



13.1

DEPARTMENT OF  
TRANSPORTATION

TRAFFIC ENGINEERING SERVICES

CITY OF SACRAMENTO  
CALIFORNIA

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September 23, 2004

City Council  
Sacramento, California

Honorable Members In Session:

**SUBJECT: FREEPORT BOULEVARD / 21<sup>ST</sup> STREET TWO-WAY CONVERSION  
PROJECT (PN: SL01)**

**LOCATION AND COUNCIL DISTRICT:**

Freeport Boulevard/19<sup>th</sup> Street, from Vallejo Way to W Street, and 21<sup>st</sup> Street, from Fourth Avenue to W Street. Council Districts 4 and 5 (See location map, Attachment A).

**RECOMMENDATION:**

This report requests that the City Council adopt the attached resolution:

- Certifying the Environmental Impact Report (EIR), adopting Findings of Fact and Statement of Overriding Considerations, and adopting the Mitigation Monitoring Plan;
- Approving the Proposed Project Alternative for Freeport Boulevard and 21<sup>st</sup> Street;
- Approving the "Restricted Turn Island" design;
- Amending the City of Sacramento Bikeway Master Plan;
- Approving a One Year - Post Project Monitoring Period; and
- Directing staff to proceed with the design phase.

**CONTACT PERSONS:**

**David Edrosolan, Associate Engineer, 808-5974  
Angie Louie Fong, City Traffic Engineer, 808-7921**

**FOR COUNCIL MEETING OF:**

October 19, 2004

**SUMMARY:**

This report requests that the City Council approve the staff recommended Proposed Project Alternative for Freeport Boulevard and for 21<sup>st</sup> Street as shown on Attachment B1, amend the City of Sacramento Bikeway Master Plan, approve the restricted turn island design, approve a "One Year – Post Project Monitoring Period", and provide direction to staff to proceed with the design phase for the Freeport Boulevard/21<sup>st</sup> Street Two-Way Conversion Project (PN: SL01). An Environmental Impact Report (EIR) was prepared for the project. Staff is also requesting that the City Council certify the EIR and adopt the Findings of Fact and Statement of Overriding Considerations and Mitigation Monitoring Plan.

If approved, staff will return to Council with estimated costs and schedule for the detailed design phase for Freeport Boulevard and for 21<sup>st</sup> Street and the intersections within the project area limits.

**COMMITTEE/COMMISSION ACTION:** None.

**BACKGROUND INFORMATION:**

An initial conversion study was performed approximately six years ago when Freeport Boulevard (SR160) was under Caltrans jurisdiction. Further work on the project was put on hold until the relinquishment of Freeport Boulevard from Caltrans to the City was completed. Upon roadway relinquishment to the City in August 2001, staff has been determining the feasibility of converting Freeport Boulevard/19<sup>th</sup> Street from Vallejo Way to W Street, and 21<sup>st</sup> Street from Fourth Avenue to W Street from one-way to two-way streets.

In January 2002, a traffic consultant was retained to restart work on this project. A community work group was formed to review the prior study, provide input to items that needed to be reevaluated and added to improve safety, enhance area circulation and neighborhood access. Community meetings were held in July and November 2002 to inform the community of the project and gather input and comments on the various alternatives being considered.

In April 2003, City Council directed staff to prepare an environmental impact report for a preferred project alternative for Freeport Boulevard and 21<sup>st</sup> Street and evaluate other roadway alternatives. A Draft Environmental Impact Report (DEIR) was prepared and public comments were received on August 5, 2004.

The Freeport Boulevard alternatives that were considered in the DEIR are shown on the left side of Attachments B1 to B5. The Proposed Project Alternative for Freeport Boulevard is shown on Attachment B1 and provides a one-way to two-way conversion with one lane in each direction, maintains the on-street parking on both sides of the street, provides a Class III bicycle route, and traffic calming bulbouts.

The 21<sup>st</sup> Street alternatives considered in the DEIR are also shown on Attachments B1 to B5 on the right side. The Proposed Project Alternative for 21<sup>st</sup> Street is shown on Attachment B1 and provides a one-way to two-way conversion with two northbound travel lanes, one southbound travel lane while maintaining on-street parking on both sides of the street. It also provides a Class III bicycle route and traffic calming bulbouts.

The Proposed Project Alternative for 21<sup>st</sup> Street and several alternatives identify a one foot wide median island barrier at intersections along 21<sup>st</sup> Street between Castro Way and Fourth Avenue. The median island barrier was requested by residents that live east of 21<sup>st</sup> Street in an effort to deter "pass through" traffic that may result in combination with the roadway conversion and any extensive delays that would result from the freight train usage near the 21<sup>st</sup> Street /Fourth Avenue intersection. Several comments were received during the DEIR period related to access restrictions that the median island barrier would cause to residents that live along 21<sup>st</sup> Street and on Markham Way and Castro Way between 21<sup>st</sup> Street and the railroad tracks. The traffic analysis of the DEIR includes the median island barrier. As shown on Attachment C, the median island barrier will prohibit six turning movements.

In an effort to minimize impacts, a revised design (Restricted Turn Island) is proposed to improve access to residents that live west along 21<sup>st</sup> Street and on Markham Way and Castro Way between 21<sup>st</sup> Street and the railroad tracks. The Restricted Turn Island design as shown on Attachment D provides two additional turning movements as compared to the median island barrier. No additional environmental analysis is needed for the Restricted Turn Island, as the restricted turn island prevents southbound 21<sup>st</sup> Street vehicles from turning left to side streets east of 21<sup>st</sup> Street between Castro Way and Fourth Avenue. It also prevents left turns from vehicles east of 21<sup>st</sup> Street that are traveling west bound on the side streets to travel southbound on 21<sup>st</sup> Street.

Staff's Proposed Project Alternative for Freeport Boulevard and 21<sup>st</sup> Street is based on maintaining the same number of travel lanes as existing for overall traffic volumes, improved access and circulation, minimal impacts to parking, and implementation of traffic calming efforts.

Due to the nature of this project and the possibility that travel patterns will change, a one year-post construction monitoring period is proposed. The limit of the area to be monitored would be from W Street on the north, Land Park Avenue on the west, Vallejo

Way on the south, and 24<sup>th</sup> Street on the east. The staff recommended post construction monitoring period is not part of the environmental mitigation requirements. The monitoring will consist of taking pre-construction traffic counts followed with post project traffic counts. Also, community input will be considered to assess the effectiveness of the conversion.

The City of Sacramento Bikeway Master Plan will need to be amended in order to include the bicycle facilities that will be added to Freeport Boulevard and 21<sup>st</sup> Street within the project boundary (Attachment E).

Staff recommends approval of the proposed alternatives and direction to proceed with the design phase. If approved, staff will return to Council at a later date with estimated costs and details of the design phase.

#### **FINANCIAL CONSIDERATIONS:**

The current project budget is \$850,082. As of September 20, 2004, the Freeport Boulevard/21<sup>st</sup> Street Two-Way Conversion Project (PN: SL01) has an unobligated balance of \$461,692. This amount is adequate to cover anticipated project design costs. Once designed, staff will return to City Council with estimated construction costs and identification of construction funding.

#### **ENVIRONMENTAL CONSIDERATIONS:**

The City of Sacramento prepared an Environmental Impact Report (EIR) for the Freeport Boulevard/21<sup>st</sup> Street Two-Way Conversion Project (PN: SL01) in accordance with the California Environmental Quality Act (CEQA). The EIR addressed the potential impacts of the project.

In accordance with CEQA Guidelines Section 15105, the Draft EIR was circulated for a forty-five (45) day public review period from June 21, 2004 to August 5, 2004. A total of fifty-one (51) comment letters were received on the Draft EIR from the public comment period. Comments focused on traffic, circulation, parking, safety issues and cumulative effects. The Final EIR, which provides responses to the written comments on the Draft EIR, was prepared in accordance with Section 15089 and 15132 of the CEQA Guidelines. Copies of the DEIR are located and may be obtained at the City of Sacramento, Development Services Department, Environmental Section – 1231 “I” Street, Ste. 300. Minor revisions were made to the Draft EIR and are contained within the Final EIR.

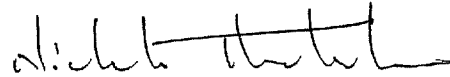
Potentially significant impacts identified in the EIR included traffic and circulation. Mitigation measures were identified to reduce some significant and potentially significant impacts to less than significant levels. Significant unavoidable impacts were identified as described in the Findings of Fact (Exhibit 1A).

**POLICY CONSIDERATIONS:**

This action is consistent with the existing City's Strategic Plan goals for enhancing and preserving neighborhoods, and improving and diversifying the transportation system.

