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DEPARTMENT OF  
PUBLIC WORKS

TRANSPORTATION DIVISION

CITY OF SACRAMENTO  
CALIFORNIA

September 20, 1988

CITY HALL  
ROOM 304  
915 I STREET  
SACRAMENTO, CA  
95814-2608

916-449-5307

ROBERT L. LEE  
TRANSPORTATION  
DIVISION MANAGER

City Council  
Sacramento, California

Honorable Members In Session:

SUBJECT: Findings of Fact and Statements of Overriding Considerations in  
Selecting the Site of the East End Garage

SUMMARY

This report recommends adoption of Findings of Fact and Overriding Considerations for selection of the site of the East End Garage.

BACKGROUND

On September 13, 1988 City Council adopted an intent motion to select the East End Garage Environmental Impact Report Alternative #1 as the site selection for the Parking Garage.

FINANCIAL

Financial Impacts are shown on the attached report.

RECOMMENDATION

It is recommended that the City Council adopt the attached resolution of Findings of Fact and Statement of Overriding Consideration and the resolution selecting Alternative #1 for the project.

Respectfully submitted,

ROBERT L. LEE  
Deputy Director of Public Works  
Engineering Services

RECOMMENDATION APPROVED:

for:   
WALTER J. SLIPE  
City Manager

APPROVED:

MELVIN H. JOHNSON  
Director of Public Works

CA1-20.L  
Attachment

September 20, 1988  
All Districts



20

DEPARTMENT OF  
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CALIFORNIA

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ROBERT L. LEE  
TRANSPORTATION  
DIVISION MANAGER

City Council  
Sacramento, California

Honorable Members In Session:

Subject: East End Parking Garage Site Selection

SUMMARY

This report discusses the East End Garage Project and recommends Alternative #1 of the four project alternatives as the final site selection. Alternative #1 is also the unanimous selection of both SHRA and the Planning Commission.

BACKGROUND

In August of 1982, representatives of the East End Merchants appeared before the Budget and Finance Committee to request additional parking facilities to meet increasing demand in the east end of the downtown area. This proposal was included as an element to be studied in the Sanger Report. The Sanger Report (1985) concluded that a new parking garage was needed in the east end and in January, 1985, the City Council adopted a resolution to program and build approximately 1,000 parking spaces on the half block between 10th and 11th Streets, on the south side of I Street.

Subsequently, the Wilbur Smith and Associates, Downtown Study completed in January, 1988, reaffirmed the need for additional parking in the east end. This report concluded that a deficiency of between 4500 and 7000 spaces exists in the downtown area. The east end site is well located with respect to the major area of existing parking deficiency area.

The Mayor's Downtown Transportation Task Force reviewed both of these reports, concurred with the estimated deficiency of parking spaces for commuters and short term parkers in the downtown area and supported the development of parking facilities to alleviate this deficiency. The Task Force also prepared a study of proposed and approved development within the Central Business District. This report indicates that commercial and office space in the downtown will almost double experiencing a growth of 9 million square feet over the next 10 years.

City Council  
East End Parking Garage Site Selection  
September 13, 1988  
Page 2

Parking lots in the East End, Lots B (11th & I), C (14th & H), E (13th & J), and H (10th & L) are full during peak hours. The Wilbur Smith and Associates Study reports B lot is at 96.9% of capacity during peak hours 9:00 AM to 3:00 PM, C lot is 98.8% full, E lot is at 67.1% capacity during peak hours and full to capacity during convention center special events, and H lot is experiencing 99.1% occupancy. A need exists for the maximum number of spaces that can be provided in this area.

ENVIRONMENTAL IMPACT REPORT ALTERNATIVES

The Environmental Impact Report prepared by Jones and Stokes Associates was certified by the City Council on July 19, 1988. This document evaluated 3 alternative locations with one alternative having two variations. They are discussed below and appear in Attachment A as artist's renderings of site plans, cost and feature details.

Alternative #1: Includes the full north half block with vehicle entry lanes from 10th Street and vehicle exits on to 11th Street. It provides 14,568 feet of commercial space and approximately 1,052 parking spaces.

Alternative #2: Site location is the corner of 11th & I Street with the exclusion of the portion of the north block where the Chevron service station is located. Vehicle entry lanes are on I Street and exits are on 11th Street. This alternative provides 840 parking spaces and 6,221 feet of commercial space.

Alternative #3A: This alternative also excludes the service station parcel but would span 11th Street and take the southeast corner of 11th and I Streets, and would require the relocation of the Teichert house. This alternative would provide 1,032 parking spaces with 10,791 feet of commercial space.

Alternative #3B: This alternative is a variation of Alternative #3A using the same landsites, but would require closure of 11th Street to through traffic. It features 18,668 feet of commercial space and would provide 1133 parking spaces.

Alternative #3A and #3B were not analyzed in detail as construction would block the view corridor to the capital. This is inconsistent with Urban Design Guidelines.

Of the two remaining alternatives 1 & 2, staff recommends alternative one. SHRA, in their meeting June 23, 1988, and the Planning Commission in their session July 28, 1988 unanimously support Alternative #1.

City Council  
East End Parking Garage Site Selection  
September 13, 1988  
Page 3

FINANCIAL DATA

The total construction costs and annual debt service for each alternative are estimated as follows:

<u>Project Alternative</u>	<u>Construction Cost</u>	<u>Annual Debt Service</u>
1	\$13.7 million	\$1.981 million
2	\$10.4 million	\$1.489 million
3A	\$12.8 million	\$1.835 million
3B	\$14.2 million	\$2.026 million

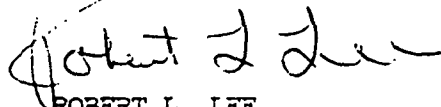
The above costs do not include land assemblage costs of property acquisition and fees. City Treasurer and City Manager staff will review the alternative funding options and return to Council with a recommendation on financing.

As typical of other garage projects, the East End Garage will not generate positive net revenues in its early years of operation, but as parking fees and usage increase over the next 10 years, positive net revenues are anticipated. The recently adopted parking fee increases recommended by the Downtown Transportation Task Force and future increases in parking fees as proposed in the Downtown Parking Study will enable the off-street parking fund to absorb the East End Garage operating deficit until it can become a financially self-sufficient operation.

RECOMMENDATION

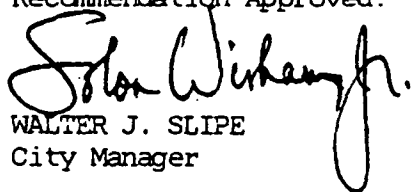
It is recommended that the City Council approve Alternative #1 for the East End Garage Project.

Respectfully submitted,




ROBERT L. LEE  
Deputy Director of Public Works-  
Engineering Services

Recommendation Approved:

*for:*   
WALTER J. SLIPE  
City Manager

Approved:

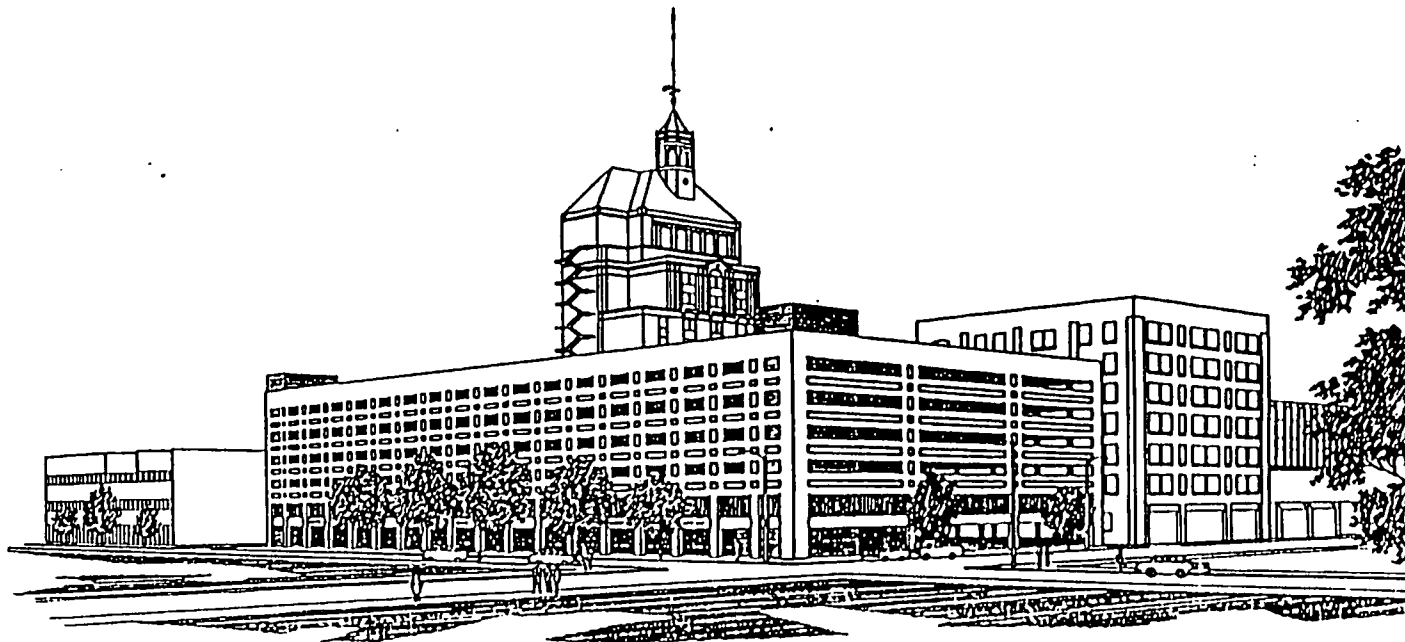
  
MELVIN H. JOHNSON  
Director of Public Works

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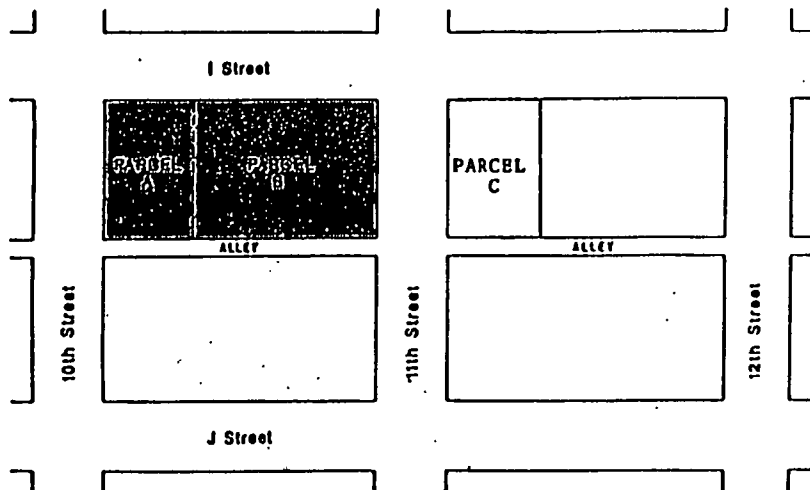
September 13, 1988  
District No. 1

