

Memorandum

Date: August 1, 2008
To: Laura Walsh, Environmental Coordinator, California Department of Transportation; Saed Hasan, City of Sacramento, Department of Transportation
cc: Vicki Axiaq, ICF Jones & Stokes; Marian Rule-Cope, Transystems
From: Bill Kasson, AICP, ICF Jones & Stokes; Beth Eggerts, ICF Jones & Stokes
Subject: **Community Impact and Land Use Memorandum for the Sacramento Intermodal Transportation Facility and Track Relocation Project**

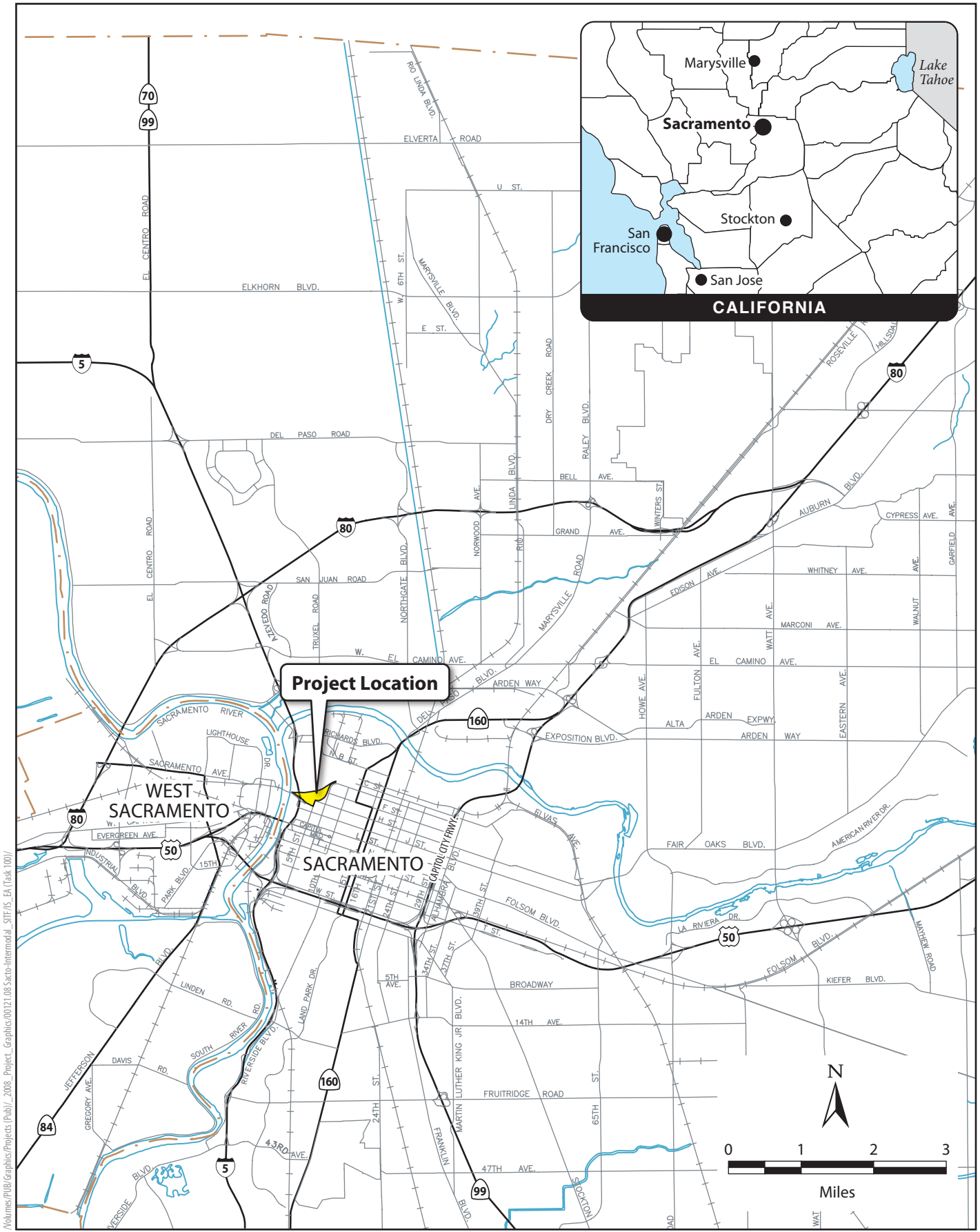
Introduction

The City of Sacramento (City) proposes to expand the existing Sacramento Valley Station (Station) to meet current needs and to establish a state-of-the-art regional transportation center to meet future needs of rail and bus transit passengers and service operators in the Sacramento region through the year 2025 and beyond. Developed in phases, the Sacramento Intermodal Transportation Facility (SITF) (proposed project) would encompass a realignment of existing mainline rail tracks (Phase 1), improvements to the existing Station (Phase 2), and eventual transformation of the Station into a multimodal transportation center (Phase 3).

Study Area

The study area is located within the City's historic commercial and government center of the Sacramento region, north of the State Capitol (Figures 1 and 2). The project site is located within the Central Business District (CBD) of the downtown area of Sacramento and within the *Sacramento Railyards Specific Plan* (RSP) area, just south of the historic Southern Pacific Railroad (SPRR) Sacramento Shops complex (the remnants of which are known as the Central Shops buildings). The RSP is split into five neighborhood districts. Specifically, the project site is located within the Depot District, which encompasses the area between the relocated railroad tracks and the RSP area boundary with Old Sacramento to the west and Downtown Sacramento along H, I, and G streets to the east (see Figure 3-8 in the RSP environmental impact report).

The project site is generally bounded by I Street on the south, 2nd Street and the Sacramento riverfront on the west, 7th Street on the east, and the Central Shops buildings on the north. The Robert T. Matsui Federal Courthouse is located just south of the project site, and the Alkali Flat neighborhood is located east of the project site. The site includes the historic SPRR Depot, which currently houses the Sacramento Amtrak station; operations for interstate passenger rail service and the Capitol Corridor and San Joaquin Corridor intercity services; the existing UPRR freight rail lines, passenger platforms and a passenger tunnel; the Sacramento Regional Transit District's (RT's) light rail transit line and station; bus loading areas for multiple service providers; and associated passenger parking. The Depot and all of its associated facilities are known as the Sacramento Valley Station (Station). Although the Railroad Express Agency (REA) building is