**ESBD CONSIDERATIONS:** None.

Respectfully submitted,




Nicholas Theocharides  
Engineering Services Manager

**RECOMMENDATION APPROVED:**



ROBERT P. THOMAS  
City Manager

Approved:

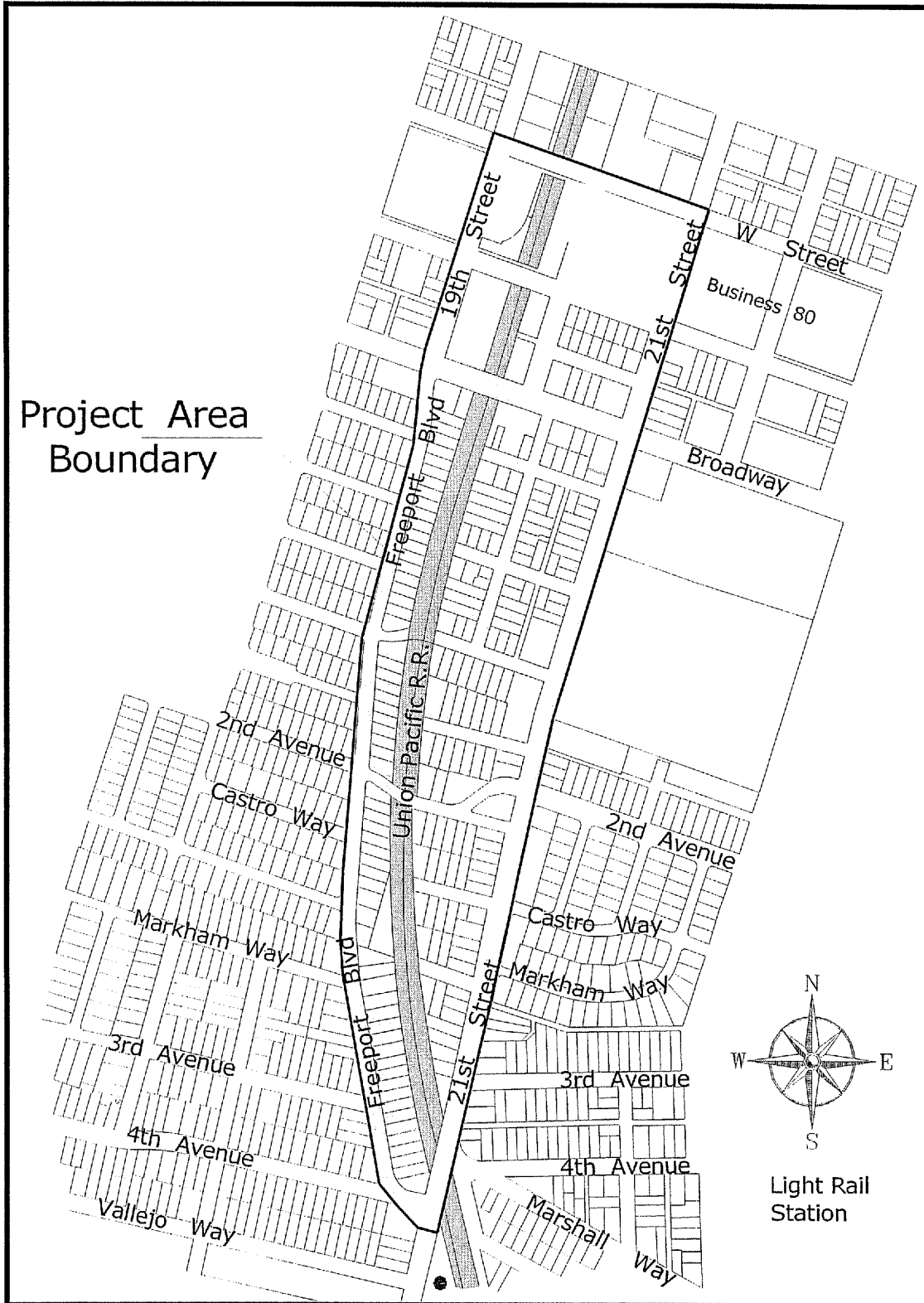


Marty Hanneman  
Director, Department of Transportation

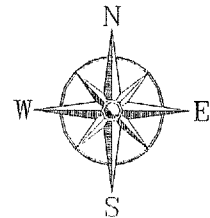
Table of Contents:

- 1) Attachment A, Project Area Boundary Map, page 6
- 2) Attachment B, Freeport Boulevard and 21<sup>st</sup> Street Alternatives, pages 7-11
- 3) Attachment C, 21<sup>st</sup> Street Median Island Barrier Design, page 12
- 4) Attachment D, Restricted Turn Island Design, page 13
- 5) Attachment E, Bikeway Master Plan, page 14
- 6) Resolution, pages 15-18
- 7) Exhibit 1A, Findings of Fact and Statement of Overriding Considerations, pages 19-29
- 8) Exhibit 1B, Mitigation Monitoring Plan, pages 30-33

FREEPORT BLVD/21st STREET TWO-WAY  
CONVERSION PROJECT BOUNDARY MAP(PN:SL01)



Project Area  
Boundary



Light Rail  
Station

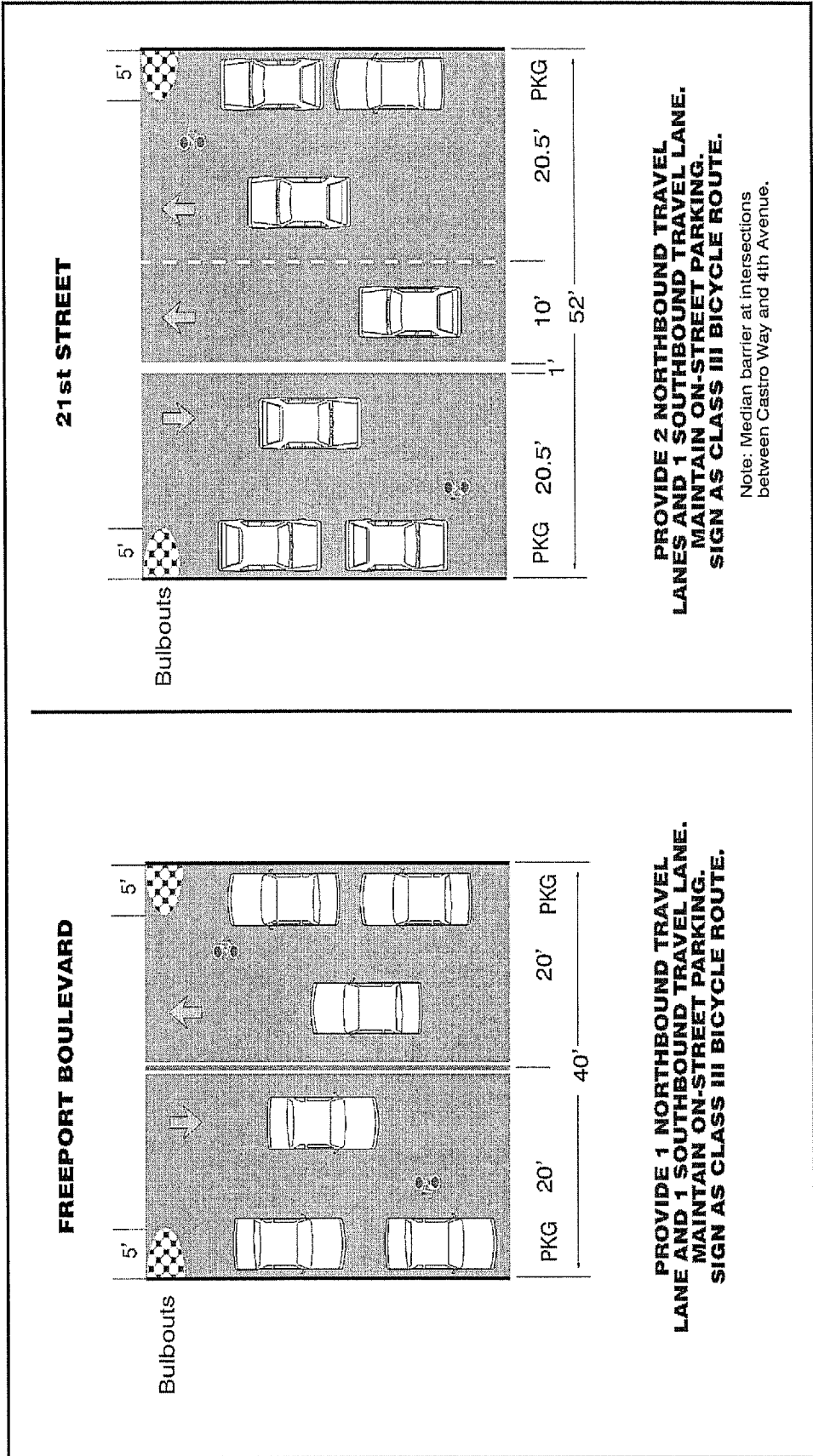
0 500 1000 2000



FFFT

Date: 09/22/04  
Drawn by: Kulwinder Chahal

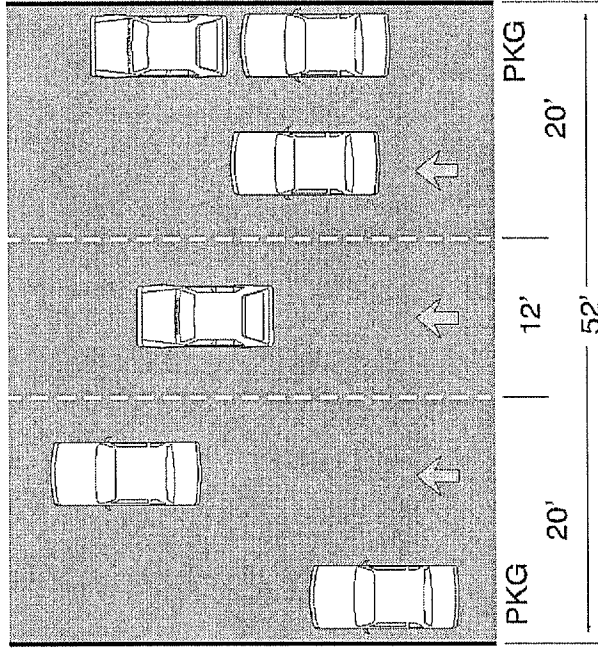
6



**PROPOSED PROJECT ALTERNATIVE**

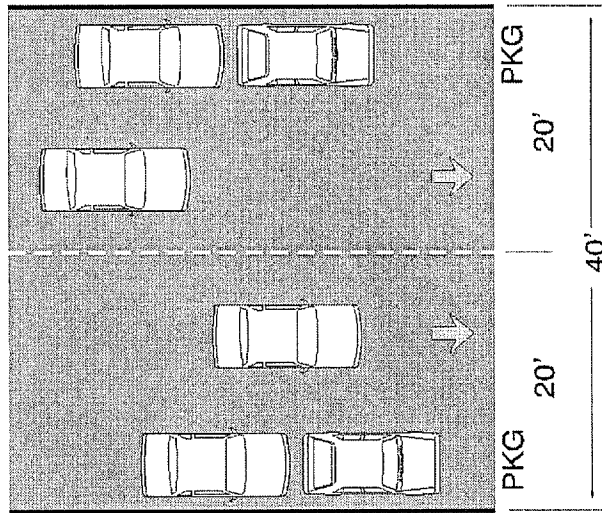
**fp** Fehr & Peers Associates, Inc.  
Transportation Consultants