ALTERNATIVE #1

I. ARTIST'S RENDERING



II. SITE PLAN

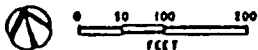


III. SPACE:

1,052 Parking Spaces  
@ 341,900 sq. ft. Parking Area  
14,568 sq. ft. Commercial Area

IV. FINANCIAL:

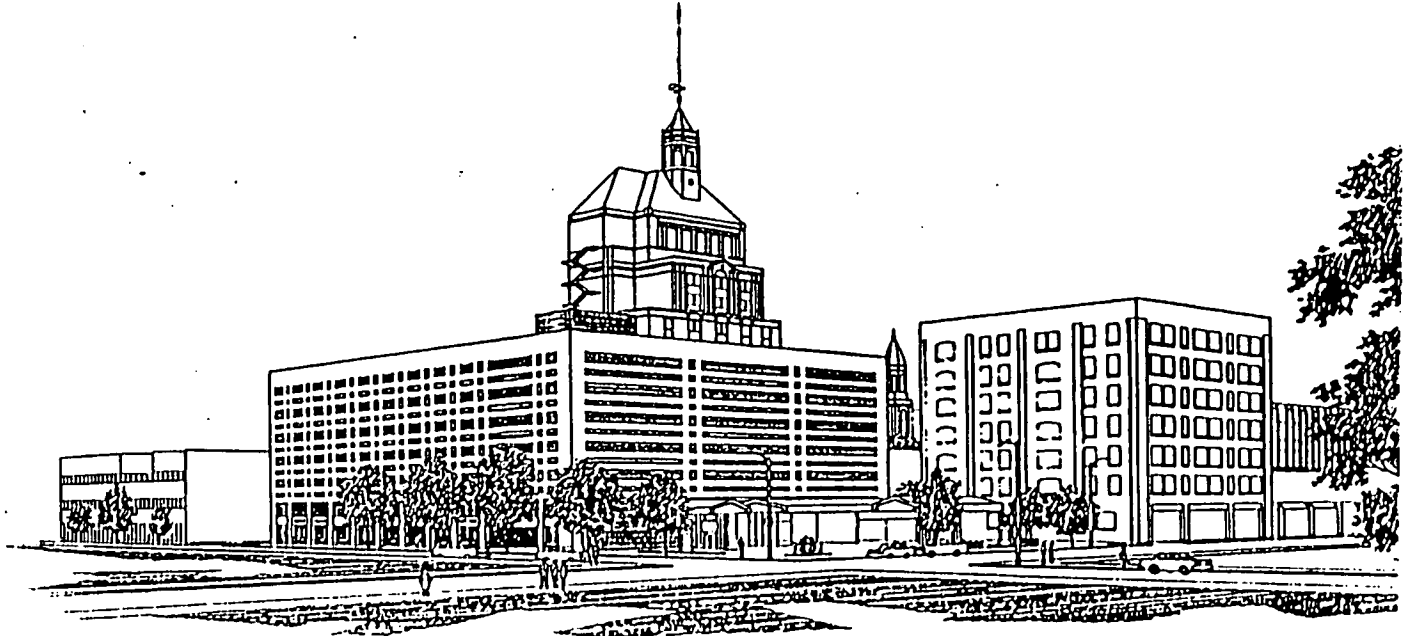
Construction Cost	\$13.7 million
Debt Service	\$2.0 million per year for 20 years



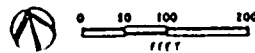
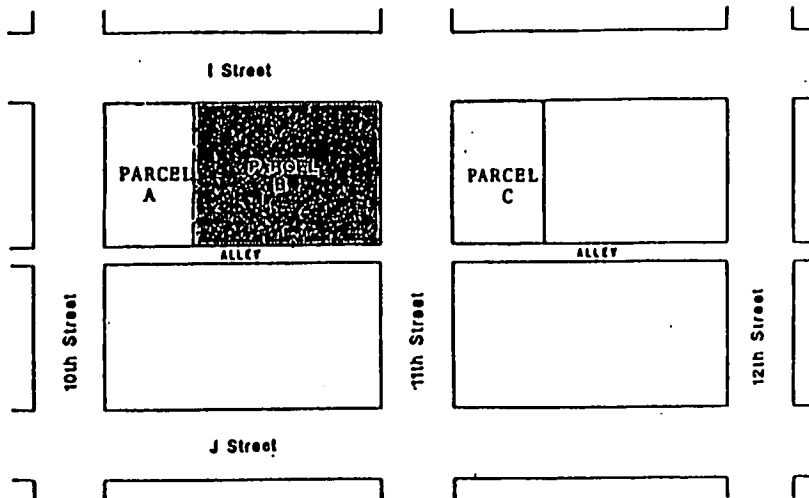
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ALTERNATIVE #2

I. ARTIST'S RENDERING



II. SITE PLAN



III. SPACE:

840 Parking Spaces  
 @ 273,000 sq. ft. Parking Area  
 6,221 sq. ft. Commercial Area

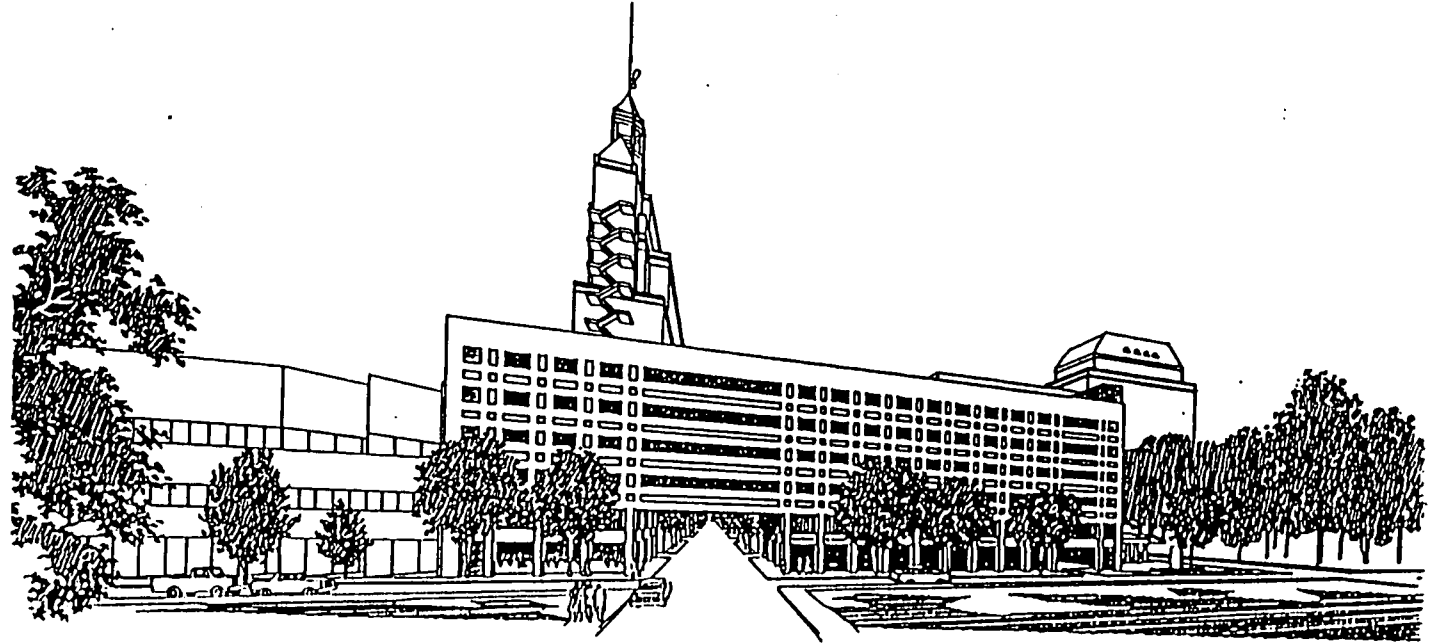
IV. FINANCIAL:

Construction Cost	\$10.4 million
Debt Service	\$1.5 million per year for 20 years

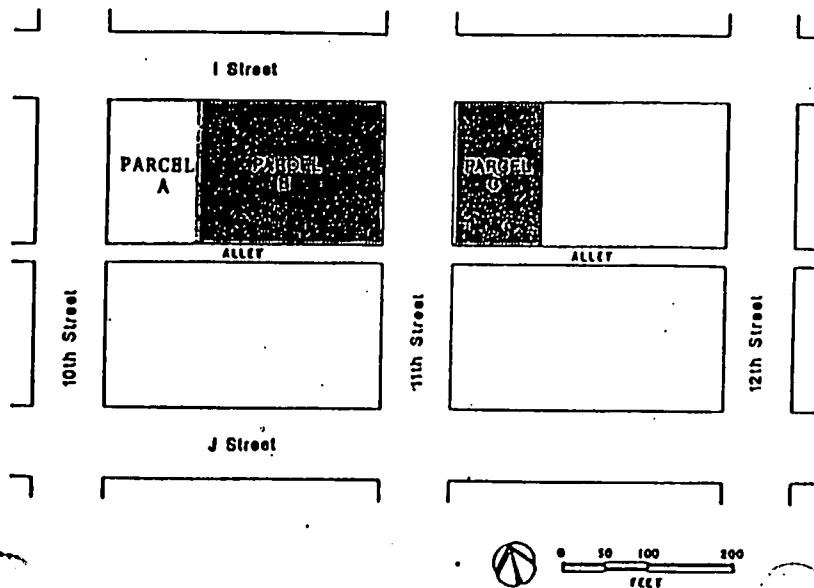
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ALTERNATIVE #3A

