;
   - o library expansion
   - o city plaza design and improvements;
   - o public infrastructure improvements along J Street and K Street;
   - o urban design study;
   - o Richards Boulevard improvements;
   - o fire station improvements;
   - o sewer replacements;
   - o street repairs/street lighting; and
   - o public transit improvements

5. Privately funded construction projects in the application area included approximately 2.8 million square feet of office space planned, approved or under construction by the end of 1984.

6. Computerized building permit process in the City of Sacramento allows weekly reports showing the status of each permit application.

Proposed Programs, Resources, and Incentives.

1. Enterprise Zone Job Bank Proposal. The objectives of the Job Bank would be:

   - o to target the unemployment problems of this most distressed neighborhood in the Sacramento area by using comprehensive referral to resources available countywide for job training and placement;

   - o to strengthen the link between jobs created by Enterprise Zone businesses and the hiring of downtown residents; and

   - o To make identification and hiring of competent, motivated Downtown residents as easy as possible for Zone businesses by using a one-stop clearinghouse.

   The activities undertaken by the Job Bank would include: extensive recruiting; screening of residents, including job counseling to determine training needs, and referral to training programs; verifying that residents are eligible under the Enterprise Zone legislation; identifying the job skill needs of the businesses and establishing training programs to fit those needs; soliciting job orders; placing of residents; and providing follow-up of placements to evaluate success.

   No funding level has yet been allocated; however, a complete program would require $100,000 per year.

2. Job Training Partnership Act Set-Asides. A special set-aside of $50,000 in Job Training Partnership Act (JTPA) on-the-job-training funds would be reserved for TED and NED firms.

3. Enterprise Zone Coordinator. An Enterprise Zone program coordinator would be available to promote and administer the program. This person would be placed at a level within the SHRA where he or she could coordinate and implement the program incentives identified below. Estimated costs would be $50,000+ per

year, to be funded from city CDBG Economic Development funds and Redevelopment Area Tax Increment funds.

The most important function of the Enterprise Zone Coordinator would be to implement an administrative structure that could effectively communicate the potential cost savings of the program to businesses and deliver appropriate assistance needed for companies to participate.

4. Small Business Administration Certified Development Corporation. The SHRA's contract with the CDC (see discussion earlier under Current Programs, Resources, and Incentives) would be amended to request the CDC to especially target program area businesses for SBA financing assistance.

5. Minority/Women's Business Enterprise. A Minority Business Enterprise/Women's Business Enterprise (MBE/WBE) Coordinator would be established within the SHRA to provide increased opportunities for minority- and women-owned firms to participate in local government contracting opportunities. The coordinator would be instructed to concentrate outreach efforts in the program area. Estimated annual program costs would be $50,000+ to be funded from city and county CDBG.

6. Environmental Coordinator. The Environmental Coordinator at the SHRA would assist TED/NED firms in meeting the requirements of the environmental review process. Under the "master" EIR process authorized for the program, this assistance should virtually eliminate delays due to the environmental review process for TED/NED firms.

7. Crime Prevention. The city has developed a special business crime prevention program which would be available on a priority basis for extension to businesses or business associations in the TED/NED area. No additional funds would be needed. The program components include:

   - o individualized security surveys to determine the most cost-effective mix of security measures for individual businesses (e.g., lighting, fencing, alarms, etc.);
   - o armed robbery and violence prevention training;
   - o fraudulent documents identification/follow-up/prevention;
   - o shoplifting prevention;

- o prevention of employee-related theft; and

- o techniques for personal safety for employees.

8. Technical Assistance for Industrial/Commercial Development. According to local business assistance providers and business associations, the small businesses in the downtown and Richards Boulevard areas have general needs for assistance in the following areas:

   - o financial management;

   - o marketing information and assistance; and

   - o personnel management.

   The Enterprise Zone Coordinator would act as a one-stop referral source for business assistance. A Business Resource Directory would be updated and distributed to businesses located in the Downtown/Richards Boulevard area within two months of final Enterprise Zone designation.

   If the area is designated as an Enterprise Zone, programs to assist local businesses would also include: centralized information and referral through an Enterprise Zone hotline. From one telephone call, a business could determine how to obtain technical and managerial assistance, expedite permit processing, find out about product information, reduce energy costs, avoid layoffs and closures (if notified early enough) and obtain employee referrals.

9. Enterprise Zone Community Advisory Committee. The Enterprise Zone Coordinator would form an Enterprise Zone Community Advisory Committee (CAC) with community and business organizations for the Downtown/Richards Boulevard Enterprise Zone. The CAC would help identify business problems and guide the implementation of the Enterprise Zone. Among the organizations with which the coordinator would work are the Sacramento Downtown Business Association, Mayor's Downtown Task Force, and Sacramento Heritage.

10. Program Evaluation. An important function of the Zone Coordinator would be to keep accurate records on TED/NED progress (e.g., permits issued, square footage constructed, business licenses issued, persons hired, demographic data, utilization of local incentives) and to report to the state as well as the city on Zone success or failure. An annual evaluation report would be published for public information that would compare business and construction as well as hiring activity in the Zone to other areas in the city/county.

11. Marketing the Enterprise Zone. A sample Enterprise Zone brochure would be designed for the Downtown/ Richards Boulevard area. The brochure would be inserted in Sacramento Area Commerce and Trade Organization (SACTO) printed material and direct mail distributions. More detailed handouts would be prepared to follow the brochure.

Proposed Planning and Regulatory Programs.

1. Tracking of Enterprise Zone Projects. Enterprise Zone development projects would be identified by information provided by the City Planning Division and Building Inspection Division to the Enterprise Zone Coordinator. The following three main reports would be received weekly:

   - o business operations and new accounts report (business license information);
   - o commercial plancheck weekly activity report--this is a computerized report that offers very timely information on the status of applications submitted for planning review, environmental clearance and/or building permits. The plancheck system could be used to troubleshoot any problem experienced by Enterprise Zone companies; and
   - o Planning Commission bimonthly agendas (this identifies any businesses in the Zone requesting a zoning change).

   These reports would allow the Enterprise Zone Coordinator to identify which businesses are locating or expanding in the Zone and to market the Enterprise Zone program to them. Information on the Enterprise Zone would be provided and assistance offered in "trouble-shooting" any problems the business is having with the city.

2. Fee Reduction. For those firms which qualify for Enterprise Zone certification and which are willing to sign a participation agreement with respect to JTPA, the city would pay permit-related expenditures involved in constructing, rehabilitating, or expanding businesses in the Zone area, as follows:

   - o building permits and plancheck fees;
   - o encroachment permit charges;
   - o zoning and land use-related fees charged by the city, such as those for special permits, variances, etc; and

- o business license fees.

Funding of fee reimbursements would be continued contingent upon the availability of CDBG funds.

3. Permit Expediting. A primary function of the Zone Coordinator would be to assist TED/NED firms that are certified under the Enterprise Zone requirements and willing to sign a JTPA participation agreement or which are otherwise willing to hire disadvantaged persons, as defined in the legislation, with applying for land use and building permits. The Coordinator would thus serve as a permit expediter and "trouble shooter" and would minimize problems and potential delays for TED/NED firms.

4. Industrial Development Bond Fee Reduction. The city and the county (in their joint role as administrators for the Sacramento Industrial Development Bond Authority) would waive, for participating TED/NED firms, all fees and charges normally charged by the city or the SHRA for assistance to businesses applying for Industrial Development Bonds (IDBs). This would amount to $20,000 to $30,000 per applicant. The city-county-SHRA would also give first priority to Zone applicants for IDB authority.

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

Land Use

Setting

The program area is located within the City of Sacramento (refer to Figure B). The general area, which includes the TED, NED, and HDUA, is bounded by the American River (north), Business 80 and 21st Street (east), the W-X Freeway and Riverside Boulevard (south), and the Sacramento River (west).

Historical and Existing Land Use Trends. As detailed in the Project Description, the program area consists of one designated industrial area (TED) and one designated commercial area (NED).

TED. The TED area contains approximately 1,200 acres of land, most of which is underutilized and designated for reuse (see Project Description for further discussion). There are approximately 500,000 sf of vacant industrial buildings and 81 acres (891,000 sf of vacant improved industrial sites (see Table 1).

The Richards Boulevard Area is an important industrial/warehousing area. The industrial area developed as a traditional manufacturing district with transportation and warehousing activities. Industries typically found in the Richards Boulevard area include food processing, manufacturing and distribution, and warehousing (refer to the "Project Description" for a list of existing large businesses located within the TED). Although the area is still predominantly manufacturing, the character has gradually changed. Many of the larger food processing plants have closed, and the area is suffering in image because several transient shelters are located there. Further, other uses such as hotels and restaurants and commercial uses have located upon the fringes along Richards Boulevard and Interstate 5.

The TED area consists primarily of heavy industrial/warehouse uses and public/quasi public (transportation) uses associated with the Southern Pacific Railroad (SPRR). Other uses in the TED include scattered vacant parcels, the Dos Rios Housing Project, and Dos Rios Elementary School. The Dos Rios Housing Project is located south of Richards Boulevard near North 12th Street. It is a federally subsidized project, consisting of 235 units, and is managed by the SHRA (Junk pers. comm.). The school is located on Dos Rios Boulevard and consists of nine permanent classrooms, one portable classroom, and

had a 1986 enrollment of 213 students (Jones & Stokes Associates, Inc. 1987).

The SPRR facility, established in 1855, consists of approximately 198 acres located just north of downtown Sacramento. Immediately adjacent to the west is Interstate 5 and approximately one-half mile to the north is the American River. The site, originally a river channel and then a slough, has been filled in by SP over the years.

The facility is currently used as a locomotive maintenance yard. The locomotives which are repaired and rebuilt at this site have generated hazardous wastes (see "Hazardous Wastes" section for further discussion of hazardous wastes). A waste treatment system and a solid waste dump are also located on the site.

NED. The NED area contains approximately 480 acres of commercial land (see "Project Description" for further discussion). There are approximately 1,500,000 sf of vacant commercial buildings and five acres (250,000 sf) of vacant improved commercial sites. The estimated capacity of the NED is 5,000,000 sq ft (see Table 1).

The NED contains the CBD and Old Sacramento (refer to the "Project Description" for a list of existing large businesses located within the NED). The NED basically consists of an office sector and retail sector. Tenants of the office sector are typically professionals. In addition, much of the existing office space is used to house city, county, state, and federal agencies. Community/neighborhood commercial and office uses are especially prominent along J, 19th, and 21st Streets and in Old Sacramento. Regional commercial and office developments are found on the K Street Mall.

Prior to 1970, the retail sector was the dominant retail center of the city. The downtown commercial retail market, however, has suffered a continual decline during the 1970s (Sacramento City Housing and Redevelopment Agency 1986). Competition from suburban shopping centers, and the conversion of retail uses into office space, has resulted in a loss of approximately 400,000 sf of retail space since 1975 (Sacramento City Housing and Redevelopment Agency 1986).

HDUA. The HDUA Area consists of a variety of uses characteristic of the Central City including: scattered low-, medium-, and high-density residential, public/quasi-public, heavy commercial/warehouse, and commercial uses. Low-density residential uses are mostly found south of S Street. Medium- and high-density uses are widely scattered; high-density uses largely occur in the central core, and medium-density uses are most common in a wide band along the southern boundary of the program area.

Planned Land Uses. Current zoning designations in the program area are shown in Figure C. Zone district definitions and abbreviations are provided in Table 4.

Current land use designations in the program area are designated on land use maps in several long-range planning documents. These documents include the City of Sacramento General Plan (1974), the SGPU Draft EIR (1987), the Central City Community Plan (1980), and the Downtown Sacramento Redevelopment Strategy Plan and Action Program (1984-1991). These planning documents are also supportive of the current zoning.

The Sacramento General Plan is currently being updated. The SGPU and SGPU Draft EIR were released for public review in March 1987. The program has been analyzed for consistency with the existing General Plan, and the SGPU is still in draft form.

The purpose of the Enterprise Zone Program is to encourage business growth within the TED and NED, which would provide employment opportunities for residents of the HDUA and thereby improve the economic health of the program area. Land use designation and zoning changes are not proposed as part of the program, but business growth may be encouraged within the limits of the existing zoning if the program is successful. The intent of encouraging economic growth is consistent with the goals, plans, and policies detailed in Table 5.

Historic Resources. There are several structures of architectural and historical significance within the program area. The residential stock located within the program area was predominantly constructed prior to 1937. Several Victorian residential structures are located within the program area. Residential structures that are 50 years or older are considered historic according to National Register criteria (Jones & Stokes Associates, Inc. 1986).

Impacts

Projected Land Uses. The program area has been divided into industrial and commercial target areas, as depicted in Figure B. All vacant lands are expected to develop at the maximum level allowed by zoning. Vacant building space is assumed to be occupied with uses conforming to current zoning. Land use designation and zoning changes are not proposed as part of this program. If the program is successful, however, growth within the limitations of the existing zoning may occur.

As shown in Table 1, there is 1,500,000 sq ft of vacant space in the TED area and 1,100,000 sq ft of vacant commercial building space currently in the NED area. It is anticipated that this vacant space would be rehabilitated with implementation of the program. Reuse of vacant space could aesthetically

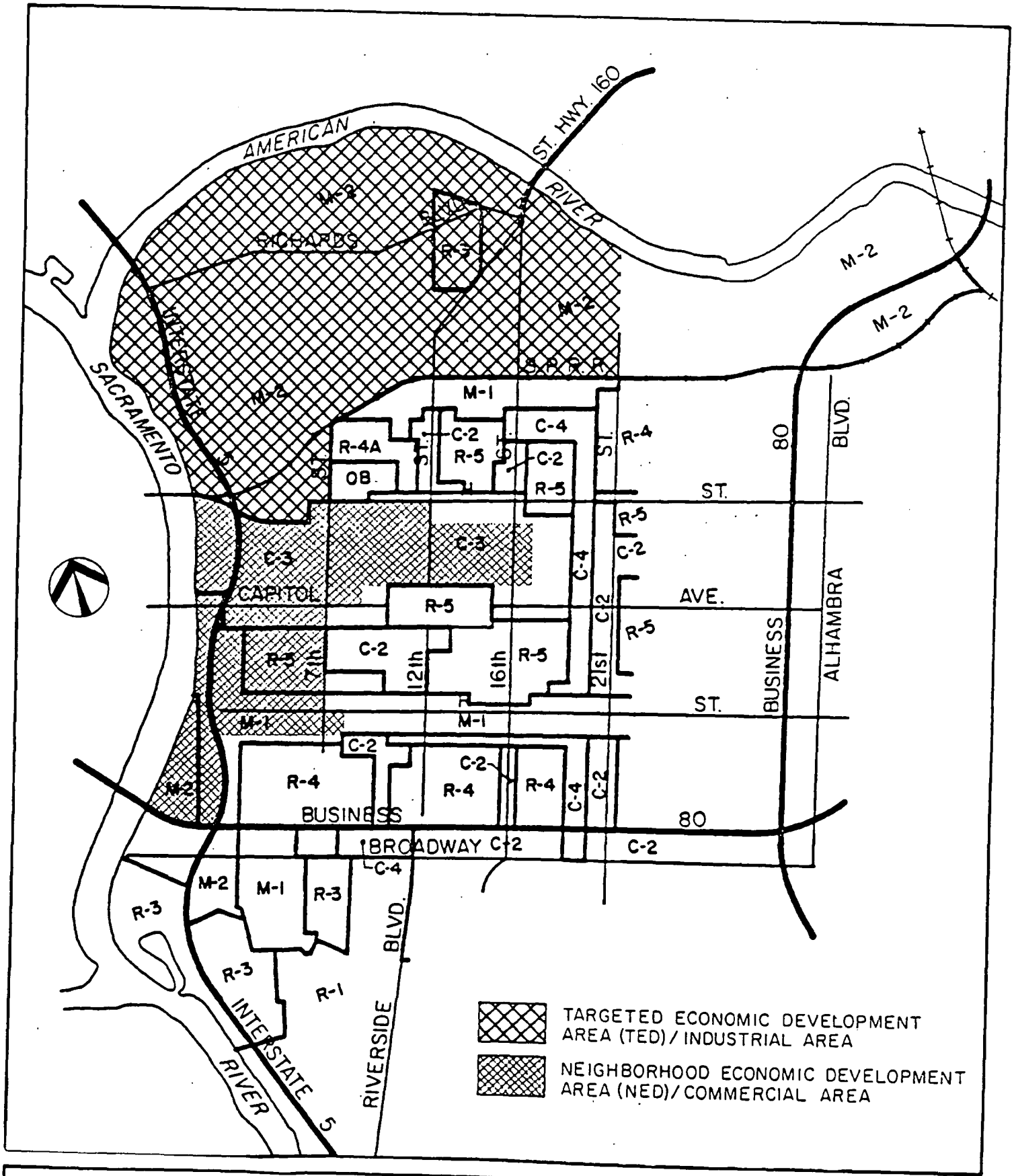


FIGURE C. DOWNTOWN/RICHARDS BOULEVARD EXISTING ZONING

Source: Sacramento Housing and Redevelopment Agency 1986.

Table 4. Zone District Abbreviations and Definitions

Abbreviation	Zone Type and Description
Residential	
R-1	Single Family Zone: This is the most selective of residential zones, composed chiefly of homes, and may have recreational, religious, and educational facilities as the basic elements of a balanced neighborhood. Such areas should be clearly defined and without encroachment by uses not performing a neighborhood function.
R-3	Light Density Multiple Family Zone: This is a light density multiple family zone generally located outside the central core of the City, adjacent to primarily single family areas. The zone may also serve as a buffer along major streets and shopping centers.
R-4	Medium Density Multiple Family Zone: This is a medium density multiple family zone generally located adjacent to the R-5 high density multiple family zone. Due to the transitional character of these areas, semi-public, institutional, and other uses may be permitted only after special review.
R-4A	Medium Density Multiple Family Zone: The R-4A zone is a medium density multiple family zone generally located inside the "Old City" and in certain areas adjacent thereto. The zone is established to provide additional environmental amenities in developments within said area.
R-5	Heavy Density Multiple Family Zone: This is a high density multiple family zone bordering the CBD. This is not entirely a residential zone, and may include public, semi-public, institutional, office, and other transitional uses after special review.
Commercial	
C-2	General Commercial Zone: This is a general commercial zone which provides for the sale of commodities, or performance of services, including repair facilities, small wholesale stores or distributors, and limited processing and packaging.
C-3	Central Business District Zone: This zone is applied to the general area of the CBD and permits all types of commercial enterprise. Manufacturing and nuisance industries are excluded.
C-4	Heavy Commercial Zone: This is a commercial zone designed primarily for warehousing, distribution types of activity, and those commercial uses having a minimum of undesirable impact upon nearby residential areas. As a result, a minimum of light manufacturing and processing is permitted.
Industrial	
M-1	Light Industrial Zone: This zone permits most fabricating activities, with the exception of heavy manufacturing and the processing of raw materials. In addition, regulations are provided in the M-1(S) zone to provide more attractive and uncrowded developments.
M-2	Heavy Industrial Zone: This zone permits the manufacture or treatment of goods from raw materials. Like the M-1(S) zone, the M-2(S) zone has certain regulations designed to obtain industrial park developments that are in keeping with the modern concept of attractive, landscaped industrial plants.

Source: Sacramento City Zoning Ordinance 1985.

Table 5. Plans, Policies, and Goals Supportive of the Project

Planning Document and Element	Supportive Plans/Policies/Goals
City of Sacramento General Plan	
Commerce and Industry Land Use Element	OVERALL GOALS
	Land Use Goal 2: Provide functional and efficient commercial and industrial areas in which to work.
	Land Use Goal 3: Develop a strong, diversified economic base which provides for the orderly distribution of employment opportunities and support the Central Business District as a major employment center within greater Sacramento.
	DOWNTOWN SACRAMENTO
	Land Use Policy 1: Continue to support programs and development projects directed at retaining and improving the role of the Central Business District as the major retail trade and financial center for the region.
	ECONOMIC DEVELOPMENT AND EMPLOYMENT OPPORTUNITIES
	Land Use, Policy 4: Encourage new industrial development within the community to broaden the opportunities for employment and provide for a broader, more diversified tax base.
Conservation and Open Space Element	Conservation, Resolution 80-838 (12/16/80), Policy 1: Promote complete urbanization and in-filling development as a means of reducing the consumption of petrol fuels used in automobile travel.
	DRAINAGE
	General Safety, Policy 4: Continue to provide storm drainage improvements in newly developing sections of the city and upgrade substandard drainage facilities.
	Conservation, Policy 2: Continue to upgrade the quality of surface waters and their drainage in existing urbanized areas of the city.
SGPU	OVERALL URBAN GROWTH POLICY STATEMENTS
	Policy 3 - Economic Development and Employment Opportunities: It is the policy of the city to actively promote the continued vitality and diversification of the local economy, and to expand employment opportunities for city residents.
	Policy 5 - Urban Conservation and Infill Areas: It is the policy of the city to promote the reuse and rehabilitation of existing urban development as a means to meet projected growth.
	Policy 11 - Public Services: It is the policy of the city to provide a full range of adequate municipal services in order to meet resident and worker needs and to assure a healthy, orderly development and maintenance of its communities. It is important that these services are coordinated with the expected growth of the city.
Commerce and Industry Land Use Element	OVERALL
	Goal A: Maintain and enhance downtown's role as a regional office, retail, and employment center, with special emphasis given to promoting visitor service and cultural/entertainment uses.
	Goal B: Promote the reuse and revitalization of existing developed areas, with special emphasis on commercial and industrial districts.
	Goal C: Promote new employment opportunities, particularly for the underemployed and economically disadvantaged.
	Goal D: Promote economic vitality and diversification of the local economy.
	DOWNTOWN SACRAMENTO
	Goal A: Maintain and strengthen Downtown's role as a major regional office, retail, retail commercial, governmental, and cultural/entertainment center.
	Policy 1: Provide incentives for regional commercial and office development projects locating within the downtown area.

Table 5. (Continued)

Planning Document and Element	Supportive Plans/Policies/Goals
	NEIGHBORHOOD/COMMUNITY COMMERCIAL AND OFFICE AREAS
	Policy 2: Promote the rehabilitation and revitalization of existing commercial centers.
	Goal B: Promote mixed-use development of neighborhood/community commercial districts through new construction and revitalization.
	HEAVY COMMERCIAL/WAREHOUSE INDUSTRIAL AREAS
	Goal A: Maintain and strengthen Sacramento's role as a major West Coast warehousing/distribution center.
	Policy 1: Provide adequate land for expansion of existing facilities and opportunities for new warehousing/distribution activities.
	Policy 2: Assist private interests to maintain and strengthen the competitive advantages of Sacramento's warehousing/distribution industry.
	INDUSTRIAL/MANUFACTURING AREAS
	Policy 1: Allow industrial development only in those areas where potential impacts can be expected to be minimized.
	ECONOMIC DEVELOPMENT AND EMPLOYMENT OPPORTUNITIES
	Goal A: Expand local industrial base through diversification and increased manufacturing activities.
	Policy 1: Development an industrial development strategy for the city that would identify the city's industrial market segment, city actions available to diversify the local economic base, and ways to effectively compete with other industrial lands in the Metropolitan area.
	Goal B: Provide expanded employment opportunities for city residents, particularly the unemployed and economically disadvantaged.
	Policy 1: Strongly encourage major employers to incorporate local hiring preferences.
	Policy 3: Consider giving assistance to industrial projects that promote employee training or are located in communities with high unemployment problems.
Circulation Element	STREETS AND ROADS
	Policy 2: Target street improvements to areas which are in identified revitalization areas.
	PARKING
	Policy 2: Develop special parking standards or other measures which can support the development of areas identified for revitalization.
	PUBLIC SERVICES AND FACILITIES
	WATER
	Policy 4: Give high priority in the Capital Improvements Program to funding infrastructure in highly depressed and designated infill areas.
	DRAINAGE
	Policy 3: Target Capital Improvement Program to fund drainage facilities in infill areas.
Central City Community Plan	COMMERCIAL
	Sub-Goal: Continue the revitalization of the Central Business District as a major commercial center in the region.
	Sub-Goal: Development of commercial activities in the Central Business District should be limited to the existing area utilized for these purposes.

Table 5. (Continued)

Planning Document and Element	Supportive Plans/Policies/Goals
	OFFICE
	Goal: Provide the opportunity for office development in appropriate areas of the Central City, placing emphasis for development in and around the Central Business District.
	Sub-Goal: Encourage public and private office development, where compatible with the adjacent land uses and circulation system, in the Central Business District.
	Sub-Goal: Encourage full utilization of existing office areas in the Central City.
	INDUSTRIAL
	Goal: Upgrade the existing industrial areas of the Central City and minimize incompatibilities with adjacent land uses.
	ENERGY
	Sub-Goal: Encourage rehabilitation, maintenance and utilization of existing structures where feasible and where a savings of natural resources may be realized by not building a new structure.
Downtown Sacramento: Redevelopment Strategy Plan and Action Program	Objective 1: Continue revitalization efforts for the Sacramento downtown area to enhance the living, working, shopping, cultural, and entertainment activities in the area, and encourage increased activity in the downtown area throughout the entire day and evening.
	Policy 1.1: Encourage the economic revitalization of the Central Business District as the major commercial center of the region.
	Policy 1.2: Develop increased commercial, cultural, arts and entertainment, recreation, and visitor uses in the downtown.
	Objective 2: Provide a systematic and organized plan for downtown Sacramento development with all the interrelated land use components complementing each other and adding to the vitality of the community.
	Policy 5.1: Encourage the growth of downtown office space to meet demand so long as traffic, parking and other impacts can be controlled and mitigated.
	Policy 5.2: Concentrate major new office development within the traditional Central Business District to maintain a compact core, encourage transit as a means of travel to work, support downtown retailing, minimize displacement of other uses, and retain opportunities for new residential uses.
	Objective 6: Recover, improve and enhance downtown's role as the region's prime location for specialized retail trade and as general trade and service center to downtown employees and residents.

Sources: Jones & Stokes Associates, Inc. 1987
Sacramento City 1980
John M. Sanger Associates, Inc. 1984

improve the area, economically revitalizing the area and promoting pride in a depressed neighborhood by showing that positive steps are being taken to improve the area.

The program would not conflict with existing city goals, plans, and policies. The plans and policies are supportive of the program. Therefore, these impacts are considered less than significant.

The SPRR yard and other areas may have development potential in the foreseeable future. Although land use designation and zoning changes are not proposed as part of this program, it is anticipated that the land use and zoning designation of these areas may eventually change from industrial to commercial, office, or residential uses. This type of change would potentially conflict with adopted environmental plans and goals of the city and is considered potentially significant. To reduce this potential impact to a less-than-significant level, further environmental review would be required prior to general plan or community plan amendments or rezoning requests.

Mitigation Measures

Require Separate Environmental Review. Any future projects requiring general plan or community plan amendments or rezone requests should be subject to separate environmental review.

Population, Housing, and Employment

Population

Setting

Existing and Projected Population

City of Sacramento. Sacramento's population grew slowly between 1970 and 1980, but has accelerated in recent years. The city's population increased from 257,105 in 1970 to 275,741 in 1980, representing an average annual growth rate of 0.7 percent (Bureau of the Census 1983). The city's population grew to an estimated 312,100 by 1985, representing an annual average growth rate of 2.6 percent since 1980 (California Department of Finance 1986).

The city's population is projected to grow to 412,500 by the year 2000 (Sacramento City Planning and Development Department 1987). This projection indicates an average annual growth rate of 2.1 percent, which would represent a slowing of the city's population growth rate.