**21st STREET**



**CURRENT CONFIGURATION  
MAINTAIN 3 NORTHBOUND TRAVEL LANES  
ON 21st STREET.**

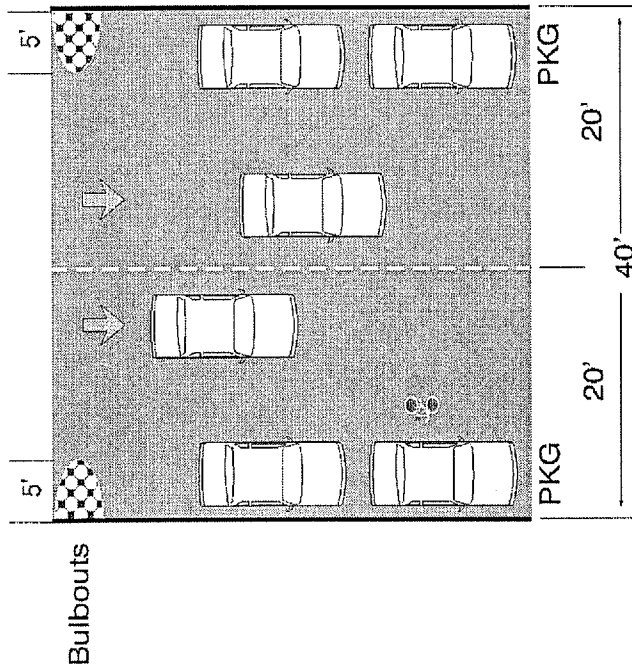
**FREEPORT BOULEVARD**



**CURRENT CONFIGURATION  
MAINTAIN 2 SOUTHBOUND TRAVEL LANES  
ON FREEPORT BOULEVARD.**

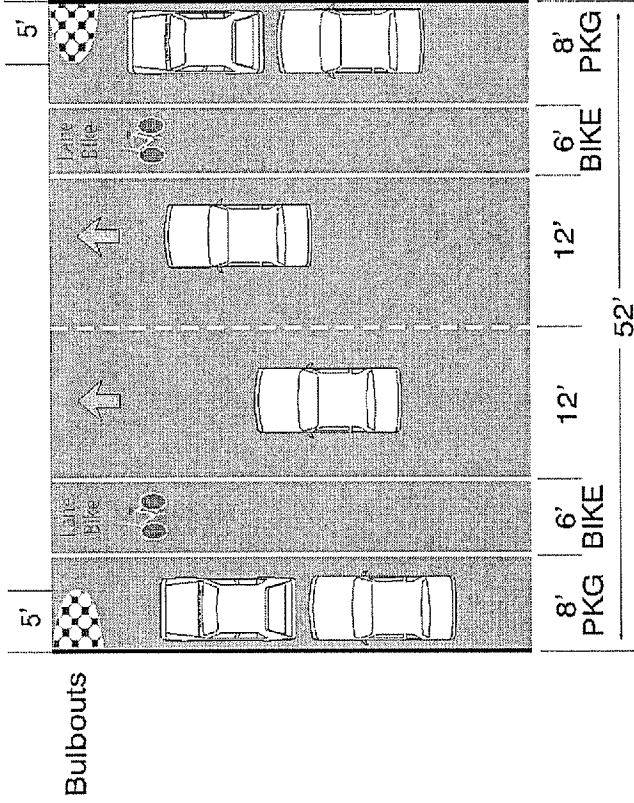
**ALTERNATIVE 1 - NO PROJECT**

**FREERPORT BOULEVARD**



**PROVIDE 2 SOUTHBOUND TRAVEL LANES WITH TRAFFIC CALMING. MAINTAIN ON-STREET PARKING. SIGN AS CLASS III BICYCLE ROUTE.**

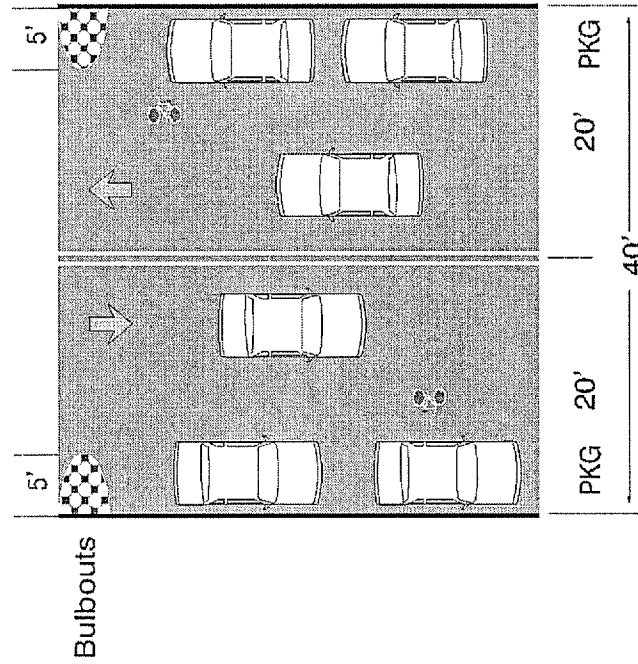
**21st STREET**



**PROVIDE 2 NORTHBOUND TRAVEL LANES WITH TRAFFIC CALMING. MAINTAIN ON-STREET PARKING. PROVIDE CLASS II ON-STREET BICYCLE LANES.**

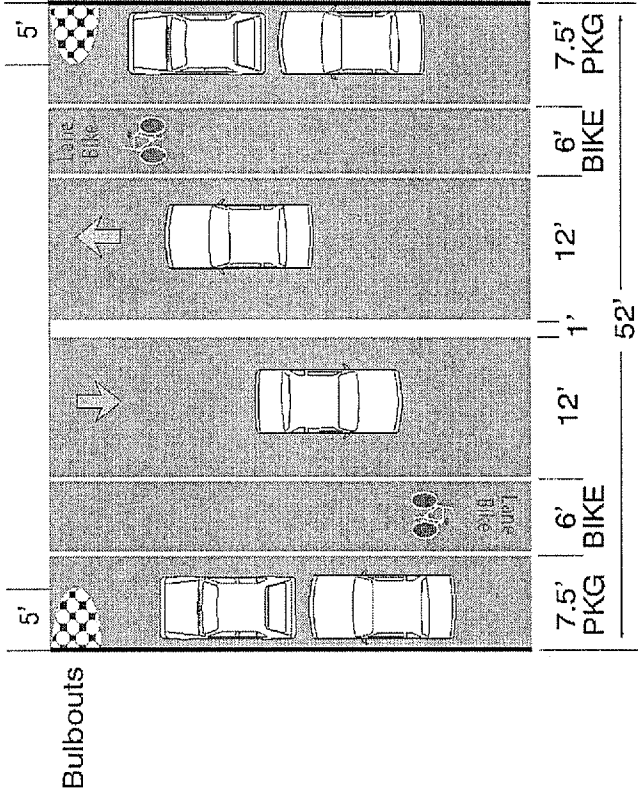
ALTERNATIVE 2 - TRAFFIC CALMING

**FREEPORT BOULEVARD**



**PROVIDE 1 NORTHBOUND TRAVEL LANE AND 1 SOUTHBOUND TRAVEL LANE. MAINTAIN ON-STREET PARKING. SIGN AS CLASS III BICYCLE ROUTE.**

**21st STREET**



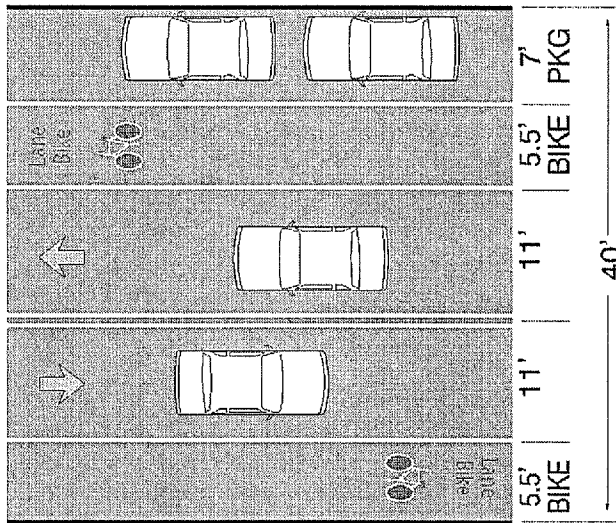
**PROVIDE 1 NORTHBOUND TRAVEL LANE AND 1 SOUTHBOUND TRAVEL LANE. MAINTAIN ON-STREET PARKING. PROVIDE CLASS II ON-STREET BICYCLE LANES.**

Note: Median barrier at intersections between Castro Way and 4th Avenue.