I. ARTIST'S RENDERING



II. SITE PLAN



III. SPACE:

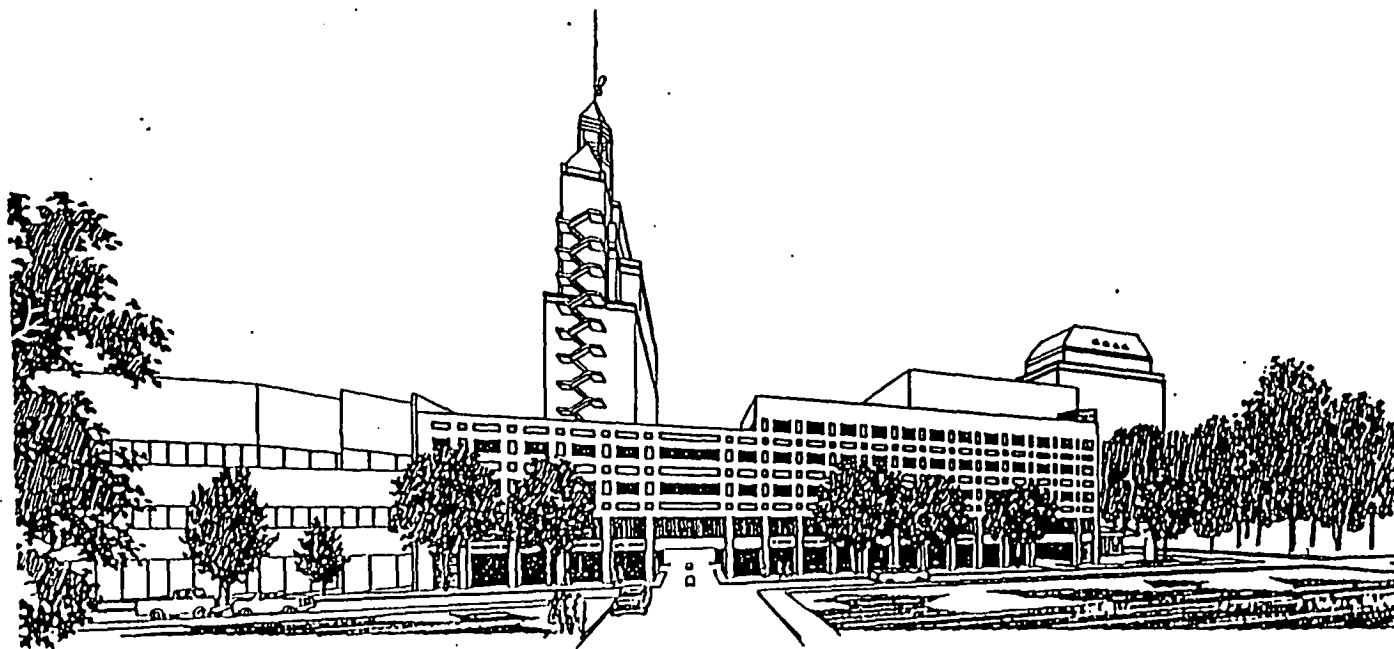
1032 Parking Spaces  
@ 335,400 sq. ft. Parking Area  
10,791 sq. ft. Commercial Area

IV. FINANCIAL:

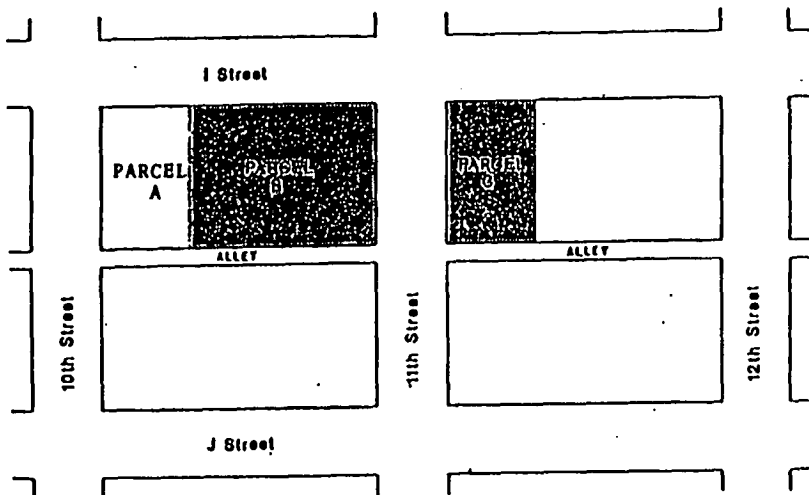
Construction Cost	\$12.8 million
Debt Service	\$1.8 million

ALTERNATIVE #3B

I. ARTIST'S RENDERING



II. SITE PLAN



III. SPACE:

1133 Parking Spaces  
 @ 368,225 sq. ft. Parking Areas  
 18,668 sq. ft. Commercial Area

IV. FINANCIAL:

Construction Cost	\$14.2 million
Debt Service	\$2.0 million



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**RESOLUTION No. 88 - 812**

**Adopted by The Sacramento City Council on date of**

**RESOLUTION ADOPTING FINDINGS OF FACT AND  
STATEMENT OF OVERRIDING CONDITIONS SUPPORTING  
THE EAST END PARKING GARAGE ENVIRONMENTAL IMPACT REPORT**

WHEREAS, the City Council, on July 19, 1988, certified the Environmental Impact Report for the East End Garage Project; and

WHEREAS, the City Council, on September 13, 1988, adopted an intent motion directing staff to provide the findings of Fact and Statement of Overriding Conditions for the East End Parking Garage.

NOW THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF SACRAMENTO THAT:

1. The attached "Finding of Fact and Statement of Overriding Considerations for the Adoption of the East End Parking Garage", attached hereto are adopted.

\_\_\_\_\_  
MAYOR

ATTEST:

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

MS:ls  
CA1-21.L

**APPROVED**  
BY THE CITY COUNCIL

SEP 20 1988

OFFICE OF THE  
CITY CLERK

FINAL  
FINDINGS OF FACT AND STATEMENT OF OVERRIDING CONSIDERATIONS FOR  
THE ADOPTION OF THE EAST-END PARKING GARAGE

Introduction and Purpose

The City Council of the City of Sacramento is proposing to approve the East-End Parking Garage. The approval of the East-End Parking Garage is a "project" within the meaning of the California Environmental Quality Act (CEQA) (Pub. Res. Code 21000 et seq.) requiring the preparation of an Environmental Impact Report (EIR). The City has prepared and certified an EIR that satisfies the requirements of CEQA. In that EIR, the City identified certain significant adverse environmental impacts that could occur with approval of the East-End Parking Garage. These impacts are summarized later in this document.

Prior to approving the East-End Parking Garage, the City Council is required to make findings explaining how it has dealt with each significant adverse environmental impact identified in the EIR (Pub. Res. Code 21081). The City Council intends this document to satisfy the requirements of that section. For each significant adverse environmental impact identified in the EIR, the City Council makes one of three findings: 1) that the impact has or will be mitigated by a City policy, ordinance, budgeting action or other city action; 2) that mitigation is the responsibility of another agency that can and should adopt the measure; or 3) the economic, social, or other considerations make mitigation of the impact infeasible. The finding for each impact contains an explanation that is based on substantial evidence in the administrative record.

Administrative Record

The administrative record supporting approval of the East-End Parking Garage contains the following documents on which these findings of Fact and Statement of Overriding Considerations are based:

- City of Sacramento East-End Parking Garage Draft, Final, and Addendum Environmental Impact Reports (1988), Jones & Stokes Associates
- City of Sacramento, General Plan Update (1988)
- Resolution No. 85-035 on January 15, 1985 by the City Council endorsing the concept of a garage at the proposed site and committing to further study of the project and related staff reports
- SHRA adoption of a motion on January 7, 1985 recommending adoption of Resolution 85-035
- Downtown Sacramento Redevelopment Strategy, Plan and Action Program 1984-1991 (1984), John M. Sanger and Associates

- Downtown Sacramento Parking Study Final Report (1988), Wilbur Smith and Associates in association with McGuire and Company
- Downtown Transportation Task Force Final Report to City Council, dated March 14, 1988
- Sacramento Central City Community Plan (1980), by the City of Sacramento Planning and Development Department
- City Engineering Staff Report on Downtown Parking Needs, dated 1982
- Sacramento Urban Design Plan (1987), Sacramento Housing and Redevelopment Agency and Sacramento Department of City Planning
- City of Sacramento, Capital Improvement Program (CIP)
- Resolution No. 74-105 on March 7, 1974 by the City Council approving relocation assistance regulations
- Memo from Thomas P. Friery, City Treasurer, to J. Mark Morgan, Parking Division Manager, dated June 13, 1988

#### Alternatives Considered by the City Council in the DEIR

Four design alternatives for a parking structure were analyzed in relatively equal detail in the EIR. The range of design alternatives considers three potential sites within the blocks bounded by 10th, 12th, I, and J Streets. These design alternatives vary by land parcels to be occupied and resulting land uses to be displaced, number of parking spaces, entrance and exit locations, height of structure, and amount of commercial square footage.

Each of the design alternatives analyzed in the Draft EIR is summarized below.

#### Alternative 1

This alternative would utilize the parcels that comprise the full northerly half-block bounded by I Street on the north, 11th Street on the east, a 20-foot-wide alley on the south, and 10th Street on the west. The primary vehicular access, consisting of an entry and exit, would be located on 11th Street, with a secondary access consisting of an entry only on 10th Street. Alternative 1 would consist of a seven-level parking structure containing 1,052 spaces with approximately 14,568 square feet of commercial space on the ground floor.

#### Alternative 2

This alternative would occupy the northeasterly portion of the block bounded by I Street on the north, 11th Street on the east, a 20-foot-wide alley on the south, and commercial uses on the west. The primary access, consisting of an entry and exit, would be located on 11th Street, with a secondary access consisting of an entry on I Street. Alternative 2 would consist of an eight-level parking structure containing 840 spaces, with approximately 6,221 square feet of commercial space on the ground floor.

### Alternative 3A

This alternative would span 11th Street and occupy parcels bounded by I Street on the north, office uses on the east, a 20-foot-wide alley on the south, and commercial uses on the west. This alternative would require the closure of 11th Street between I Street and the alley. Vehicular access would be available at three locations: an entrance and exit on 11th Street at the southerly street closure; an entrance only at the intersection of 11th and I Streets; and an exit only on I Street near the northwest corner of the facility. Alternative 3a would consist of a six-level parking structure containing 1,032 parking spaces with approximately 10,791 square feet of commercial space.

### Alternative 3B

This alternative, which is similar to Alternative 3a, would span 11th Street and occupy parcels bounded by I Street on the north, office uses on the east, a 20-foot-wide alley on the south, and commercial uses on the west. This alternative will include a span across 11th Street between I Street and the alley. Vehicular access would be located at two locations: an entrance and exit at the northwest corner of the facility on I Street; and an entrance and exit at the southwest corner of the facility on 11th Street. Alternative 3b would consist of a seven-level parking structure containing 1,133 spaces with 18,688 square feet of commercial space.

### No-Project Alternative

The No-Project Alternative was considered in less detail than the four design alternatives. Under this alternative, the project site would continue with its current land uses, and no additional parking would be provided in the project vicinity.

### Findings Concerning Project Alternatives

Prior to approving the East-End Parking Garage, the City Council considered all of the alternatives presented in the Draft EIR and finds that alternatives other than Alternative 1 are infeasible based on economic, social and other considerations as set forth below.