Program Area. According to the 1980 U. S. Census, the program area had a 1980 population of 20,425, accounting for 7.4 percent of the city's population. The program area's 1985 population is estimated to be 24,350, based on 1980-85 estimated growth within the Central City Community Plan (CP) Area, which contains most of the program area (Sacramento City Planning and Development Department 1987).

Future population growth within the program area will be severely limited by the supply of vacant residential property. The City of Sacramento's 1986 to 2006 Draft General Plan estimates that the Central City CP Area's 1985 population represents 94 percent of the CP area's ultimate population holding capacity. Based on the city's estimate for the Central City CP area, the program area's buildout population capacity is estimated to be 25,900. Future population growth within this area is therefore expected to be limited to approximately 1,550. Growth beyond this level would require rezoning to more intensive residential uses.

Population Characteristics. A comparison of City of Sacramento population characteristics with the program area population characteristics is shown in Table 6. The population characteristics, derived from the 1980 U. S. Census, point out distinct socioeconomic differences between the population residing within the program area and the citywide population.

Household and Family Size. The average number of persons per household in the program area was considerably less than the citywide average in 1980. This difference was

Table 6. Comparison of Population Characteristics, City of Sacramento and Program Area: 1980

	City of Sacramento	Program Area[a]
Persons per household	2.39	1.94
Persons per family	3.06	3.07
Per-capita income	$ 7,558	$ 2,973-$11,322
Mean household income	$18,157	$ 5,045-$14,371
Percent of persons below poverty level[b]	15.0	31.4
Education (percent):		
High school graduates	71.6	53.6
Attended college 4 or more years[c]	18.7	13.1
Racial composition (percent of population):		
White	67.6	51.3
Black	13.4	9.6
American Indian, Eskimo, Aleut	1.2	2.1
Asian and Pacific Islander	8.7	20.0
Other	9.1	17.0
Spanish origin[d]	14.2	23.7
Age composition (percent of population):		
0-19 years old	28.1	21.2
20-64 years old	58.3	59.8
65 years and over	13.6	19.0
Median age (years old)	31.4	35.1

Source: Bureau of the Census 1983.

[a] The program area includes census tracts 5, 6, 7, 9, 10, 11, 12, 20, 21, 22, and 53. Income range represents the range across these census tracts.

[b] Percent of persons for whom poverty status is determined.

[c] Percent of population 25+ years of age.

[d] Persons of spanish origin may be of any race; therefore, racial composition percentages total more than 100 percent.

primarily caused by the large proportion of program area persons living alone. Approximately 30.2 percent of the program area's residents lived alone in 1980, compared to 13 percent citywide. Average family size in the program area was, however, virtually the same as the citywide average.

Income. Per capita annual income in the program area ranged from $2,973 (Census Tract 53) to $11,322 (Census Tract 9), with per capita annual income in nine of the program area's 11 census tracts falling below the citywide per capita annual income level of $7,558. Mean household income was considerably lower throughout the program area compared to citywide mean household income. Low income and high unemployment levels have generated high levels of poverty in the program area. The 1980 U. S. Census determined that the percentage of households with incomes at or below the poverty level was 31.4 percent in the program area compared to 15 percent citywide.

Education. The education level of the program area residents was considerably lower than citywide education levels in 1980. Approximately half of the program area's residents (25-plus years of age) had completed high school, and only 13 percent had completed 4 or more years of college. Citywide, approximately 72 percent of the population had completed high school, and 19 percent had completed 4 or more years of college.

Racial Composition. Racial composition within the program area differs considerably from the racial composition of the citywide population. In 1980, white persons accounted for 51 percent of the program area's population compared to 68 percent citywide. The program area had much higher proportions of Asian and Pacific Islanders (20 percent to 8.7 percent), persons of Spanish origin (23.7 percent to 14.2 percent), and persons classified by the census as "Other" (17 percent to 9.1 percent).

Age Composition. Resident within the program area are, on the average, older than citywide residents. The 1980 median age of program area residents was 35.1, compared to a citywide median age of 31.4. The program area had approximately 7 percent less of its population in the 0-19 year old age category, and approximately 5 percent more of its population in the 65 years and older category, compared to the city population as a whole.

Impacts

Population Growth. The proposed project would not directly increase or decrease the citywide or program area housing stock. The project would, therefore, generate no direct population impacts. Potential population growth generated by the proposed project would be indirectly related to new employment within the program area. The potential exists for a considerable amount of new employment within the program area;

however, project-related population growth within the city would only occur if there were an in-migration of workers from outside the city.

Employment-generating development within the program area, and subsequent population growth, would presumably occur regardless of the proposed project since the project proposes no redesignation of existing land uses. The proposed project's development incentives could hasten development, however, resulting in accelerated population growth. This effect would be tempered by the enterprise zone program criteria requiring qualified businesses to hire from 30 to 50 percent of its employees from the HDUA, thereby reducing the potential number of in-migrating workers.

Potential project-related population growth within the program area would be limited by the population capacity of the program area, discussed previously in this section. Future population growth would be limited to an estimated 1,550, representing a 6 percent increase over the area's current population. This population growth would occur regardless of the proposed project.

Population Characteristics. The proposed project would beneficially impact the socioeconomic characteristics of the program area population. The average annual income of program area residents would increase because of new employment opportunities generated by firms participating in the enterprise zone program. New educational opportunities also would be provided to residents through EDD and local JTPA programs that would be offered to job seekers.

Mitigation Measures. No mitigation is required.

Housing

Setting

Current Housing Stock and Recent Housing Growth.

City of Sacramento. The growth of Sacramento's housing stock as been similar to the growth of its population since 1980. The housing stock increased by approximately 12,200 units between 1980 and 1985, representing an average annual growth rate of 2.1 percent. Sacramento's population increased at an average annual rate of 2.6 percent over the same period of time. Sacramento's 1985 housing stock was estimated to be 130,516 dwelling units (Jones & Stokes Associates, Inc. 1987).

Program Area. The program area had a housing stock of approximately 12,215 year-round dwelling units in 1980.

Housing Characteristics. A comparison of City of Sacramento housing characteristics with program area housing

characteristics is shown in Table 7. Significant differences exist in the composition and occupancy status of dwelling units in the program area. With the exception of housing prices, the housing characteristics were derived from the 1980 U. S. Census and represent conditions existing in 1980. Housing characteristics in the Application Area have not changed considerably since 1980.

Persons Per Dwelling Unit. In 1980, the program area had a median of 1.46 persons per occupied unit compared to 2.05 citywide. This large difference in persons per dwelling unit reflects the large number of multiple-family rental units in the program area.

Composition of the Housing Stock. The composition of the housing stock in the program area is considerably different than composition citywide. Single-family units (one unit per structure, attached or detached) comprised only 22 percent of the housing stock compared to 67 percent citywide. Multiple-family units (two or more units per structure) comprised 78 percent of the program area's housing stock.

Occupancy Status and Vacancy. The vast majority of program area residents lived in rental units in 1980. Renter-occupied housing units accounted for 73.2 percent of the area's housing stock compared to 39.9 percent citywide. Only 13.6 percent of the housing units were owned by the occupant compared to 51.7 percent citywide. Vacancy was considerably higher (13.2 percent) than in the city as a whole (8.4 percent).

Price. According to The Sacramento Bee (1987), housing in the downtown area is more expensive than housing citywide. The average value of owner-occupied home in the downtown area in 1986 was $90,000 compared to $70,000 citywide. Average monthly rent in the downtown area was $510 compared to $300 citywide. Much of the housing in the program area is probably lower in price than the average price of downtown area housing. The downtown area cited by The Sacramento Bee includes areas south and east of the program area, including neighborhoods of expensive, restored Victorian homes and rental units. The program area contains very few owner-occupied homes. Median contract rent citywide was lower than program area median contract rent in 1980 ($177 citywide compared to a range of $69 to $168 across the program area's 11 census tracts).

Housing Conditions. According to SHRA, housing conditions in the program area are generally not good. A large proportion of the program area's housing stock is publicly owned or subsidized, and is in various stages of disrepair (Sacramento Housing and Redevelopment Agency 1986). The program area also contains a number of housing shelters for transients and homeless persons. These shelters are located in the Richards Boulevard area.

Table 7. Comparison of Housing Characteristics and Conditions, City of Sacramento and Program Area: 1980

	City of Sacramento	Program Area
Median number of persons per occupied unit	2.05	1.46
Composition: (percent)		
One unit per structure (single family)	67	22
Two or more units per structure (multiple family)	33	78
Occupancy status: (percent)		
Owner occupied	51.7	13.6
Renter occupied	39.9	73.2
Vacant	8.4	13.2
Price[a]:		
Average value of owner-occupied homes	$70,000	$90,000
Average monthly rent	$ 300	$ 510
Age of dwelling units: (percent)		
Built from 1970-1980	23.4	15.2
Built from 1940-1969	57.2	40.6
Built 1939 or earlier	19.4	44.2
Overcrowded units (1.01 or more persons per room) (percent)	4.4	6.6

Source: Bureau of the Census 1983.

[a] The Sacramento Bee 1987. Prices for the program area represent the Sacramento downtown area, which is largely composed of the program area. Prices represent 1986 market prices.

Two typical measures of housing conditions within the area are the age of structures and the number of overcrowded units.

Age of the Housing Stock. The program area contains a high proportion of dwelling units built prior to 1940. According to the 1980 U. S. Census, 44.2 percent of the program area's housing stock was built prior to 1940 compared to 19.4 percent citywide. Only 15.2 percent of the 1980 housing stock was built between 1970 and 1980. Citywide, 23.4 percent of the housing stock was built during this period.

Overcrowding. According to the 1980 U. S. Census, a housing unit is considered to be overcrowded if it contains more than one persons per room. In 1980, 6.6 percent of the program area's housing units were considered to be overcrowded compared to 4.4 percent citywide.

Vacant Land Available for Residential Use. Very little vacant land is available for residential development in the program area. According to the Sacramento Draft General Plan for 1986 to 2006, the development of vacant land the Central City CP area would result in only 592 additional housing units. Virtually all of these residences would be multifamily units (Jones & Stokes Associates, Inc. 1987). Residential development potential in the Central City CP area represents only 0.7 percent of potential residential development citywide. The program area represents a portion of the Central City CP area; therefore, residential development potential in the program area is even more limited than it is for the Central City CP area as a whole.

Impacts

Direct Housing Stock Impacts. The designation of the program area as an enterprise zone would result in no direct housing impacts. Incentives offered under the enterprise zone program would not directly lead to housing stock growth or rehabilitation.

Indirect Housing Stock Impacts. The increase in employment in the program area would increase the demand for housing citywide and within the program area through the in-migration of new workers and their families to the area. Employment growth within the Application Area would be expected to occur regardless of the proposed project. The effect of the proposed project would be to hasten buildout of the program area and to possibly increase the short-term demand for housing in and around the program area; however, the enterprise zone program's incentives to hire HDUA residents would limit in-migration and minimize any short-term housing demand impacts.

An increase in the demand for housing in the program area could have a number of indirect effects. Since little vacant land exists for residential development in the program area, an

increase in demand could result in lower vacancy rates, the purpose and rehabilitation of existing units, and the redevelopment of existing residential sites. The condition of housing in the program area would be improved, but the cost of housing would also probably increase. Current low-income residents of the program area may not be able to afford housing in the downtown area; however, the increase in income of HDUA persons hired through the enterprise zone program should allow these persons to compete in the downtown housing market. This scenario would occur only if significant short-term employment-generating development occurred in the downtown area. Ample vacant residential land exists within Sacramento, which should accommodate any short-term increase in the demand for housing generated by the proposed project. Potential adverse indirect housing impacts caused by the proposed project would be minimal.

Mitigation Measures. No mitigation is required.

Employment

Setting

Employment by Industry

City of Sacramento. Sacramento has traditionally depended heavily on public sector employment; however, economic development in the region during the past 15 years has expanded Sacramento's economic base to include other industrial sectors.

Based on land uses within Sacramento in 1985, an estimated 30.1 percent of employment is generated by uses in the heavy commercial and warehouse land use designation. This designation includes heavy commercial uses such as printing facilities, baking facilities, laundry facilities, warehousing/distribution, and some light manufacturing activities. Other industrial uses account for 9 percent of citywide employment.

Retail commercial activities account for an estimated 25.1 percent of the city's jobs. Nonindustrial office use accounts for an estimated 35.8 percent of Sacramento's jobs. Public office users account for an estimated 40 percent of office-based employment (Jones & Stokes Associates, Inc. 1987).

Program Area. Employment in the program area is characterized by industrial employment in the TED area and office and retail commercial employment in the NED area. Estimates of existing employment in the TED and NED areas, based on 1985 land use, are shown in Table 2.

The Richards Boulevard area, which comprises the proposed TED area, is one of Sacramento's larger industrial/warehousing areas. An estimated 15.2 percent of Sacramento's heavy commercial and warehouse employment exists in the TED area (Jones &

Stokes Associates, Inc. 1987). Industrial firms located in the Richards Boulevard area are primarily involved in food processing, warehousing and distribution, and transportation. A list of Richards Boulevard businesses that employ 100 or more persons is contained in the "Project Description" section of this report.

The health of the Richards Boulevard industrial area has been hurt by the recent statewide decline of the food processing industry. Food processing firms such as Sacramento Foods Brand Company and Continental Can Company have recently closed due to competition from frozen food producers (Sacramento Housing and Redevelopment Agency 1986).

The NED area contains Sacramento's central business district (CBD) and the Old Sacramento retail commercial district. The office sector is a major employer in the CBD. The NED office sector accounts for an estimated 84 percent of total employment in the NED area, and approximately 47 percent of the office employment citywide (Jones & Stokes Associates, Inc. 1987). Office tenants in the CBD typically include accounting firms, attorney offices, and financial institutions. The largest office user in the CBD is the public sector, represented by the local municipal, state, and federal governments. Public office users account for an estimated 49 percent of tortal employment in the NED area. Other CBD office users include businesses related to state government operations, including lobbyists, consultants, and analysts.

The NED area's retail commercial activity is centered around the K Street Mall/Downtown Plaza area and the Old Sacramento area. Large retail employers in the CBD include Weinstock's Department Store and Macy's Department Store. The NED area contains an estimated 11 percent of Sacramento's retail employment (Jones & Stokes Associates, Inc. 1987).

Retail activity in the CBD has continually declined since the early 1970s. During the 1970s, retail sales in the CBD increased by 49 percent, compared to an 168 percent increase countywide. This, in addition to the loss of over 400,000 square feet of downtown retail space since 1975, indicates that the CBD retail area has declined in regional stature (John M. Sanger Associates, Inc. 1984).

Employment by Occupation. Employment by occupation in 1980 for residents of the City of Sacramento and the program area is shown in Table 8. The distribution of employment among occupational groups in the program area differed considerably compared to the citywide distribution. A greater proportion of workers who resided in the program area were employed in the service sector, and smaller proportions were employed in the technical, sales, and administrative support, and the managerial and professional occupational sectors.

Table 8. Employment of Residents by Occupation: 1980

Occupation/Industry	Residents of the City of Sacramento		Residents of the Program Area	
	Number Employed	Percent	Number Employed	Percent
Managerial and professional	29,241	25.8	1,485	21.1
Technical, sales, and administrative support	41,182	36.3	2,198	31.2
Service	16,671	14.7	1,788	25.4
Farming, forestry, and fishing	2,038	1.8	237	3.4
Precision, production, craft, and repair	10,880	9.6	506	7.2
Operators, fabricators, and laborers	13,321	11.8	820	11.7
TOTALS	113,333	100.0	7,034	100.0

Source: Bureau of the Census 1983.

According to the 1980 U. S. Census, approximately 60 percent of the program area's employed work force was employed in retail/wholesale trade or services. Another 7.8 percent of this work force was employed in manufacturing.

Labor Force Characteristics

Size of the Labor Force and Unemployment. The program area's resident labor force totalled 8.486 in 1980, representing 6.7 percent of Sacramento's civilian labor force of 126,375 persons. Unemployment was 17.1 percent in 1980, compared to a citywide rate of 10.3 percent. Unemployment in Sacramento in 1986 was approximately 7.8 percent (Jones & Stokes Associates 1987).

The high level of unemployment in the program area can be explained by the low education and skill levels of many area residents. In 1980, only 53.6 of residents 25 years or older had completed high school, compared to 71.6 percent citywide; and, only 13.1 percent of the program area residents had completed 4 or more years of college, compared to 18.7 percent citywide.

Number of Residents Commuting to Jobs Outside of the Area. Residents of the program area were employed primarily within Sacramento in 1980. According to the U. S. Census, 77.8 percent of the program area's employed labor force worked within Sacramento. Employment within the CBD accounted for 16.6 percent of the employed program area labor force. Approximately 9.7 percent of Sacramento's total labor force worked in the CBD, and 67.7 percent worked within Sacramento.

The mean travel time to work for program area residents ranged from 7.9 minutes to 21.9 minutes across the area's 11 census tracts. Mean travel time was lower than the citywide mean of 17.9 minutes in seven of the program area's 11 census tracts.

Impacts

Project-Related Employment

Direct Employment. The proposed program would generate an estimated 2,803 jobs in the TED area and 3,498 jobs in the NED area at buildout. Potential project-related direct employment by land use type is shown in Table 2.

The potential for 2,803 new jobs in the TED area would increase total employment in the TED area to 13,962, representing a 25 percent increase in employment. An estimated 93 percent of the new jobs would be generated by heavy commercial/warehouse activities. The remaining 7 percent of the new jobs would be divided between community/neighborhood retail commercial and office employment.

The potential for 3,498 new jobs in the NED area would increase total employment in the NED area to 42,693, representing a 9 percent increase in employment. An estimated 73 percent of the new jobs would be generated by regional office users. The remaining jobs would be split among neighborhood, community and regional retail commercial employment, neighborhood and community office employment, and heavy commercial/warehouse employment.

The above estimates of potential new employment were based on the utilization of existing vacant buildings and the buildout of vacant lands. SHRA has estimated that considerable additional employment could be generated by the redevelopment of sites of very low intensity uses. SHRA's estimates of potential employment are shown in Table 3. SHRA has estimated that a maximum of 25,000 new jobs could be generated by the redevelopment of existing sites. All of these jobs would be located in the NED area and would probably be generated by regional office development.

The creation of an enterprise zone would not change existing land use designations in the TED and NED areas. The projected buildout levels of employment would occur regardless of the proposed project; however, the incentives offered by the enterprise zone program could hasten job development within the TED and NED areas. Firms participating in the enterprise zone program would generate employment opportunities for HDUA residents. The overall employment impact of the proposed project would be beneficial.

Indirect and Induced Employment. A number of indirect and induced employment effects would occur with implementation of the proposed project. Indirect employment would be generated by the demand for goods and services by new businesses locating in the TED and NED areas. Induced employment would result from additional spending by newly-employed wage earners in direct and indirect jobs. The indirect and induced employment effects could generate an additional 3,000 to 6,000 jobs throughout the Sacramento region, based on the estimated generation of 0.5 to 1 secondary job for every direct job.

Types of Jobs Generated by the Project. The enterprise zone program would offer a number of economic incentives to qualified businesses locating in the TED and NED areas (see Project Description). To qualify for the program incentives, a business must either a) have an average of at least 50 percent of its employees who are residents of the HDUA; b) have an average of at least 30 percent of its employees who are residents of the HDUA, and have set up a community service program; or c) be at least 30 percent owned and operated by a resident of the HDUA.

As discussed previously in this section, the labor force residing in the HDUA is largely composed of persons with

low education and skill levels. The proposed program would generate jobs available to these persons. In the TED area, the majority of these jobs would be related to manufacturing, warehousing, and distribution work. In the NED area, the majority of the jobs would be related to office employment and retail sales.

Typical jobs in the TED area would include manufacturing graders, sorters, and packers, forklift and truck operators, drill press operators, grinding machine operators, and shipping/receiving clerks. Office-related employment in the NED area would be largely professional, and unavailable to residents of the HDUA; however, many clerical and clerk jobs would be generated. Job training would probably be required to qualify HDUA residents for these jobs.

Effects on the Labor Force

Unemployment. If successful, the proposed program would reduce unemployment in the HDUA. As discussed previously, up to 50 percent of the new jobs created in the NED and TED areas could be available to residents of the HDUA. The proposed program could generate an estimated 3,150 jobs for HDUA residents.

The enterprise zone program offers additional incentives to businesses hiring HDUA residents who have been unemployed for at least three months. To qualify for this tax credit, the employees hired by a business must have been unemployed for at least 6 months for a full credit, and at least 3 months for a partial credit. This incentive allows a business to use a certain portion of the employee's wages as a credit against state taxes (see "Project Description" for details). If successful, this program would help to reduce chronic unemployment in the HDUA.

Commuting. The employment of HDUA residents would reduce the amount of commuting to downtown jobs that would occur without the proposed program. Many of the future jobs created in the TED and NED areas would be filled by HDUA residents, eliminating the need for the employment of persons living outside of the downtown area.

Mitigation Measures

No mitigation is required.

Public Services and Utilities

The public services and utilities discussed in this section are:

- Water
- Wastewater
- Drainage
- Solid Waste
- Law Enforcement
- Fire Protection
- Gas Service
- Electrical Service

Water

Setting. The City of Sacramento provides water service to the program area. Information on the availability of water supplies was provided by a representative of the City of Sacramento, Department of Public Works (Behrens pers. comm.).

City water supplies delivered to the program area originate from the American River and the Sacramento River. The city operates a diversion and treatment facility on each of these two rivers. Generally, the city operates only one of the two facilities at a time except during summer months when demand is high. Water quality is considered very good from both river sources.

The American and Sacramento Rivers provide the city with an abundance of high quality water. No water supply problems are anticipated for the program area.

Water mains currently exist throughout the TED and the NED to provide water service to industrial and commercial users. Extensions or expansions of existing water lines could be required in the TED when vacant lands are developed or if high demand water users locate within the area. The developer would be responsible for providing any necessary improvements. Water line extensions are already established in the TED.

Impacts. The existing city water supplies are considered adequate to serve full buildout in the TED and the NED. Developers could be required to extend or expand the existing system within the TED depending on the amount of water needed and the location selected for industrial development. Water line extensions and expansions would be considered by the city Public Works Department during the normal review process. The impact of the project on water supply is considered less than significant.

Mitigation Measures. No mitigation is required.

Wastewater

Setting. The Sacramento Regional County Sanitation District (SRCSD) provides regional sewer service to the program area. Information on wastewater services was provided by a representative of the County Department of Public Works (Scotti pers. comm.).

The SRCSD is responsible for the operation of all regional interceptors and wastewater treatment plants. The Sacramento Regional Treatment Plant (Regional Plant) is the main plant for the SRCSD service area and has a treatment capacity of 150 million gallons per day (MGD) dry weather flow and 300 MGD wet weather flow. By 1990, the Regional Plant will be expanded to treat up to 300 MGD of dry weather flow.

Before reaching the Regional Plant, local wastewater from the TED and the NED is routed through the city interceptor wastewater collection system.

Lateral sewer lines and trunk lines which connect to local and regional systems are already in place in the TED and the NED. The current system carries a combination of sewage and storm drainage water. This combined system is considered outdated and has been replaced in most other areas of the city.

The SRCSD and the city wastewater collection system have available capacity to provide wastewater services to the TED and the NED.

Lateral sewer lines and trunk lines are generally established in the NED and the TED and can accommodate commercial and industrial growth within the limits of existing zoning. Some areas of the NED and the TED could require additional lateral lines to properly serve new developments. This would depend on the specific area served and the amount of wastewater generated by the new development. High water usage industries, such as breweries or food processing plants, would require additional sewer lines and trunk lines. If additional sewer lines are required for commercial growth in the NED or industrial growth in the TED, the developer would be required to pay the cost of the line extension.

Impacts. The existing SRCSD treatment facilities, the city interceptor system and the local lateral collection system have available capacity to provide wastewater services to the TED and the NED. Developers could be required to provide additional lateral sewer lines in the TED or the NED depending on the types of new commercial or industrial uses proposed. Sewer line extensions will be considered by the county Public Works Department during the normal review process. The impact of the project on wastewater is considered less than significant.

Mitigation Measures. No mitigation is required.

Drainage

Setting. The Public Works Department of the City of Sacramento provides drainage service to the program area. Information on drainage service was provided by a representative of the City of Sacramento, Public Works Department (Hendrickson pers. comm.).

The current drainage system carries both sewage and storm drainage water. This combined system is outdated and has been replaced in most other areas of the city.

The current system is considered inadequate to accommodate runoff during months of heavy rains. At least once a year a heavy storm causes water to back up and pond in scattered areas within the TED. The city has just begun a 9-month study to consider what can be done to improve the system. Funds are not currently available to construct a separate system for drainage. Improvements to the system are not expected in the near future.

Increased development in the NED and the TED within the limits of existing zoning is not expected to cause a substantial increase in runoff. The current system although inadequate is not expected to be further stressed by the addition of industrial and commercial development.

Impacts. The existing city drainage system does not have available capacity to accommodate storm water during wet months. The impact of slight increases in runoff resulting from new development in the NED and the TED is not expected to further stress the system and is considered less than significant.

Mitigation Measures. No mitigation is required.

Solid Waste

Setting. Solid waste generated in the program area is collected by the City of Sacramento Solid Waste Division and by private solid waste collectors. Information on solid waste disposal was provided by a representative of the city Department of Public Works, Solid Waste Division (Boss pers. comm.).

City solid waste collection services are provided for residential customers and commercial establishments with food or food product wastes. City services and private collectors serve the remaining industrial and commercial customers within the TED and the NED. Approximately 25 percent of solid waste collection in the TED is provided by the city. The remaining 75 percent is provided by private collectors. Solid waste collection in the NED is more evenly split, with 55 percent provided by the city and 45 percent provided by private collectors.

As industrial and commercial growth occurs in the NED and the TED, new waste collection equipment and personnel would be needed. Solid waste collection fees pay the full cost of collection services and would also pay for new equipment.

Refuse collected by the city from the NED and the TED, is disposed of at the city landfill site at 28th and A Streets. This landfill site was originally scheduled to reach capacity in 1985, but has now been expanded to extend the site life until late 1990. Private collectors dispose of refuse at either the Yolo County landfill or the Sacramento County landfill. Both county landfills have available capacity until approximately 1997.

Impacts. New commercial and industrial development in the NED and the TED would increase the amount of solid waste generated in the area. The City Solid Waste Division would require additional waste collection equipment and personnel in order to adequately provide service to new industrial and commercial customers; however, funding for new equipment and personnel would come from solid waste collection fees.

The impacts of the program on solid waste services are considered less than significant. New commercial and industrial buildings in the NED and TED could, however, create access problems for solid waste removal vehicles. Through proper design, access problems can be avoided. It is recommended that the city Solid Waste Division be contacted during initial project stages to review design plans.

Mitigation Measures

Consult With City Solid Waste Division During Preliminary Project and Design Stages. To reduce design access problems from new construction, developers of new commercial and industrial businesses in the NED and the TED should consult with the city Solid Waste Division of the Department of Public Works.

Law Enforcement

Setting. The Police Department of the City of Sacramento provides law enforcement services to the program area. Information on law enforcement services was provided by a representative of the Sacramento City Police Department (Barkley pers. comm.).

Both the TED and the NED are perceived by the public as high crime areas due to large numbers of vagrants. In actuality, neither the TED nor the NED are considered high crime areas by the Police Department.

The most common crime in the TED is breaking and entering during evening hours when most businesses are closed. There are also occasional armed robberies at the motels and restaurants along Richards Boulevard. The most common crimes in the NED are burglaries and armed robberies.