**ALTERNATIVE 3 - REDUCED CAPACITY TWO-WAY CONVERSION**

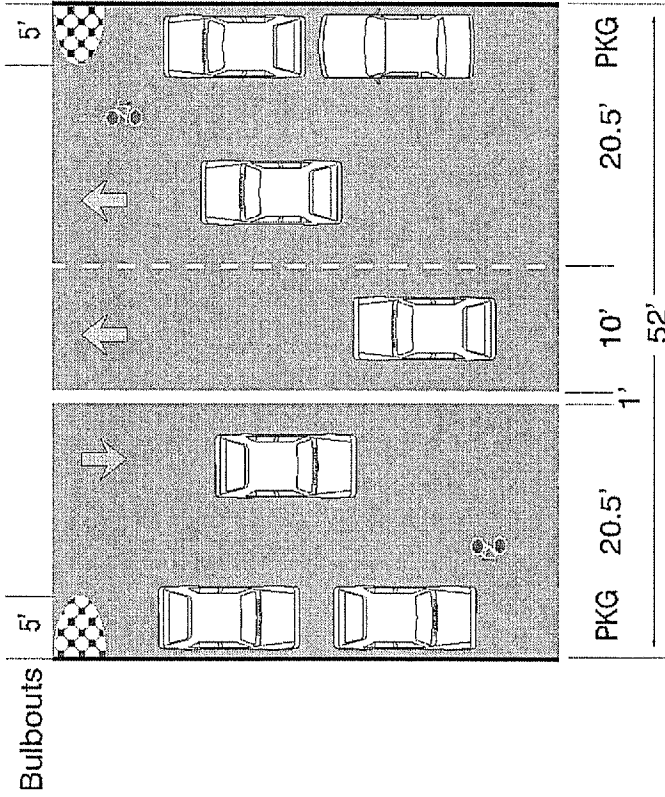


**FREEPORT BOULEVARD**



**PROVIDE 1 NORTHBOUND TRAVEL LANE AND 1 SOUTHBOUND TRAVEL LANE. REMOVE PARKING ON WEST SIDE OF FREEPORT BOULEVARD. PROVIDE CLASS II ON-STREET BICYCLE LANES.**

**21st STREET**



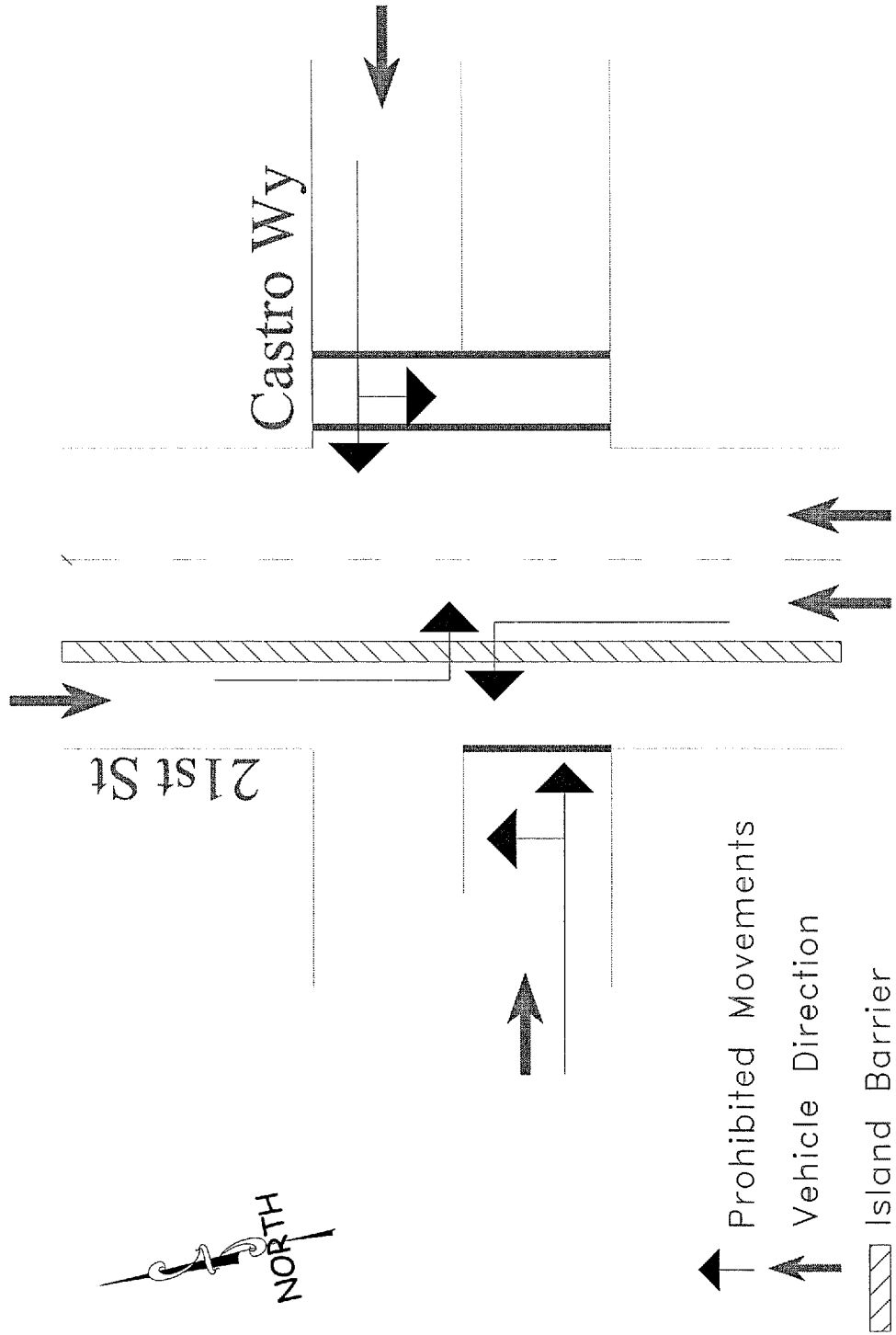
**PROVIDE 2 NORTHBOUND TRAVEL LANES AND 1 SOUTHBOUND TRAVEL LANE. MAINTAIN ON-STREET PARKING. SIGN AS CLASS III BICYCLE ROUTE.**

Note: Median barrier at intersections between Castro Way and 4th Avenue. Either Alternative 3 or 4 for 21st Street could be implemented with reduced parking alternative.

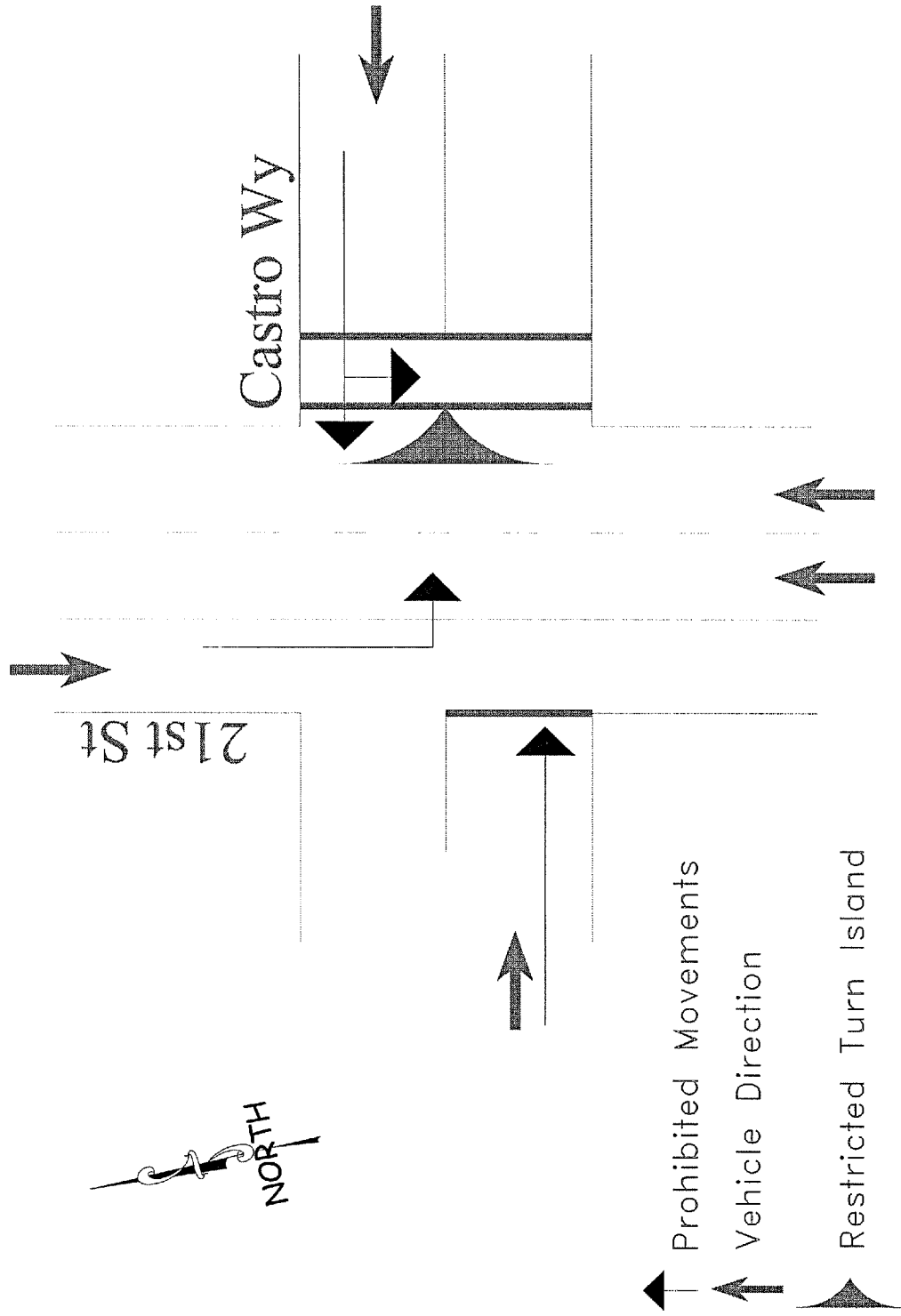
**ALTERNATIVE 4 - REDUCED PARKING TWO-WAY CONVERSION**