#### Infeasibility of No-Project Alternative

This alternative would result in no changes to the current land uses, and no additional parking would be provided in the East End area of downtown Sacramento. Downtown retail commercial areas would be adversely impacted because short-term parking would be insufficient to attract shoppers. Private and public businesses in the immediate vicinity would be adversely impacted because short-term parking would be insufficient for clients and customers (see "Downtown Sacramento Parking Study"). Parking demand and traffic congestion would increase as commercial development increases without additional parking supply (see Draft EIR, page L-7).

### Infeasibility of Alternative 2

This alternative does not provide enough parking to serve the general East End commercial parking demand, as implied by the Downtown Sacramento Parking Study (Wilbur Smith and Associates 1988) and a City Engineering Staff Report on Downtown Parking Needs, dated 1982. Alternative 2 supplies an additional 840 parking spaces to the downtown off-street parking supply. The Downtown Sacramento Parking Study indicates the area generally east of Downtown Plaza and West of Sacramento Community Center and extending from G to N Streets is estimated to be deficient by at least 4,900 parking spaces within the next 10 years. Alternative 2, the smallest design alternative considered, would provide considerably fewer parking spaces toward meeting this deficiency in the East End of the Central Business District.

To qualify for tax exempt financing, the City has to provide at least 90 percent of the facility for public use. The City has a commitment to provide 100 spaces of the East-End Parking Garage to Elks building tenants. Alternative 2 would provide a net gain of 740 parking spaces for public use, which is less than the required 90 percent needed to qualify for tax-exempt financing. To make the project financially feasible, the City needs the lower interest rate provided by the tax exempt financing (see memo from Thomas P. Friery to J. Mark Morgan, dated June 13, 1988).

The parcel currently occupied by the Chevron Service Station is encouraged by the Urban Design Plan for development into commercial or office land uses. If this parcel were to be developed with commercial or office space, it would generate parking demand that would diminish the parking supply available to the public in the East-End Parking Garage.

### Infeasibility of Alternative 3A

This alternative obstructs a City-designated protected view corridor of the State Capitol. This is one of four direct view corridors of the Capitol and would have a potential adverse impact on the tourist appeal north of the State Capitol Building (see Urban Design Guidelines, Framework Plan). Obstruction of this view corridor may also have impacts on property values along the view corridor north of I Street in Alkali Flats.

This alternative would also result in the need to relocate a City Priority Structure of local historical importance, the Teichert House (Draft EIR, page D-17).

This alternative has internal traffic circulation conflicts due to the structural design configurations (Draft EIR, p. E-32).

### Findings on Specific East-End Parking Garage Impacts Identified in the EIR

For some impacts, the proposed mitigation is identified under the subheading: "Proposed Partial Mitigation." This subheading was used for those impacts for which mitigation measures have been identified that would "partially" mitigate impacts but not to less than significant.

For some impacts, where the proposed mitigation is identified under one subheading ("Proposed Mitigation"), mitigation measures have been identified that would only "fully" mitigate impacts to less than significant.

#### Land Use

#### IMPACT: DIRECT CHANGES IN LAND USE RESULTING IN DISPLACEMENT OF CHEVRON GAS STATION

Finding of Significance: The City Council finds that the Chevron gas station would be displaced. It is one of only 10 gas stations located in the Central City area, and the only gas station serving the core area. Displacement of the gas station would result in a significant impact (Draft EIR, page D-8).

Proposed Mitigation. The draft and Final Eir identify the following measures to mitigate this impact to less than significant:

- Implement the No-Project Alternative (Draft EIR, page L-1).
- Relocate the gas station into the proposed project (Final EIR, page C-27).
- Relocate the gas station to alternative sites in the Core Area (Draft EIR, page D-8).

Finding of Infeasibility of Mitigation: The City Council finds that it is infeasible to adopt these mitigation measures for the following reasons:

- The No-Project Alternative would result in adverse impacts on retail and commercial areas, on public and private businesses, and on parking supply and traffic congestion. (Refer also to the "Infeasibility of the No-Project Alternative" section.)
- Incorporation of the gas station into the garage as a design feature is a possible mitigation measure for the removal of the Chevron service station. This mitigation measure would have resulting safety and hazard impacts. A service station stores highly volatile petroleum products and releases volatile emissions. Within a parking structure, a service station would have potential fire and explosion hazards because of the volatile products being handled and emissions being released. These hazards would be present at all times to the station operator and the customers. In addition, location of a service station inside a garage structure would lead to an increase in construction costs because of provisions required by fire and life safety regulations.

Adopted Partial Mitigation:

Relocating the Service Station to Another Location: Relocation of the service station to another location in the core area of the Central Business District is another possible mitigation measure for the removal of the Chevron service station. The removal of the Chevron station was considered a significant impact because of the lack of service stations in the core area and in addition, because of the public controversy over potential loss of the station. Relocating the station to another parcel in the core area would mitigate this impact to a less-than-significant level. Under this mitigation measure, the City would have to locate an appropriate vacant parcel in the core area that has proper access to facilitate the ingress and egress demands of a service station so as not to impact existing traffic flow. If such a parcel were available, the siting of a service station in that location should not impact other surrounding land uses. Further evaluation and study is required to find other sites. The City Manager's office and staff will work conjunctively with the gas station owner to locate possible sites.

IMPACT: DIRECT CHANGES IN LAND USE RESULTING IN DISPLACEMENT OF EXISTING LAND USES OTHER THAN THE CHEVRON GAS STATION

Finding of Significance: The City Council finds that the displacement of the ABA Key & Lock, one surface parking lot, PIP printing, Rainey's Bar, and the T & R barber Shop would result in a significant impact in that these businesses have objected to implementation of this project (Draft EIR, page D-8).

Proposed Mitigation: The Draft EIR identifies the following measure to mitigate this impact to less than significant:

- ° Relocate these uses into the ground floor commercial area of project should the business owners so desire (Draft EIR, page D-8).

Finding of Infeasibility of Mitigation: The City is currently negotiating to provide the commercial space within the project to other city departments on an interim basis. Therefore, the City will give the businesses now located on the site relocation allowances in lieu of relocating them in the garage in accordance with City resolution no. 74-105.

Traffic and CirculationIMPACT: CIRCULATION AND ACCESS CONFLICTS RESULTING IN INSUFFICIENT EXIT CAPACITY DURING THE P.M. PEAK HOUR

Finding of Significance: The City Council finds that the design of Alternative 1 provides insufficient exit capacity during the p.m. peak hour. Two exit lanes provide exit capacity for only 360 cars per hour, and the projected p.m. peak hour exiting movements exceed 430 cars. (Draft EIR, page E-21).

Proposed Mitigation: The draft EIR identifies the following measure to mitigate this impact to less than significant:

- ° Provide additional exiting capacity during the p.m. peak periods.

Adopted Mitigation: The City will operate the garage so that an additional exit lane will be utilized during the p.m. peak hour.

IMPACT: UNACCEPTABLE LEVEL OF SERVICE DURING THE P.M. PEAK HOUR AT THE INTERSECTION OF 11TH AND H STREETS

Finding of Significance: The City Council finds that the level of service at the intersection of 11th and H Streets operates at an unacceptable level of service during the p.m. peak hour. This intersection is currently controlled by stop signs at the side street. The high traffic volume using H Street reduces available capacity to vehicles on 11th Street and results in delays at the side street. The unacceptable level of service during the p.m. peak hour is a significant adverse impact. (Draft EIR, page E-25).

Proposed Mitigation: The Draft EIR identifies the following measure to mitigate this impact to less than significant:

- ° Signalize the intersection of 11th and H Streets.

Adopted Mitigation: The City Council adopts this mitigation as part of the implementation of the project.

IMPACT: INCONSISTENCY WITH THE URBAN DESIGN PLAN STATING THAT GARAGE ENTRY- AND EXITWAYS BE LOCATED IN ALLEYWAYS NOT ON PUBLIC STREETS

Finding of Significance: The City Council finds that the project driveways are located on public streets and not in alleyways, as recommended by the Urban Design Plan. In accordance with Appendix G of the CEQA Guidelines, inconsistency with an adopted plan is a significant adverse impact (Draft EIR, page E-25).

Proposed Mitigation: None available other than No-Project Alternative.

Findings of Infeasibility of Mitigation: The Draft EIR identifies the alleyway capacity as insufficient to handle the project traffic volumes, and avers that no mitigation is available to reduce this impact to less than significant (Draft EIR, page E-25). Further, alleyways are primarily designated for fire lanes and to facilitate loading and unloading activity near adjacent buildings.



IMPACT: INCONSISTENCY WITH THE CENTRAL CITY COMMUNITY PLAN TO ENCOURAGE CARPOOL/VANPOOL USES WITH THE PROVISION OF ADDITIONAL PARKING IN THE DOWNTOWN AREA

Finding of Significance: The City Council finds that the project would reduce incentives for carpool/vanpools resulting in a significant adverse impact (Draft EIR, page E-25).

Proposed Mitigation: The Draft EIR identifies the following measure to mitigate this impact to less than significant:

- o Give carpools a priority position on the waiting list for a monthly parking permit; designate 10-hour meters in Alkali Flat for carpools or vanpools only between 7 a.m. and 10 a.m. Monday through Friday (Final EIR, page B-7).

Adopted Mitigation: The City Council adopts these mitigation measures. The Downtown Transportation Task Force Final Report to the City Council has already presented these measures to the City Council in Recommendations 12 and 20.

IMPACT: VEHICLES QUEUING TO ENTER THE GARAGE ON 10TH STREET COULD INTERFERE WITH BUSES AT THE REGIONAL TRANSIT BUS STOP BETWEEN I AND J STREETS

Findings of Significance: The City Council finds that vehicles queuing to enter the garage could potentially interfere with operations at the Regional Transit bus stop, resulting in a significant adverse impact (Draft EIR, page, E-26).

Proposed Mitigation: The Draft and Final EIR identifies the following measure to mitigate this impact to less than significant:

- o Provide reservoir space in the garage for entering vehicles, and assign City personnel to direct traffic, as needed, so as not to interfere with bus operations.

Adopted Mitigation: The City Council adopts these mitigation measures as part of the design and implementation of the project.

Air Quality

IMPACT: CARBON MONOXIDE IMPACTS EXCEED THE FEDERAL AND STATE 1-HOUR AND 8-HOUR CARBON MONOXIDE STANDARDS

Finding of Significance: The City Council finds that localized carbon monoxide concentrations would increase, resulting in both violations of state and federal standards and significant unavoidable adverse environmental impacts (Draft EIR, page F-31).