Current staffing of 1.8 police officers per 1,000 population in the City of Sacramento is slightly behind the city goals of two officers per 1,000 population.

Office space for officers and other police personnel is also lacking. Current facilities are considered overcrowded and provide no expansion opportunities. Funding and space for new facilities is now being discussed for implementation in the 1990's.

Increased industrial and commercial development in the NED and the TED could increase the frequency of crimes in the area. However, with proper planning, an increase in activity provided by new businesses can actually deter crime.

Impacts. The impacts of the program on police services are considered less than significant. New commercial and industrial development in the NED and TED could increase police service calls in the area. Architectural design and specific security measures can deter crime. It is therefore recommended that the city Police Department be contacted during initial project stages to review design plans.

Mitigation Measures

Consult With the City Police Department During Preliminary Project and Design Stages. To reduce design and security problems that encourage crime, developers of new commercial and industrial business' in the NED and the TED should consult with the city Police Department during initial project stages.

Fire Protection

Setting. The City of Sacramento Fire Department provides fire protection services to the program area. Information on fire protection services was provided by a representative of the city Fire Department (Smith pers. comm.).

Two fire stations are located within the NED boundary (Station 1 at 624 Q Street and Station 2 at 1229 I Street). A third station is located within the TED boundary (Station 14 at 1341 North C Street). All three stations have adequate personnel and equipment to serve commercial and industrial growth in the TED and the NED.

The fire department considers access to Richards Boulevard and the TED area a problem. Fire engines and trucks coming from Station 14 or Station 2 cannot access Richards Boulevard from 16th Street and therefore must reach Richards Boulevard via Northbound Interstate 5. This extra travel time has caused significant delays in response time to fires and other emergencies.

The city Fire Department has the following requirements for commercial and industrial areas:

- Buildings over 5,500 square feet must install internal sprinkler systems.
- Buildings over 150 feet tall must have a helicopter landing area.
- Industries using any type of hazardous materials must disclose the nature and use of the materials and must provide special safety training for employees.

Impacts. New commercial and industrial development in the NED and the TED would increase fire department service calls in the area. As growth occurs, poor access to the TED would become a serious barrier to effective and timely fire fighting and emergency response. To reduce this significant impact to a less-than-significant level, access should be provided from northbound Highway 160 to eastbound Richards Boulevard (by providing left turn capability) and Station 14 should be relocated to a new site, centrally located within the TED.

Mitigation Measures

The city Fire Department has requested the following improvements.

Improve Access From Highway 160 to Richards Boulevard. To reduce access problems from northbound Highway 160 to westbound Richards Boulevard, the city should provide an interchange at the intersection of Highway 160 and Richards Boulevard. Funding for the interchange could be provided through a State of California/City of Sacramento joint effort. The city portion of the necessary funds could come from a fee program that would add an extra tax to businesses who would benefit from the improvement (Bloodgood pers. comm.).

Relocate Sacramento Fire Station #14 to a Central Location Within the Designated TED Area. To improve emergency access to the TED area, the city should relocate Fire Stateion #14 (currently located at 1391 North C Street) to a centralized location. A new/relocated station could be funded from one of the following sources (Bloodgood pers. comm.):

- The city General Fund.

- Assessment District Funding - The city sells bonds to finance the project. Those who would benefit from the project would pay additional taxes to cover costs.

- Facilities Benefit Assessment Funding - Industrial and Commercial developers are assessed a fee as new development occurs.

Gas Service

Setting. Pacific Gas and Electric Company (PGandE) provides gas service to the program area. Information on natural gas service was provided by a representative of the PGandE (Sweeney pers. comm.).

Most areas of downtown Sacramento (including the NED and the TED) have natural gas service lines in place. Areas without existing gas lines would require an extension or expansion depending on the natural gas needs of the particular industrial or, commercial developer. Developers would pay a portion of the cost for gas line extensions or expansions. Adequate natural gas supplies are available to serve downtown growth.

Impacts. New commercial and industrial development would increase the use of natural gas service in the area. PGandE has available supplies of natural gas to meet the needed increase in demand. The impact of of the project on natural gas service is considered less than significant. Developers could be required to pay a portion of gas line extensions or expansions. PGandE would consider the need for extensions and expansions during the normal review process.

Mitigation Measures. No mitigation is required.

Electrical Service

Setting. The Sacramento Municipal Utility District (SMUD) provides electrical service to the program area. Information on electrical service was provided by a representative of SMUD (Olmstead pers. comm.).

SMUD has aboveground or underground service lines throughout both areas.

Impacts. New commercial and industrial development in the NED and the TED would increase the use of electricity in the area. SMUD estimates, however, that full buildout in the TED and the NED could substantially increase the electrical demand for the area. SMUD has anticipated growth in the downtown area, particularly in the TED, and would be able to meet the increase in demand.

The current electrical peak demand in the area is approximately 24 megawatts (MW). The potential increase of demand based upon additional office development which would replace the current low intensity uses would add approximately an additional 35 MW of peak demand to the system. The vacancies that currently exist would develop, then, an additional 22 MW. The anticipated total demand, if buildout should occur, would be at least 50 MW and probably as high as 81 MW. The project would contribute incrementally to the need for additional substation capacity to be installed at SMUD's North City and Station D Distribution Substations. This area would be served by 21 kV Underground System Facilities with pad-mounted transformers. This system would provide service to the new businesses in this redevelopment area. Developers would be asked to dedicate public utility easements, or grant to SMUD all necessary easements for electrical facilities to service this development (Olmstead pers. comm.).

The growth in electric demand brought about by this and other projects in Sacramento would impact other areas of the SMUD electric system outside of this project boundary. Any approved development would have a cumulative growth-inducing impact upon SMUD's electrical transmission and distribution facilities. Distribution facilities are required for any development. The generation facilities would be expanded in order to serve this new load (Olmstead pers. comm.).

Expansion of the facilities is not a readily apparent component of system expansion, because these projects are usually located outside of development boundaries and require long lead times to construct and bring into operation. Local distribution facilities, however, are located within development projects, and construction must be coordinated with the builder during the different phases of development (Olmstead pers. comm.).

The impact of the project on electrical service is considered significant. To reduce to a less-than-significant level the developers should coordinate with SMUD during the planning, development, and completion of their projects and incorporate conservation and load management measures into their projects.

Mitigation Measures.

Coordinate With SMUD During All Project Phases. The developers/builders should consult with the SMUD Distribution Planning Department through the planning, development, and completion of their projects. This contact is needed to identify the necessary easements to provide service for the projects.

Incorporate Conservation and Load Management Measurs into Project Site Design. The developers/builders should

coordinate with SMUD to ensure that conservation and load management measures are implemented to the maximum extent feasible.

Transportation and Circulation

Setting

Existing Roadway Network, Traffic Volumes, and Level of Service. The existing transportation network in the program area is basically a grid system of both one-way and two-way roadways. State Routes in the area include Interstate 5 (I-5), State Route 160 (SR 160), and Business 80 (B-80). The major east-west local streets include Richards Boulevard, F, I, J, L, N, P, and Q Streets. The major north-south local streets in the area include 7th, 12th, 15th, 16th, 19th, and 21st Streets.

Existing daily traffic volumes were determined for the major roadways in the area. Existing conditions were taken from the SGPU Draft EIR transportation section and from counts provided by the City of Sacramento and Caltrans.

The daily traffic volumes for the area were evaluated as to their ability to operate at acceptable Levels of Service. Level of Service (LOS) is a quantitative measure of traffic operating characteristics. An intersection or roadway segment is assigned a letter grade A through F, representing progressively worsening traffic conditions. The City of Sacramento considers LOS C and better to be acceptable traffic conditions. Table 9 defines each LOS category and Table 10 lists the average daily traffic (ADT) capacity by facility for each LOS category. The ADT LOS method provides forecasts of operating conditions during peak hours based upon the assumption that peak hour equals ten percent of ADT.

Table 11 summarizes the existing ADT, volume/capacity ratio (V/C) and LOS for major roadway segments in the study area. Figure D depicts the major roads and existing ADTs. The following is a discussion of major facilities in the study area.

I-5. In the vicinity of the program area, I-5 is a north-south, six-lane freeway facility and has interchanges at Richards Boulevard, I and J Streets, and P and Q Streets. I-5 connects with Interstate 80 to the north and with B-80 to the south. This segment of I-5 parallels the Sacramento River and crosses under roadways accessing the Tower and I Street bridges. Existing ADT ranges from 72,000 to 83,000. Existing traffic flow is good with LOS A and minor congestion limited to the a.m. and p.m. peak hours.

SR 160. SR 160 is a north-south, major arterial that is a freeway north of the program area, and is an expressway in the northern portion of the area. North of Richards Boulevard, SR 160 crosses the American River and connects with B-80. South of Richards Boulevard, SR 160 becomes North 12th Street in the southbound direction and North 16th Street in the northbound direction. Existing ADT is 38,500. Traffic flow on SR 160

Table 9. Level of Service Definitions[a]

Level of Service	Intersection	Freeway
"A"	Uncongested operations, all queues clear in a single-signal cycle. V/C = 0.00-0.60[2]	Free flow vehicles unaffected by other vehicles in the traffic stream. V/C = 0.00-0.35
"B"	Uncongested operations, all queues clear in a single cycle. V/C = 0.61-0.70	Higher speed range of stable flow. V/C = 0.36-0.54
"C"	Light congestion, occasional backups on critical approaches. V/C = 0.71-0.80	Stable flow with volumes not exceeding 78 percent capacity. V/C = 0.55-0.77
"D"	Significant congestion of critical approaches but intersection functional. Cars required to wait through more than one cycle during short peaks. No long queues formed. V/C = 0.81-0.90	Upper end of stable flow conditions. Volumes do not exceed 95 percent of capacity. V/C = 0.78-0.93
"E"	Severe congestion with some long-standing queues on critical approaches. Blockage of intersection may occur if traffic signal does not provide for protected turning movements. Traffic queue may block nearby intersection(s) upstream of critical approach(es). V/C = 0.91 - 1.00	Unstable flow at roadway capacity. Operating speeds 30 to 25 mph or less. V/C = 0.94-1.00
"F"	Total breakdown, stop-and-go operation. V/C >1.00	Stop-and-go traffic with operating speeds less than 30 mph. V/C = >1.00

Source: Page 11 of Transportation Research Board 1980.

[1] V/C = Volume-to-capacity ratio.

[2] V/C ratio same for roadway segment description.

Table 10. Evaluation Criteria for Level of Service (Daily Traffic Volumes)

Facility Type	Level of Service "C" ADT Traffic Volumes	Level of Service "D" ADT Traffic Volumes	Level of Service "E/F" ADT Traffic Volumes
Urban Streets	V/C = 0.71 - 0.80	V/C = 0.81 - 0.90	V/C = 0.91 - 1.00
Two Lane	10,700 - 12,000	12,000 - 13,500	13,500 - 15,000
Four Lane	21,300 - 24,000	24,000 - 27,000	27,000 - 30,000
Six Lane	32,000 - 36,000	36,000 - 40,500	40,500 - 45,000
Eight Lane	42,600 - 48,000	48,000 - 54,000	54,000 - 60,000
Freeway	V/C = 0.55 - 0.77	V/C = 0.78 - 0.93	V/C = 0.94 - 1.00
Four Lane	44,000 - 62,000	62,000 - 74,000	74,000 - 80,000
Six Lane	66,000 - 94,000	94,000 - 112,000	112,000 - 120,000
Eight Lane	88,000 - 125,000	125,000 - 149,000	149,000 - 160,000
Ten Lane	110,000 - 156,000	156,000 - 186,000	186,000 - 200,000
Twelve Lane	132,000 - 187,000	187,000 - 223,000	223,000 - 240,000

Source: Nichols-Berman et al. 1985b, Transportation Research Board 1980 and 1985, and Highway Research Board 1965.

Table 11. Downtown/Richards Boulevard Enterprise Zone LOS
Traffic Volumes, Volume/Capacity Ratios (V/C), and Levels of Service (LOS)

		Existing Conditions			No Project Conditions (SGPU)			Proposed Program Conditions		
Roadway Name	Roadway Segment	Volume	V/C	LOS	Volume	V/C	LOS	Volume	V/C	LOS
I-5	American River to Business 80	83,000	0.69	A	172,300	1.44	F	170,000	1.42	F
	Business 80 to Riverside Blvd.	78,000	0.65	A	122,100	1.02	F	121,700	1.01	F
SR 160	American River to Richards Blvd.	38,500	0.48	A	49,600	0.62	A	47,900	0.60	A
Business 80	Sacramento River to 15th Street	166,000	1.38	F	251,200	2.09	F	252,400	2.10	F
	15th Street to SR 99	137,000	1.14	F	238,900	1.99	F	238,600	1.99	F
	SR 99 to American River	120,000	1.00	F	167,400	1.40	F	165,600	1.38	F
Richards Boulevard	I-5 to SR 160	14,000	0.93	F	41,500	1.38	F	43,500	1.45	F
F Street	7th to 21st Streets	9,500	0.42	A	11,900	0.53	A	11,900	0.53	A
I Street	3rd to 21st Streets	13,500	0.60	B	16,900	0.75	C	16,900	0.75	C
	21st to 29th Streets	4,500	0.20	A	5,400	0.24	A	5,100	0.23	A
J Street	3rd to 21st Streets	17,200	0.76	C	26,700	1.19	F	26,700	1.19	F
	21st to 29th Streets	13,600	0.60	B	20,700	0.92	E	19,700	0.87	D
L Street	3rd to 21st Streets	16,000	0.71	C	19,800	0.88	D	19,800	0.88	D
	21st to 29th Streets	6,500	0.29	A	9,700	0.43	A	9,200	0.41	A
N Street	3rd to 21st Streets	9,100	0.40	A	11,300	0.50	A	11,300	0.50	A
P Street	3rd to 21st Streets	8,500	0.38	A	10,900	0.48	A	10,800	0.48	A
	21st to 29th Streets	10,000	0.44	A	12,300	0.55	A	11,700	0.52	A
Q Street	3rd to 21st Streets	8,500	0.38	A	10,900	0.48	A	10,800	0.48	A
	21st to 29th Streets	7,500	0.33	A	9,500	0.42	A	9,100	0.40	A
7th Street	E to R Streets	9,500	0.42	A	11,900	0.53	A	12,200	0.54	A
12th Street	Richards Blvd. to L Streets	25,000	0.83	D	31,800	1.06	F	31,700	1.06	F
15th Street	E Street to Broadway	11,000	0.49	A	13,500	0.60	B	13,200	0.59	A
16th Street	Richards Blvd. to F Street	29,000	0.97	E	36,300	1.21	F	36,200	1.21	F
	F Street to Broadway	20,000	0.89	D/E	27,400	1.22	F	26,700	1.19	F
19th Street	I Street to Broadway	9,600	0.43	A	12,000	0.53	A	11,700	0.52	A
21st Street	I Street to Broadway	10,700	0.48	A	13,400	0.60	B	13,100	0.58	A
Broadway	I-5 to 21st Street	13,000	0.43	A	16,400	0.55	A	16,300	0.54	A
Riverside Boulevard	Broadway to I-5	10,000	0.67	B	9,200	0.61	B	9,300	0.62	B

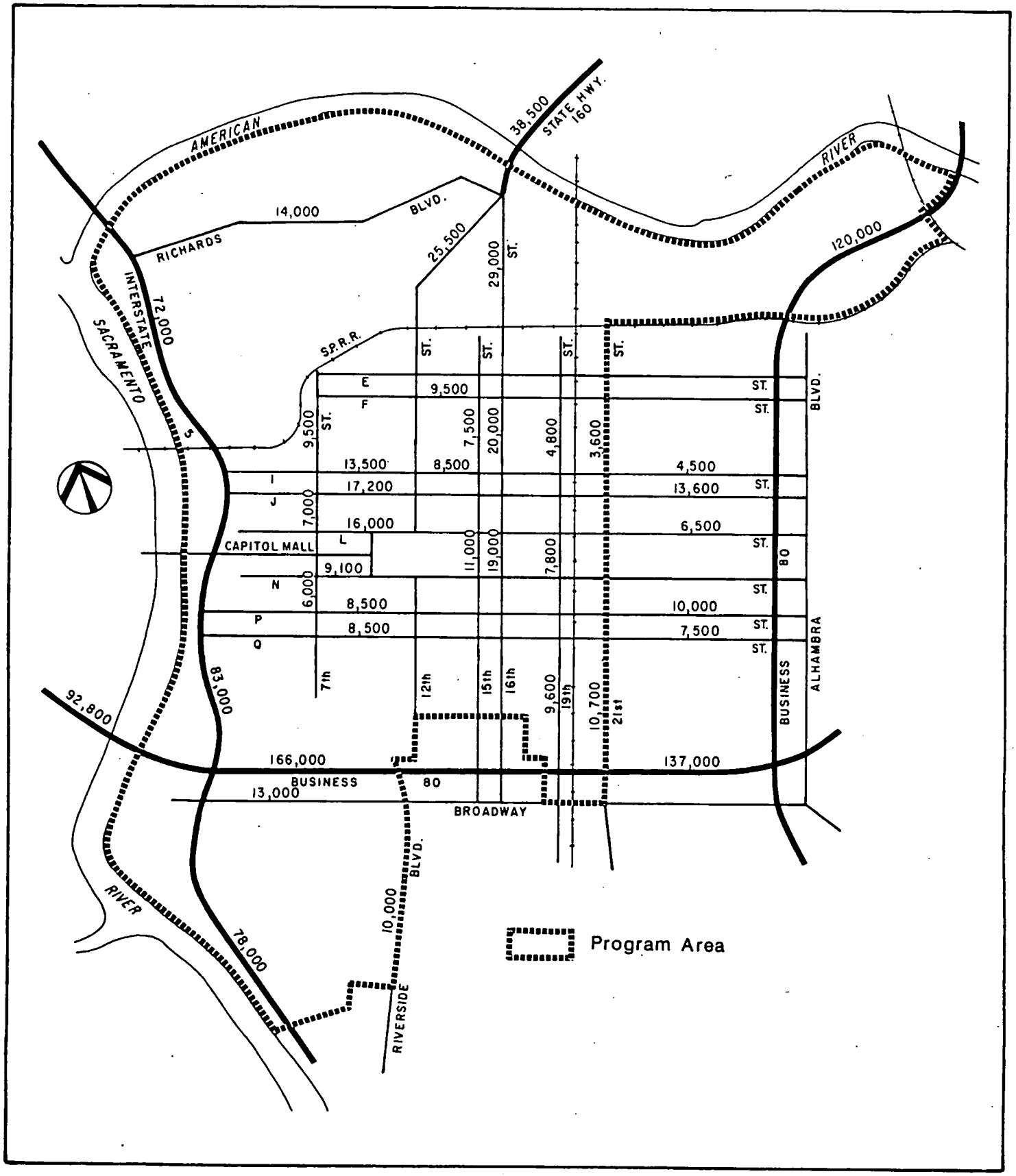


FIGURE D. DOWNTOWN/RICHARDS BOULEVARD ENTERPRISE ZONE ADT - EXISTING CONDITIONS

Source: SGPU DEIR, Jones & Stokes Associates, Inc. 1987.

north of Richards Boulevard is currently good with an existing LOS of B and some congestion during a.m. and p.m. peak hours near Richards Boulevard.

Richards Boulevard. Aligned in the northwestern portion of the program area, Richards Boulevard is an east-west, two-lane arterial, with interchanges at I-5 to the west and SR 160 to the east. Traffic flow is signalized at the I-5 on-ramps and off-ramps, North 7th Street, and Dos Rios Street. Frontage is dominated by industrial land uses with some federally subsidized housing near SR 160. The roadway condition is poor due to heavy truck traffic and traffic flow is hindered by railroad track crossings. Existing ADT is 14,000. Substantial congestion occurs primarily during the peak hours near the I-5 interchange and SR 160 intersection. Existing LOS is F near the I-5 freeway.

F Street. F Street is a two-way, two-lane, eastbound minor arterial from 7th to 12th, a two-way, three-lane from 12th to 16th Streets, and a two-way, two-lane arterial east of 17th Street. F Street is fronted by residential land uses to the east and commercial and residential land uses to the west. Traffic flow on F Street is signalized at 12th, 14th, 15th, and 16th Streets. F Street serves as a connector for southbound SR 160 between 12th and 15th Streets. Existing ADT is 9,500 between 12th and 16th Streets and LOS is A.

I Street. I Street is a one-way, three-lane, westbound major arterial with freeway access to I-5. Signalization occurs at 5th, 6th, 7th, 8th, 9th, 10th, 11th, 12th, 13th, 14th, 15th, 16th, 19th, and 21st Streets. I Street is a couplet to J Street. Fronting I Street are office and commercial land uses. Existing ADT ranges from 8,500 to 13,500. LOS is predominantly A, but traffic congestion can be considered substantial during peak hours near the I-5 interchange. This occurs because of conflicts with pedestrians, high bus volumes, delivery and passenger pickups, and on-street parking.

J Street. J Street is a one-way, three-lane, eastbound major arterial. J Street has freeway access to I-5 at 3rd Street and to B-80 at 29th and 30th Streets. Traffic flow is signalized at every intersection between 3rd and 16th Streets and at 19th and 21st Streets. Like I Street, frontage is dominated by commercial and office land uses. Existing ADT is 17,200 with LOS B/C; traffic flow is considered substantial during peak hours near the I-5 interchange.

L Street. L Street is a one-way, three-lane, westbound major arterial. Freeway access to westbound B-80 is possible via 3rd and 5th Streets. Traffic flow is signalized at 3rd, 4th, 5th, 6th, 7th, 8th, 9th, 10th, 11th, 12th, 15th, 16th, 19th, and 21st Streets. Fronting land uses are a mix of office and commercial. Existing ADT is 16,000. LOS is A, but, similar to I Street, traffic congestion can be considered substantial

during peak hours near the freeway access due to conflicts with pedestrians, high bus volumes, delivery and passenger pickups, and on street parking.

N Street. N Street is a one-way, three-lane, eastbound major arterial with freeway access via 3rd and 5th Streets. Signalization occurs at 3rd, 4th, 5th, 7th, 8th, 9th, 10th, 11th, 12th, 15th, 16th, 19th, and 21st Streets. Fronting land uses include a mix of office and residential developments. Existing ADT is 9,100. LOS is A, with traffic congestion increasing during peak hours.

P Street. P Street is a one-way, three-lane, westbound major arterial with direct access to I-5 and B-80. Traffic flow is signalized at 3rd, 4th, 5th, 7th, 8th, 9th, 10th, 12th, 15th, 16th, 19th, and 21st Streets. Like N Street, fronting land uses include a mix of office and residential development. Existing ADT is 8,500. LOS is A, but, similar to I Street, traffic congestion can be considered substantial during peak hours. This occurs because of conflicts with pedestrians, high bus volumes, delivery and passenger pickups, and on street parking.

Q Street. Q Street, the couplet to P Street, is a one-way, three-lane, eastbound major arterial with freeway access to I-5. Signalization occurs at 3rd, 5th, 7th, 8th, 9th, 10th, 12th, 15th, 16th, 19th, and 21st Streets. Fronting land uses are similar to P Street. Existing ADT is 8,500. LOS is A, with congestion increasing during the a.m. peak hours near the I-5 off ramp.

7th Street. 7th Street is a one-way, three-lane, southbound major arterial. Traffic flow is signalized at G, H, I, J, L, N, P, and Q Streets. Existing ADT ranges from 6,000 to 9,500. LOS is A, but, like most other downtown major arterials, congestion increases during peak hours.

12th Street. 12th Street is a one-way, three- to four-lane, southbound major arterial to L Street. South of Richards Boulevard to F Street, 12th Street is also SR 160 and is a four lane expressway. Signalization occurs at Sunbeam, North B, C, E, F, G, H, I, J, K, and L Streets. Existing ADT south of Richards Boulevard is 25,500. Traffic congestion occurs mainly during peak hours, with LOS of C.

15th Street. 15th Street, south of G Street, is a one-way, three-lane, southbound major arterial. Between F and Broadway, 15th Street serves as SR 160. Traffic flow is signalized at F, G, H, I, J, K, L, N, P, Q, S, and T Streets. 15th Street provides freeway access to westbound B-80. Fronting land uses include office, commercial, and residential developments. Existing ADT ranges from 7,500 to 11,000. LOS is A, with congestion increasing during peak hours.

16th Street. 16th Street is a one-way, three- to four-lane, northbound major arterial. 16th Street acts as northbound SR 160 from Broadway to Richards Boulevard. 16th Street provides freeway access to eastbound B-80. Traffic flow is signalized at Basler, North B, C, E, F, G, H, I, J, K, L, Capitol, N, P, Q, S, and T Streets. Existing ADT ranges from 19,000 to 29,000. LOS is F, with severe congestion during peak hours.

19th Street. 19th Street, south of I Street, is a one-way, three-lane, southbound major arterial. Traffic flow is signalized at I, J, K, L, Capitol, N, P, Q, S, and T Streets. 19th Street is fronted by residential and commercial land uses. Existing ADT ranges from 4,800 to 9,600. LOS is A, with congestion increasing during peak hours.

21st Street. 21st Street is a one-way, three-lane, northbound major arterial. Traffic flow is signalized at G, H, I, J, K, L, Capitol, N, P, Q, S, and T Streets. 21st Street is fronted by residential and commercial land uses. Existing ADT ranges from 3,600 to 10,700. LOS is A with congestion increasing during peak hours.

Existing Public Transit Network. The Sacramento Regional Transit (RT) District is the major carrier providing public transit to the program area. RT provides service to a large part of Sacramento County, with the bus system focused on the Central City area and, therefore, the program area.

The following streets in the program area are served by the RT bus system: E, F, H, I, J, L, P, Q, S, T, 3rd, 5th, 9th, 10th, 12th, 15th, 16th, 19th, 21st, Broadway, Riverside Boulevard, and Muir Way. Figure E shows the existing bus system in the area.

Assumed Programmed Improvements to the Transportation System. Two improvements that would affect the operation of the transportation system are programmed for the area: commencement of the light rail transit (LRT) system, and improvements to Richards Boulevard. These improvements will occur with or without the program.

Commencement of the LRT system will occur in two steps. The first step, scheduled for March 12, 1987, is the operation of the actual rail system. The second step, scheduled for April 5, 1987, is the reorientation of the bus route system around the rail system. Figure F depicts the LRT and bus system in the area as it will exist after April 5, 1987.