# Median Island Barrier Design

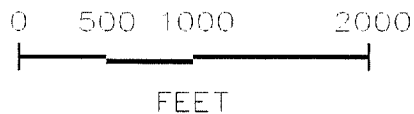
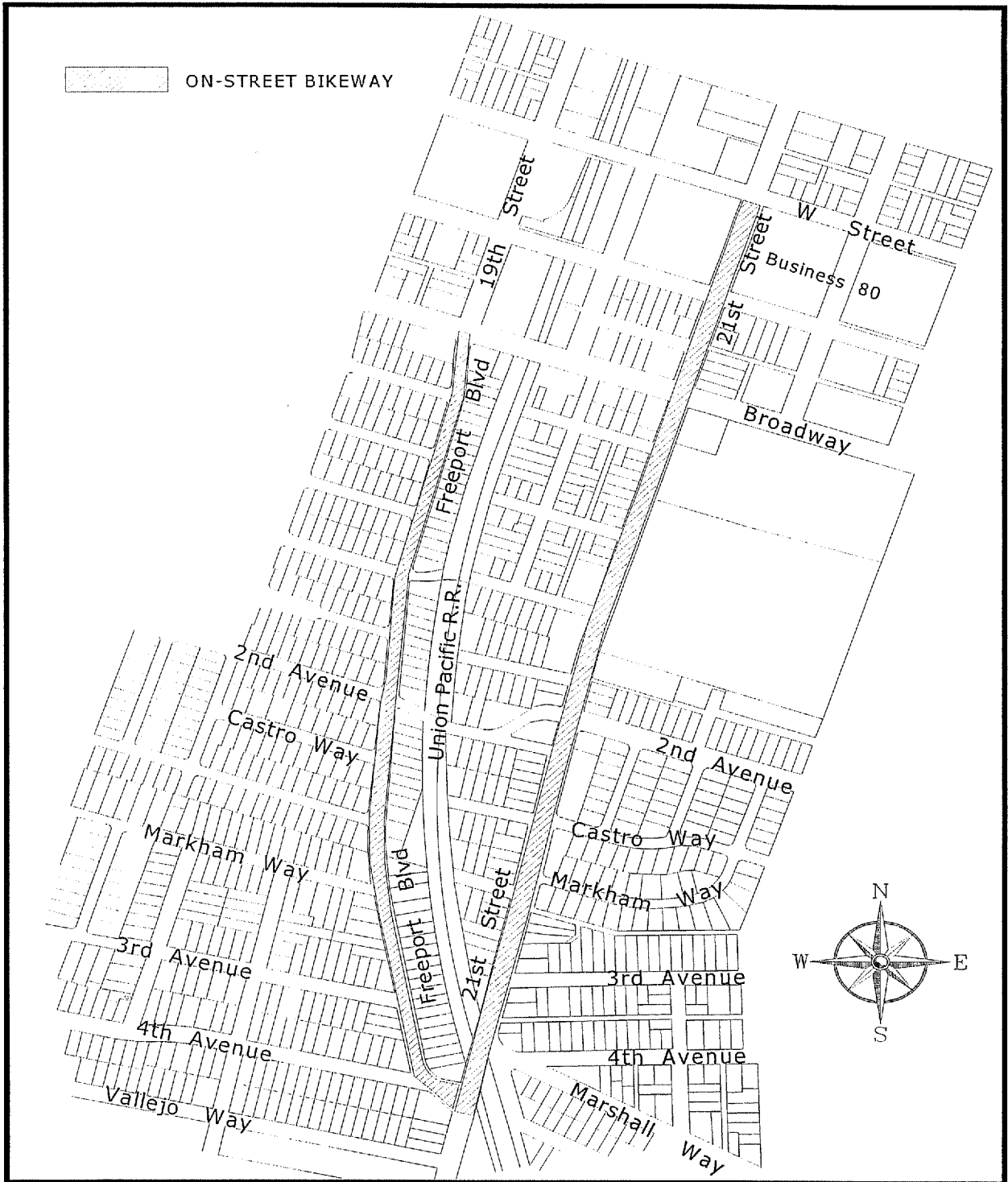


# Restricted Turn Island Design



Attachment D

AMENDMENT TO CITY OF SACRAMENTO  
BIKEWAY MASTER PLAN (PN:SL01)



Date: 09/27/04  
Drawn by: Kulwinder Chahal

# RESOLUTION NO.

ADOPTED BY THE SACRAMENTO CITY COUNCIL

ON DATE OF \_\_\_\_\_

**FREEPORT BOULEVARD / 21<sup>ST</sup> STREET TWO-WAY CONVERSION PROJECT (PN: SL01) – CERTIFY ENVIRONMENTAL IMPACT REPORT (SCH#2003072162); ADOPT FINDINGS OF FACT AND STATEMENT OF OVERRIDING CONSIDERATIONS AND MITIGATION MONITORING PLAN; APPROVE THE PROPOSED PROJECT ALTERNATIVE; APPROVE RESTRICTED TURN ISLAND DESIGN; AMEND THE CITY OF SACRAMENTO BIKEWAY MASTERPLAN; APPROVE A ONE YEAR POST PROJECT MONITORING PERIOD; AND DIRECT STAFF TO PROCEED WITH THE DESIGN PHASE**

**BE IT RESOLVED BY THE COUNCIL OF THE CITY OF SACRAMENTO THAT:**

## **I. CEQA FINDINGS**

1. The City Council finds that the Environmental Impact Report for the Freeport Boulevard/21<sup>st</sup> Street Two-Way Conversion project (herein EIR), which consists of the Draft EIR, and Final EIR (Response to Comments) and Appendices, has been completed in accordance with the requirements of the California Environmental Quality Act (CEQA), and the State CEQA Guidelines.
2. The City Council certifies that the EIR was prepared, published, circulated and reviewed in accordance with the requirements of CEQA, and the State CEQA Guidelines, and constitutes an adequate, accurate, objective and complete Final Environmental Impact Report in accordance with the requirements of CEQA, and the State CEQA Guidelines.
3. The City Council certifies that the EIR has been presented to it and that the City Council has reviewed it and considered the information contained therein prior to acting on the proposed project and that the EIR reflects the independent judgment and analysis of the City.

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RESOLUTION NO.: \_\_\_\_\_

DATE ADOPTED: \_\_\_\_\_

4. Pursuant to CEQA Guidelines Section 15093, and in support of its approval of the Freeport Boulevard/21<sup>st</sup> Street Two-Way Conversion project, the City Council hereby adopts the attached Findings of Fact (Exhibit 1A) and a Mitigation Monitoring Program (Exhibit 1B) to require all reasonably feasible mitigation measures be implemented.

## II. PROCEDURAL FINDINGS

1. The City of Sacramento caused an Environmental Impact Report ("EIR") on the Project to be prepared pursuant to the California Environmental Quality Act, Public Resources Code, Section 21000 et seq. (CEQA), the CEQA Guidelines, Code of California Regulations, Title XIV, Section 15000 et seq.
2. A Notice of Preparation of the Draft EIR was filed with the Office of Planning and Research on June 21, 2004 and was circulated for public comment from June 21, 2004 to August 5, 2004.
3. A Notice of Completion (NOC) and copies of the Draft EIR were distributed to the State Clearinghouse on June 21, 2004 to those public agencies that have jurisdiction by law with respect to the Project, and to other interested parties and agencies. The comments of such persons and agencies were sought.
4. An official forty-five (45) day public review period for the Draft EIR was established by the State Clearinghouse. The public review period began on June 21, 2004 and ended on August 4, 2004.
5. A Notice of Availability (NOA) was distributed to all interested groups, organizations, and individuals on June 21, 2004, for the Draft EIR. The Notice of Availability stated that the City of Sacramento had completed the Draft EIR and that copies were available at the City of Sacramento, 1231 I Street, Room 300, Sacramento, California 95814. The letter also indicated that the official forty-five day public review period for the Draft EIR would end on August 5, 2004.
6. A public notice was placed in the Daily Recorder on June 21, 2004, which stated that the California Plaza Phase II Draft EIR was available for public review and comment. A public notice was posted with the Sacramento County Clerk/Recorder's Office on June 21, 2004. A public notice was also posted at the Sacramento City Hall on June 21, 2004.

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DATE ADOPTED: \_\_\_\_\_

7. Following closure of the public comment period, the Draft EIR was supplemented to incorporate comments received and the City's responses to said comments. The comments did result in changes to the DEIR text. However, because the minor proposed design changes have not resulted in new significant environmental impacts, or a substantial increase in the severity of an environmental impact, they are not considered "significant new information," and a recirculation of the Draft EIR is not required. Therefore, in accordance with CEQA Guidelines, Section 15088.5, recirculation of the EIR is not required.
  
8. Following notice duly and regularly given as required by law, and all interested parties expressing a desire to comment thereon or object thereto having been heard, the EIR and comments and responses thereto having been considered, the City Council makes the following determinations:
  - A. The EIR consists of the Draft EIR, and Final EIR (Responses to Comments) and appendices.
  - B. The EIR was prepared and completed in compliance with CEQA.
  - C. The EIR has been presented to the City Council, which reviewed and considered the information therein prior to acting on the Freeport Boulevard/21<sup>st</sup> Street Two-Way Conversion project, and they find that the EIR reflects the independent judgment and analysis of the City of Sacramento.
  