Proposed Partial Mitigation Measures: The Draft EIR identifies the following measures to partially mitigate the impacts, but not to a less-than-significant level:

- o provide a third exit lane to increase exit capacity and reduce vehicle queuing and idling while exiting the garage;
- o provide mechanical ventilation, the extent to be determined during design studies, to increase air exchanges inside the garage and reduce localized concentrations of carbon monoxide;
- o utilize parking management programs to improve internal circulation efficiency;
- o implement a parking fee structure to minimize turnovers from short-term parking rate exploitation, as emissions per space are greatest for short- and intermediate-term parking; and
- o utilize a more open facade design (Draft EIR, page E-35).

Adopted Partial Mitigation: The City Council adopts these mitigation measures as part of the design and implementation of the project, but the remaining impact is significant and unavoidable.

IMPACT: REDUCTION IN INCENTIVES TO USE TRANSIT AND RIDESHARE PROVIDED BY CURRENT LIMITATIONS ON AVAILABLE PARKING SUPPLIES

Findings of Significance: The City Council finds that incentives for transit use and ridesharing provided by current limitations on available parking supply would be reduced, resulting in a significant unavoidable adverse environmental impact (Draft EIR, page F-49).

Proposed Mitigation Measures: The Draft EIR and the Downtown Transportation Task Force identify the following measures to mitigate the impacts:

- o incorporate bicycle locker facilities to encourage nonvehicular travel;
- o provide parking fee incentives to discourage parking;
- o limit the supply of monthly parking permits; and
- o provide preferential parking locations within the City Parking system (Draft EIR, page F-49).

Adopted Mitigation: The City Council adopts these mitigation measures as part of the design and implementation of the project. The City parking division is already a participant in transportation system management measures, which include incentives for carpooling, fee increases for parking, a graduated fee scale, increasing monthly fees, and a limitation on single-occupant monthly permit spaces.

IMPACT: INCREASED DUST AND LOCALLY ELEVATED LEVELS OF SUSPENDED PARTICULATES FROM CONSTRUCTION ACTIVITIES

Findings of Significance: The City Council finds that dustfall and locally elevated levels of suspended particulates would increase during construction activity, potentially soiling neighborhood properties and resulting in a significant impact (Draft EIR, page F-50).

Proposed Mitigation Measure: The Draft EIR identifies the following measure to mitigate this impact to less than significant:

- o Construction contracts should require frequent watering when earth surfaces are exposed and daily cleanup of mud and dirt is carried out from construction sites onto adjacent streets (Draft EIR, page F-51).

Adopted Mitigation: The City Council adopts this mitigation as part of implementation of the project.

Noise

IMPACT: INCREASED NOISE DURING CONSTRUCTION PERIOD

Findings of Significance: The City Council finds that noise during construction periods would be incompatible with existing surrounding land uses, resulting in a significant adverse environmental impact (Final EIR, page D-1).

Proposed Mitigation Measure: The final EIR identifies the following measure to mitigate this impact to less than significant:

- o Limit construction activities to those hours exempted by the Sacramento City Noise Code, which includes the hours between 6 a.m. and 8 p.m . Monday through Friday and the hours between 7 a.m. and 8 p.m. Saturday and Sunday (Final EIR, page D-1).

Adopted Mitigation: The City Council adopts this mitigation as part of implementation of the project.

Visual Impacts

IMPACT: CONFLICT WITH SACRAMENTO URBAN DESIGN PLAN (FRAMEWORK PLAN)

Findings of Significance: The City Council finds that the project would be inconsistent with the Sacramento Urban Design Plan (Framework Plan) to provide retail/commercial space on the ground floor facing the Plaza Park. The main entrance to the project is on 10th Street, eliminating retail/commercial frontage on the ground floor facing Plaza Park, and resulting in an unavoidable significant impact (Draft EIR, page H-9).

Proposed Partial Mitigation: The project design will provide ground floor retail/commercial uses facing Plaza Park to the maximum extent possible; ground floor retail/commercial frontage will be provided along I Street.

Adopted Partial Mitigation: The City Council adopts this partial mitigation as part of implementation of the project. However, even with these measures the remaining impact is significant and unavoidable because it is infeasible to provide an uninterrupted commercial/retail frontage on 10th Street and still maintain functioning garage ingress.

IMPACT: CONFLICT WITH SACRAMENTO URBAN DESIGN PLAN (ARCHITECTURAL GUIDELINES) TO PROVIDE 25-FOOT SETBACK AT 60-FOOT BUILDING HEIGHT LEVEL

Finding of Significance: The City Council finds that the project would be inconsistent with the Sacramento Urban Design Plan to provide a 25 foot setback at the 60 foot building height level. The project is 66 feet tall and has no setback proposed at the 60 foot level, resulting in a significant adverse impact (Draft EIR, page H-9).

Proposed Full Mitigation: The Draft EIR identifies the following measure to mitigate this impact to less than significant:

- Redesign the project incorporate a 25 foot setback at the 60 foot level (Draft EIR, page H-9).

Findings of Infeasibility of Full Mitigation: The City Council finds that it is infeasible to incorporate a 25 foot setback at the 60 foot level of the project because of the need to maintain at least 1,000 parking spaces.

IMPACT: CONFLICT WITH SACRAMENTO URBAN DESIGN PLAN (ARCHITECTURAL GUIDELINES) TO PROVIDE A STEPPED BACK DESIGN OF UPPER FLOORS OF PARKING STRUCTURE

Findings of Significance: The City Council finds that the project would be inconsistent with the Sacramento Urban Design Plan to provide a stepped back design of parking structures if structure is taller than street wall level. The project is not proposed with a stepped back design, resulting in a significant adverse impact (Draft EIR, page H-10).

Proposed Partial Mitigation: The Final EIR identifies the following measure to partially mitigate this impact, but not to a less-than-significant level:

- Design the 10th Street side project to incorporate architectural treatment that will be complimentary to the Civic Center facade frame concept which will circumscribe Plaza Park.

Adopted Partial Mitigation: The City Council adopts this partial mitigation as part of implementation of the project. However, even with these measures the remaining impact is significant and unavoidable because total building setback is not provided on I Street, and because the proposed structure must be parallel to the south boundary line of the sidewalk on the south side of I Street to provide 1,052 parking spaces.

IMPACT: CONFLICT WITH SACRAMENTO URBAN DESIGN PLAN (STREETSCAPE GUIDELINES) TO PROVIDE 10 FOOT SETBACK FOR REQUIRED LANDSCAPING

Findings of Significance: The City Council finds that the project would be inconsistent with the Sacramento Urban Design Plan to provide a 10 foot setback for required landscaping, resulting in a significant adverse impact (Draft EIR, page H-9).

Proposed Partial Mitigation: The project design will incorporate a 10 foot ground floor only setback.

Adopted Partial Mitigation: The City Council adopts this partial mitigation as part of implementation of the project. However, the remaining impact is significant and unavoidable because of the need for the upper story overhang to provide sufficient parking spaces.

IMPACT: CONFLICT WITH SACRAMENT URBAN DESIGN PLAN (STREETSCAPE GUIDELINES) TO PLANT LARGE-SCALE TREES

Findings of Significance: The City Council finds that the project would be inconsistent with the Sacramento Urban design Plan (Framework Plan) to plant large-scale trees on I Street, resulting in a significant adverse impact (Draft EIR, page H-10).

Proposed Partial Mitigation: The Final EIR identifies the following measure to partially mitigate this impact, but not to a less-than-significant level:

- ° Provide sidewalk planters, where feasible, for small- and medium-scale trees (Final EIR, page B-13).

Adopted Partial Mitigation: The City Council adopts this partial mitigation as part of implementation of the project. However, the remaining impact is significant and unavoidable because of the need for the upper story overhang to provide sufficient parking spaces.

IMPACT: CONFLICT WITH SACRAMENTO URBAN DESIGN PLAN (STREETSCAPE GUIDELINES) TO PLANT MEDIUM-SCALE TREES

Findings of Significance: The City Council finds that the project would be inconsistent with the Sacramento Urban design Plan (Framework Plan) to plant medium-scale trees on 10th Street, resulting in a significant adverse impact (Draft EIR, page H-10).

Proposed Partial Mitigation: The Final EIR identifies the following measure to partially mitigate this impact, but not to a less-than-significant level:

- ° Provide sidewalk planters, where feasible, for small- and medium scale trees (Final EIR, page B-13).

Adopted Partial Mitigation: The City Council adopts this partial mitigation as part of implementation of the project.

IMPACT: CONFLICT WITH SACRAMENTO URBAN DESIGN PLAN (FRAME-WORK PLAN) TO CREATE WIDE PEDESTRIAN PROMENADE ALONG THE OUTSIDE EDGE OF PLAZA PARK ALONG 10TH STREET

Findings of significance: The City Council finds that the project would be partially inconsistent with the Sacramento Urban Design Plan to provide a wide pedestrian promenade along the outside edge of Plaza Park. The project main entrance will be located along 10th Street, interrupting the pedestrian promenade, resulting in a significant adverse Impact (Draft EIR, page H-9).

Proposed Partial Mitigation: The project design will provide sidewalk architectural improvements along 10th Street to the maximum extent possible to enhance pedestrian circulation.

Adopted Partial Mitigation: The City Council adopts this partial mitigation as part of implementation of the project. However, even with these measures the remaining impact is significant and unavoidable because it is infeasible to provide an uninterrupted commercial/retail frontage on 10th Street and still maintain functioning garage ingress.

Fiscal

IMPACT: IMPACT ON PARKING DIVISION BUDGET

Findings of Significance: The City Council finds that although the Draft EIR identified an operating deficit, the City's other parking facilities would generate adequate surplus revenues to offset project deficits (Downtown Transportation Task Force Report to the City Council), resulting in a less-than-significant impact.

Proposed Mitigation: The identified impacts will be mitigated over time through fee increases, and no further mitigation is required.

Cumulative Conditions

IMPACT: UNACCEPTABLE LEVEL OF SERVICE ALONG I AND J STREETS DURING PEAK HOURS UNDER CUMULATIVE TRAFFIC CONDITIONS

Findings of Significance: The City Council finds that under cumulative traffic conditions, the level of service along I and J Streets near the project Street will be at an unacceptable level during peak hours, resulting in a significant adverse impact.

Proposed Partial Mitigation: The Draft EIR identifies the following measure to partially mitigate the impact, but not to a less-than-significant level:

- ° Widen J Street from three to four lanes during peak hours by disallowing parking on one side of the street during peak periods (Draft EIR, page K-6).

Adopted Mitigation: The City Council finds that this improvement is feasible and adopts this mitigation measure as part of the project.

IMPACT: SIGNIFICANT REGIONAL AND LOCALIZED AIR QUALITY IMPACTS UNDER CUMULATIVE CONDITIONS

Findings of Significance: The City Council finds that under cumulative conditions regional and localized air quality concentrations are expected to violate state and federal standards, resulting in significant unavoidable adverse environmental impacts.