Programmed improvements to the Richards Boulevard area include: widening Richards Boulevard to four lanes from SR 160 to just east of I-5, signalizing the intersection of Richards Boulevard and North 3rd Street, placing a raised median between the eastbound and westbound lanes of Richards Boulevard at

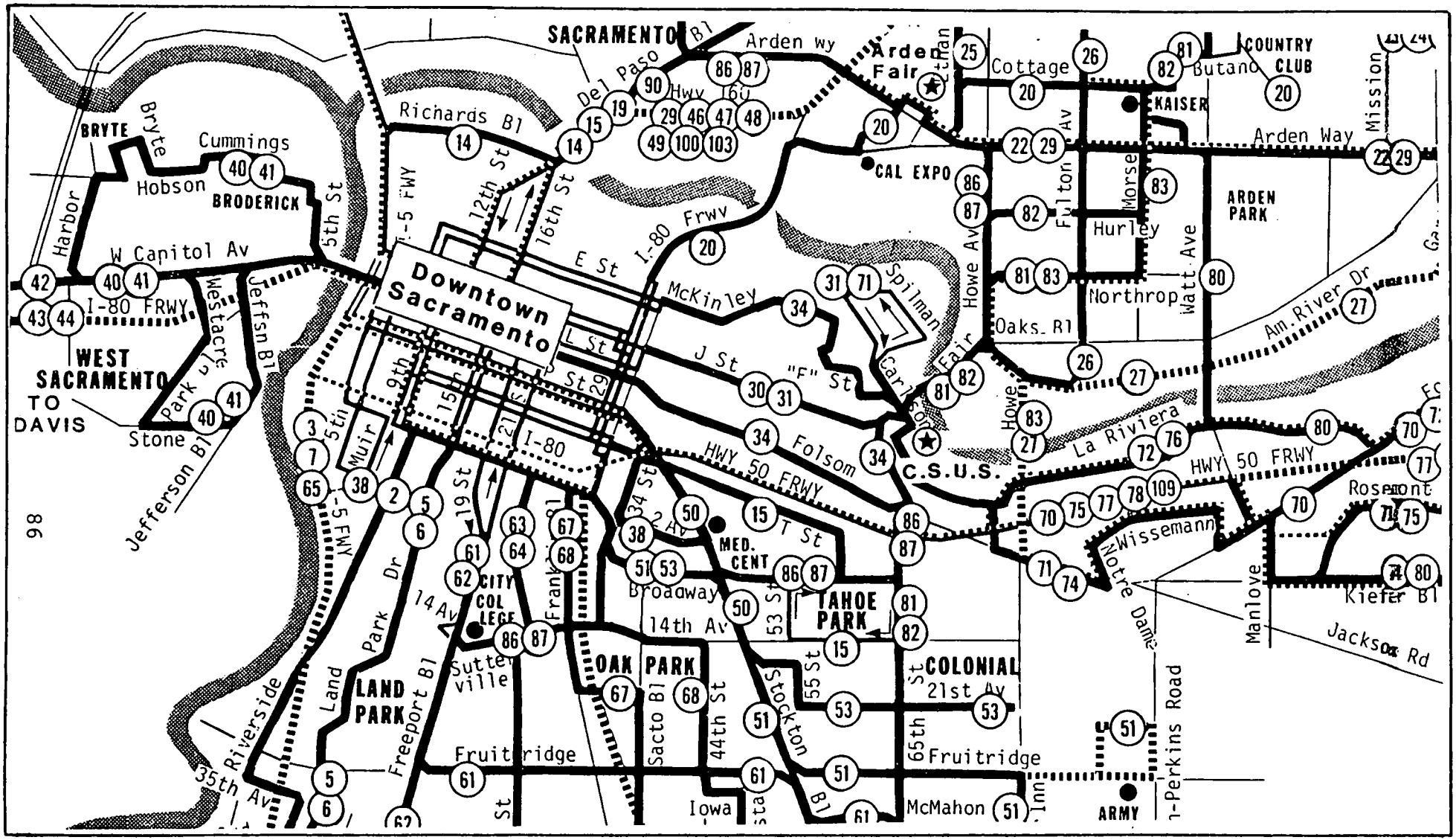


FIGURE E. EXISTING BUS ROUTES IN THE PROPOSED

DOWNTOWN/RICHARDS BOULEVARD ENTERPRISE ZONE

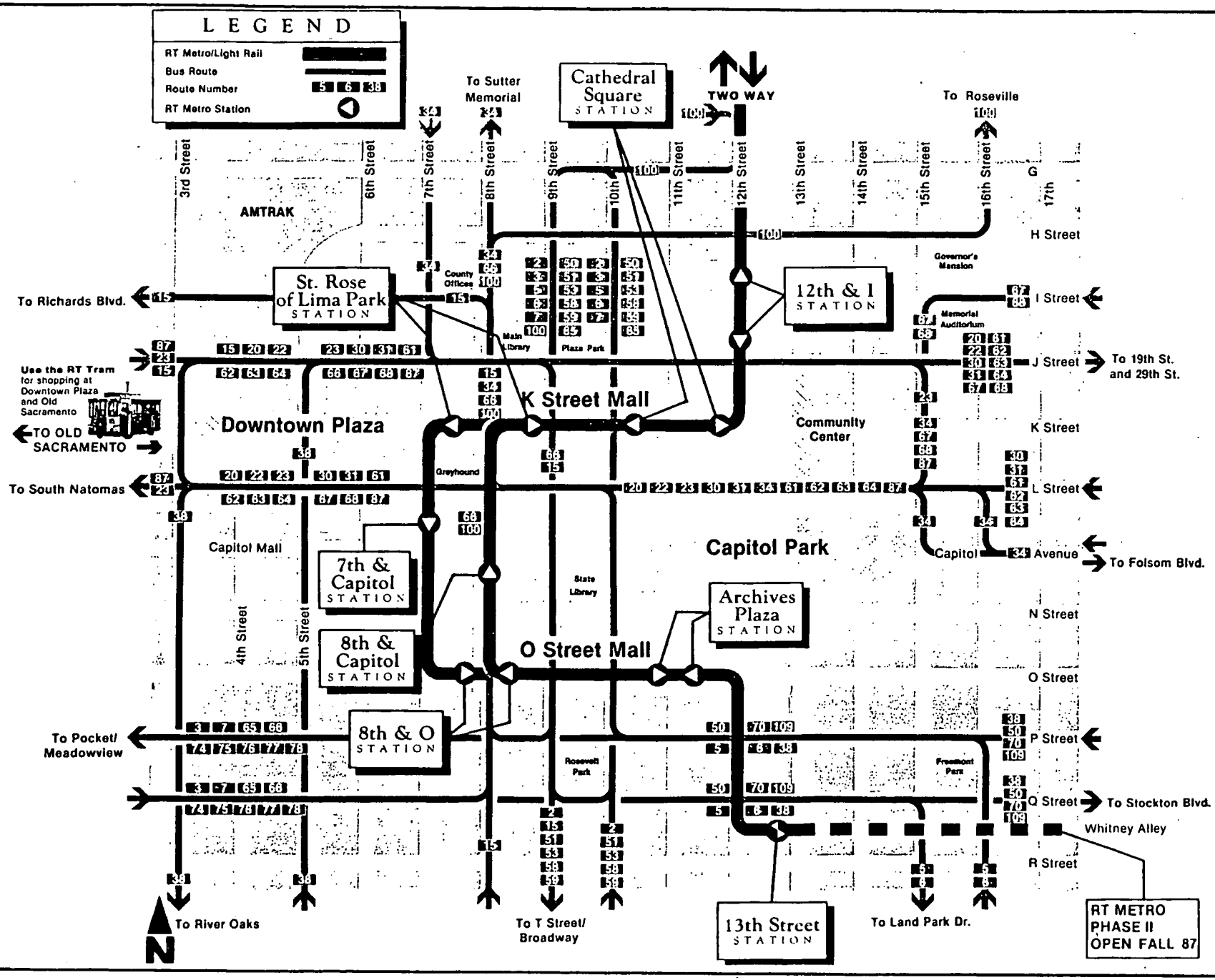


FIGURE F. POST – APRIL 5, 1987 BUS AND LRT ROUTES IN THE PROPOSED DOWNTOWN/RICHARDS BOULEVARD ENTERPRISE ZONE

Bercut Drive in order to prohibit left turns at this intersection, and widening Richards Boulevard just east of I-5 to five or six lanes (Johnson pers. comm.). The objective of these improvements is to alleviate severe existing traffic congestion.

Impacts

Impacts of the Assumed Programmed Improvements to the Transportation System. Operation of the LRT system is expected to have multiple impacts on the transportation system. At its initial service frequency, the LRT system is expected to have a minor impact on regional traffic levels. Future improvements to the service frequency would possibly have increasingly beneficial impacts on regional traffic levels. Operation of the light rail vehicles themselves is expected to result in an increase in traffic congestion where rails share a facility with or cross automobile traffic. Offsetting this impact in the program area would be a reduction in bus traffic resulting from operation of the LRT system. In the existing all-bus transit system, buses travel between northeast Sacramento County and the program area. With the reorientation of the bus routes around the rail system, these buses will travel between northeast Sacramento County and light rail stations, no longer traveling to the Central City, thus reducing bus traffic in the program area.

The widening of Richards Boulevard, separating westbound and eastbound lanes at Bercut Drive, and signalizing the intersection of Richards Boulevard and North 3rd Street will substantially alleviate existing traffic. Without these improvements, Richards Boulevard currently operates at LOS F. With existing traffic volumes, these improvements will result in LOS A and B along Richards Boulevard from I-5 to just west of SR 160 (Omni-Means, Ltd. 1985). Even with these improvements, however, substantial congestion will remain during peak hours on Richards Boulevard near SR 160. Proposed improvements to the interchange of SR 160 and Richards Boulevard are discussed later under "Mitigation Measures." Traffic operations on Richards Boulevard with future year traffic volumes is discussed below.

Methodology For Analyzing the Proposed Program. The traffic impacts of the program area were analyzed using a microcomputer transportation model developed for the SGPU Draft EIR. This transportation model is based on the MINUTP modeling system. The MINUTP model is an adaptation of the Urban Transportation Planning System (UTPS) mainframe urban transportation modeling program developed by the Federal Highway Administration. The model uses a standard gravity model technique to assign traffic to a street system based upon existing and projected land uses and roadway networks.

The transportation model developed for the SGPU Draft EIR analyzed the relationship between land use data and the transportation system in a comprehensive fashion. Rather than

analyzing individual intersections or roadway segments, the transportation model assessed how the entire transportation network responds to land use or roadway facility changes. It is, therefore, well suited for assessing the transportation impacts of cumulative land use development distributed over a wide geographic area. The transportation impacts of the proposed program would involve a wide redistribution of work trip travel patterns. Because of this, the transportation model is considered to be an effective tool for assessing the transportation impacts of the proposed program.

In the SGPU Draft EIR, a discussion of the MINUTP traffic model describes the development and calibration of the traffic model, the adjustments to the roadway network, the development of the land use data, the derivation of the trip generation rates, and the distribution and assignment of trips.

The SGPU Draft EIR transportation model was adapted in this study to reflect the land use changes implied in the proposed program. While total additional employment in the TED and NED areas does not differ from total additional employment studied in the same areas for the SGPU EIR, the location where some of the employees would live does differ from the SGPU Draft EIR. Assuming 100 percent of the additional businesses participate with the Enterprise Zone incentive program, it is possible that 50 percent of the additional employees would live in the HDUA. Thus, the proposed program could generate an estimated 3,150 jobs for HDUA residents. The impacts of the proposed program would not generate additional vehicle trips, but would affect the location of the home end of some home-work trips.

To estimate worst case traffic impacts, it was assumed that trips for 3,150 of the additional jobs in the TED and NED areas would be from the HDUA. The trip purpose affected was assumed to be home-work trips. Assuming two home-work trips per job, a total of 6,300 trips would be affected by the proposed program.

Adjustments were made to the SGPU Draft EIR transportation model to reflect a change in the location of the work end of 6,300 home-work trips produced by the HDUA. In general terms, this was accomplished by first reducing home-work trips from the HDUA to everywhere else in the urban area and, second, adding those trips back in with an orientation toward the TED and NED areas. More specifically, the following transportation model adjustments were made to account for these changing travel patterns:

1) Decrease home-work trips produced by the HDUA traffic zones and attracted to all other traffic zones in the Sacramento urban area by 6,300 trips. This was found to represent a 43 percent reduction in home-work trips produced by the HDUA.

2) Develop travel pattern percentages to represent the existing home-work trip interchanges between the each of the HDUA traffic zones and the TED and NED traffic zones. This travel pattern data would be used to guide the reassignment of the 6,300 trips.

3) Allocate the 6,300 home-work trips originating from the HDUA to the TED and NED trip destinations. The 6,300 trips deleted from travel between the HDUA and all other traffic zones in the modeling area were reassigned to travel patterns representing existing home-work interchange patterns between the HDUA and the TED and NED traffic zones (the data developed in the previous step). The result is a reassignment of 6,300 HDUA-produced home-work trips from the Sacramento urban area in general to the TED and NED areas.

The methodology employed assumes that the proposed program would not result in any increase in housing units in the HDUA or employment in the TED or NED areas, but would result in an adjustment in the destinations of home-work trips for individuals living in the HDUA Area.

Criteria for Evaluating Impacts. Traffic impacts were evaluated based upon a criteria of maintaining a LOS C or better on the local and regional circulation network. This is the level considered by the City of Sacramento to be acceptable. A V/C ratio of 0.80 is considered the point that divides acceptable and unacceptable LOS, as well as less-than-significant and significant adverse impacts. Table 9 lists the definitions of LOS for both intersections and roadway segments. Table 10 lists the ADT for each LOS on various facility types. In situations where LOS is near the worse end of the acceptable range, conditions may occur where LOS is only marginally acceptable. It should be noted that for state facilities, Caltrans judges LOS D or better as acceptable.

Impacts of the No-Project Alternative. The No-Project Alternative assumes buildout of vacant land under current land use designations without implementation of the proposed program. The No-Project Alternative is identical to the buildout of the SGPU analyzed in the SGPU Draft EIR. The projected future year ADT on the street system under development of the No-Project Alternative is shown in Figure G. The projected ADT, V/C ratios, and LOS are shown in Table 11.

Several major surface streets, including J, L, 12th and 16th Streets, and Richards Boulevard would experience significant adverse traffic impacts. In addition to these streets, several other downtown streets and intersections are also expected to experience severe congestion during peak hours due to factors unique to the area. The high volume of pedestrian traffic, on-street parking, high bus volumes, and the occurrence of double parking in the Central City area contribute greatly to

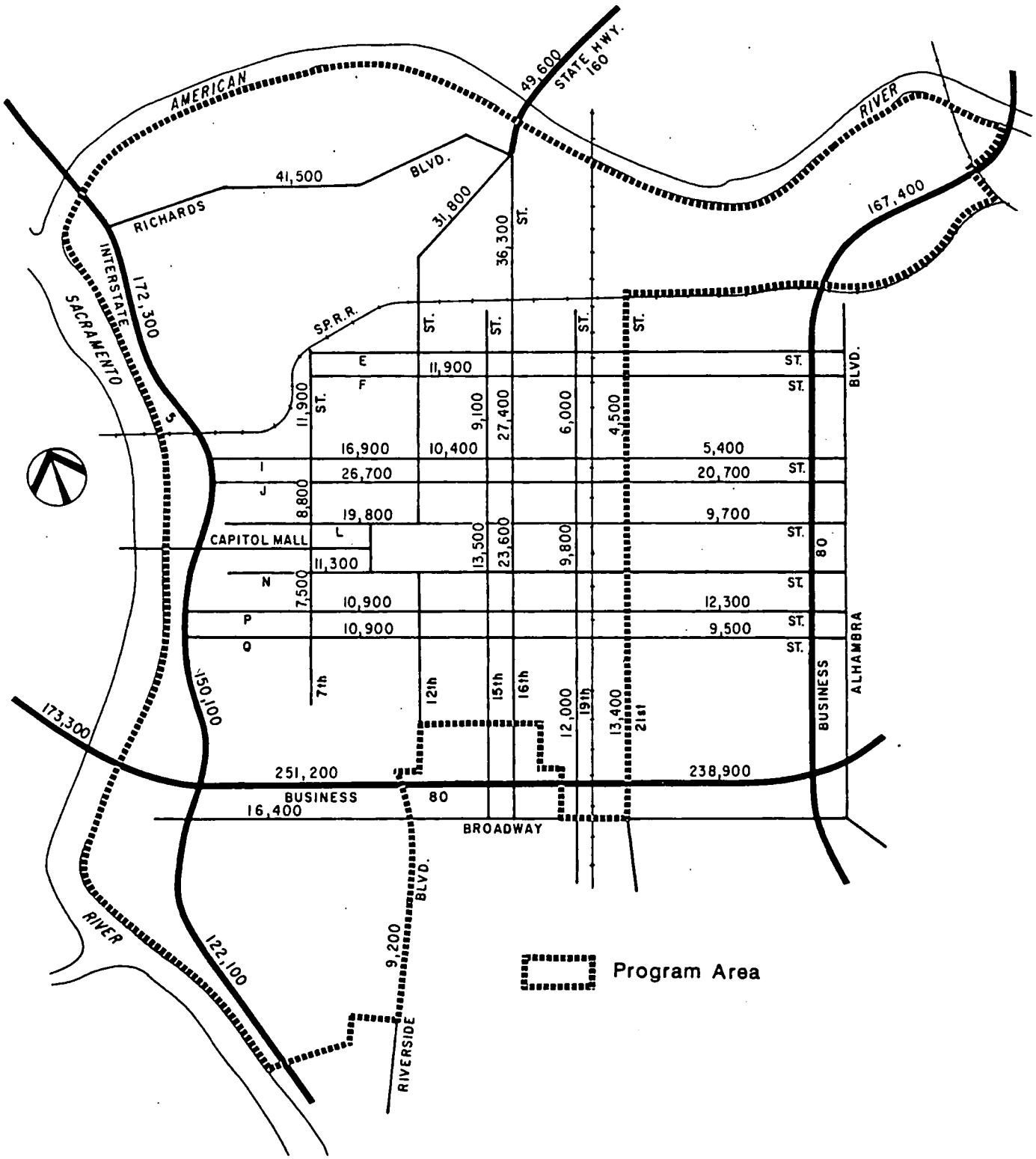


FIGURE G. DOWNTOWN/RICHARDS BOULEVARD ENTERPRISE ZONE ADT - NO PROJECT CONDITIONS (SGPU)

Source: SGPU DEIR, Jones & Stokes Associates, Inc. 1987.

an additional deterioration of LOS beyond that calculated based on traffic volume alone. The high percentage of truck traffic in the Richards Boulevard area similarly contributes to deterioration of LOS beyond that based solely on traffic volume. The programmed improvements to Richards Boulevard substantially reduce V/C ratios along Richards Boulevard under existing conditions traffic volumes. However, under future year conditions, the increased capacity provided by the improvements is offset by the projected substantial increase in traffic volumes in the Richards Boulevard area. The elimination of on-street parking would improve LOS in the Central City area. However, this may be unacceptable to merchants and workers. In general, significant adverse impacts cannot be mitigated to a less-than-significant level without displacing existing development.

Freeways in the area are also projected to experience significant adverse traffic impacts. B-80 and I-5 would experience LOS F, with traffic volumes on B-80 reaching levels as high as those currently recorded in the San Francisco and Los Angeles regions. These volumes would cause congestion throughout the day and result in peak hour conditions of up to three or more hours. Given Caltrans' policy of limiting freeway widths in the Sacramento area to eight lanes, mitigation is not available to reduce these impacts to a less-than-significant level.

Impacts of the Proposed Program. Analysis of the proposed program assumes buildout of vacant land under current land use designations, and implementation of the Enterprise Zone. As described in the "Methodology For Analyzing Proposed Program," no change in the number of dwelling units and no change in employment levels are assumed. Rather, the proposed program is assumed to result in a geographic redistribution of home-work trips. The projected future year ADT on the street system under proposed program conditions is shown on Figure H. The projected ADT, V/C ratios, and LOS are shown on Table 11.

The proposed program is projected to have an impact on the transportation system that is nearly identical to the No-Project Alternative. Although minor system-wide differences in traffic volumes and, therefore, V/C ratios are projected, the LOS is projected to be different at only two locations. 21st Street is projected to operate at LOS B under the No-Project Alternative and LOS A under proposed program conditions, and J Street between 21st Street and 29th Street is projected to operate at LOS E under the No-Project Alternative and LOS D under the proposed program condition. The roadways projected to experience significant adverse impacts under the proposed program conditions are identical to roadways projected to experience significant adverse impacts under the No-Project Alternative.

Compared to the No-Project Alternative, the largest increase in traffic volumes projected to result from the proposed program is a five percent increase on Richards Boulevard. The

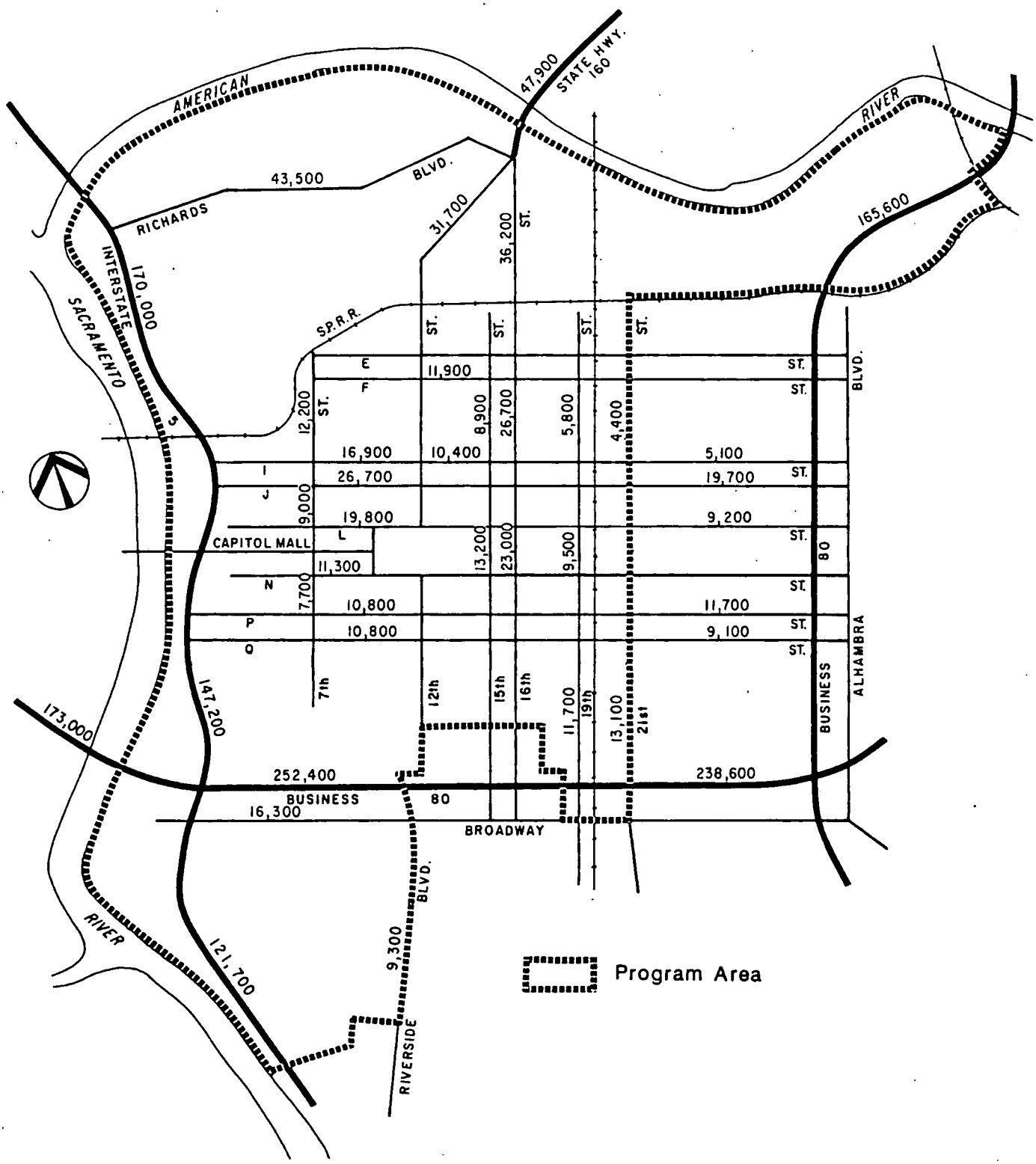


FIGURE H. DOWNTOWN/RICHARDS BOULEVARD ENTERPRISE ZONE ADT - PROPOSED PROGRAM CONDITIONS

largest decrease in traffic volumes is a six percent decrease on I Street between 21st and 29th Streets.

As noted above, the differences between the No-Project Alternative and proposed program conditions are small. However, compared to the No-Project Alternative, the proposed program can be characterized as resulting in a minor reduction in traffic volumes on regional freeways and facilities linking the HDUA with the regional facilities, and a minor increase in traffic volumes on facilities linking the HDUA with the TED and NED areas. This results from the reorientation of work trips made by residents of the HDUA away from the Sacramento urban area in general towards the TED and NED areas. Compared to the No-Project Alternative, the proposed program is projected to result in a one to three percent decrease in traffic volumes on all of the freeways radiating out from the program area. As an example of facilities linking the HDUA with the regional freeways, I, J, L, P, and Q Streets are projected to have a four to six percent decrease in traffic volumes. As an example of a facility linking the HDUA and the TED and NED areas, 7th Street is projected to have a two to three percent increase in traffic volumes.

Compared to the No-Project Alternative, the proposed program is also projected to result in some diversion of trips. An example of this can be seen in the traffic volumes on 12th and 16th Streets and SR 160 in the vicinity of Richards Boulevard. The proposed program causes a negligible decrease (0.3 percent) in traffic volume on 12th and 16th Streets south of Richards Boulevard and a larger decrease (3.4 percent) in traffic volumes on SR 160 north of Richards Boulevard. Under No-Project conditions, residents of the HDUA use 12th and 16th Streets and SR 160 to access jobs in the northeast Sacramento County area. Under proposed program conditions, these HDUA residents continue to use 12th and 16th Streets to get to work; however, rather than continuing on SR 160, some of these commuters would divert from SR 160 to access jobs in the Richards Boulevard area. Thus 12th and 16th Streets show the negligible change, and SR 160 shows a larger change.

Impacts on the Public Transit Network. RT staff has reviewed the proposed program and estimated "that the number of additional trips created under Buildout Conditions of the Enterprise zone will be within the available capacity" of the LRT and bus system (Hoyt pers. comm.). Thus, the proposed program is considered to have a less-than-significant impact on the public transit system. RT staff suggested that employers in the area be required to provide employees with a subsidy for transit passes as an employee benefit.

Mitigation Measures

No mitigation measures are available that would reduce projected cumulative impacts on streets, with or without the

project to a less-than-significant level without displacing existing development and on-street parking.

No mitigation measures are available that would reduce cumulative impacts on the freeway system with or without the project to a less-than-significant level due to the lack of available right-of-way and existing Caltrans policy limiting freeway widths in the Sacramento region to eight lanes.

The following mitigation measures are recommended in the SGPU Draft EIR.

Transportation System Management Measures. The following transportation system management measures (TSM) would not reduce traffic impacts to a less-than-significant level. However, by encouraging use of public transit, LRT, ridesharing and other forms of TSM, the measures would generally result in an improvement in the operation of the regional transportation system.

- o Establish Funding Mechanisms to Finance Transit Expansion. RT, County of Sacramento, and City of Sacramento staffs should evaluate funding mechanisms, such as assessment districts, to fund future expansion of the transit system.

- o Enforce the City's TSM Ordinance. The adopted city TSM Ordinance should be promoted and enforced. The goal of the ordinance is a fifteen percent reduction in peak hour vehicle trips.

Proposed Major Roadway Improvements. Two major roadway improvements that would affect the transportation system in the area are the Richards Boulevard Extension and the Truxel Road Bridge. Both of these facilities have been proposed to alleviate existing and projected traffic congestion that would occur with or without the proposed program. Both of these facilities need additional study to determine their feasibility, effectiveness, and environmental impacts. These two facilities are briefly described below.

- o Richards Boulevard Extension. The Richards Boulevard Extension is a proposed facility that would link a Richards Boulevard interchange with B-80 between the E Street ramps and the American River Bridge, and improvements to the SR 160 interchange at Richards Boulevard. An EIR is scheduled to be prepared on this facility in the near future. The Richards Boulevard Extension could also provide a less circuitous route between portions of the East Sacramento, Arden-Arcade, North Natomas, South Natomas, and North Sacramento community plan areas.