9. The following information is incorporated by reference and made part of the record supporting these findings:
  - A. The Draft and Final EIR and all documents relied upon or incorporated by reference as listed in Chapter 8, References, of the Freeport Boulevard/21<sup>st</sup> Street Two-Way Conversion Draft EIR.
  - B. The Mitigation Monitoring Plan dated September 2004.
  - C. Testimony, documentary evidence and all correspondence submitted or delivered to the City in connection with the City Council hearing on this project and associated EIR.
  - D. All staff reports, memoranda, maps, letters, minutes of meetings and other documents relied upon or prepared by City staff relating

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DATE ADOPTED: \_\_\_\_\_

to the project (e.g. references contained in Chapter 8 of the DEIR), including but not limited to, City of Sacramento General Plan including all amendments, and the Draft and Final EIR for the City of Sacramento General Plan Update.

**III. The Proposed Project Alternative for Freeport Boulevard and 21st Street is hereby approved;**

**IV. The “Restricted Turn Island” design is approved;**

**V. The City of Sacramento Bikeway Master Plan is amended;**

**VI. A One Year - Post Project Monitoring Period is approved; and**

**VII. Staff is directed to proceed with the design phase.**

\_\_\_\_\_  
MAYOR

ATTEST:

\_\_\_\_\_  
CITY CLERK

\_\_\_\_\_  
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DATE ADOPTED: \_\_\_\_\_

**FINDINGS OF FACT REGARDING THE ENVIRONMENTAL IMPACT REPORT FOR THE PROPOSED FREEPORT BOULEVARD/21<sup>ST</sup> STREET TWO-WAY CONVERSION PROJECT**

The Environmental Impact Report for the Freeport Boulevard/21<sup>st</sup> Street Two-Way Conversion project, prepared in compliance with the California Environmental Quality Act, evaluates the potentially significant and significant adverse environmental impacts that could result from adoption of the project or alternatives to the project.

The proposed project area is located between Freeport Boulevard/19<sup>th</sup> Street to the west, "W" Street to the north, 21<sup>st</sup> Street to the east, and Freeport Boulevard/4<sup>th</sup> Avenue to the south. The proposed project is located within the boundaries of two established communities in the City of Sacramento, Land Park and Curtis Park. Currently, the subject streets are one-way and provide access to the residential and commercial areas within Land Park and Curtis Park as well as access from south Sacramento to the downtown area.

The proposed project includes the conversion of both Freeport Boulevard and 21<sup>st</sup> Street to two-way roadways. Freeport Boulevard would have one northbound and one southbound travel lane, and would be signed as a Class III bicycle route. 21<sup>st</sup> Street would have two northbound travel lanes and one southbound travel lane, and would be signed as a Class III bicycle route. Median island barriers would be constructed and placed on 21<sup>st</sup> Street at intersections (i.e., Castro Way, Markham Way, 3<sup>rd</sup> Avenue, and 4<sup>th</sup> Avenue) to prevent cut-through traffic. On-street parking would be maintained on both roadways.

Because the EIR indicates that implementation of the project (or project alternatives) would result in certain adverse impacts, the City is required under CEQA and the State to make certain findings with respect to these impacts. The required findings appear in the following sections of this document. This document lists all identified potentially significant and significant impacts of the project, as identified in the EIR. The following identifies the significant impacts of the project, all of which can be avoided by implementation of mitigation measures. These findings are supported by substantial evidence in the record of proceedings before the City as stated below.

RESOLUTION NO. \_\_\_\_\_

1. **SIGNIFICANT IMPACTS WHICH CAN BE AVOIDED IN THE EIR**

In this section of the Findings of Fact for the proposed Freeport Boulevard/21<sup>st</sup> Street Two-Way Conversion project, the City, as authorized by Public Resources Code Section 21081 and Title 14, California Administrative Code Sections 15091, 15092, and 15093, identifies the significant impacts that can be reduced through mitigation measures to a less-than-significant level. These mitigation measures are hereby incorporated into the description of the project and their implementation will be tracked through the Freeport Boulevard/21<sup>st</sup> Street Two-Way Conversion Mitigation Monitoring Program.

**A. Impact 5.2-2f Intersection: Land Park Drive/2<sup>nd</sup> Avenue  
(Year 2025 plus Project Conditions)**

Significant Impact

The implementation of the Proposed Project Two-Way Conversion Alternative, the Reduced Capacity Two-Way Conversion Alternative, and the Reduced Parking Two-Way Conversion Alternative would add more than 5 seconds of delay to AM and PM peak hour (LOS F) traffic operations, resulting in a **significant impact**.

Finding

*As authorized by Public Resources Code Section 21081 and Title 14, California Administrative Code Section 15091(a)(1), the City finds that changes or alterations have been required in, or incorporated into, the Project which mitigate or avoid the significant environmental impacts listed above as identified in the EIR. The City further finds that this change or alteration in the project is within the jurisdiction of the City to require, and that this measure is appropriate and feasible.*

Facts in Support of Finding

The significant impact listed above would be reduced to a less-than-significant level with the following mitigation measure provided in the Freeport Boulevard/21<sup>st</sup> Street Two-Way Conversion EIR:

- 5.2-2f** Under Year 2025 conditions, the Land Park Drive/2<sup>nd</sup> Avenue intersection meets the Caltrans peak hour volume warrant for a traffic signal during the AM and PM peak hours. Installing a traffic signal and re-striping the northbound and southbound approaches to include separate left-turn lanes at the Land Park Drive/2<sup>nd</sup> Avenue intersection would improve traffic operation to LOS D during the AM and PM peak hours (the traffic signal

would operate with permitted left-turn phasing on each approach) in Year 2025 with the implementation of the Proposed Project Two-Way Conversion Alternative, the Reduced Capacity Two-Way Conversion Alternative, and the Reduced Parking Two-Way Conversion Alternative, reducing the impact to a less-than-significant level.

**B. Impact 5.2-2g Intersection: 24<sup>th</sup> Street/2<sup>nd</sup> Avenue  
(Year 2025 plus Project Conditions)**

Significant Impact

The implementation of the Proposed Project Two-Way Conversion Alternative, the Reduced Capacity Two-Way Conversion Alternative, and the Reduced Parking Two-Way Conversion Alternative would add more than 5 seconds of delay to AM peak hour traffic operations, causing LOS F and resulting in a **significant impact**.

Finding

*As authorized by Public Resources Code Section 21081 and Title 14, California Administrative Code Section 15091(a)(1), the City finds that changes or alterations have been required in, or incorporated into, the Project which mitigate or avoid the significant environmental impacts listed above as identified in the EIR. The City further finds that this change or alteration in the project is within the jurisdiction of the City to require, and that this measure is appropriate and feasible.*

Facts in Support of Finding

The significant impact listed above would be reduced to a less-than-significant level with the following mitigation measure provided in the Freeport Boulevard/21<sup>st</sup> Street Two-Way Conversion EIR:

- 5.2-2g** Under Year 2025 conditions, the 24<sup>th</sup> Street/2<sup>nd</sup> Avenue intersection meets the Caltrans peak hour volume warrant for a traffic signal during the AM and PM peak hours. Installing a traffic signal at the 24<sup>th</sup> Street/2<sup>nd</sup> Avenue intersection would improve traffic operations to LOS B during the AM and PM peak hours (the traffic signal would operate with permitted left-turn phasing on each approach) with the implementation of the Proposed Project Two-Way Conversion Alternative, the Reduced Capacity Two-Way Conversion Alternative, and the Reduced Parking Two-Way Conversion Alternative, reducing the impact to a **less-than-significant** level.

RESOLUTION NO. \_\_\_\_\_

2. **SIGNIFICANT IMPACTS IDENTIFIED AND MITIGATED IN THE INITIAL STUDY**

Significant impacts were not identified in the Initial Study for the Freeport Boulevard/21<sup>st</sup> Street Two-Way Conversion.

3. **SIGNIFICANT IMPACTS WHICH CANNOT BE AVOIDED**

In this section of the Findings of Fact for the proposed Freeport Boulevard/21<sup>st</sup> Street Two-Way Conversion project, the City identifies the significant impacts that cannot be reduced through mitigation measures to a less-than-significant level.

A. **Impact 5.2-1a Intersection: Freeport Boulevard/Broadway/19<sup>th</sup> Street (Existing plus Project Conditions)**

Significant Impact

The implementation of the Proposed Project Two-Way Conversion Alternative, the Reduced Capacity Two-Way Conversion Alternative, and the Reduced Parking Two-Way Conversion Alternative would degrade AM peak operations from LOS B to LOS D and add more than 5 seconds of delay to PM peak hour operations, causing LOS E and resulting in a **significant impact**.

Finding

*Feasible mitigation measures do not exist to reduce the impact to a less-than-significant level.*

Facts in Support of Finding

The significant impact listed above would not be able to be reduced to a less-than-significant level for the following reason:

Right-of-way is not available to widen the Freeport Boulevard/Broadway/19<sup>th</sup> Street intersection to provide additional through lanes or turn lanes. Therefore, this intersection would operate unacceptably (LOS D during the AM peak hour and LOS E during the PM peak hour) with the implementation of the Proposed Project Two-Way Conversion, resulting in a **significant and unavoidable impact**.

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**B. Impact 5.2-1b Intersection: Freeport Boulevard/2<sup>nd</sup> Avenue  
(Existing plus Project Conditions)**

Significant Impact

The implementation of the Proposed Project Two-Way Conversion Alternative, the Reduced Capacity Two-Way Conversion Alternative, and the Reduced Parking Two-Way Conversion Alternative would degrade traffic operations from LOS C to LOS D during the PM peak hour, resulting in a **significant impact**.