Proposed Partial Mitigation. The City of Sacramento has already adopted Regional air Quality Management Plan measures, development of new roadway facilities, use of public transit facilities, measures to avoid vehicle trips, reduction of trip lengths through land use planning, and measures to reduce vehicle emission rates.

Findings on Mitigation: The Draft EIR asserts that no mitigation measures are available to reduce significant cumulative impacts to a less-than-significant level (Draft EIR, page K-8).

Statement of Overriding Considerations

The City is proposing to approve the East End Parking Garage in accordance with Section 65300 of the State Government Code. The City has prepared and certified an EIR for the East End Parking Garage that satisfies the requirements of the CEQA, Public Resources Code, Section 21000 et seq. In that EIR, the City identified certain significant unavoidable adverse environmental impacts. In its Findings of Facts, the City has further found that economic, social, and other considerations make it infeasible to mitigate those impacts to below significant levels. Therefore, in accordance with Section 15093 of the State CEQA Guidelines, the City is required to prepare this Statement of Overriding Considerations to explain the reasons for approving the East End Parking Garage, despite the unavoidable adverse environmental impacts identified in the EIR and Findings of Fact. For the reasons specified below, the City Council finds that economic, social and other considerations outweigh the unavoidable adverse environmental impacts.

Need for Additional Off-Street Parking Supply

The project would supply 1,052 off-street parking spaces. Substantial evidence is included in the record supporting the need for additional off-street parking supply (See "Downtown Sacramento Parking Study" and City Engineering Staff Report on "Downtown Parking Needs"). The area east of Downtown Plaza and west of Sacramento Community Center, extending from G to N Streets, is estimated to be deficient by at least 4,900 spaces over the next 10 years. As additional development occurs in this area, pressures for off-street parking will increase.

Facilitates Access to Retail Commercial Uses in Downtown Area

The project would provide short-term parking to attract shoppers to the downtown retail commercial area and for clients and customers of businesses in the area. Provision of short-term parking spaces would be consistent with objectives for redevelopment in the downtown area (See "Downtown Sacramento Redevelopment Plan"). As redevelopment in the downtown area increases, the demand for short-term off-street parking to provide access to retail commercial uses will increase.

Contributes to Expanding the 24-Hour Central City Concept

The project would provide additional off-street parking supply during special events in the downtown area. Additional off-street parking for special events is consistent with the 24-Hour concept (See "Central City Community Plan").

Provides Additional Off-Street Parking Opportunities for Downtown Residential Developments

the project would be accessible for off-street parking for downtown residential developments. Off-street overnight parking provides security for these parking needs.

Reduces On-Street Parking Pressures On Neighboring Residential Area

The project would provide additional off-street parking supply and would be an alternative parking location for on-street parking in neighboring residential areas. This would reduce the on-street parking pressure on these residential areas.

Failure of Chevron to Commit to Operations Beyond 1991

Chevron's leasing agreements are on a 3 year term. In discussions on the future of the service station at 10th & I Streets, Chevron representatives have failed to make commitments regarding the use of the parcel beyond the current lease which expires in 1991. Without such a commitment the City may be faced with an undersized parcel which is inadequate for development of an office building and related parking requirements. This foregone opportunity missed by the City would prevent the building of additional parking on this small parcel.

MS:bd  
MS5-99



**RESOLUTION No. 88-813**

**Adopted by The Sacramento City Council on date of**

**RESOLUTION APPROVING ALTERNATIVE #1  
OF THE EAST-END PARKING GARAGE ENVIRONMENTAL  
IMPACT REPORT FOR SITE SELECTION**

WHEREAS, the City Council, on July 19, 1988, certified the Environmental Impact Report for the East End Garage Project; and

WHEREAS, the Planning Commission on July 28, 1988, at a regular meeting, received the following information:

1. A staff report on the proposed project;
2. Oral presentation by City staff;
3. Public testimony from interested parties.

WHEREAS, the Planning Commission recommended Alternative #1 for Site Selection; and

WHEREAS, the City Council, on September 13, 1988, adopted a motion of intent to select Alternative #1.

NOW THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF SACRAMENTO:

To adopt Alternative #1 of the East End Parking Garage Environmental Impact Report as the approved site for the East End Parking Garage.

\_\_\_\_\_  
MAYOR

ATTEST:

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

CA1-15.1

**APPROVED**  
BY THE CITY COUNCIL

SEP 20 1988

OFFICE OF THE  
CITY CLERK



22  
23

DEPARTMENT OF  
PUBLIC WORKS

TRANSPORTATION DIVISION

September 13, 1988

City Council  
Sacramento, California

Honorable Members In Session:

Subject: East End Parking Garage Site Selection

SUMMARY

This report discusses the East End Garage Project and recommends Alternative #1 of the four project alternatives as the final site selection. Alternative #1 is also the unanimous selection of both SHRA and the Planning Commission.

BACKGROUND

In August of 1982, representatives of the East End Merchants appeared before the Budget and Finance Committee to request additional parking facilities to meet increasing demand in the east end of the downtown area. This proposal was included as an element to be studied in the Sanger Report. The Sanger Report (1985) concluded that a new parking garage was needed in the east end and in January, 1985, the City Council adopted a resolution to program and build approximately 1,000 parking spaces on the half block between 10th and 11th Streets, on the south side of I Street.

Subsequently, the Wilbur Smith and Associates, Downtown Study completed in January, 1988, reaffirmed the need for additional parking in the east end. This report concluded that a deficiency of between 4500 and 7000 spaces exists in the downtown area. The east end site is well located with respect to the major area of existing parking deficiency area.

The Mayor's Downtown Transportation Task Force reviewed both of these reports, concurred with the estimated deficiency of parking spaces for commuters and short term parkers in the downtown area and supported the development of parking facilities to alleviate this deficiency. The Task Force also prepared a study of proposed and approved development within the Central Business District. This report indicates that commercial and office space in the downtown will almost double experiencing a growth of 9 million square feet over the next 10 years.

CITY OF SACRAMENTO  
CALIFORNIA

APPROVED  
BY THE CITY COUNCIL

*Intent to adopt alt. 1 with  
documentation*  
SEP 13 1988

OFFICE OF THE  
CITY CLERK

*due 5-20-88*

CITY HALL  
ROOM 304  
915 I STREET  
SACRAMENTO, CA  
95814-2608

916-449-5307

ROBERT L. LEE  
TRANSPORTATION  
DIVISION MANAGER

City Council  
East End Parking Garage Site Selection  
September 13, 1988  
Page 2

Parking lots in the East End, Lots B (11th & I), C (14th & H), E (13th & J), and H (10th & L) are full during peak hours. The Wilbur Smith and Associates Study reports B lot is at 96.9% of capacity during peak hours 9:00 AM to 3:00 PM, C lot is 98.8% full, E lot is at 67.1% capacity during peak hours and full to capacity during convention center special events, and H lot is experiencing 99.1% occupancy. A need exists for the maximum number of spaces that can be provided in this area.

ENVIRONMENTAL IMPACT REPORT ALTERNATIVES

The Environmental Impact Report prepared by Jones and Stokes Associates was certified by the City Council on July 19, 1988. This document evaluated 3 alternative locations with one alternative having two variations. They are discussed below and appear in Attachment A as artist's renderings of site plans, cost and feature details.

Alternative #1: Includes the full north half block with vehicle entry lanes from 10th Street and vehicle exits on to 11th Street. It provides 14,568 feet of commercial space and approximately 1,052 parking spaces.

Alternative #2: Site location is the corner of 11th & I Street with the exclusion of the portion of the north block where the Chevron service station is located. Vehicle entry lanes are on I Street and exits are on 11th Street. This alternative provides 840 parking spaces and 6,221 feet of commercial space.

Alternative #3A: This alternative also excludes the service station parcel but would span 11th Street and take the southeast corner of 11th and I Streets, and would require the relocation of the Teichert house. This alternative would provide 1,032 parking spaces with 10,791 feet of commercial space.

Alternative #3B: This alternative is a variation of Alternative #3A using the same landsites, but would require closure of 11th Street to through traffic. It features 18,668 feet of commercial space and would provide 1133 parking spaces.

Alternative #3A and #3B were not analyzed in detail as construction would block the view corridor to the capital. This is inconsistent with Urban Design Guidelines.

Of the two remaining alternatives 1 & 2, staff recommends alternative one. SHRA, in their meeting June 23, 1988, and the Planning Commission in their session July 28, 1988 unanimously support Alternative #1.

City Council  
East End Parking Garage Site Selection  
September 13, 1988  
Page 3

FINANCIAL DATA

The total construction costs and annual debt service for each alternative are estimated as follows:

<u>Project Alternative</u>	<u>Construction Cost</u>	<u>Annual Debt Service</u>
1	\$13.7 million	\$1.981 million
2	\$10.4 million	\$1.489 million
3A	\$12.8 million	\$1.835 million
3B	\$14.2 million	\$2.026 million

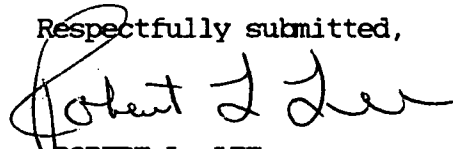
The above costs do not include land assemblage costs of property acquisition and fees. City Treasurer and City Manager staff will review the alternative funding options and return to Council with a recommendation on financing.

As typical of other garage projects, the East End Garage will not generate positive net revenues in its early years of operation, but as parking fees and usage increase over the next 10 years, positive net revenues are anticipated. The recently adopted parking fee increases recommended by the Downtown Transportation Task Force and future increases in parking fees as proposed in the Downtown Parking Study will enable the off-street parking fund to absorb the East End Garage operating deficit until it can become a financially self-sufficient operation.

RECOMMENDATION

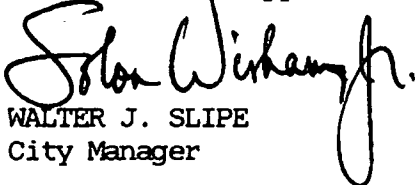
It is recommended that the City Council approve Alternative #1 for the East End Garage Project.