  While the Connector would improve traffic operations on B-80, crosstown surface streets, and the downtown B-80

ramp system, concern exists regarding the safe design of an interchange between E Street and the American River Bridge, given potential weaving problems and the existing substandard design of B-80 within that corridor.

- Truxel Road Bridge. The North Natomas Community Plan EIR and the adopted North Natomas Community Plan have identified a Truxel Road Bridge as a potential improvement to alleviate traffic on I-5 crossing the American River. This facility would extend Truxel Road across the American River into the Richards Boulevard area, where it would potentially connect with North 5th or North 7th streets. It would then require an additional bridge crossing the Southern Pacific Railroad yard and would merge as one-way couplets with 7th and 8th streets in the downtown area. The North Natomas Community Plan EIR analyzed this improvement and concluded that it could be effective in reducing traffic volumes on I-5 to a less-than-significant level (based on Caltrans criteria, LOS D). This facility, however, would be extremely costly and disruptive to existing land uses. The City of Sacramento is currently planning a study to determine the feasibility of the Truxel Road Bridge.

Air Quality

Setting

Topography and Climate. Sacramento lies within the Sacramento Valley, which is bounded by the coastal mountain range on the west and the Sierra Nevada range on the east. The Carquinez Strait is a sea level gap in the coastal range; the strait is 55 miles southwest of the study area, and the intervening terrain is flat.

The prevailing wind direction is from the southwest, resulting from marine breezes through the Carquinez Strait. During winter, the ocean breezes diminish and winds from the north occur more frequently. However, the winds from the south still predominate. Figure I shows prevailing summer wind patterns. Table 12 shows average climatological data for the Sacramento area.

The study area is located in the southern portion of the Sacramento Valley Air Basin. Yolo County, Sacramento County, and portions of Placer County and Solano County constitute the Sacramento Air Quality Maintenance Area--the air quality planning area for the Sacramento region.

Air Pollution Terminology. Any discussion of air pollution issues requires an understanding of technical air quality terms. It is especially important to understand the distinction between air pollutant emissions and ambient air quality.

The term "pollutant emissions" refers to the amount (usually stated as a weight) of one or more specific compounds introduced into the atmosphere by a source or group of sources. In practice, most pollutant emissions data are presented as "emission rates" (amount of pollutants emitted during a particular period of time).

The term "ambient air quality" refers to the atmospheric concentration (amount in a specified volume of air) of a specific compound as actually experienced at a particular geographic location (which may be some distance from the source of the relevant pollutant emissions). Measured ambient air quality levels are determined by the types and amounts of pollutants emitted into the atmosphere; the physical processes (meteorology) affecting the distribution, dilution, and removal of these pollutants; and any chemical reactions which transform pollutant emissions into other chemical substances.

Air pollutants are often characterized as being "primary" or "secondary" pollutants. Primary pollutants are those emitted directly into the atmosphere. Secondary pollutants are those formed through chemical reactions in the atmosphere; these chemical reactions usually involve primary pollutants, normal

Figure I

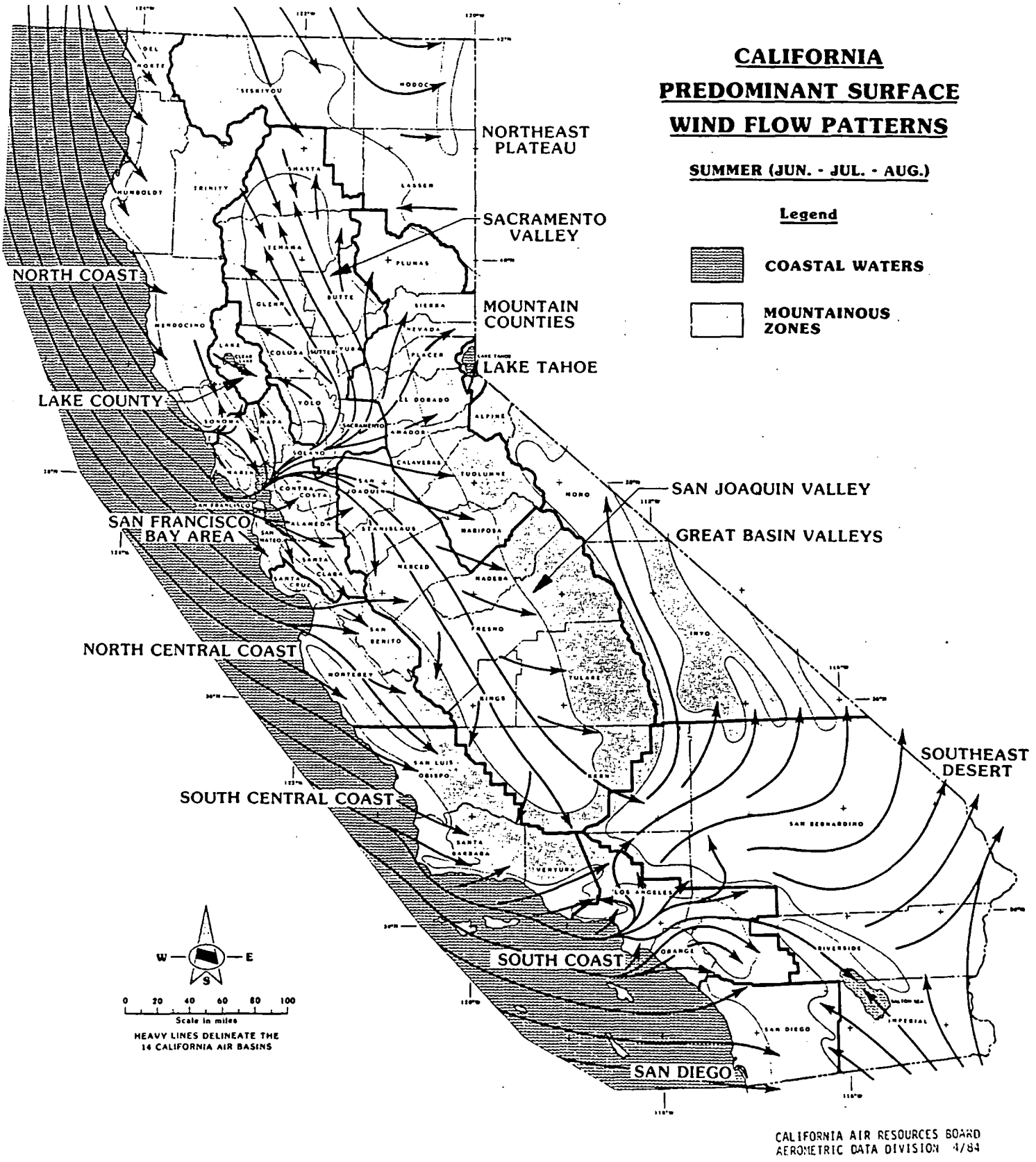

CALIFORNIA
PREDOMINANT SURFACE
WIND FLOW PATTERNS
SUMMER (JUN. - JUL. - AUG.)
Legend
COASTAL WATERS
MOUNTAINOUS ZONES
NORTHEAST PLATEAU
SACRAMENTO VALLEY
NORTH COAST
MOUNTAIN COUNTIES
LAKE TAHOE
LAKE COUNTY
SAN JOAQUIN VALLEY
SAN FRANCISCO BAY AREA
GREAT BASIN VALLEYS
NORTH CENTRAL COAST
SOUTHEAST DESERT
SOUTH CENTRAL COAST
SOUTH COAST
SAN DIEGO
W
E
S
0 20 40 60 80 100
Scale in miles
HEAVY LINES DELINEATE THE 14 CALIFORNIA AIR BASINS
CALIFORNIA AIR RESOURCES BOARD
AEROMETRIC DATA DIVISION 4/84

Table 12. Climatological Data for Sacramento

	Normal Temperatures in degrees/Fahrenheit		
	Minimum	Monthly Average	Maximum
January	37.9	45.3	52.6
April	45.3	58.2	71.0
July	57.9	75.6	93.3
October	50.0	63.9	77.7
Year	47.8	60.6	73.4

Normal Monthly Precipitation in Inches

January	4.03
April	1.31
July	0.05
October	0.86
Total for Year	17.10

Normal Relative Humidity in Percent

	Day	Night
January	71	90
April	43	81
July	28	76
October	39	79
Year	46	82

Normal Wind Direction and Speed

	Direction	Speed
January	SE	7.6
April	SW	8.9
July	SSW	9.0
October	SW	6.6
Year	SW	8.1

Source: U. S. Department of Commerce (1985)

constituents of the atmosphere, and other secondary pollutants. Those compounds which react to form secondary pollutants are often referred to as reactive pollutants, pollutant precursors, or precursor emission products.

Photochemical smog is a diverse group of secondary pollutants created by a complex series of chemical reactions that take place in the presence of sunlight. Photochemical smog is composed of many different compounds; a major component is ozone. Ozone is a compound that is harmful in itself and is also a participant in a series of continuing chemical reactions. The primary pollutants in the initial photochemical reaction are reactive organic compounds (ROC) and nitrogen oxides. These primary pollutants are generally emitted directly into the air by a wide variety of human activities, including evaporation and combustion of fuels.

The distinction between primary and secondary pollutants is more than a matter of semantics; important air quality management implications are also involved. The ambient concentration of primary pollutants depends on the spatial concentration of the emission sources, the rate of pollutant emissions, and the degree to which the emitted pollutants are dispersed or removed from the atmosphere between the emission source and the location of interest.

Air quality problems involving primary pollutants (such as carbon monoxide) can usually be traced to a single pollutant source (or a concentrated group of sources) emitting large quantities of a particular pollutant. Additionally, the responsible emission source will usually be relatively close to the location of the air quality problem. The distance between the emission source and the location of a ground-level air quality problem depends largely on the height at which the emissions are released into the atmosphere.

When an air quality problem involves a secondary pollutant, the spatial relationship between emission sources and ambient air quality problems becomes much more complicated. Because secondary pollutants are not emitted directly into the atmosphere, observed ambient concentrations may not show a clear correlation with the spatial distribution of sources emitting the pollutant precursors. The time factor involved in the chemical reactions producing secondary pollutants allows emissions from numerous sources to become dispersed and mixed together. As a result, the observed ambient pollutant concentrations are due as much to the cumulative areawide emissions of precursors as to the spatial concentration of emission sources.

Air Quality Standards. Both the State of California and the federal government have established a variety of ambient air quality standards. Federal air quality standards have been set at two levels. The federal primary standards are set to protect public health. The federal secondary standards are set to

protect other values (crops, materials, etc.). State and federal air quality standards are shown in Table 13. The state 1-hour ozone standard is 0.10 parts per million (ppm), by volume, not to be equaled or exceeded. The federal 1-hour ozone standard is 0.12 ppm, not to be exceeded more than three times in any 3-year period.

State and federal carbon monoxide (CO) standards have been set for both 1-hour and 8-hour averaging times. The state 1-hour CO standard is 20 ppm, while the federal 1-hour CO standard is 35 ppm. Both state and federal standards are 9 ppm for the 8-hour averaging period. State CO standards are phrased as values not to be exceeded. Federal CO standards are phrased as values not to be exceeded more than once per year.

The federal Clean Air Act established air quality standards for several pollutants, and requires areas that violate these standards to prepare and implement plans to achieve the standards by certain deadlines. The deadline for attaining both the ozone and CO standards is December 31, 1987. The current plan for achieving these standards, the Sacramento Air Quality Plan (Sacramento Area Council of Governments 1982), was developed by SACOG in 1982.

Areas which do not meet federal primary air quality standards are designated as "nonattainment" areas. The Sacramento Air Quality Maintenance Area (Sacramento County, Yolo County, northern Solano County, and southwestern Placer County) currently has a nonattainment designation for ozone. The urbanized portion of Sacramento County is designated a nonattainment area for CO.

Existing Conditions. Urban emission sources in the Sacramento Valley are a primary source of an existing air quality problem. The federal air quality standards for ozone and CO are being exceeded several times per year in Sacramento County. The number of days when the standards are exceeded are shown in Table 14. During 1985, exceedances of the ozone standard occurred at the North Highlands, Folsom, Citrus Heights, and Del Paso Manor monitoring stations. Exceedances of the ozone standard have occurred at the 1025 P Street station from 1978 through 1980, at the Creekside School station from 1978 through 1982, and at the Meadowview Road station during 1979 and 1980. During 1985, exceedances of the 8-hour CO standard occurred at the El Camino/Watt and Del Paso Manor stations. Exceedances of the 8-hour CO standard have occurred at the Creekside School station during 1978 through 1981.

No exceedances of the federal 1-hour CO standard have been recorded in the last 7 years. The California state 1-hour standard was last exceeded during 1978 at the El Camino/Watt station.

Table 13

AMBIENT AIR QUALITY STANDARDS

Pollutant	Averaging Time	California Standards[1]		National Standards[2]		
		Concentration[3]	Method[4]	Primary[3,5]	Secondary[3,6]	Method[7]
Oxidant[10]	1 hour	0.10 ppm (200 ug/m³)	Ultraviolet Photometry	–	–	–
Ozone	1 hour	–	–	0.12 ppm (235 ug/m³)	Same as Primary Standard	Ethylene Chemiluminescence
Carbon Monoxide	8 hour	9.0 ppm (10 mg/m³)	Non-Dispersive Infrared Spectroscopy (NDIR)	10 mg/m³ (9 ppm)	Same as Primary Standards	Non-Dispersive Infrared Spectroscopy (NDIR)
	1 hour	20 ppm (23 mg/m³)		40 mg/m³ (35 ppm)		
Nitrogen Dioxide	Annual Average	–	Gas Phase Chemiluminescence	100 ug/m³ (0.05 ppm)	Same as Primary Standard	Gas Phase Chemiluminescence
	1 hour	0.25 ppm (470 ug/m³)		–		
Sulfur Dioxide	Annual Average	–	Ultraviolet Fluorescence	80 ug/m³ (0.03 ppm)	–	Pararosaniline
	24 hour	0.05 ppm (131 ug/m³)[9]		365 ug/m³ (0.14 ppm)	–	
	3 hour	–		–	1300 ug/m³ (0.5 ppm)	
	1 hour	0.25 ppm (655 ug/m³)		–	–	
Suspended Particulate Matter (PM_{10})	Annual Geometric Mean	30 ug/m³	PM_{10}	–	–	–
	24 hour	50 ug/m³		–	–	
Suspended Particulate Matter	Annual Geometric Mean	–	–	75 ug/m³	60 ug/m³	High Volume Sampling
	24 hour	–		260 ug/m³	150 ug/m³	

1. Californi standards, other than carbon monoxide, sulfur dioxide hour) and particulate matter – PM_{10}, are values that are not to be equaled or exceeded. The carbon monoxide, sulfur dioxide (1 hour) and particulate matter – PM_{10} standards are not to be exceeded.

2. National standards, other than ozone and those based on annual averages or annual geometric means, are not to be exceeded more than once a year. The ozone standard is attained when the expected number of days per calendar year with maximum hourly average concentrations above the standard is equal to or less than one.

3. Concentration expressed first in units in which it was promulgated. Equivalent units given in parentheses are based upon a reference temperature of 25°C and a reference pressure of 760 mm of mercury. All measurements of air quality are to be corrected to a reference temperature of 25°C and a reference pressure of 760 mm of Hg (1,013.2 millibar); ppm in this table refers to ppm by volume, or micromoles of pollutant per mole of gas.

4. Any equivalent procedure which can be shown to the satisfaction of the Air Resources Board to give equivalent results at or near the level of the air quality standard may be used.

5. National Primary Standards: The levels of air quality necessary, with an adequate margin of safety, to protect the public health. Each state must attain the primary standards no later than three years after that state's implementation plan is approved by the Environmental Protection Agency (EPA).

6. National Secondary Standards: The levels of air quality necessary to protect the public welfare from any known or anticipated adverse effects of a pollutant. Each state must attain the secondary standards within a "reasonable time" after the implementation plan is approved by the EPA.

7. Reference method as described by the EPA. An "equivalent method" of measurement may be used but must have a "consistent relationship to the reference method" and must be approved by the EPA.

8. Prevailing visibility is defined as the greatest visibility which is attained or surpassed around at least half of the horizon circle, but not necessarily in continuous sectors.

9. At locations where the state standards for oxidant and/or suspended particulate matter are violated. National standards apply elsewhere.

10. Measured as ozone.

Source: California Air Resources Board Fact Sheet 38 (Revised 8/8[illegible]

Table 14. Summary of Air Quality Monitoring Data for Sacramento County

Monitoring Station	Parameter	Carbon Monoxide								Ozone							
		1978	1979	1980	1981	1982	1983	1984	1985	1978	1979	1980	1981	1982	1983	1984	1985
1025 P Street[c]	Peak hour value[a]	15	11	12						0.14	0.13	0.14					
	Peak 8-hour value[a]	7.0	7.1	7.6						NA	NA	NA					
	Days above standard[b]	0	0	0						6	2	2					
Creekside School[d]	Peak hour value[a]	19	15	16	12	12				0.22	0.20	0.18	ND	0.13			
	Peak 8-hour value[a]	11.9	11.8	11.8	10.4	6.3				NA	NA	NA	ND	NA			
	Days above standard[b]	7	6	6	1	0				15	2	8	ND	1			
North Highlands[e]	Peak hour value[a]	10	8	10	9	9	8	8	10	0.21	0.17	ND	0.18	0.16	0.17	0.17	0.18
	Peak 8-hour value[a]	6.0	4.9	5.5	3.9	4.9	5.1	5.4	6.3	NA	NA	NA	NA	NA	NA	NA	NA
	Days above standard[b]	0	0	0	0	0	0	0	0	17	5	ND	11	8	4	11	10
Meadowview Road[h]	Peak hour value[a]									0.11	0.13	0.15	0.11	0.12	0.12	0.11	0.11
	Peak 8-hour value[a]									NA	NA	NA	NA	NA	NA	NA	NA
	Days above standard[b]									0	1	3	0	0	0	0	0
Folsom	Peak hour value[a]									0.19	0.25	0.16	0.17	0.16	0.14	0.18	0.17
	Peak 8-hour value[a]									NA	NA	NA	NA	NA	NA	NA	NA
	Days above standard[b]									23	18	7	12	12	7	0	13
El Camino/Watt[f]	Peak hour value[a]	30	17		17	17	19	18	ND								
	Peak 8-hour value[a]	15.0	11.5		13.5	15.1	14.1	12.4	13.3								
	Days above standard[b]	6	2		6	5	4	5	11								
Citrus Heights-Sunrise Boulevard	Peak hour value[a]			10	10	10	9	9	9				0.14	0.13	0.15	0.19	0.20
	Peak 8-hour value[a]			7.0	5.1	8.4	5.4	5.1	7.4				NA	NA	NA	NA	NA
	Days above standard[b]			0	0	0	0	0	0				12	1	5	9	10
Del Paso Manor[g]	Peak hour value[a]				12	14	12	13	12				0.15	0.15	0.15	0.21	0.19
	Peak 8-hour value[a]				10.3	13.3	10.9	9.1	9.3				NA	NA	NA	NA	NA
	Days above standard[b]				1	3	2	0	3				9	4	9	10	9

Source: California Air Resources Board 1979-1986.

NA = Not applicable.
ND = No data or inadequate data during season of high pollution levels.

[a] Peak hour and peak 8-hour values given as parts per million by volume (ppm).
[b] For ozone, days with a peak 1-hour value exceeding the federal primary standard of 0.12 ppm; for carbon monoxide, days with a peak 8-hour average value exceeding the federal primary and state standards of 9 ppm.
[c] Station closed at end of 1980.
[d] Instrumentation problems invalidated 1981 ozone data; ozone monitoring discontinued October 1982; no carbon monoxide data reported for April-September 1981; carbon monoxide monitoring discontinued, July 1982.
[e] Station at Blackfield Drive closed in September 1979; station on Blackfoot Way began operating in January 1980.
[f] Temporary station December 1978-February 1979; permanent station began operating in January 1981.
[g] Station began operating in April 1981.
[h] Station at Meadowview closed January 1985-March 1985, and November 1985-December 1985.

Ozone. The ozone in photochemical smog is not emitted directly into the atmosphere. It is a secondary pollutant produced over time by a complicated series of chemical reactions involving nitric oxide, nitrogen dioxide, various organic compounds, ultraviolet light, and normal components of the atmosphere. Because the time frame for these reactions involves several hours, emissions of precursor compounds become mixed and spread over a large area, producing a regional pollution problem. Ozone problems are the cumulative result of regional development patterns, rather than the result of a few incrementally significant emission sources.

The Sacramento Air Quality Plan (Sacramento Area Council of Governments 1982) identifies motor vehicle emissions and evaporation of various organic compounds (solvents, fuels, etc.) as the major contributors to regional ozone problems. Pesticide use, industrial process operations, and nonhighway mobile sources (off-road vehicle use, boating, and aircraft operations) are other contributors.

The Sacramento Air Quality Plan predicts a general reduction in ozone levels through 1989. This predicted reduction is due to improved controls on both stationary source and motor vehicle emissions of organic compounds and nitrogen oxides. Despite the predicted improvements, the Air Quality Plan projects continued violation of federal and state ozone standards beyond 1987, with ozone levels increasing after 1990.

Air quality management planning in the Sacramento region has focused on reducing emissions of ROC as the most effective approach for achieving federal and state ambient air quality standards for ozone. Current projections (Table 15) indicate that regional emissions of ROC will decline to approximately 110 tons per day between 1987 and 1990, but will increase to 115.7 tons per day by 1995, and to 123.2 tons per day by 2000 (Sacramento Area Council of Governments 1986). More importantly, the regional air quality plan estimates that regional emissions of ROC must be reduced to 92.5 tons per day in order to meet the federal ozone standard.

A variety of public agencies are responsible for implementing various types of actions related to the Air Quality Plan. The U. S. Environmental Protection Agency (EPA) and the California Air Resources Board (ARB) are responsible for setting limits on the amount of emissions which motor vehicle engines can produce. The Sacramento County Air Pollution Control District (APCD) is responsible for limiting the amount of emissions from industrial and other fixed sources of pollutants. Cities, counties, and transit agencies are responsible for land use and transportation measures which reduce the amount of vehicle travel in the region.

The City of Sacramento has adopted several measures to assist in implementing the Air Quality Plan. These include a

Table 15

Projected Daily Emissions of Reactive Organic Compounds In the Sacramento Region

Source Category	1985		1987		1990		1995		2000	
	Tons/Day	Percent	Tons/Day	Percent	Tons/Day	Percent	Tons/Day	Percent	Tons/Day	Percent
Fuel Combustion	0.72	0.6%	0.76	0.6%	0.82	0.7%	0.94	0.7%	1.06	0.8%
Waste Burning	2.29	1.8%	2.32	1.9%	2.38	1.9%	2.53	1.9%	2.68	1.9%
Solvent Use	25.93	20.1%	26.85	21.5%	28.42	22.7%	31.36	23.8%	34.19	24.5%
Petroleum Processing, Storage, & Transfer	4.06	3.1%	4.15	3.3%	4.27	3.4%	4.44	3.4%	4.57	3.3%
Industrial Processes	5.89	4.6%	6.20	5.0%	6.65	5.3%	7.66	5.8%	8.67	6.2%
Pesticide Use	9.65	7.5%	9.64	7.7%	9.84	7.9%	10.12	7.7%	9.93	7.1%
Other Stationary Sources	0.99	0.8%	1.00	0.8%	1.00	0.8%	1.00	0.8%	1.00	0.7%
Stationary Source Subtotal	49.53	38.4%	50.92	40.8%	53.38	42.6%	58.05	44.0%	62.10	44.6%
On-Road Vehicles	62.09	48.1%	55.87	44.8%	52.93	42.2%	52.95	40.2%	54.58	39.2%
Other Mobile Sources	17.37	13.5%	18.03	14.4%	19.03	15.2%	20.88	15.8%	22.66	16.3%
Mobile Source Subtotal	79.46	61.6%	73.90	59.2%	71.96	57.4%	73.83	56.0%	77.24	55.4%
Total Baseline Emissions	128.99	100.0%	124.82	100.0%	125.34	100.0%	131.88	100.0%	139.34	100.0%
Air Quality Plan Forecast	119.48		110.65		110.04		115.69		123.15	

Note: Baseline emission forecasts do not account for the effect of measures in the Air Quality Plan.

Source: Sacramento Area Council of Governments 1986.

Trip Reduction Ordinance, an In-Lieu Parking Ordinance, a Bicycle Parking Facilities Ordinance, and an Infill Incentives Program. The city Trip Reduction Ordinance requires new major employers (those with more than 100 employees) to conduct an employee educational program to promote ridesharing, transit, and other measures. New employers with 200 or more employees must also implement a Transportation Management Plan.

The employer Transportation Management Plan program has a goal of reducing peak hour vehicle trips by 15 percent. In the existing city ordinance, various predefined measures are automatically credited with set percentage reduction credits. Employer Transportation Management Plans must contain enough measures to provide trip reduction credits totaling 15 percent or more.

Methodology. Analyses used to evaluate potential ozone concentrations for urban areas fall into two general approaches: simple extrapolations based on net changes in cumulative emissions, and detailed photochemical modeling analyses.

Detailed photochemical simulation modeling analysis for a large urban area is a time-consuming and expensive proposition. Such modeling was performed for the 1982 regional air quality plan. That modeling involved significant staff efforts from ARB, Caltrans, SACOG, and the APCD. The overall work program required more than 2 years of effort at a cost of several hundred thousand dollars.

The complexity and cost of photochemical simulation modeling were considered prohibitive in the context of this EIR. Thus, potential contributions to ozone levels are normally characterized in terms of the quantity of pollutants which contribute significantly to ozone formation. Pollutant emissions contributing to ozone formation are generally categorized into two groups of compounds: ROC; and the two combustion-related oxides of nitrogen, nitric oxide and nitrogen dioxide. Nitric oxide and nitrogen dioxide are often referred to collectively as nitrogen oxides (NOx).

In Sacramento, motor vehicles are the major source of both ROC and NOx. Thus, attention has been focused on estimating emissions of these compounds from vehicle traffic.

Data produced by the traffic modeling effort conducted for the SGPU Draft EIR were used to develop estimates of traffic-related emissions for existing and future conditions. The procedures used in these analyses are described briefly below and in more detail in Appendix 6 of the SGPU Draft EIR.

The traffic model provided data on trip patterns between different community plan areas. Trip types used in the traffic model are categorized into three internal types (home-work

trips, home-other trips, and nonhome-based trips), and two external types (internal-external trips and external-internal trips). Through trips were estimated separately from data provided by Caltrans.

While the traffic model calculated total vehicle miles traveled (VMT) for the entire modeling area, it did not calculate VMT by trip type or VMT for trips between pairs of community plan areas. Land use and highway maps were used to estimate average trip lengths between community plan areas by trip type. This involved determination of average highway distances between major concentrations of residential, business, commercial, industrial, and educational land uses in the City of Sacramento, under both existing and future conditions.

Initial estimates of internal-external trip type distances for each community plan area were varied until the aggregate of trip-type VMT between community plan areas matched the traffic model estimate of cumulative VMT (within 1.5 percent).

Travel time frequency distributions for each trip type were used to determine average vehicle operating mode conditions by trip type under existing and future conditions. Reasonable data on average vehicle operating mode conditions are necessary to accurately estimate vehicle emission rates.

The travel time frequency distribution patterns extracted from the traffic model do not reflect travel delays caused by congestion on the modeled highway network. For future conditions, such delays will be considerable. Consequently, the base frequency distribution patterns from the model were extrapolated to reflect mean trip durations under total delay times estimated by the traffic model.