Finding

*Feasible mitigation measures do not exist to reduce the impact to a less-than-significant level.*

Facts in Support of Finding

The significant impact listed above would not be able to be reduced to a less-than-significant level for the following reason:

Right-of-way is not available to widen the Freeport Boulevard/2<sup>nd</sup> Avenue intersection to provide additional through lanes or turn lanes. Therefore, this intersection would operate unacceptably (LOS D) during the PM peak hour with the implementation of the Proposed Project Two-Way Conversion, resulting in a **significant and unavoidable impact**.

**C. Impact 5.2-2a Intersection: Freeport  
Boulevard/Broadway/19<sup>th</sup> Street (Year 2025  
plus Project Conditions)**

Significant Impact

The implementation of the Proposed Project Two-Way Conversion Alternative, the Reduced Capacity Two-Way Conversion Alternative, and the Reduced Parking Two-Way Conversion Alternative would degrade traffic operation from LOS B to LOS D during the AM peak hour and would add more than 5 seconds of delay to PM peak hour operations, causing LOS F conditions and resulting in a **significant impact**.

Finding

*Feasible mitigation measures do not exist to reduce the impact to a less-than-significant level.*

RESOLUTION NO. \_\_\_\_\_

Facts in Support of Finding

The significant impact listed above would not be able to be reduced to a less-than-significant level for the following reason:

Right-of-way is not available to widen the Freeport Boulevard/Broadway/19<sup>th</sup> Street intersection to provide additional through lanes or turn lanes. Therefore, this intersection would operate unacceptably (LOS D during the AM peak hour and LOS F during the PM peak hour) with the implementation of the Proposed Project Two-Way Conversion, resulting in a **significant and unavoidable impact**.

**D. Impact 5.2-2b Intersection: Freeport Boulevard/2<sup>nd</sup> Avenue  
(Year 2025 plus Project Conditions)**

Significant Impact

The implementation of the Proposed Project Two-Way Conversion Alternative, the Reduced Capacity Two-Way Conversion Alternative, and the Reduced Parking Two-Way Conversion Alternative would degrade AM peak operations from LOS C to LOS D during the PM peak hour, resulting in a **significant impact**.

Finding

*Feasible mitigation measures do not exist to reduce the impact to a less-than-significant level.*

Facts in Support of Finding

The significant impact listed above would not be able to be reduced to a less-than-significant level for the following reason:

Right-of-way is not available to widen the Freeport Boulevard/2<sup>nd</sup> Avenue intersection to provide additional through lanes or turn lanes. Therefore, this intersection would operate unacceptably (LOS D) during the PM peak hour with the implementation of the Proposed Project Two-Way Conversion, resulting in a **significant and unavoidable impact**.

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**E. Impact 5.2-2c Intersection: Freeport Boulevard/21<sup>st</sup> Street  
(Year 2025 plus Project Conditions)**

Significant Impact

The implementation of the Proposed Project Two-Way Conversion Alternative, Reduced Capacity Two-Way Conversion Alternative, and the Reduced Parking Two-Way Conversion Alternative would degrade traffic operations from LOS A to LOS E during the PM peak hour, resulting in a **significant impact**.

Finding

*Feasible mitigation measures do not exist to reduce the impact to a less-than-significant level.*

Facts in Support of Finding

The significant impact listed above would not be able to be reduced to a less-than-significant level for the following reason:

Right-of-way is not available to widen the Freeport Boulevard/21<sup>st</sup> Street intersection to provide additional through lanes or turn lanes. Therefore, this intersection would operate unacceptably (LOS E) during the PM peak hour with the implementation of the Proposed Project Two-Way Conversion, resulting in a **significant and unavoidable impact**.

**F. Impact 5.2-2d Alternative 3 - Intersection: 21<sup>st</sup> Street/2<sup>nd</sup> Avenue  
(Year 2025 plus Project Conditions)**

Significant Impact

The implementation of the Reduced Capacity Two-Way Conversion Alternative would degrade AM peak operations from LOS B to LOS D, resulting in a **significant impact**.

Finding

*Feasible mitigation measures do not exist to reduce the impact to a less-than-significant level.*

Facts in Support of Finding

The significant impact listed above would not be able to be reduced to a less-than-significant level for the following reason:

Right-of-way is not available to widen the 21<sup>st</sup> Street/2<sup>nd</sup> Avenue intersection to provide additional through lanes or turn lanes.

Therefore, this intersection would operate unacceptably (LOS D) during the AM peak hour with the implementation of the Reduced Capacity Two-Way Conversion Alternative, resulting in a **significant and unavoidable impact**.

**G. Impact 5.2-2e Intersection: 21<sup>st</sup> Street/Broadway (Year 2025 plus Project Conditions)**

Significant Impact

The implementation of the Proposed Project Two-Way Conversion Alternative, the Reduced Capacity Two-Way Conversion Alternative, and the Reduced Parking Two-Way Conversion Alternative would add more than 5 seconds of delay to AM peak hour operations, causing LOS E and degrading traffic operations from LOS B to LOS E during the PM peak hour. These conditions would result in a **significant impact**.

Finding

*Feasible mitigation measures do not exist to reduce the impact to a less-than-significant level.*

Facts in Support of Finding

The significant impact listed above would not be able to be reduced to a less-than-significant level for the following reason:

Right-of-way is not available to widen the 21<sup>st</sup> Street/Broadway intersection to provide additional through lanes or turn lanes. Therefore, this intersection would operate unacceptably (LOS E during the AM and PM peak hours) with the implementation of the Proposed Project Two-Way Conversion, resulting in a **significant and unavoidable impact**.

**5. REJECTION OF ALTERNATIVES**

CEQA mandates that every EIR evaluate a no-project alternative, plus a range of alternatives to the project or its location. Alternatives provide a basis of comparison to the project in terms of beneficial, significant, and unavoidable impacts. This comparative analysis is used to consider reasonable feasible options for minimizing environmental consequences of a project. For the reasons documented in the EIR and summarized below, the City finds that approval and implementation of the project as approved is appropriate, and rejects each one and any combination of project alternatives. The evidence supporting these findings is presented in Chapter 4 of the Draft EIR.

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## **A. Alternative 1: No Project / No Build Alternative**

Under the No Project Alternative, the City of Sacramento would not approve the development plans for the proposed Freeport / 21<sup>st</sup> Street project, and existing conditions of the project roadways would continue. The property would remain in its current state and would not be available for construction.

### Finding

*Specific circulation considerations make infeasible the No Project Alternative identified in the EIR and described above.*

### Facts in Support of Finding

1. The No Project Alternative would not meet any of The City's goals and objectives for the proposed project.
2. Significant effects of the proposed project are acceptable when balanced against this Alternative and the facts set forth in the Freeport / 21<sup>st</sup> Street EIR.

## **B. Alternative 2: Traffic Calming Alternative**

The Traffic Calming Alternative would result in the implementation of traffic calming measures on Freeport Boulevard and 21<sup>st</sup> Street. Freeport Boulevard would remain as a single-direction two-lane southbound roadway. Traffic calming measures would be proposed in order to reduce traffic speeds and volumes in the project area.

A Class III bicycle route would be provided along Freeport Boulevard and the on-street parking would be maintained. 21<sup>st</sup> Street would be reduced from a three-lane roadway to a two-lane roadway serving northbound vehicles from 4<sup>th</sup> Avenue to just south of the 21<sup>st</sup> Street/Broadway intersection. Eliminating the travel lane would provide adequate distance for a Class II bicycle lane on both sides of the roadway, between 4<sup>th</sup> Avenue and Broadway. On-street parking along 21<sup>st</sup> Street would remain in place. Additionally, the Freeport Boulevard/21<sup>st</sup> Street intersection would be signalized and reconfigured to provide a protected crossing for bicyclists and pedestrians.

Because traffic volumes are not expected to change by more than 2-3 percent with the implementation of traffic calming measures, discussion of the intersection operations would include the same volumes as under the no project conditions.

### Finding

*Specific circulation considerations make infeasible the Traffic Calming Alternative identified in the EIR and described above.*

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Facts in Support of Finding

1. The Traffic Calming Alternative would not meet the project's objective of improving circulation on Freeport Boulevard and 21<sup>st</sup> Street.
2. Significant effects of the proposed project are acceptable when balanced against this Alternative and the facts set forth in the Freeport / 21<sup>st</sup> Street EIR.

**D. Alternative 4: Reduced Parking Two-Way Conversion Alternative**

The Reduced Parking Two-Way Conversion Alternative includes the conversion of both Freeport Boulevard and 21<sup>st</sup> Street to two-way operation; however, the on-street parking along the west side of Freeport Boulevard, between 4<sup>th</sup> Avenue and Broadway, would be removed in order to provide for northbound and southbound Class II bicycle lanes. In addition, the Freeport Boulevard/21<sup>st</sup> Street intersection would be signalized and reconfigured to provide a protected crossing for bicyclists and pedestrians. Because one northbound and one southbound travel lane would be provided on Freeport Boulevard, traffic volumes would remain the same as those developed under the Proposed Project Two-Way Conversion and the Reduced Capacity Two-Way Conversion Alternatives.

Finding

*Specific circulation considerations make infeasible the Reduced Parking Two-Way Conversion Alternative identified in the EIR and described above.*

Facts in Support of Finding

1. The Reduced Parking Two-Way Conversion Alternative does not accord the highest level of increased circulation which would be available under the Proposed Project Alternative.
2. Significant effects of the proposed project are acceptable when balanced against this Alternative and the facts set forth in the Freeport / 21<sup>st</sup> Street EIR.