Respectfully submitted,



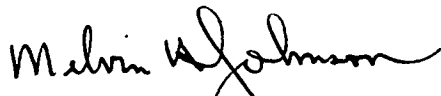
ROBERT L. LEE  
Deputy Director of Public Works-  
Engineering Services

Recommendation Approved:

  
WALTER J. SLIPE  
City Manager

for:

Approved:

  
MELVIN H. JOHNSON  
Director of Public Works

MS:ls  
CA1-11.L  
0823.88

September 13, 1988  
District No. 1

## RESOLUTION No.

Adopted by The Sacramento City Council on date of

### RESOLUTION APPROVING ALTERNATIVE #1 OF THE EAST-END PARKING GARAGE ENVIRONMENTAL IMPACT REPORT FOR SITE SELECTION

WHEREAS, the City Council has certified the Environmental Impact Report for the East End Garage Project,

WHEREAS, the Planning Commission on July 28, 1988, at a regular meeting, received the following information:

1. A staff report on the proposed project;
2. Oral presentation by City staff;
3. Public testimony from interested parties.

WHEREAS, the Planning Commission recommended Alternative #1, for Site Selection.

Now Therefore, based on this data and all information which is part of the public record on this matter, the City Council makes the following findings to establish that the selection of Alternative #1 serves the following purposes:

1. Alternatives #3A and 3B were not selected as they have environmental impacts that could not be mitigated.
2. All mitigation measures recommended by the Environmental Impact Report will be feasible under Alternative #1.
3. Alternative #2 provides only 840 parking spaces.
4. Alternative #1 will provide more than the 1,000 parking spaces recommended by the 1985 Comprehensive Redevelopment Study (Sanger Report).
5. The public interest and necessity requires that a public parking garage be constructed at this location and the East End Garage is planned or located in the manner that will be most compatible with the greatest public good and the least private injury.

BE IT RESOLVED BY THE COUNCIL OF THE CITY OF SACRAMENTO,

To adopt Alternative #1 of the Environmental Impact Report as the approved site for the East End Parking Garage.

\_\_\_\_\_  
MAYOR

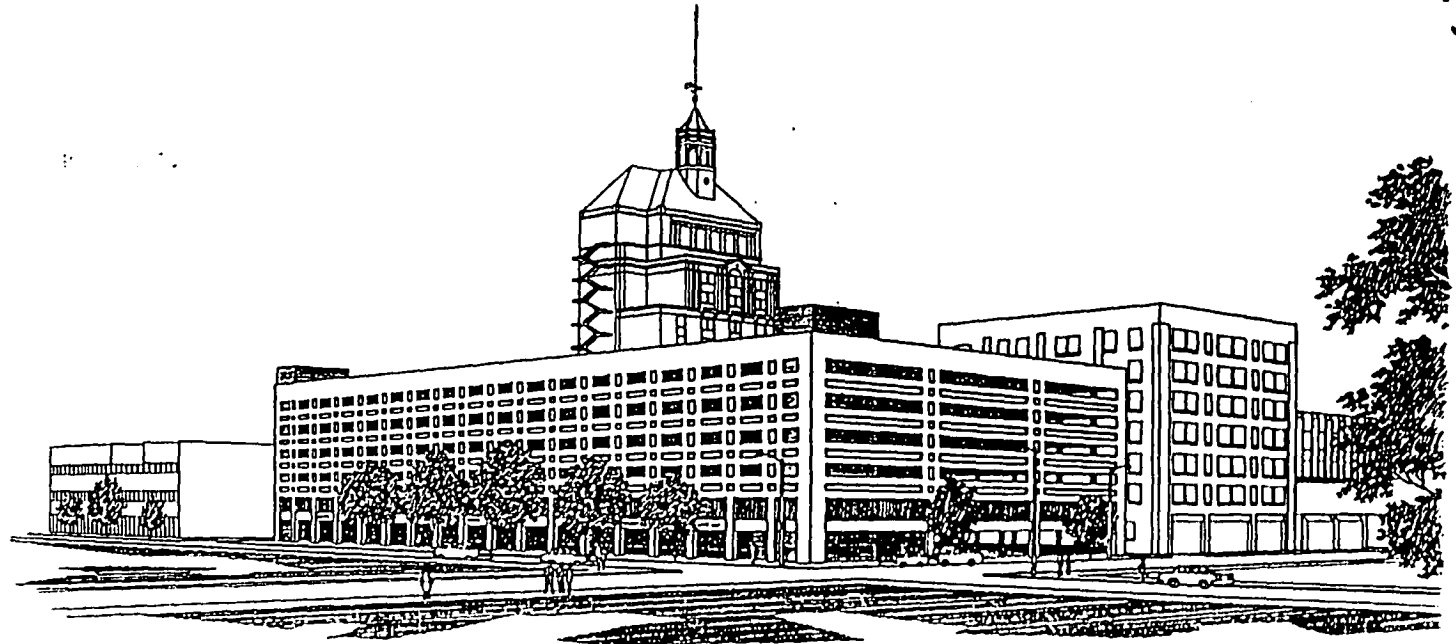
ATTEST:

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

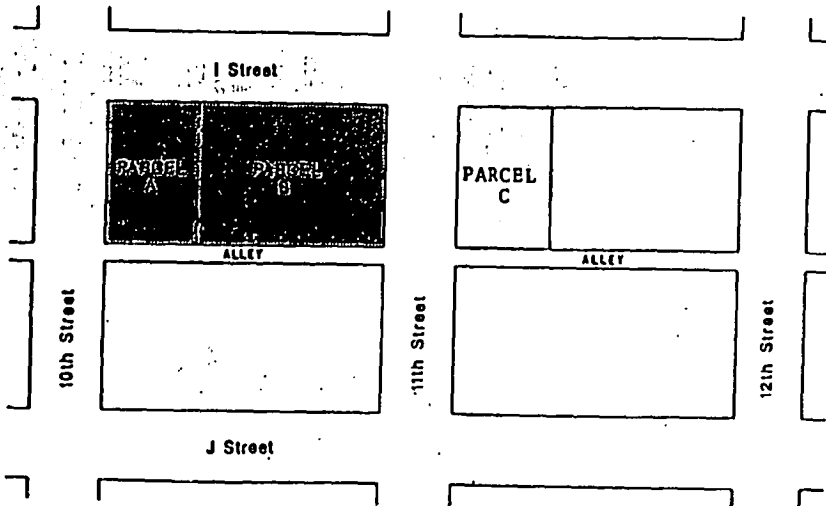
CA1-15.1

ALTERNATIVE #1

I. ARTIST'S RENDERING



II. SITE PLAN

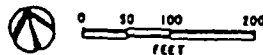


III. SPACE:

1,052 Parking Spaces  
@ 341,900 sq. ft. Parking Area  
14,568 sq. ft. Commercial Area

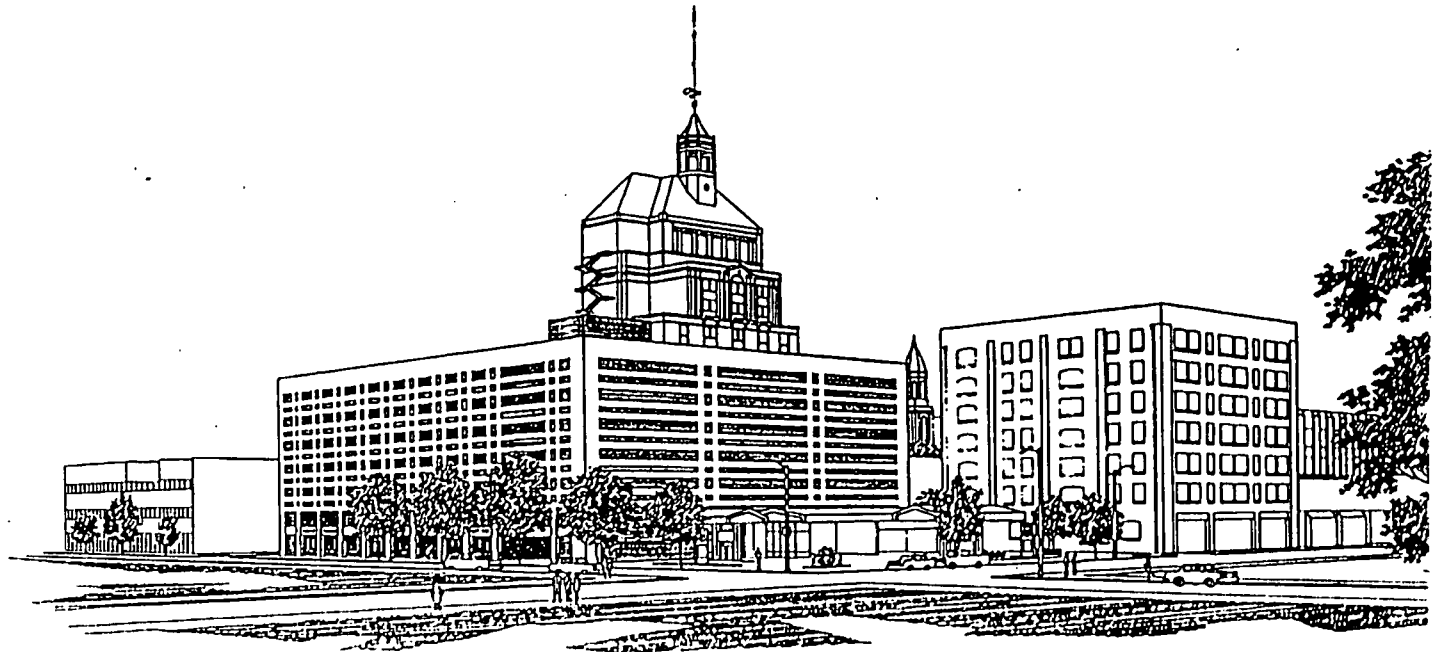
IV. FINANCIAL:

Construction Cost	\$13.7 million
Debt Service	\$2.0 million per year for 20 years