Existing and future vehicle emission rates were estimated separately for each trip type at a variety of average speeds. The trip type emission rates reflected appropriate mixes of vehicle types and operating mode conditions.

The traffic model provided data on the percent of VMT occurring under six different levels of traffic congestion (expressed as volume/capacity [V/C] ratios). Congested speeds on different roadway types under these V/C ratios were estimated using a program developed by Jones & Stokes Associates. This program is based on V/C ratio speed conversions contained in the "1965 Highway Capacity Manual" (Highway Research Board 1965).

Existing and future vehicle emissions were calculated by trip type for trips between each of the community plan areas. These emission estimates reflect separate vehicle mixes for each trip type, separate operating mode patterns for each trip type, and the percent of VMT occurring in each of six speed categories. Each speed category reflects one of the V/C ratio

categories used by the traffic model to summarize congestion delays.

The procedures noted above effectively allocated modeled VMT estimates among 24 separate emission rate categories (six speed categories by four vehicle mix/operating mode mix categories). Separate sets of emission rates were computed for three time frame/vehicle operating mode situations for existing conditions and the No-Project Alternative. All emission rates reflected an 80°F air temperature (which is a summertime average temperature appropriate for the ROC analysis) and the presence of a vehicle inspection and maintenance program.

Citywide. Ozone, the main component of photochemical smog, is primarily a summer/fall period pollution problem. Federal and state ozone standards have been periodically exceeded in most parts of Sacramento County for many years. The highest ozone levels and most frequent violations of the ozone standards tend to occur in the northern part of the county. The lowest ozone levels and least frequent violations of the ozone standards are thought to occur in the southeastern part of the county. This geographic pattern is expected on the basis of wind flow patterns and atmospheric chemistry and is generally confirmed by available monitoring data (Table 14).

Estimates of 1985 average summer day traffic-related emissions of ROC and NOx are presented in Table 16. These estimates are presented for individual community plan areas, the City of Sacramento as a whole, and the remaining portion of the area covered by the regional traffic model. For typical summer conditions, traffic originating in the City of Sacramento produces 12.7 tons per day of ROC emissions and 10.5 tons per day of NOx emissions.

The data in Table 16 differ from the 1985 emission estimates presented in Table 15 due to variations in data sources and computation procedures. The vehicle emission estimates in Table 15 were prepared by ARB using various statewide average data assumptions and vehicle registration data for Sacramento County. The emission estimates in Table 16 were prepared using data and assumptions derived from the traffic modeling studies performed for the SGPU Draft EIR.

Within a regional context, trips originating in the City of Sacramento contribute about 20 percent of the regionwide traffic-related emissions of ozone precursors. About 55 percent of the emissions associated with trips originating inside the city actually occur outside the city limits. About 19 percent of the regional traffic-related emissions occur within the city (regardless of where the vehicle trip originated).

Home-work trips (two-way trips) account for 33 percent of city-generated ROC traffic emissions and 31 percent of NOx emissions. Home-other trips (two-way trips) account for

Table 16. Existing Traffic-Related Ozone Precursor Emissions

Area of Trip Origin	Pollut-ant	Emissions Inside City (Tons/Day)	Emissions Outside City (Tons/Day)	Total Emissions (Tons/Day)	Percent Of Regional Emissions
Airport Meadowview	ROC	0.31	0.32	0.64	1.06%
	NOx	0.25	0.27	0.52	0.95%
Arden-Arcade	ROC	0.45	0.65	1.11	1.84%
	NOx	0.38	0.53	0.91	1.67%
Central City	ROC	1.00	1.68	2.67	4.43%
	NOx	0.83	1.35	2.18	3.99%
East Broadway	ROC	0.77	0.95	1.72	2.85%
	NOx	0.64	0.78	1.42	2.60%
East Sacramento	ROC	0.52	0.68	1.20	1.99%
	NOx	0.43	0.55	0.98	1.80%
Land Park	ROC	0.59	0.48	1.08	1.78%
	NOx	0.49	0.40	0.89	1.62%
North Natomas	ROC	0.07	0.06	0.13	0.21%
	NOx	0.06	0.05	0.10	0.19%
North Sacramento	ROC	0.61	0.74	1.35	2.24%
	NOx	0.51	0.61	1.12	2.04%
Pocket Area	ROC	0.48	0.25	0.73	1.22%
	NOx	0.39	0.21	0.60	1.09%
South Natomas	ROC	0.29	0.20	0.49	0.82%
	NOx	0.24	0.17	0.40	0.74%
South Sacramento	ROC	0.63	0.98	1.60	2.66%
	NOx	0.52	0.81	1.33	2.43%
City Total	ROC	5.72	7.00	12.71	21.10%
	NOx	4.74	5.72	10.46	19.15%
Outside City	ROC	5.94	41.59	47.54	78.90%
	NOx	5.82	38.32	44.15	80.85%
Regional Total	ROC	11.66	48.59	60.25	100.00%
	NOx	10.56	44.04	54.60	100.00%

Notes: ROC = reactive organic compounds
NOx = nitrogen oxides (nitric oxide plus nitrogen dioxide)
Emission estimates developed using EMFAC6D emission rates for 80 degree F conditions.

49 percent of ROC emissions and 47 percent of NOx emissions. Nonhome-based trips (two-way trips) account for 17 percent of ROC emissions and 20 percent of NOx emissions. Internal-external trips account for the remaining emissions.

Study Area. For this regional air quality analysis, the Central City community plan area will be used as a surrogate for the proposed Enterprise Zone study area. Traffic originating in the Central City produces 21 percent of city-generated traffic emissions. The Central City comprises 6.6 percent of the SGPU area acreage.

Home-work trips account for 33 percent of ROC emissions and 31 percent of NOx emissions. Home-other trips account for 53 percent of ROC emissions and 50 percent of NOx emissions. Nonhome-based trips account for 14 percent of ROC emissions and 16 percent of NOx emissions. Internal-external trips account for the remaining emissions.

Carbon Monoxide. CO is primarily a winter period pollution problem. Motor vehicle emissions are the dominant source of CO in most areas. As a directly emitted pollutant, transport away from the emission source is accompanied by dispersion and reduced pollutant concentrations. Consequently, CO problems are usually localized, often the result of a combination of high traffic volumes and significant traffic congestion.

Outdoor CO levels are a fairly reliable indicator of potential indoor CO levels. CO is not chemically reactive and is poorly soluble in water. Thus, it is not absorbed onto surfaces. It enters buildings through open doorways, open windows, or building ventilation systems.

During late 1980 and early 1981, ARB, Caltrans, and the Sacramento County APCD conducted a special CO study at three intersections in the Sacramento area (Macaluso 1981). One of the conclusions of the study was that episodes of high CO levels at all three locations occurred most often during late afternoon to nighttime hours.

Data from previous studies suggest that CO problems occur primarily in the vicinity of major traffic arteries having significant amounts of commercial development. The presence of significant commercial development is an important contributing factor for two reasons. Parking lots for such developments represent a localized source of emissions which augment the CO emissions from vehicle traffic on adjacent roadways. Additionally, vehicles leaving major parking lots are likely to be in a "cold start" operating mode, resulting in higher CO emission rates than is typical for through traffic on major roadways.

Meteorological conditions are also a significant factor affecting the development of CO problems. High CO levels

develop primarily during the winter months when periods of light winds or calm conditions combine with the formation of ground level temperature inversions (typically from the evening through early morning period). These conditions result in reduced dispersion of vehicle emissions, allowing CO problems to develop and persist during hours when traffic volumes are declining from peak levels. Motor vehicles also exhibit increased CO emission rates at low air temperatures.

CO levels are a public health concern because CO combines readily with hemoglobin and thus reduces the amount of oxygen transported in the blood stream. Relatively low concentrations of CO can significantly affect the amount of oxygen in the blood stream since CO binds to hemoglobin 220-245 times more strongly than does oxygen. Both the cardiovascular system and the central nervous system can be affected when 2.5-4.0 percent of the hemoglobin in the bloodstream is bound to CO rather than to oxygen. State and federal ambient air quality standards for CO have been set at levels intended to keep CO from combining with more than 1.5 percent of the blood's hemoglobin (U. S. Environmental Protection Agency 1979 and California Air Resources Board 1982).

Methodology. The existing and future year CO air quality analyses performed for this EIR used a computer model called CALINE3. CALINE3 is a line source air quality model developed by Caltrans to analyze localized air quality impacts (Benson 1979). For a description of CALINE3, see the technical appendix available at SHRA.

The air quality analysis uses the traffic data described in the "Traffic and Circulation" section of this EIR. The traffic data included estimated existing traffic volumes, projected future year traffic volumes, estimated existing V/C ratios, projected future year V/C ratios, and estimated free-flow traffic speeds (which were then reduced to reflect traffic congestion). The air quality analysis of future year conditions assumes the construction of planned roadway improvements as contained in adopted community plans, and as identified by the city Traffic Engineer, Caltrans, and County of Sacramento staff. These improvements include the widening of Richards Boulevard.

The CALINE3 air quality analysis estimated CO concentrations at "receptors" which are specific geographic points representing locations where people would be exposed to CO. Receptors are typically residences or places of work near congested intersections where people would be exposed to vehicle-generated CO for extended periods of time. For each receptor, CALINE3 estimates the total of CO contributions from a network of roadway segments.

The receptor locations were determined by examining recent (1985) aerial photographs. The buildings closest to a congested intersection were selected as receptor locations. Where there

were no buildings in the vicinity of congested intersections, receptor points were located 50 feet from the edge of the roadways. The setback of 50 feet is the assumed average distance value.

Table 17 shows estimated CO concentrations at 25 receptors throughout the study area. Figure J graphically displays the location of these receptors. One of the 25 receptors is estimated to be in violation of the state and federal 8-hour CO standard of 9 ppm under existing conditions. None of the receptors are estimated to be in violation of the state 1-hour CO standard of 20 ppm or the federal 1-hour standard of 35 ppm.

The highest estimated worst case 8-hour average value under existing conditions is 9.4 ppm at the interchange of I-5 and Richards Boulevard. The highest estimated 1-hour value is 13.5 ppm at the same location.

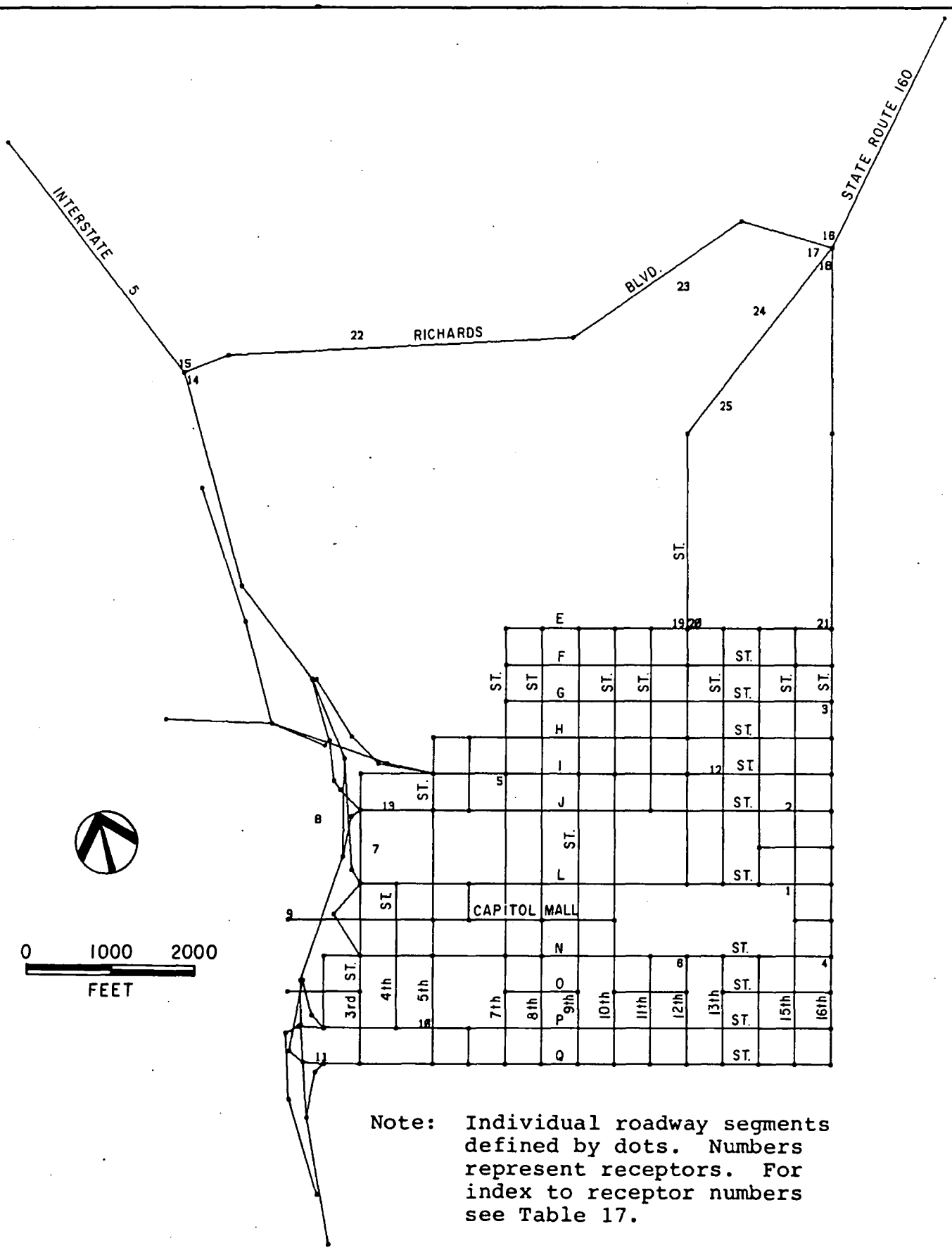
Impacts of the No-Project Alternative

Definition of Significance. In this section, the potential air quality impacts from the No-Project Alternative are discussed. As called for by the CEQA Guidelines (Section 15064[e] and Appendix G), significant adverse impacts are identified as concentrations which "violate any ambient air quality standard, contribute substantially to an existing or projected air quality violation, or expose sensitive receptors to substantial pollutant concentrations."

Potential for Regional Ozone Problems. Emission estimate computation procedures used in the following analyses are discussed in the "Existing Conditions" section of this section of the EIR and in Appendix 6 of the SGPU Draft EIR.

The estimates of future traffic-related ROC emissions contained in this EIR and the SGPU Draft EIR significantly exceed the estimates being used by SACOG for current air quality management planning. The current SACOG estimate of future (year 2000) traffic-related ROC emissions (54.6 tons per day) is substantially below the estimate of 99.8 tons per day presented in this EIR. The 99.8 tons per day estimate represents both year 2016 SGPU buildout and also the proposed Enterprise Zone No-Project Alternative. These differences are due partly to differences in growth assumptions and partly to differences in procedures used to estimate vehicle emissions.

The SACOG emission forecasts in Table 15 appear to be based on year 2000 population estimates of 393,515 for the City of Sacramento, 1,186,600 for Sacramento County, and 1,698,400 for the SMSA. The growth assumptions used for this EIR reflect SGPU and proposed Enterprise Zone No-Project Alternative buildout conditions. These buildout conditions reflect a city (year 2016) population of 523,607. Buildout land use assumptions used



Note: Individual roadway segments defined by dots. Numbers represent receptors. For index to receptor numbers see Table 17.

FIGURE J. MICROSCALE AIR QUALITY ROADWAY NETWORK AND RECEPTORS FOR THE PROPOSED DOWNTOWN/ RICHARDS BOULEVARD ENTERPRISE ZONE

Table 17. Predicted Worst-Case Carbon Monoxide Levels in the Program Area

Receptor Number	Location of Receptor	Carbon Monoxide Concentrations in Parts Per Million					
		Existing Conditions		No Project Conditions (SGPU)		Proposed Program Conditions	
		Peak Hour Average	8-Hour Average	Peak Hour Average	8-Hour Average	Peak Hour Average	8-Hour Average
1.	Capitol Park, SW corner of 15th Street and L Street	4.6	3.2	3.8	2.7	3.8	2.7
2.	Pacific Bell building on the NW corner of 15th Street and J Street	5.2	3.6	4.3	3.0	4.3	3.0
3.	Music Circus on the SW corner of 16th Street and G Street	5.3	3.7	4.5	3.2	4.5	3.2
4.	Apartment building on the SW corner of 16th Street and N Street	5.3	3.7	4.7	3.3	4.7	3.3
5.	SHRA building on the SW corner of I Street and 7th Street	6.0	4.2	4.8	3.4	4.8	3.4
6.	Caltrans building on the SW corner of N Street and 12th Street	3.4	2.4	2.7	1.9	2.7	1.9
7.	Holiday Inn on the NW corner of K Street and 4th Street	7.8	5.5	6.3	4.4	6.3	4.4
8.	Old Sacramento parking lot on the SE corner of 2nd Street and J Street	6.2	4.3	5.0	3.5	5.0	3.5
9.	Office building on the NE corner of Front Street and Capitol Ave.	4.7	3.3	3.6	2.5	3.5	2.5
10.	Senior citizen building on the NW corner of 5th Street and P Street	5.4	3.8	4.4	3.1	4.4	3.1
11.	Housing on the NE corner of 2nd Street and Q Street	3.7	2.6	3.3	2.3	3.3	2.3
12.	Office building on the NW corner of I Street and 13th Street	4.3	3.0	3.5	2.5	3.5	2.4
13.	Wong Center on the NW corner of J Street and 4th Street	5.9	4.1	4.7	3.3	4.7	3.3
14.	SE corner of I-5 and Richards Blvd.	12.6	8.8	12.2	8.5	12.2	8.5
15.	NE corner of I-5 and Richards Blvd.	13.5	9.4*	14.7	10.3*	15.3	10.7*
16.	North corner of State 160 and Richards Blvd.	6.0	4.2	8.4	5.9	8.5	5.9
17.	West corner of State 160 and Richards Blvd.	4.9	3.4	7.8	5.5	8.1	5.7
18.	South corner of State 160 and Richards Blvd.	6.5	4.5	6.9	4.8	6.9	4.8
19.	NW corner of 12 and E Streets	5.5	3.8	3.7	2.6	3.7	2.6
20.	NE corner of 12 and E Streets	5.0	3.5	3.4	2.4	3.4	2.4
21.	NW corner of 16 and E Streets	5.5	3.8	4.7	3.3	4.7	3.3
22.	Building on the NW corner of Richards Blvd. and North 5th Street	4.2	2.9	5.9	4.1	6.1	4.3
23.	Housing units of the SE corner of Richards Blvd. and Dos Rios	3.6	2.5	6.4	4.5	6.6	4.6
24.	Building on the NW corner of North 12th Street and Sunbeam	4.3	3.0	4.3	3.0	4.4	3.1
25.	Building on the NE corner of North 12th and North B Street	4.0	2.8	4.5	3.2	4.5	3.2

Notes:
- Federal and state 8-hour standards for CO = 9 parts per million (ppm).
- Federal 1-hour standard for CO = 35 ppm.
- State 1-hour standard for CO = 20 ppm.
- Results based upon CALINE3 dispersion model.
- 8-hour average values = 0.70 x peak 1-hour average values.
- CO concentrations reflect implementation of a motor vehicle inspection and maintenance program.
- CO concentrations do not include any "background" CO, since the modeling network included all significant roadways for receptors 1-13, 19-21. For all other receptors, CO concentrations include a "background" of 2.5 ppm for existing and 1.4 ppm for future 8-hour average and 3.6 ppm for existing and 2.0 ppm for future 1-hour average.
- For description of other assumptions and methodology, see the technical appendix.

*Potential exceedance of federal and/or state standard.

for the traffic modeling studies have not been converted to population estimates for other jurisdictions. It is clear, however, that the buildout population of the region will significantly exceed the year 2000 regional population assumed by SACOG.

If the vehicle emission forecast in Table 15 is adjusted to reflect the expected 20 percent overall effectiveness of the vehicle inspection and maintenance program, the SACOG estimate of year 2000 on-road vehicle ROC emissions would be reduced to 43.7 tons per day. The 99.8-ton per day estimate developed for this EIR is 128.8 percent higher. Thus, differences between the vehicle emission estimates in this EIR and those prepared by SACOG are due primarily to differences in procedures used to estimate cumulative vehicle travel and average vehicle emission rates. As explained in Appendix 6 of the SGPU Draft EIR, the data used for this EIR and the SGPU Draft EIR were derived directly from new regional traffic modeling studies.

Citywide. Traffic-related emissions attributable to development associated with buildout of the proposed Enterprise Zone No-Project Alternative are presented in Table 18. Traffic-related ROC emissions are projected to increase by 47 percent over existing levels while traffic-related NOx emissions would decrease by 1 percent from existing levels.

Within a regional context, trips originating in the City of Sacramento would contribute 17-19 percent of the regionwide traffic-related emissions of ozone precursors. About 58 percent of the emissions associated with trips originating inside the city would actually occur outside the city limits. About 21 percent of the regional traffic-related emissions would occur within the city (regardless of where the vehicle trip originated).

Citywide traffic-related regional ozone precursor emission increases associated with buildout of the SGPU (the proposed Enterprise Zone No-Project Alternative) would worsen existing ozone problems in the Sacramento region. This represents an unavoidable significant adverse cumulative impact.

Study Area. Traffic-related emissions associated with trips originating in the Central City community plan area (used in this EIR as a surrogate for the proposed Enterprise Zone study area) under No-Project Alternative conditions are presented in Table 18. Traffic-related ROC emissions are projected to increase by 2 percent over existing levels while traffic-related NOx emissions would decrease by 31 percent.

Within a regional context, trips originating in the Central City would contribute 2-3 percent of the regionwide traffic-related emissions of ozone precursors.

Table 18

Existing and Projected Traffic-Related Ozone Precursor Emissions

Area of Trip Origin	Pollutant	Traffic-Related Emissions: Existing Conditions: Tons Per Day	Existing Conditions: Percent of Urban Area Total	No Project Alternative: Tons Per Day	No Project Alternative: Percent of Urban Area Total	Percent Change From Existing Conditions to No Project Alternative
Central City Community Plan Area	ROC	2.67	4.43%	2.72	2.72%	1.79%
	NOx	2.18	3.99%	1.50	2.42%	-31.25%
Total For City of Sacramento	ROC	12.71	21.10%	18.71	18.75%	47.18%
	NOx	10.46	19.15%	10.37	16.79%	-0.81%
Remainder of the Urban Area	ROC	47.54	78.90%	81.09	81.25%	70.59%
	NOx	44.15	80.85%	51.43	83.21%	16.49%
Total For Urban Area	ROC	60.25	100.00%	99.81	100.00%	65.65%
	NOx	54.60	100.00%	61.80	100.00%	13.18%

Notes: ROC = reactive organic compounds
NOx = nitrogen oxides (nitric oxide plus nitrogen dioxide)
Emission estimates developed using EMFAC6D emission rates for 80 degree F conditions, and assuming continuation of the current vehicle inspection and maintenance program.

Traffic-related emissions associated with only the study area portion of the proposed Enterprise Zone No-Project Alternative would not significantly increase compared to existing levels. This is considered a less-than-significant impact.

Potential for Localized Carbon Monoxide Problems

The microscale air quality model, CALINE3, was used in estimating the impacts of the No-Project Alternative and the proposed program. The procedures used to estimate CO concentrations are discussed in the "Existing Conditions," "Carbon Monoxide," "Methodology" section and in Appendix C.

The "Traffic and Circulation" section of this EIR describes programmed improvements to Richards Boulevard assumed in the traffic analysis. These improvements include roadway widening, signalization, and placement of a median. The localized air quality analysis of the No-Project Alternative and proposed program conditions also assumed these programmed improvements.

The "Traffic and Circulation" section of the EIR also describes two major potential improvements to the regional transportation system: the Elvas-Richards Connector and the Truxel Road Bridge. Further studies of these facilities would be needed to quantify their transportation and air quality impacts. Because of this, they are not assumed as mitigation in the air quality analysis of this EIR. It should be noted, however, that these potential major improvements to the regional transportation system could result in significant reductions in localized CO concentrations by reducing congestion and diverting traffic away from existing facilities.

Table 17 shows projected CO concentrations at 25 receptors throughout the study area. Figure J graphically displays the location of these receptors. One of the 25 receptors is projected to be in violation of the state and federal 8-hour CO standard of 9 ppm under No-Project Alternative conditions. None of the receptors projected to be in violation of the state 1-hour standard of 20 ppm or the federal 1-hour standard of 35 ppm.

The highest projected worst case 8-hour average value and No-Project Alternative conditions is 10.3 ppm at the Richards Boulevard interchange of I-5. The highest estimated 1-hour value is 14.7 ppm at the same location.

The localized air quality analysis of roadways in the vicinity of the Richards Boulevard interchange of I-5 already assumed major improvements to Richards Boulevard under unmitigated conditions. Because of this, mitigation measures that would reduce projected CO concentrations to a level below the air quality standard could not be implemented without displacing

existing development. This is considered to be a significant unavoidable adverse impact.

Impacts of the Proposed Program

Potential for Regional Ozone Problems. Compared to the No-Project Alternative, implementation of the proposed program would result in the redistribution of 6,300 vehicle trips; this redistribution would not affect the total number of vehicle trips in the urban area. Under proposed program conditions, the 6,300 vehicle trips would be shorter, and, therefore, produce fewer emissions. Even with the shorter trips, however, the trip end emissions would still occur. The continued existence of the trip end emissions, combined with the fact that 6,300 vehicle trips represents a small portion of the regional total, leads to the conclusion that the regional air quality impacts of the proposed program are not significantly different than these of the No-Project Alternative. Specifically, emissions associated with the buildout of the SGPU (the proposed Enterprise Zone No-Project Alternative) would have unavoidable significant adverse cumulative impacts and emissions associated with only the study area portion of the proposed Enterprise Zone No-Project Alternative would have less-than-significant impacts.

Potential for Localized Carbon Monoxide Problems. Table 17 shows projected CO concentrations at 25 receptors throughout the study area. Figure J graphically displays the location of these receptors. One of the 25 receptors is projected to be in violation of the state and federal 8-hour CO standard of 9 ppm under proposed program conditions. None of the receptors is projected to be in violation of the state 1-hour standard of 20 ppm or the federal 1-hour standard of 35 ppm.

The highest projected worst case 8-hour average value and proposed program conditions is 10.7 ppm at the Richards Boulevard interchange of I-5. The highest estimated 1-hour value is 15.3 ppm at the same location. These values are 0.4 ppm and 0.6 ppm higher, respectively, than the No-Project Alternative values.

The localized air quality analysis of roadways in the vicinity of the Richards Boulevard interchange of I-5 already assumed major improvements to Richards Boulevard under unmitigated conditions. Because of this, mitigation measures that would reduce projected CO concentrations to a level below the air quality standard could not be implemented without displacing existing development. This is considered to be a significant unavoidable adverse impact. It should be noted that the level of significant impacts resulting from the proposed program is incrementally higher than the No-Project Alternative.

Mitigation Measures for the No-Project Alternative

The following are possible mitigation measures for previously identified impacts.

Ozone. Cumulative impacts of the No-Project Alternative on regional ozone represent an unavoidable adverse impact. The following discussion presents current programs and planned and recommended roadway improvements which could reduce impacts on regional ozone.

Current Programs. The City of Sacramento has adopted several measures as part of the regional air quality management plan. SACOG has evaluated the effectiveness of air quality management efforts undertaken in 1984 (Sacramento Area Council of Governments 1986). The city programs evaluated included the city trip reduction ordinance, trip reduction education programs, the city in-lieu parking ordinances, residential preferential parking permit programs, parking management programs, city employee transit pass subsidy programs, bicycle facilities programs, roadway and intersection improvement programs, redevelopment programs, infill incentives, and residential density increases.