**IV. STATEMENT OF OVERRIDING CONSIDERATIONS**

As set forth in the preceding discussion, the City's approval of the proposed project would result in significant adverse environmental impacts that cannot be avoided even with the adoption of all feasible mitigation measures. Despite the occurrence of these effects, however, the City chooses to approve the project because, in its view, the safety and social benefits that the Project would produce would render the significant effects acceptable.

The following statement identifies why, in the City's judgment, the benefits of the project as approved outweigh its unavoidable significant effects. Any one of these reasons is sufficient to justify approval of the project. Thus, even if a court were to conclude that not every reason is supported by substantial evidence, the City would stand by its determination that the individual reasons are sufficient.

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The City finds that each impact previously identified and briefly explained above is acceptable because mitigation measures have been required to reduce these impacts to the extent feasible, and on balancing the benefits to be realized by approval of the Proposed Project Alternative against the remaining environmental risks, the following considerations outweigh the impacts and support approval of the Proposed Project Alternative.

**Although the Proposed Project would degrade the level of service at several intersections, it would meet the project objectives of reducing travel speed and improving the safety of vehicles, pedestrians, and bicyclists on Freeport Boulevard and 21<sup>st</sup> Street, resulting in safer neighborhoods in the project vicinity.**

The Proposed Project Alternative includes pedestrian crosswalks at the Freeport/21<sup>st</sup> Street intersection, a measure which will increase pedestrian safety. The Proposed Project also includes a new traffic signal at the Freeport/21<sup>st</sup> Street intersection to increase vehicle safety in the project area. Under existing conditions, bicycle routes do not exist along Freeport Boulevard and 21<sup>st</sup> Street; the Proposed Project Alternative, however, includes a Class III bike route with signage. Reduced travel speeds along Freeport Boulevard and 21<sup>st</sup> Street would further add to vehicle, pedestrian, and bicycle safety. Additionally, these improvements to vehicle, pedestrian, and bicycle safety, as well as the reduction of travel speeds along Freeport Boulevard and 21<sup>st</sup> Street would contribute to the sense of community and the feeling of safety in the surrounding neighborhoods. The creation of a safer neighborhood outweighs the level of service degradation that would result from the Proposed Project Alternative.

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## **5. MITIGATION MONITORING PLAN**

### **5.1 INTRODUCTION**

Section 15097 of the California Environmental Quality Act (CEQA) requires all state and local agencies to establish monitoring or reporting programs for projects approved by a public agency whenever approval involves the adoption of either a "mitigated negative declaration" or specified environmental findings related to environmental impact reports.

The following is the Mitigation Monitoring Plan for the Freeport Boulevard/21<sup>st</sup> Street Two-Way Conversion project. The Plan includes a description of the requirements of the California Environmental Quality Act and a compliance checklist. The project as approved includes mitigation measures. The intent of the Plan is to prescribe and enforce a means for properly and successfully implementing the mitigation measures as identified within the Environmental Impact Report for this project. Unless otherwise noted, the cost of implementing the mitigation measures as prescribed by this Plan shall be funded by the City.

### **5.2 COMPLIANCE CHECKLIST**

The mitigation monitoring plan (MMP) contained herein is intended to satisfy the requirements of CEQA as they relate to the Environmental Impact Report for the Freeport Boulevard/21<sup>st</sup> Street Two-Way Conversion project prepared by the City of Sacramento. This MMP is intended to be used by City staff and mitigation monitoring personnel to ensure compliance with mitigation measures during project implementation. Mitigation measures identified in this MMP were developed in the Environmental Impact Report prepared for the proposed project.

The Freeport Boulevard/21<sup>st</sup> Street Two-Way Conversion project Environmental Impact Report presents a detailed set of mitigation measures that will be implemented throughout the lifetime of the project. Mitigation is defined by CEQA as a measure which:

- Avoids the impact altogether by not taking a certain action or parts of an action.
- Minimizes impacts by limiting the degree or magnitude of the action and its implementation.
- Rectifies the impact by repairing, rehabilitating, or restoring the impacted environment.
- Reduces or eliminates the impact over time by preservation and maintenance operations during the life of the project.
- Compensates for the impact by replacing or providing substitute resources or environments.

The intent of the MMP is to ensure the effective implementation and enforcement of adopted mitigation measures and permit conditions. The MMP will provide for monitoring of construction activities as necessary and in-the-field identification and resolution of environmental concerns.

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Monitoring and documenting the implementation of mitigation measures will be coordinated by the City of Sacramento. The table attached to this report identifies the mitigation measure, the monitoring action for the mitigation measure, the responsible party for the monitoring action, and timing of the monitoring action. The applicant will be responsible for fully understanding and effectively implementing the mitigation measures contained within the MMP. The City of Sacramento will be responsible for ensuring compliance.

During construction of the project, the City will assign an inspector who will be responsible for field monitoring of mitigation measure compliance. The inspector will report to the City Public Works Department and will be thoroughly familiar with permit conditions and the MMP. In addition, the inspector will be familiar with construction contract requirements, construction schedules, standard construction practices, and mitigation techniques. In order to track the status of mitigation measure implementation, field-monitoring activities will be documented on compliance monitoring report worksheets. The time commitment of the inspector will vary depending on the intensity and location of construction. Aided by the attached table, the inspector will be responsible for the following activities:

- On-site, day-to-day monitoring of construction activities.
- Reviewing construction plans and equipment staging/access plans to ensure conformance with adopted mitigation measures.
- Ensuring contractor knowledge of and compliance with the MMP.
- Verifying the accuracy and adequacy of contract wording.
- Having the authority to require correction of activities that violate mitigation measures. The inspector shall have the ability and authority to secure compliance with the MMP.
- Acting in the role of contact for property owners or any other affected persons who wish to register observations of violations of project permit conditions or mitigation. Upon receiving any complaints, the inspector shall immediately contact the construction representative. The inspector shall be responsible for verifying any such observations and for developing any necessary corrective actions in consultation with the construction representative and the City of Sacramento.
- Obtaining assistance as necessary from technical experts in order to develop site- specific procedures for implementing the mitigation measures.
- Maintaining a log of all significant interactions, violations of permit conditions or mitigation measures, and necessary corrective measures.

### **5.3 MITIGATION MONITORING PLAN**

The following table indicates the mitigation measure number, the impact the measure is designed to address, the measure text, the monitoring agency, implementation schedule, and an area for sign-off indicating compliance.

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**MITIGATION MONITORING PLAN  
FREEPORT BOULEVARD/21<sup>ST</sup> STREET TWO-WAY CONVERSION**

Impact Number	Impact	Mitigation Measure	Monitoring Agency	Implementation Schedule	Sign-off
<b>MITIGATION MEASURES FOR THE PROPOSED PROJECT (PP)</b>					
<b>5.2 Traffic and Circulation</b>					
<b>5.2-2 f. Land Park Drive/2<sup>nd</sup> Avenue – Year 2025 Plus Project Conditions</b>					
	<p>PP, A3, A4. The implementation of the Proposed Project Two-Way Conversion Alternative, the Reduced Capacity Two-Way Conversion Alternative, and the Reduced Parking Two-Way Conversion Alternative would add more than 5 seconds of delay to AM and PM peak hour (LOS F) traffic operations, resulting in a <b>significant impact</b>.</p>	<p>PP, A3, A4. Under Year 2025 conditions, the Land Park Drive/2<sup>nd</sup> Avenue intersection meets the Caltrans peak hour volume warrant for a traffic signal during the AM and PM peak hours. Installing a traffic signal and re-striping the northbound and southbound approaches to include separate left-turn lanes at the Land Park Drive/2<sup>nd</sup> Avenue intersection would improve traffic operations to LOS D during the AM and PM peak hours (the traffic signal would operate with permitted left-turn phasing on each approach) in Year 2025 with the implementation of the Proposed Project Two-Way Conversion Alternative, the Reduced Capacity Two-Way Conversion Alternative, and the Reduced Parking Two-Way Conversion Alternative, reducing the impact to a <b>less-than-significant level</b>.</p>	City of Sacramento Department of Transportation	The City will monitor this intersection on a yearly basis to determine when the signal warrants have been reached and a signal should be installed.	
<b>5.2-2 g. 24<sup>th</sup> Street/2<sup>nd</sup> Avenue – Year 2025 Plus Project Conditions</b>					
	<p>PP, A3, A4. The implementation</p>	<p>PP, A3, A4. Under Year 2025</p>	City of	The City will monitor	

MITIGATION MONITORING PLAN FREEPORT BOULEVARD/21 <sup>ST</sup> STREET TWO-WAY CONVERSION					
Impact Number	Impact	Mitigation Measure	Monitoring Agency	Implementation Schedule	Sign-off
	<p>of the Proposed Project Two-Way Conversion Alternative, the Reduced Capacity Two-Way Conversion Alternative, and the Reduced Parking Two-Way Conversion Alternative would add more than 5 seconds of delay to AM peak hour traffic operations causing LOS F, resulting in a <b>significant impact</b>.</p>	<p>conditions, the 24<sup>th</sup> Street/2<sup>nd</sup> Avenue intersection meets the Caltrans peak hour volume warrant for a traffic signal during the AM and PM peak hours. Installing a traffic signal at the 24<sup>th</sup> Street/2<sup>nd</sup> Avenue intersection would improve traffic operations to LOS B during the AM and PM peak hours (the traffic signal would operate with permitted left-turn phasing on each approach) with the implementation of the Proposed Project Two-Way Conversion Alternative, the Reduced Capacity Two-Way Conversion Alternative, and the Reduced Parking Two-Way Conversion Alternative, reducing the impact to a <b>less-than-significant</b> level.</p>	<p>Sacramento Department of Transportation</p>	<p>this intersection on a yearly basis to determine when the signal warrants have been reached and a signal should be installed.</p>	

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