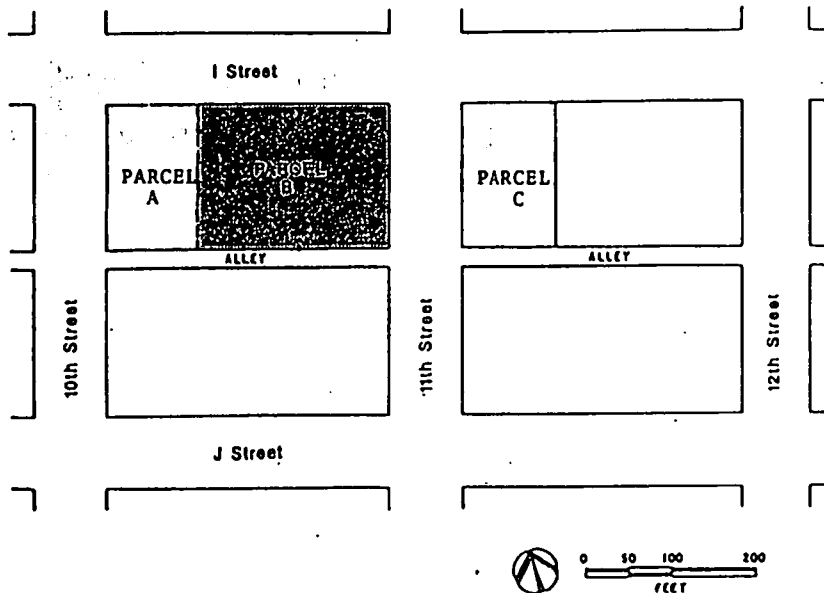


ALTERNATIVE #2

I. ARTIST'S RENDERING



II. SITE PLAN



III. SPACE:

840 Parking Spaces  
 @ 273,000 sq. ft. Parking Area  
 6,221 sq. ft. Commercial Area

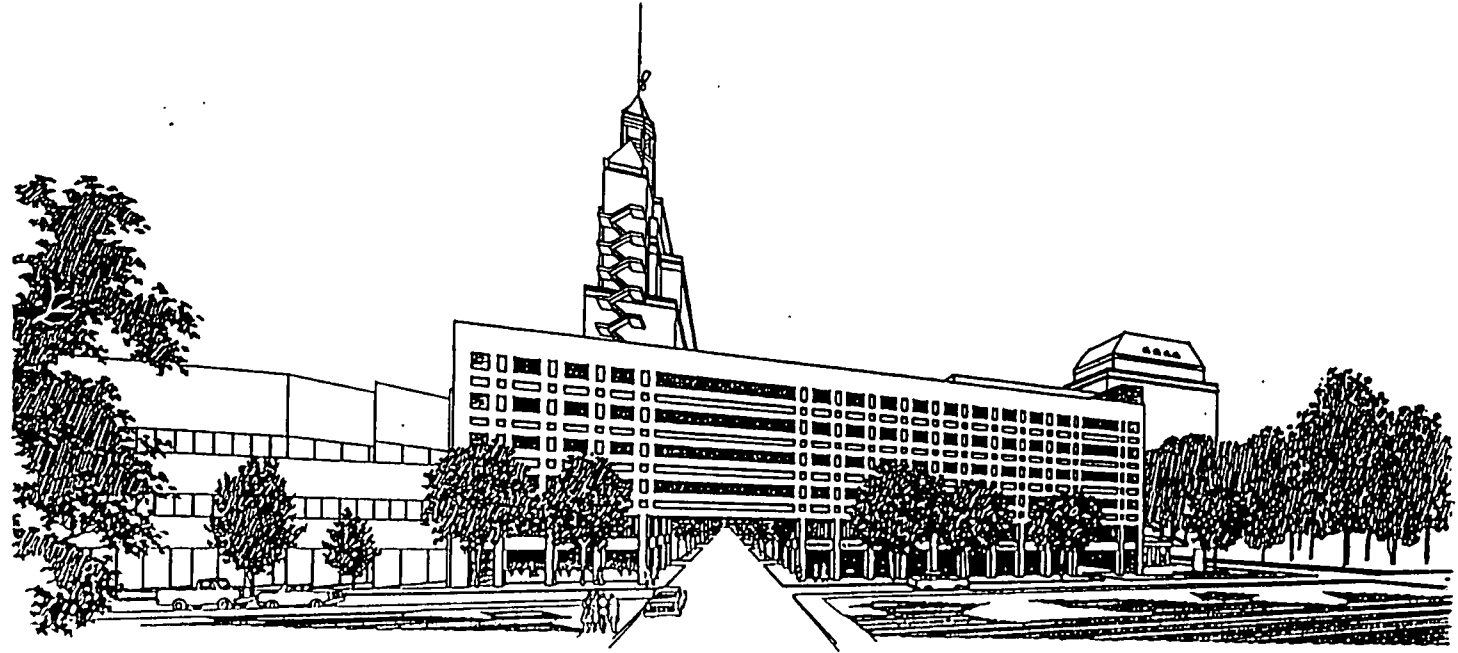
IV. FINANCIAL:

Construction Cost	\$10.4 million
Debt Service	\$1.5 million per year for 20 years

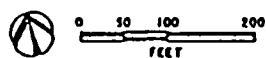
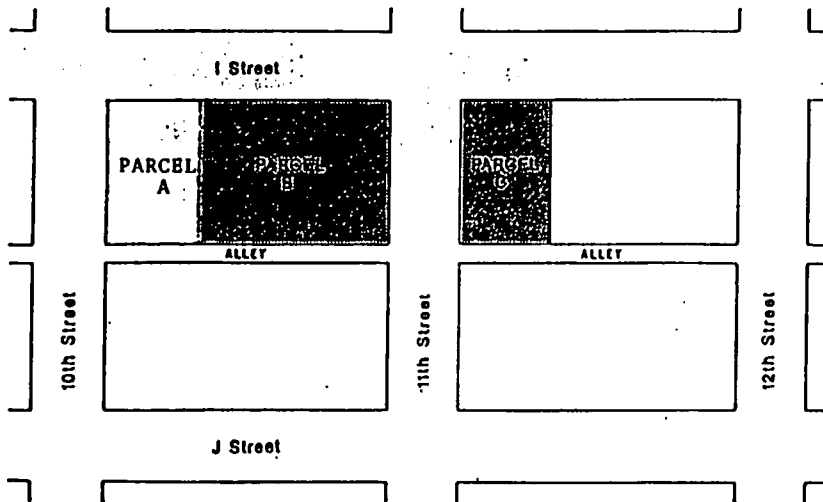


ALTERNATIVE #3A

I. ARTIST'S RENDERING



II. SITE PLAN



III. SPACE:

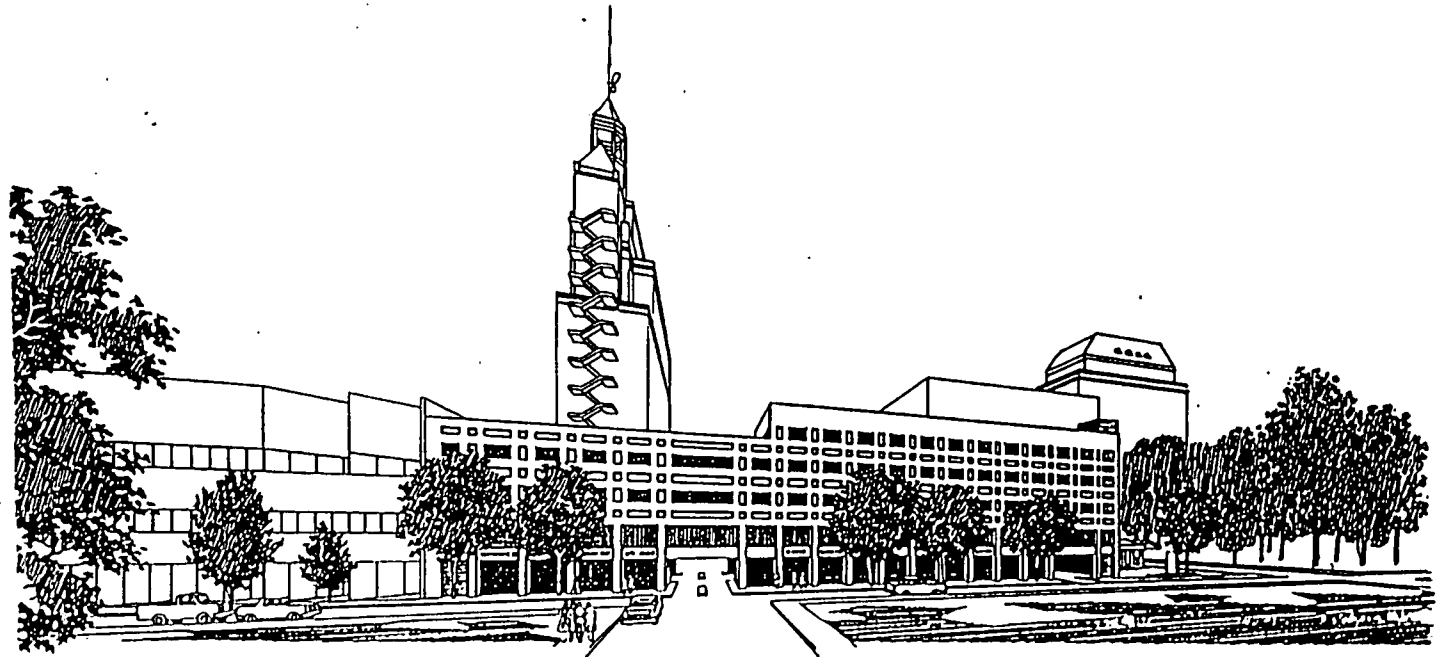
1032 Parking Spaces  
@ 335,400 sq. ft. Parking Area  
10,791 sq. ft. Commercial Area

IV. FINANCIAL:

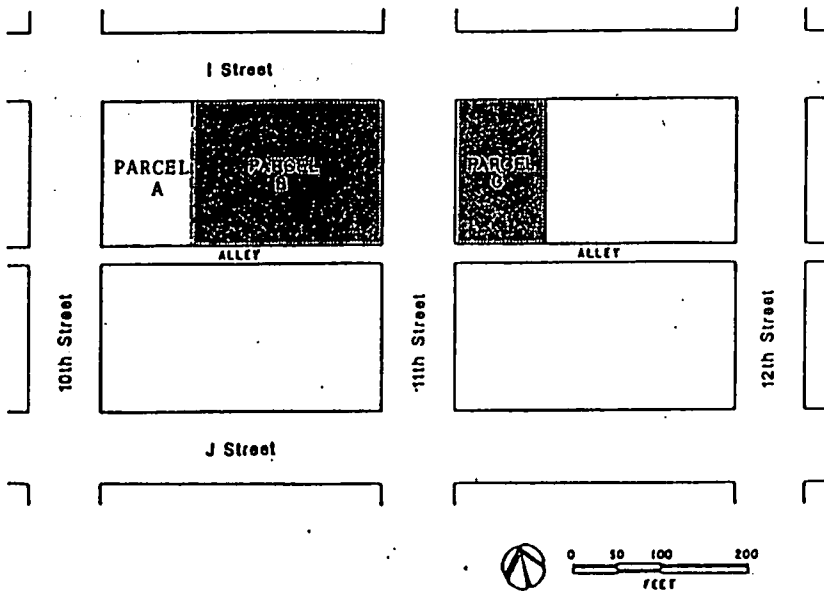
Construction Cost	\$12.8 million
Debt Service	\$1.8 million

ALTERNATIVE #3B

I. ARTIST'S RENDERING



II. SITE PLAN



III. SPACE:

1133 Parking Spaces  
@ 368,225 sq. ft. Parking Areas  
18,668 sq. ft. Commercial Area

IV. FINANCIAL:

Construction Cost	\$14.2 million
Debt Service	\$2.0 million