These city programs were estimated to have reduced ROC emissions by 0.28 tons per day in 1984. This represents 2.2 percent of 1985 traffic-related ROC emissions attributable to development in the city (Table 16). Most of this emission reduction was attributed to bicycle facilities programs and various parking management programs.

While the programs currently adopted by the city are providing some reductions in emissions, the overall regional air quality management program is not expected to result in attainment of the federal ozone standards. Air quality management efforts beyond currently adopted programs will be required.

EPA is requiring areas which predict continuing violations of air quality standards to undertake further air quality planning efforts (the reasonable extra efforts program) to identify further actions which can assist in achieving air quality standards.

Additional Measures. The "Transportation" section of the SGPU Draft EIR identifies a number of measures that could be undertaken to reduce traffic congestion and improve the overall transportation system. The primary air quality benefit of these highway improvement projects would involve lessened CO impacts near congested roadways and intersections. Reduced congestion levels will also result in minor reductions in ROC emissions and minor increases in NOx emissions.

While localized highway improvement programs may have little impact on traffic-related emissions of ozone precursors, construction of major new roadway facilities could have a more measurable effect. The SGPU Draft EIR identifies several such potential roadway projects.

If new roadway facilities serve to significantly reduce congestion on existing roadways, the net effect may be a meaningful reduction in ROC emissions with a minor increase in NOx emissions. The net effect of such changes would likely be a reduction in ozone levels.

If major new roadway facilities open areas to currently unanticipated new development, however, the net air quality impact may be the further worsening of ozone problems.

Public transit systems have the potential for reducing traffic-related emissions. Predicted traffic congestion levels serve to increase the demand for effective transit systems while at the same time impeding the ability of such systems to function effectively. However, the lack of funding mechanisms is currently inhibiting the ability of existing transit systems to expand to meet future needs.

The estimates of traffic-related emissions contained in this EIR provide information that may help to direct the focus of continuing air quality planning efforts.

The traffic modeling studies used in developing the original Air Quality Plan for the region indicated that home-work trips represented 17 percent of regional vehicle trips and 18.6 percent of regional VMT.

The traffic modeling studies prepared for the SGPU Draft EIR indicated that home-work trips currently account for 21 percent of regional vehicle trips and 24.7 percent of regional VMT. Under SGPU build-out conditions, home-work trips are projected to account for 24 percent of regional vehicle trips and 32.8 percent of regional VMT. This appears to be due to an increase in the proportion of two-worker households.

While nonwork trips account for more vehicle travel and emissions than do work-related trips, the analyses performed for the SGPU Draft EIR indicate that home-work trips are a more important contributor to ozone problems than was indicated by previous traffic modeling studies.

It is important, however, to note the fact that nonwork trips account for more travel and emissions than do work-related trips. Most air quality management programs have focused on work-related trips. Little effort has been made to reduce travel and emissions associated with nonwork trips. Careful planning of mixed land use patterns may be especially effective in diverting nonwork trips to alternative transportation modes or in reducing the number and length of such trips.

It is also important that continuing transportation-related air quality management efforts focus on the emission consequences of proposed measures. Current local programs (e.g., the transportation system management [TSM] ordinance) are focused almost exclusively on reducing peak hour traffic congestion rather than on ensuring a net reduction in vehicle emissions. TSM measures which merely divert traffic from peak periods into off-peak periods will have little effect on daily traffic-related emissions of ozone precursors.

From an air quality standpoint, it is important to focus on measures which avoid vehicle trips entirely, reduce average trip lengths, or significantly alter average emission rates for the trips which are made.

Vehicle trips could be avoided entirely by measures such as the following:

- Land use planning which provides appropriate spatial mixes of land uses and physical facilities (sidewalks, bike lanes, bike paths, bike lockers, shower facilities, etc.) for pedestrian and bicycle transportation;
- Increased use of electronic communication facilities to replace face-to-face meetings or transfers of physical documents;
- Provision of physical facilities (park and ride lots, car pool lanes on congested freeways, etc.) to support ridesharing programs;
- Provision of physical facilities (bus turnouts, shelters, car pool/transit lanes on freeways, etc.) to support transit systems;
- Provision of financial, operational, and marketing support for ridesharing programs;
- Provision of financial, operational, and marketing support for transit services;
- Expanding the geographic coverage, frequency of service, and hours of service for existing and new transit systems;
- Establishment of 4-day/40-hour and 9-day/80-hour work week programs;
- Establishing flexible work schedules that accommodate ridesharing and transit programs; and
- Establishing disincentives (parking restrictions, parking fees, etc.) to automobile use in conjunction with

provision of convenient alternative transportation modes.

Reductions in average trip length could be achieved primarily by land use planning which provides appropriate types of employment, shopping, and recreational facilities in proximity to residential development.

Reductions in average vehicle emission rates could be achieved by measures such as the following:

- Increasing the frequency and/or stringency of vehicle inspection and maintenance programs;
- Improved vehicle emission control technology;
- Increased use of electric vehicles;
- Development and use of vehicle fuels with lower average ROC and NOx emission rates; and
- Highway improvements (roadway widening, intersection improvements, signalization systems, one-way streets, etc.) which increase average route speeds for the overall trip without increasing average travel distances.

Carbon Monoxide. Mitigation measures that would reduce projected CO concentrations to a level below the standard could not be implemented without displacing existing development.

Mitigation Measures for the Proposed Program

Ozone. Cumulative impacts of the proposed program on regional ozone represent an unavoidable adverse impact. The level of impacts is not significantly different than the impacts of the No-Project Alternative. The previous section, "Mitigation Measures for the No-Project Alternative," presents a discussion of current programs and planned and recommended roadway improvements which could reduce impacts on regional ozone.

Carbon Monoxide. Impacts of the proposed program on localized carbon monoxide levels represent an unavoidable adverse impact. The level of localized carbon monoxide impacts is similar to regional ozone impacts in that the impacts of the proposed program are not significantly different than the impacts of the No-Project Alternative. Mitigation measures that would reduce projected CO concentrations to a level below the standard could not be implemented without displacing existing development.

Hazardous Materials

The following information is presented in the SGPU Draft EIR.

Setting

A hazardous waste is defined by the California Department of Health Services (DOHS) as any waste material or mixture of wastes which is toxic, corrosive, flammable, an irritant, a strong sensitizer, or a material which generates pressure through decomposition, heat, or other means, if such a waste or mixture of wastes may cause substantial injury, serious illness or harm to humans, domestic livestock, or wildlife. The terms "toxic" and "hazardous" are used interchangeably in this document.

The storage, use, and handling of hazardous materials by industries and businessess are subject to various local, state, and federal regulations. A brief overview of these regulations follows.

City of Sacramento Toxic Substances Commission. Concern over toxic substances which are present in the community prompted the City Council to establish the City of Sacramento Toxic Substances Commission (Commission). Established in 1985, the Commission is responsible for advising the City Council on actions necessary to maintain and enhance the environmental quality of the city as it is affected by the generation, handling, storage, treatment, or disposal of toxic substances. In addition, the Commission is compiling information on hazardous waste sites in the city. A description of sites in the program area is found later in this section.

The Commission's work plan, to be completed by June 1987, includes the following:

- Task A - Data Base

  Goal:

  Collect basic information regarding existing and proposed locations of toxic substances disposal, storage, handling, and transportation for presentation in useful and updatable format.

  Major Activities:

  1. Review federal, state, and county information sources.

  2. Establish significance criteria.

3. Prepare hazards map.

- Task B - Existing Programs

  Goal:

  Assess the effectiveness and scope of existing city regulatory programs.

  Major Activities:

  1. Review and report on right-to-know ordinance.

  2. Review and report on underground storage ordinance.

  3. Review and report on General Plan.

  4. Review the transportation of toxic substances through the city and locations at which substantial quantities of toxic substances are handled, and assess the adequacy of emergency response planning.

- Task C - City Operations

  Goal:

  Assess city programs which involve direct handling or exposure to toxic substances for the purpose of evaluating effectiveness and health and safety.

  Major Activities:

  1. Identify city employees who work with or are affected by toxic substances, and evaluate health and safety programs.

  2. Review city pest control programs.

  3. Review city landfill operations.

  4. Review surface water treatment and monitoring.

- Task D - Significant Hazardous Waste Sites

  Goal:

  Assess the risk of major toxic substances hazards affecting or potentially affecting the City, and evaluate the effectiveness of cleanup and control programs.

Major Activities:

1. Review control and cleanup activities at McClellan AFB.

2. Assess other sites identified through Task A.

- Task E - Hazard Reduction

Goal:

Assess the relative significance of toxic substances hazards and identify emerging problems which fall within the scope of city jurisdiction, for the purpose of recommending a long-term work plan for the city.

Major Activities:

1. Conduct a general assessment of relative significance of environmental, occupational, and private exposure to toxic substances within the city.

2. Identify major hazards which can be reduced by city action.

- Task F - Long-Term Work Plan

Goal:

Prepare final recommendations that describe the long-term role of the City of Sacramento in toxic substances control and regulation.

Major Elements:

1. Describe the future role, if any, of the Commission.

2. Address the city's role in cooperation with the County of Sacramento and other agencies.

3. Describe needed ordinances, including a General Plan element.

4. Address the need for changes in city operations.

Local Regulations. Chapter 71 of the Sacramento City Code is the Hazardous Materials Disclosure Ordinance, commonly referred to as the "Right-to-Know" Ordinance. Any person who uses, stores, or handles a hazardous material, as defined in Chapter 71, must complete a Disclosure Form and file it with the city. The Disclosure Form provides basic information on the

location, type, and the health risks of hazardous materials used, stored, or disposed of in the city. The information is available to fire fighters, health officials, planners, elected officials, and residents in order to plan for and respond to potential exposure to such materials.

A Disclosure Form is required if a business uses or handles:

- Any amount of chemical carcinogens as specified on the list developed by the U. S. Department of Health and Human Services in its Second Annual Report on Carcinogens.
- Any amount of radioactive materials as listed in Chapter 1, Title 10, Appendix B, maintained and updated by the Nuclear Regulatory Commission.
- In excess of 55 gallons or 500 pounds per month of hazardous materials for which the manufacturer or producer is required to prepare a material safety data sheet pursuant to the federal Hazardous Substances Information and Training Act (15 USC 1261).
- In excess of 55 gallons or 500 pounds per month of hazardous wastes as defined by Sections 25115 and 25117 of the California Health and Safety Code and set forth in Sections 66680 and 66685 of Title 22 of the California Administrative Code.

The City Fire Department maintains computerized records on all disclosure forms.

State Regulations. At the state level, there is legislation that allows state agencies to accept delegation of federal responsibility for hazardous materials/hazardous waste management. The Porter-Cologne Water Quality Control Act allows the State Water Resources Control Board (SWRCB) and the RWQCB to accept implementation responsibility for the Clean Water Act. The Hazardous Waste Control Act of 1977, and recent amendments to its implementation regulations, have given DOHS the lead role in administering the Resource Conservation and Recovery Act (RCRA) program. The Hazardous Substances Highway Spill Containment Act gives the California Highway Patrol the authority to react to and control responses to spills of hazardous materials on the state's highway system.

Federal Regulations. The principal federal legislation is the RCRA, which is administered by EPA. RCRA places reporting, permitting, and operational control requirements on those who generate, treat, store, or dispose of hazardous waste. The federal Hazardous Materials Transport Act, administered by the

U. S. Department of Transportation, requires detailed manifesting and reporting of hazardous materials shipped on the U. S. highway system; it also contains packaging requirements for shipped materials. The Clean Water Act, also administered by EPA, controls the discharge of hazardous materials or hazardous waste to waters of the U. S. or to local wastewater treatment plants.

Hazardous Waste Sites in the Program Area

Alta Plating and Chemical Corporation

Location and Site Description. Alta Plating and Chemical Corporation is an electroplating firm performing copper, nickel, chromium, cadmium plating, and aluminum anodizing. The company is located at 1733 S Street.

Description of Hazardous Wastes. Currently, hazardous wastes are not stored onsite for periods longer than 90 days. The plant is designed with appropriate drains to handle any catastrophic spills. The onsite wastewater system removes and recovers metals from the rinse and treatment waters. Cyanides, acids, and caustics are neutralized. The water is decanted and then released to sewers. This discharge to the sewer is monitored by SRCSD on a biannual basis.

Site Status. The abandoned site staff of the DOHS recommends no further action at the site.

Jibboom Junkyard

Location and Site Description. Jibboom Junkyard is a former junkyard/transformer salvage yard located near Discovery Park in the Central City on the east bank of the Sacramento River. Directly north of the site are several motels and also the confluence of the Sacramento and American rivers. To the east is I-5 and the SP railroad yard. The closest residential area is located approximately 0.25 mile northeast of the site. The City Water Filtration Plant and water intake are located near the site.

The site was named for the city landfill, which was operated on 35 acres north of the site from 1850 to 1930. In 1927, part of the property was sold to PGandE, which built a gas cracking plant for power generation on the site. In 1932, the powerhouse was closed and the property sold to the city. A metal salvage business was operated on 9 acres from 1951 to 1965. Most of the site was covered by the construction of I-5 and frontage roads. Approximately 2.3 acres remain uncovered.

Description of Hazardous Wastes. Extensive sampling indicated the presence of lead, copper, and zinc at

concentrations exceeding state and federal standards for defining hazardous waste. Polychlorinated biphenyls (PCBs) were also found, but the concentrations did not exceed state or federal limits. Most of the heavy metals and PCBs are present on the surface (0 to 1-foot depth); however, heavy metals are present at depths of 5-10 feet at three locations. The estimated quantity of contaminated soil at the site is 4,900 cubic yards.

The site has been considered a threat to public health because of the presence of heavy metals and PCBs and the proximity of one of the city's water supply intakes. Subsurface soil sampling indicated that the soil column below 5 feet was relatively free of contaminants; the EPA and RWQCB believe it is unlikely that the groundwater beneath the site was contaminated.

Site Status. In July 1986, the EPA announced that the COE awarded a contract to U. S. Pollution Control Inc. to clean up the site. In late November 1986, approximately 7,200 cubic yards of soil were being excavated and removed to an approved hazardous waste landfill in Utah. The project was estimated to be complete by late January 1987 at an estimated cost of $2 million. Once the contaminated soil is removed, the site will be backfilled and graded with clean soil. Seeding to prevent erosion will occur and the site will be fenced for 1 year. At the completion of site activities, EPA will delete the site from the federal Superfund list and thus make the site available for commercial or public use.

Orchard Supply Company

Location and Site Description. Orchard Supply Company is an agricultural chemical retail and wholesale outlet located at 1731 - 17th Street in Sacramento. The facility also does some application of agricultural chemicals. Prior to 1946, the site was occupied by Rosenburg's Junkyard.

Most of the wastes produced by Orchard Supply are retrograde and outdated agricultural chemicals. Soil contamination is believed due to spillage problems.

Site Status. A Groundwater Task Force was established in 1983 to provide overall guidance and methodology for resolving the groundwater problem. Members of the Task Force include representatives from the Air Force, DOHS, RWQCB, City, Congress, Air Resources Board, County Health Department, EPA, and public representatives. Their objective is to identify the extent of contamination and determine the remedial measures necessary to clean up the sources on the base. A $1.9 million contract was awarded to McClaren Engineering in January 1985 to prepare site characterization and feasibility studies. The current investigation is scheduled to be completed in June 1987. Extensive groundwater contamination investigations have been

conducted, including construction of exploratory borings, monitoring wells, aquifer testing, flow model development, and installation of a dedicated sampling system for on-base wells.

Sacramento City Landfill

Location and Site Description. The Sacramento City Landfill is located on 28th Street next to the American River.

Description of Hazardous Waste. Vinyl chloride has been found in the groundwater around the site. Monitoring data indicate that values of chloride concentrations and hardness have increased significantly in 1983 and 1984 relative to background concentrations established from 1978 to 1982.

The concern related to public health is one of potential surface water contamination due to the proximity of the American River.

Site Status. Wells were installed and surface water monitoring has been conducted. The current status is unknown.

Southern Pacific Transportation Company

Location and Site Description. Southern Pacific (SP) has been located on 198 acres at 401 I Street in the Central City since 1863. The Sacramento River is adjacent to the site on the west and the American River is approximately 0.5 mile to the north. Over the years, SP has filled the site to accommodate their needs. Originally the site was a river channel and then a slough.

The site has been used as a locomotive maintenance yard, first for steam and then for diesel engines. The locomotives were repaired and rebuilt at this site, generating waste oils, solvents, caustics, battery solutions, and sandblast materials. Historically, the wastes were disposed of in onsite, unlined ponds for evaporation. It appears that a substantial amount of waste was also spilled or dumped directly on the ground around the buildings. A solid waste dump is also located on the property.

The waste treatment system consisted of a primary settling sump, an oil/water separator, and an unlined diversion ditch which overflowed into the City wastewater system. Sludges from the sump were periodically drained and hauled to a Class I landfill. Oil from the oil/water separator was collected in a storage tank and then recycled.

Description of Hazardous Wastes. Materials used at the site include paints, thinners, solvents, caustics, and

diesel fuels. Limited soil analysis prior to 1983 indicated that hazardous waste contamination existed onsite, but specific contamination areas had not been defined. Groundwater underlying the site and downgradient is confirmed to be contaminated. Extensive pumping by the State Printing Plant well, located on adjacent property to the north, has caused migration in that direction. Contamination has been detected in the State Printing Plant well; however, no public or private domestic wells are known to be contaminated.

There are three specific areas of concern: Area 1 - Battery Shop; Area 2 - Drum Storage Yard; and Area 3 - Sand Pile Area. Each area is briefly discussed below.

- Area 1 - Battery Shop. Lead acid batteries from locomotives were tested and recharged in the battery shop. Allegedly, spent battery acid siphoned from the locomotive batteries was placed in drums and disposed of in two areas in the back of the shop. Soil samples, collected from one of the locations where battery acid was disposed of, showed elevated levels of lead and acidic conditions. SP hired Kennedy/Jenks/Chilton (K/J/C) to conduct an indepth background review, collect soil and groundwater samples, and recommend future actions.

- Area 2 - Drum Storage Yard. Several types of drums were stored at various locations in the yard. The tasks to be performed by K/J/C included: background information review, soil sample collection and sample analysis, and a recommendation for future actions, if necessary.

- Area 3 - Sand Pile Area. Several piles of sand, resulting from the sandblasting of locomotives, are deposited in this area. K/J/C proposed several tasks to determine the concentrations of metals of concern in the piles so that they may be disposed of in accordance with applicable regulations.

Site Status. Hazardous waste sludges and highly contaminated soils from two impoundments and a discharge ditch were excavated and disposed of at a hazardous waste facility. Shallow and deep monitoring wells were installed around the facility. In August 1986 SP sent the DOHS a schedule and detailed description for completion of the Work Plan II field studies and remedial investigation and feasibility study reports.

Impacts

Designation of the program area as an Enterprise Zone would not have any impacts on hazardous materials. Land use designation and zoning changes are not proposed as part of this project, however growth stimulated by the program could encourage businesses to request such changes. These changes would be subject to a separate environmental review, therefore impacts are considered less than significant.

Mitigation Measures

No mitigation is required.

SUMMARY OF IMPACTS AND THEIR DISPOSITION

Significant Adverse Impacts Which Cannot Be Avoided

Traffic and Circulation

Cumulative traffic conditions with or without the project, would result in significant adverse traffic impacts on several major surface streets, including J, L, 12th, and 16th Streets, and Richards Boulevard. In addition to these streets, several other downtown streets and intersections are also expected to experience severe congestion during peak hours due to the high volume of pedestrian traffic, on-street parking, high bus volumes, and the occurrence of double parking. In general, significant adverse impacts cannot be mitigated to a less-than-significant level without displacing existing development.

Freeways in the area are also projected to experience significant adverse cumulative traffic impacts, with or without the project. Given Caltrans' policy of limiting freeway widths in the Sacramento area to eight lanes, mitigation is not available to reduce these impacts to a less-than-significant level.

Air

Cumulative buildout conditions with or without the project, would result in significant unavoidable regional ozone impacts and localized carbon monoxide impacts.

Irreversible Environmental Changes

Successful implementation of the program would result in stimulation of the area's economy. Revitalization of existing businesses and new construction could occur. New construction would require irretrievable commitments of a variety of limited natural resources including aggregates, petro-chemicals for fuel and asphaltic products, and metals. In addition, the visual character of the area would change as development occurs.

Short-Term Uses of the Environment Versus Long-Term Productivity

Portions of the program area have been characterized as economically depressed and therefore have failed to develop and thrive at their full potential. The proposed program would attempt to make the area more productive in the long term.

Growth-Inducing Impacts

Although land use designation and zoning changes are not proposed as a part of this project, growth may be stimulated to the limits of the existing zones if the program is successful. The success of the program may also lead to future rezone requests within the program area or on adjacent parcels. As such, the project may be considered growth inducing.

Cumulative Impacts

Cumulative impacts are discussed in detail in the SGPU Draft EIR which analyzes buildout in the City of Sacramento. The program does not differ from the analysis in the SGPU Draft EIR. Cumulative traffic and air quality impacts would be significant and unavoidable.

Alternatives

The No-Project Alternative assumes buildout of vacant land under current land use designations. This is identical to the EIR on the Sacramento General Plan Update (SGPU), which analyzed buildout of all designated land uses projected to occur by 2016. The No-Project Alternative would result in signficant and unavoidable traffic and air quailty impacts. Economic recovery would occur under the No-Project Alternative but would likely be faster with the program.

COMMENTS AND RESPONSES

This section includes comments on the Draft EIR and responses to those comments. Comments are summarized for convenience, but are also attached verbatim. In some instances the responses involve a change to the text of the EIR; in others the response follows the comment in this section.

Comment from Jack Stewart, Chief Deputy Director representing the Department of Commerce

Comment 1: The EIR concludes that traffic impacts from this project will be significant and unavoidable. As partial mitigation, the EIR recommends many mitigation measures, including major street extensions, a new bridge over the American River, and other costly transportation improvements. The Department would like to know the estimated timetable and source or sources of funding, if any, for these improvements.

Response: The significant and unavoidable traffic impacts downtown result from buildout of the city as analyzed in the Draft EIR on the Sacramento General Plan Update (SGPU). This is the No-Project Alternative and assumes buildout of vacant land under current land use designations. The SGPU has a 20-year time horizon (1986-2006); however, the EIR analyzes buildout of all designated land uses, which is projected to occur by 2016.

The EIR discusses two major roadway improvements that would affect the transportation system in the program area; the Richards Boulevard Extension and the Truxel Road Bridge.

The Richards Boulevard Extension is a proposed facility that would link a Richards Boulevard interchange with Business 80 between the E Street ramps and the American River Bridge, and improvements to the State Route 160 interchange at Richards Boulevard. The City Council was scheduled to sign a contract with Larry Seeman and Associates, in the amount of approximately $100,000, to prepare the EIR on the facility (Bloodgood pers. comm.). It is estimated that design and construction would cost between $20-30 million and that the facility would be constructed within 15-20 years.

The Truxel Road Bridge is a potential improvement to alleviate traffic on I-5 crossing the American River. The facility would extend Truxel Road across the American River into the Richards Boulevard area, where it would potentially connect with North Fifth or North Seventh Streets. It would then require an additional bridge crossing the Southern Pacific Railroad yard and would merge as one-way couples with Seventh and Eighth Streets in the downtown area. The City of Sacramento is contracting with the engineering firm of CH2M Hill to complete a $25,000 Feasibility Study to determine if the project is worth pursuing (Bloodgood pers. comm.). The study should be complete and adopted with the Sacramento General Plan Update sometime in 1987. Design and construction of this project is estimated at over $50 million. The project would be complete with the buildout of North Natomas sometime after 2005.

The EIR concludes that traffic impacts would be significant and unavoidable with or without the project. The project would actually cause a decrease in traffic volumes on some streets, compared to the SGPU, because the HDUA residents would be filling jobs in the downtown area rather than commuters from other areas of the city and county. Further decreases in traffic volumes would result from the extensive public transit available to downtown residents and workers.

Comment 2: The analysis of alternatives is very brief and inadequate. The Final EIR should describe a range of reasonable alternatives to the project, or to the location of the project, and evaluate the comparative merits of the alternatives. The Draft EIR only includes a very short discussion of the No-Project Alternative.

Response: The range of alternatives required in an EIR is governed by the "rule of reason" that requires the EIR to set forth only those alternatives necessary to permit a reasoned choice. 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(d)(5)].

The Department of Commerce designated three HDUAs in Sacramento County: Downtown/Richards Boulevard, Oak Park, and Northgate/Norwood (Del Paso Heights). The SHRA established the boundary for the NED based on the existing redevelopment area. The TED Area was the adjacent industrial

area. The criteria used in selecting the TED and NED areas included:

- o strong linkage with the HDUA;
- o best areas for delivering services to the HDUA residents;
- o best potential for development; and
- o high resulting benefits to HDUA residents.

It is the opinion of the EIR writers that the only reasonable alternative to the project is the No-Project Alternative.

Comment from Paul Olmstead, Environmental Specialist, Sacramento Municipal Utility District

Comment 1: The comments indicate that redevelopment of this area would assure growth in electrical demand and would contribute incrementally to the need for additional substation capacity. Developers would be asked to dedicate public utility easements or grant to SMUD all necessary easements for electrical facilities to service this development.

Response: The EIR has been revised to reflect the comment.

Comment 2: As a mitigating measure for this project, the SMUD Distribution Planning Department should be immediately contacted and consulted through the planning, development, and completion of the project.

Response: The EIR has been revised to reflect the comment.

Comment from Joan Roberts, Agency Clerk, Sacramento, Housing and Redevelopment Agency

Comment 1: The Executive Summary should include a map of the Enterprise Zone.

Response: Comment noted. The EIR has been revised to reflect the comment.

Comment 2: The acronyms, i.e., TED, NED, etc., should be spelled out and defined in the Executive Summary.

Response: Comment noted. The EIR has been revised to reflect the comment.

Comment 3: The Downtown/Richards Boulevard EIR Executive Summary should include a cumulative impact discussion, similar to the Oak Park EIR.

Response: Comment noted. The EIR has been revised to reflect the comment.

Comment 4: The EIR should include, under mitigation measures, that old and new businesses contact SMUD for assistance under the electrical load management program.

Response: Comment noted. The EIR has been revised to reflect the comment.

Comment 5: The Commissioners were pleased that the EIRs included a section on transit mitigation.

Response: Comment noted. Thanks.

Comment from John B. Ohanian, Chief Deputy Director, Office of Planning and Research

Comment: The review period is closed and none of the state agencies have comments. This letter acknowledges that you have complied with the State Clearinghouse review requirements for draft environmental documents.

Response: Comment noted.

STATE OF CALIFORNIA - BUSINESS, TRANSPORTATION AND HOUSING AGENCY

GEORGE DEUKMEJIAN, Governor

DEPARTMENT OF COMMERCE
1121 L STREET, SUITE 600
SACRAMENTO, CA 95814

April 28, 1987

Mr. William H. Edgar
Executive Director
Sacramento Housing & Redevelopment Agency
630 I Street
Sacramento, CA 95814

Re: State Department of Commerce Comments on Employment and Econonic Incentive Area Draft EIR - City of Sacramento, Downtown/Richards Blvd. Area

Dear Mr. Edgar:

The State Department of Commerce has reviewed the draft environmental impact report that was submitted with your final Employment and Economic Incentive Area application and submits these comments on the adequacy of the draft EIR.

The EIR concludes that traffic impacts from this project will be significant and unavoidable. As partial mitigation, the EIR recommends many mitigation measures, including major street extensions, a new bridge over the American River, and other costly transportation improvements. The Department would like to know the estimated timetable and source or sources of funding, if any, for these improvements.

The analysis of alternatives is very brief and inadequate. The final EIR should describe a range of reasonable alternatives to the project, or to the location of the project, and evaluate the comparative merits of the alternatives. The draft EIR only includes a very short discussion of the no project alternative.

The Department of Commerce appreciates this opportunity to submit comments on the draft EIR. Please consider our comments in preparing the final EIR and completing the environmental review process. You should be aware that you must submit the following documents to the Department of Commerce by June 15, 1987, if you are to remain eligible for conditional designation: certified final EIR; written findings, if

applicable; a resolution approving the project; and a notice of determination.

If you have any questions regarding the environmental review of Employment and Economic Incentive Area applications, please contact Richard P. Shanahan, an attorney with Kronick, Moskovitz, Tiedemann & Girard, the Department's environmental consultants for the Employment and Economic Incentive Area Program, at (916) 444-8920.

Sincerely,

JACK STEWART
Chief Deputy Director

JS:drh

SMUD
SACRAMENTO MUNICIPAL UTILITY DISTRICT ☐ P. O. Box 15830, Sacramento CA 95852-1830, (916) 452-3211
AN ELECTRIC SYSTEM SERVING THE HEART OF CALIFORNIA

May 14, 1987

ALCIDES FREITAS - ENVIRONMENTAL COORDINATOR
PLANNING AND COMMUNITY DEVELOPMENT DEPARTMENT
COUNTY OF SACRAMENTO
827 SEVENTH STREET - ROOM 101
SACRAMENTO, CA 95814

The Sacramento Municipal Utility District has reviewed the Draft Environmental Impact Report for the Downtown/Richards Boulevard Area Enterprise Zone (Control Number: 87-SHA-363). In addition to the comments previously submitted for the Notice of Preparation, we would like to add the following.

The following information should be added as a part of the Final EIR. The redevelopment of this area will essentially assure growth in electrical demand. The current electrical peak demand is approximately 24 MW. The potential increase of demand based upon additional office development which would replace the current low intensity uses would add approximately an additional 35 MW of peak demand to the system. The vacancies that currently exist would develop, then, an additional 22 MW. The anticipated total demand, if buildout should occur, will be at least 50 MW and probably as high as 81 MW. The project will contribute incrementally to the need for additional substation capacity to be installed at SMUD's North City and Station D Distribution Substations. This area will be served by 21 kV Underground System Facilities with pad-mounted transformers. This system will provide service to the new businesses in this redevelopment area. Developers will be asked to dedicate PUE's or grant to SMUD all necessary easements for electrical facilities to service this development.

The growth in electric demand brought about by this and other projects in Sacramento will impact other areas of the SMUD electric system outside of this project boundary. Any approved development will have a cumulative growth-inducing impact upon SMUD's electrical transmission and distribution facilities. Distribution facilities are required for any development. The generation facilities will be expanded in order to serve this new load.

Expansion of the facilities is not a readily apparent component of system expansion, because these projects are usually located outside of development boundaries and require long lead times to construct and bring into operation. Local distribution facilities, however, are located within development projects, and construction must be coordinated with the builder during the different phases of development.

DISTRICT HEADQUARTERS ☐ 6201 S Street, Sacramento CA 95817-1899

ALCIDES FREITAS - ENVIRONMENTAL COORDINATOR May 14, 1987

As a mitigating measure for this project, the SMUD Distribution Planning Department should be immediately contacted and consulted through the planning, development, and completion of the project. It is necessary that the developer/builder establish and maintain this contact with the planners to determine the facilities that will be needed to identify the necessary easements to provide service for this project.

Please assure that the information we have provided in this response is immediately conveyed to the project proponents. We want all the project proponents to be informed of SMUD's planned activities well in advance of the preparation of any tentative maps.

If you have any questions, please contact me at (916) 732-6223.

Paul Olmstead

PAUL OLMSTEAD
ENVIRONMENTAL SPECIALIST

SACRAMENTO HOUSING AND REDEVELOPMENT AGENCY

May 19, 1987

M E M O R A N D U M

TO: Al Freitas, County Environmental Coordinator

FROM: Joan Roberts, Agency Clerk

SUBJECT: Comments on the Draft EIR for the Downtown/Richards Boulevard Area and Oak Park/Florin-Perkins Area Enterprise Zones

On May 18, 1987, the Sacramento Housing and Redevelopment Commissioners conducted a public hearing on the subject matter to receive comments. The following comments are provided by the Commissioners:

1. The Executive Summary should include a map of the respective Enterprise Zones;

2. The acronyms, i.e. TED, NED, etc., should be spelled out and defined in the Executive Summary;

3. The Downtown/Richards Boulevard EIR Executive Summary should include a cumulative impact discussion, similar to the Oak Park EIR;

4. Both EIRs should include, under mitigation measures, that old and new businesses contact Sacramento Municipal Utility District (SMUD) for assistance under the electrical load management program; and

5. The Commissioners were pleased that the EIRs included a section on transit mitigation.

If you have any comments, please contact Tom Lee at 440-1355.

Joan Roberts

JOAN ROBERTS
Agency Clerk

JR/TVL:cmc

1605J

STATE OF CALIFORNIA—OFFICE OF THE GOVERNOR

GEORGE DEUKMEJIAN, Governor

OFFICE OF PLANNING AND RESEARCH
1400 TENTH STREET
SACRAMENTO, CA 95814

(916/445-0613)

May 14, 1987

Myrna Eberline
Sacramento Housing & Redevelopment Agency
462 I Street
Sacramento, CA 95814

Subject: Downtown/Richards Blvd. Area Enterprise Zone
SCH# 86102012

Dear Ms. Eberline:

The State Clearinghouse submitted the above named environmental document to selected state agencies for review. The review period is closed and none of the state agencies have comments. This letter acknowledges that you have complied with the State Clearinghouse review requirements for draft environmental documents, pursuant to the California Environmental Quality Act.

Please call Peggy Osborn at 916/445-0613 if you have any questions regarding the environmental review process. When contacting the Clearinghouse in this matter, please use the eight digit State Clearinghouse number so that we may respond promptly.

Sincerely,

John B. Chanian
Chief Deputy Director
Office of Planning and Research

MAY 15 1987

PUBLIC POLICIES, LAWS, AND REGULATIONS RELATED TO THE PROJECT

Public policies relevant to the project are included in the City of Sacramento General Plan, the SGPU, the SGPU Draft EIR, the Central City Community Plan, the Downtown Sacramento Redevelopment Strategy Plan and Action Program (1984-1991), and the City of Sacramento Zoning Code.

REPORT PREPARATION

This EIR has been prepared by Jones & Stokes Associates, Inc. under contract to the Sacramento Housing and Redevelopment Agency. The consultants responsible for preparing this report are listed below:

Jones & Stokes Associates, Inc.

Ron Bass - Principal in Charge
Kim Smith - Project Manager
Francine Demos-Petropoulous - Land Use
Roger Trott - Population, Housing, and Employment
Barbara Wendt - Public Services and Utilities
Wayne Shijo - Traffic and Circulation, Air Quality, and Noise
Valerie Rosenkrantz - Traffic and Circulation, Air Quality, and Noise
Gi-Diep Nguyen - Air Quality and Noise
Jack Whelehan - Technical Editor
Cynthia Casanova - Technical Editor
Linda Carter - Word Processor
Vicki Axiaq - Word Processor
Judy Bell - Word Processor

County of Sacramento

Al Freitas - Contract Administration
Joyce Horizumi - Project Manager

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Sweeney, B. February 2, 1987. District Representative. Pacific Gas and Electric Company, Sacramento, CA. Meeting.

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ENVIRONMENTAL IMPACT SECTION
INITIAL STUDY

NAME: DOWNTOWN/RICHARDS BOULEVARD ENTERPRISE ZONE

ASSESSOR'S PARCEL NO.: Not Applicable

CONTROL NO.: SHR-85-003

LOCATION: The project site is located in the Central City and the Richards Boule- Industrial Area in the City of Sacramento. The project area is generally bounded by the American River on the north, 21st Street on the east, 5th Avenue to the south and the Sacramento River on the west. Refer to the attached exhibits for exact project boundary locations.

APPLICANT:

Sacramento Housing and Redevelopment Agency

I. PROJECT DESCRIPTION:

The project consists of an application to designate the Downtown/Richards Boulevard area in the City of Sacramento an "Enterprise Zone" under the provisions of AB 514. The Preliminary Application Handbook for the Enterprise Zone Act explains:

> "An enterprise zone is a discrete geographic area where state and local tax and regulatory burdens are reduced to stimulate development and enccurage private investment. Recognizing that direct government intervention has had limited results in ameliorating economic distress, this program relies on a partnership between the private and public sectors to stimulate investment and business growth."

The Downtown/Richards Boulevard Enterprise Zone is one of three economically depressed areas being nominated within the City of Sacramento. The intended beneficiaries are the residents and businesses of the Enterprise Zone.

II. ENVIRONMENTAL SETTING:

The project site covers most of the western two-thirds of the Central City and the entire Richards Boulevard Industrial Area. Also included is the area south of Broadway and west of Riverside Boulevard which contains a large number of federally subsidized housing units. The Central City contains the central business district with its many government and private office buildings and retail stores. A large mixture of housing types exists in the Central City with many victorians predating 1900 and several new condominium developments. Many of the older housing units are substandard, some housing is federally subsidized, and other living quarters consist of single hotel rooms. The income stratifications vary widely, however, the overall economic status of the area residents is well below the median. The Richards Boulevard Industrial Area contains very few housing units. Those units that do exist are federally subsidized or severely substandard. Most of the area is developed with industrial/warehousing type uses.

III. ENVIRONMENTAL EFFECTS:

See attached Initial Study Checklist and the following discussion.

Land Use:

Downtown Sacramento has been earmarked by the City for the highest priority in stimulating business development. The Enterprise Zone designation is intended to aid in the implementation of comprehensive development plans for the Downtown area.

Downtown commercial spaces have been plagued with high vacancy and turnover rates with increased competition from the suburban markets. The revitalization strategy for downtown includes extension of Light Rail Transit, incentives for hotel development, commercial building rehabilitation, introduction of new housing stock, waterfront development along the Sacramento River, and expansions of the convention center, city library and Crocker Art Museum. The Enterprise Zone incentives are intended to help meet these revitalization goals.

The Richards Boulevard Industrial Area, like Downtown, faces competition for outlying markets which can offer larger tracks of land and up-to-date infrastructures. The Enterprise Zone incentives would make the Richards Boulevard area more competitive in the industrial market.

The zoning within Downtown and the Richards Boulevard area offers a full spectrum of commercial, industrial and residential uses. No serious land use ramifications are expected from increased development in these areas as long as the uses are within the scope of the existing zones. In an area such as Downtown where the uses are so varied within a small

area such as Downtown where the uses are so varied within a small geographical area, careful consideration should be given to the compatibility of new uses with the existing uses.

Land use goals and objectives for the Central City and the Richards Boulevard area are fully discussed in the plans prepared for the respective areas by the City of Sacramento.

Traffic: The Downtown/Richards Boulevard area has good freeway access from outlying areas. However, the internal circulation, particularly Downtown, is often a problem. Congestion in the central business district and the impact of commute traffic through residential neighborhoods are major concerns. The I-5 freeway has successfully diverted some of the commute traffic from the residential areas. During peak hours the I-5 ramps are very congested with back-ups affecting surface street traffic flows. Even during off peak hours, automobile traffic on downtown streets is high. Limited access to public transit service contributes to high automobile use in the Downtown area. Introduction of the light rail system is expected to alleviate some of the congestion. Transportation and circulation needs for the Central City are fully discussed in the Sacramento Central City Community Plan (1980).

Parking: Shortage of convenient off-street parking is a major concern for all businesses in the downtown area. Convenient, free parking is a large marketing advantage for most suburban businesses. The combination of high land costs downtown, high construction costs for parking structures, and the unavailability of space make the parking issue difficult to resolve. Successful revitalization of downtown businesses, however cannot take place without making improvements in the parking situation. An effective public transit system should make a large contribution towards solving the problem. Business operators and major employers should encourage Transportation Systems Management (TSM) measures to provide incentives for employees to use alternative means of transportation. Reduction of commuter use of spaces will avail more spaces for customer use.

Air Quality: The Sacramento Metropolitan area currently fails to meet federal and state air quality standards for ozone and carbon monoxide (CO). The major source of air pollutants in the Sacramento area is attributable to motor vehicle emissions. Agriculture contributes to a sometimes high count in suspended particulates. Ozone and CO violations, however, are mainly due to automobile use. The proposed project can be expected to increase traffic on local streets.

Carbon monoxide is a directly emitted pollutant. Therefore, concentrations are highest near major thoroughfares and heavily used urban streets. As carbon monoxide is dispersed from the emission source,

the concentration is diluted. Ozone, on the other hand, is not a directly emitted pollutant. Ozone is formed by a series of chemical reactions which involve various compounds in the atmosphere. Once formed, ozone is widely dispersed, producing a regional air pollution problem rather than a localized one. Dispersion of ozone is dependent upon the prevailing wind patterns, with the highest concentrations occurring down wind from major pollutant emission sources.

According to Duckworth and Crowe (1979), ozone formed by sources in Sacramento generally affects the area to the north and east of these sources. On a basin-wide scale, the overall distribution of ozone concentration appears to result in a cellular-type pattern. Thus, downwind from the major cities, are major ozone "cells" that vary in size and intensity according to city size and meteorological conditions. On typical days with southwesterly air flow patterns, ozone concentrations would be highest in the northeasterly portion of Sacramento County and southwesterly portion of Placer County. The highest concentration of ozone is centered around Rocklin in Placer County.

The state ozone standard is 0.10 ppm (parts per million by volume), not to be equalled or exceeded. The federal ozone standard is 0.12 ppm, not to be exceeded more than three times in any three year period. The carbon monoxide standard for both state and federal law is 9 ppm for an 8-hour period, not to be exceeded more than once per year. The state 1-hour CO standard is 10 ppm while the federal 1-hour CO standard is 35 ppm. Neither is to be exceeded more than once per year.

The air quality monitoring station nearest to the project area is located in downtown Sacramento at 1025 P Street. In 1980 this station reported no violations of the state and federal carbon monoxide standard and two violations of the federal ozone standard (ARB, 1976 - 1982; SACOG, 1982).

The Federal Clean Air Act requires any jurisdiction in violation of federal air quality standards to prepare a plan to attain these standards. The Sacramento Air Quality Plan prepared by the Sacramento Area Council of Governments (SACOG) in August 1982, projects attainment of state and federal CO standards by the 1987 deadline. The Air Quality Plan deems the ozone problem as "perhaps insolvable" given the ever-increasing population and continued heavy reliance on the automobile.

The Sacramento Air Quality Plan has as its goals and policies the following:

Goal:

To achieve and maintain the federal ozone and carbon monoxide standards by 1987 through the implementation of equitable, cost-effective programs to reduce emissions from transportation,

Policies:

- Effective, short-range measures to reduce existing emission levels should be strongly supported. These measures include ridesharing programs, voluntary trip reduction programs, and motor vehicle inspection and maintenance.

- Personal and private sector involvement in reducing auto use is essential. Employers should work with their employees to reduce work-related and commuting auto trips. Individuals and families should significantly reduce auto trips with little effect on life styles by planning auto use to reduce trips.

- Local governments should continue aggressive programs that provide useful alternatives to the use of the car (transit, bikeways, ridesharing ordinances) while developing long-range plans for maintaining the air quality standards.

- The low-cost, low regulation approach resulting in the effective mobile source reduction measure should be used first. More rigorous controls should be available for implementation if expected emission reductions are not realized.

- The Air Pollution Control Districts (APCDs) are best suited to determine the scope of stationary source controls.

Public Services: Public infrastructures (water, sewer, electric, gas lines, storm drains, roads) are readily available in the Downtown/Richards Boulevard area. However, certain components of the infrastructure, particularly water and sewer lines have begun to deteriorate. Replacement of these lines is costly, time consuming, and disruptive to traffic flow and business operations. The City has adopted policy whereby the developers of new projects are responsible for providing infrastructure improvements. The high cost of infrastructure improvements downtown may be a deterrent to some developments. Revitalization efforts must include provision of adequate public services.

IV. ENVIRONMENTAL MITIGATION MEASURES:

None recommended at this time. The environmental impact report may indicate the need for specific mitigation measures.

V. COMPATIBILITY WITH EXISTING PLANS AND ZONING:

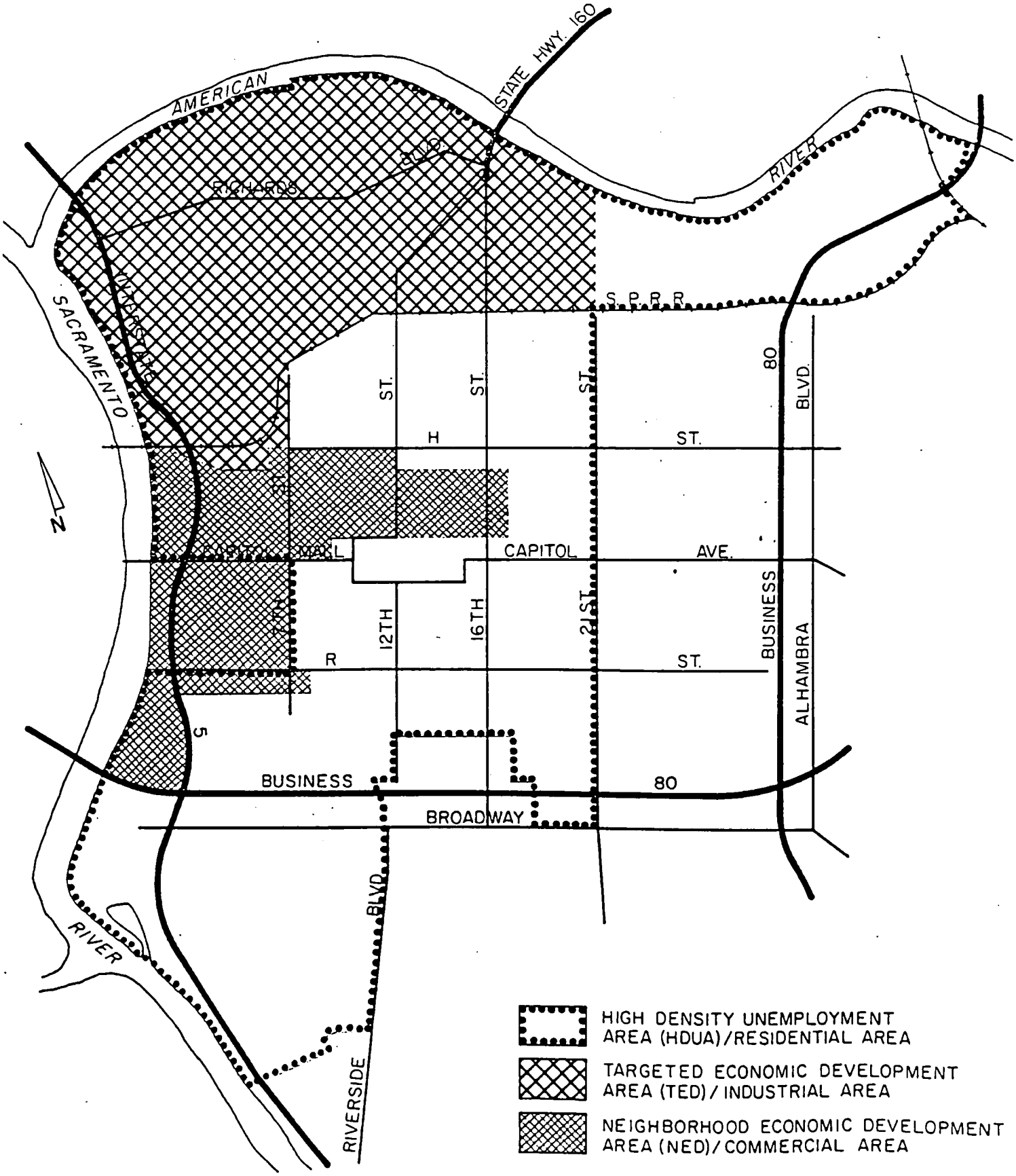
A) General Plan: The City General Plan Land Use Map indicates the property for CBD, Residential, Commercial and Offices, Industrial.

B) Community Plan: The Central City, Richards Boulevard Industrial Area Community Plan Land Use Maps indicate the property for GC, CB, MF, SF, SC, M-2, M-1.

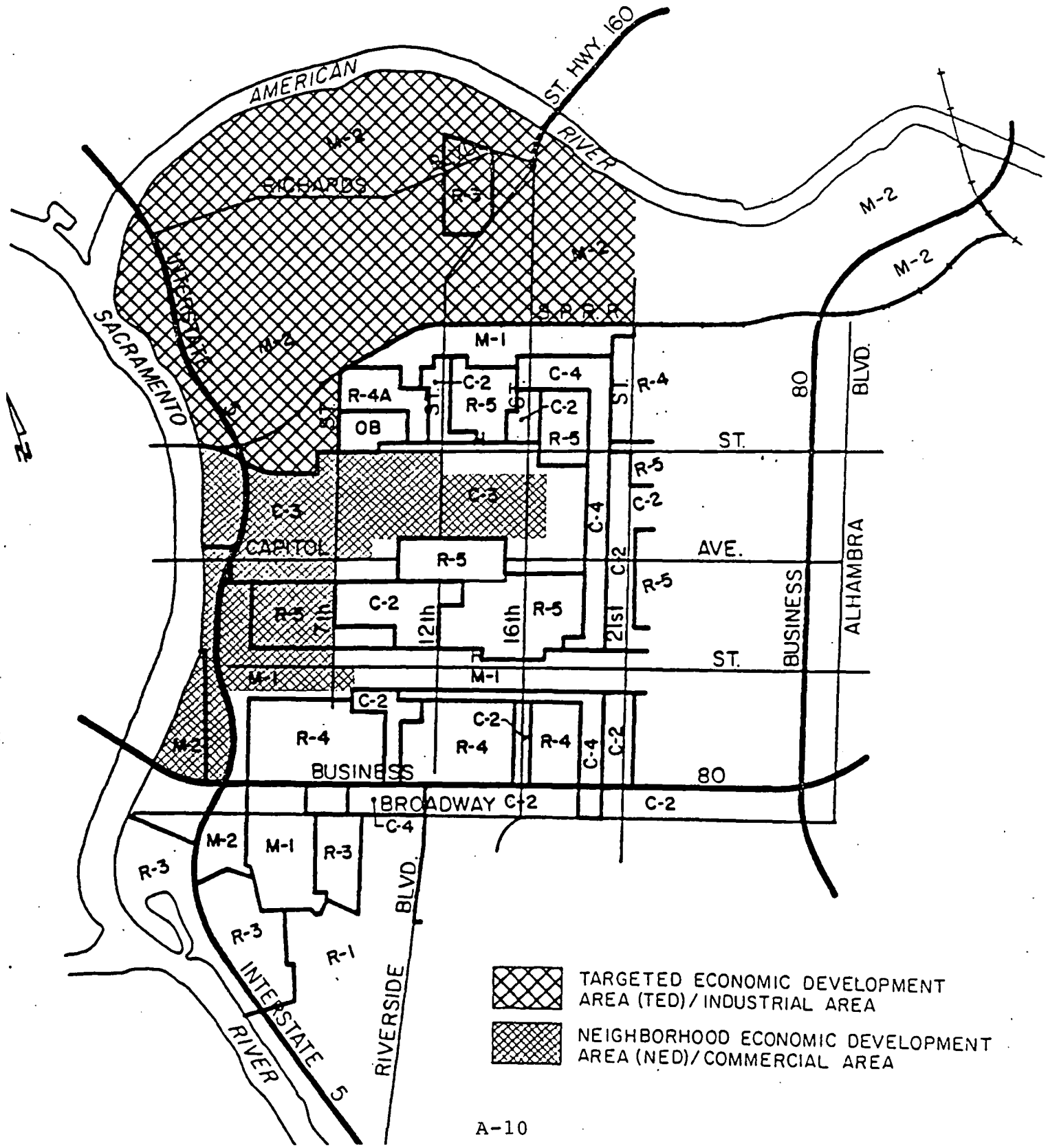
C) Zoning: The subject property is presently zoned M-2, M-1, C-4, C-3, C-2, CB, RO, R-4A, R-3A, R-5, R-1B, R-1.

IV. This Initial Study has been prepared by Alcides Freitas, Lowell Young, Joyce Horizumi and Linda Quinday of the Sacramento County Environmental Impact Section staff.

DOWNTOWN/RICHARDS BOULEVARD ENTERPRISE ZONE



DOWNTOWN/RICHARDS BOULEVARD EXISTING ZONING



INITIAL STUDY CHECKLIST

SACRAMENTO COUNTY
ENVIRONMENTAL IMPACT SECTION

CONTROL NO. SHR-85-003

Could/Would the project:	YES	MAYBE	NO	
1) significantly affect Regional air quality?		X		May contribute to regional air quality degradation.
2) significantly affect local air quality?		X		Some increase in local CO emissions due to congestion.
3) contribute to the removal of significant amount of prime agricultural land from agricultural production?			X	
4) create the potential for property damage following completion of the project due to existing or altered soil and/or slope conditions?			X	
5) be adversely affected by other geologic or seismic hazards?			X	
6) cause erosion or siltation resulting in severe water quality impacts or damage to adjacent properties?			X	
7) have substantial effect on the supply or consumption of a mineral resource?			X	
8) significantly affect ground or surface water supply or quality?			X	
9) substantial affect, or be affected by flooding?			X	
10) adversely affect populations of unique, rare or endangered plants or animals, or their habitat?			X	
11) significantly affect resident or migratory wildlife or their habitat?			X	
12) affect or result in the removal of critical habitat, such as riparian and wetland plant associations?			X	
13) affect or result in the removal of prominent, heritage, or landmark trees, or otherwise aesthetically important plant forms?			X	
14) affect sites of archaeological or historical importance?		X		Several historical sites downtown.

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		YES	MAYBE	NO	
15)	be in conflict with adopted General, Community, or specific plans of Sacramento County?			X	
16)	conflict with adopted plans of agencies or jurisdictions other than Sacramento County?			X	
17)	require major modification of, or adversely affect, public facilities?		X		Replacement of some public structures may be required.
18)	have a substantial affect upon transportation facilities?		X		Will contribute to congestion on surface streets, parking shortages.
19)	have a substantial affect on energy demands?			X	
20)	substantially affect the quantity of open space in an area, or severely and adversely change the visual character of the project site?			X	
21)	generate average or peak noise levels that would seriously affect the health or general well-being of any nearby people?			X	
22)	with existing average or peak noise levels at the project site seriously affect the health or general well-being of any nearby people?			X	
23)	cause significant shifts in employment or income characteristics of the community?		X		Goal of project is to improve the area's economy.
24)	have a substantial and demonstrable negative aesthetic affect?			X	
25)	breach published national, state, or local standards relating to solid waste or litter control?			X	
26)	induce substantial growth or concentration of population?			X	
27)	displace a large number of people, or disrupt or divide an established community?			X	
28)	involve a risk of an explosion or the release of hazardous substances in the event of an accident or upset conditions?			X	
29)	involve possible interference with an emergency response plan or an emergency evacuation plan?			X	
30)	result in creation of any health hazard or potential health hazard, or expose people to potential health hazards?			X	