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Figure 1
Project Vicinity

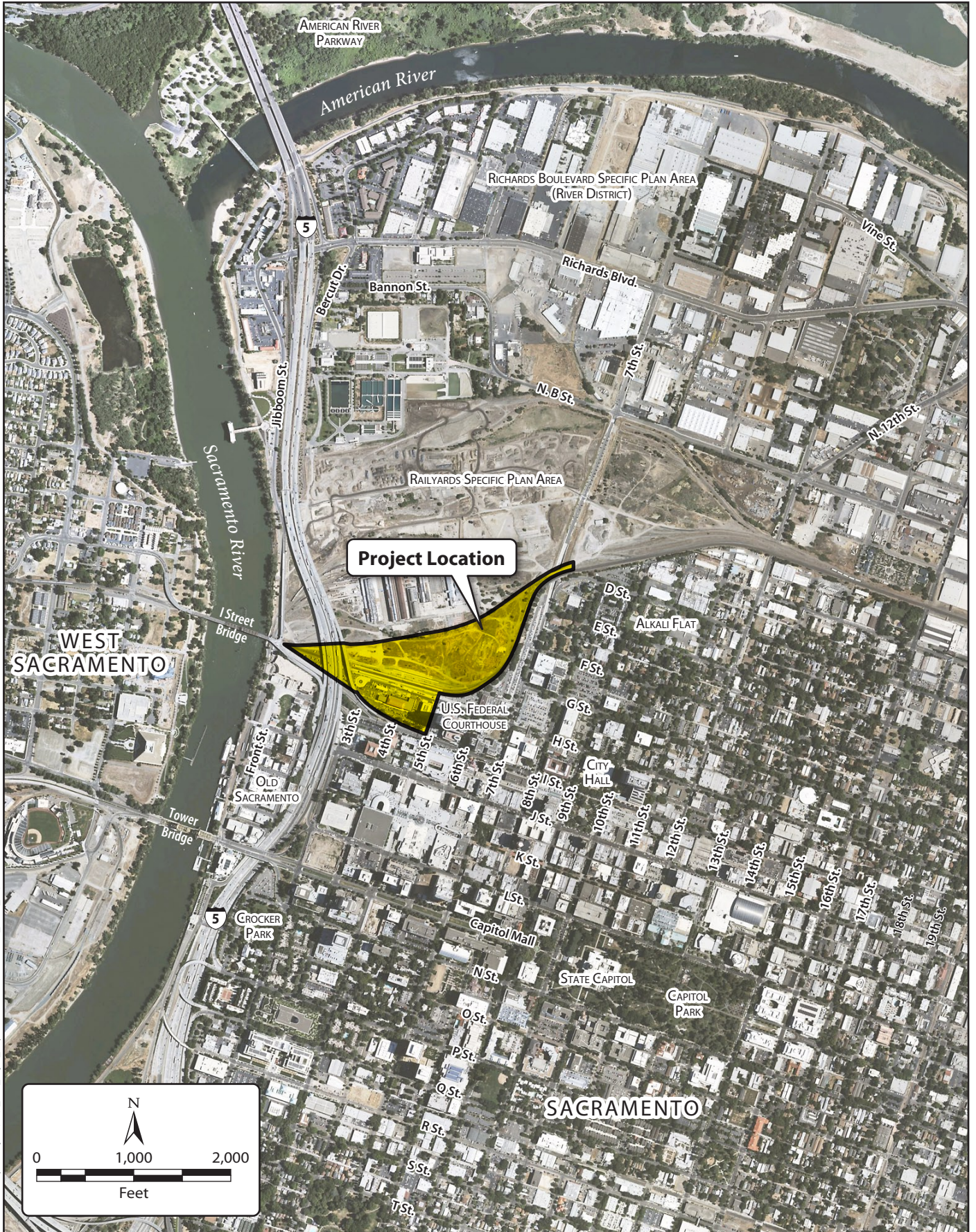


Figure 2
Project Location

located immediately adjacent to the Depot, it is privately owned and not part of the existing Station or project.

Affected Environment

Land Uses

The project site consists of approximately 33 acres, including the existing Station facilities that are owned by the City. The City is in the process of acquiring land for the project immediately north of the Station, which contains the approximately 3,300-foot-long Union Pacific Railroad (UPRR) rail corridor (current alignment and proposed realignment).

The Depot District includes the planned SITF and a blend of retail and office uses between 5th Street and 7th Street (City of Sacramento 2007). Currently, with only the Station situated in the south, and the train tracks running east to west, much of the remainder of the project site is vacant land. Additionally, there are no existing residential uses within the project site.

To accommodate the construction of the SITF, the land within the project site is mainly designated for transit use within the RSP. To allow for the construction of public open spaces during Phase 3 of the project, a small portion within the project site is also designated as open space (City of Sacramento 2007).

Social Environment

Population Characteristics

According to the U.S. Census Bureau, the city of Sacramento's population was 275,741 in 1980 and 408,018 in 2000. The city's population reached 458,342 by 2004, an increase of 12.3% over the city's population in 2000. The Sacramento Area Council of Governments (SACOG) projects that the city's population will increase to 473,125 by 2010 and to 517,035 by 2020, an increase of 43,910, or 9%, from 2010 (PBS&J/EIP 2007).

In 2006, the population of the Central City was approximately 48,980. This region includes the project site and encompasses the area between the Sacramento River to the west, the American River to the north, Sutter's Landing and Alhambra Boulevard to the east, and Broadway to the south. The current 1988 City general plan estimates that the population in the Central City will grow to approximately 72,000 by 2030. (PBS&J/EIP 2007.)

Within the city, approximately 41% of the population identify themselves as white. Hispanics and Asians constitute the greatest percentages of the other races within the city. As shown in Table 1 below, approximately one-fifth of the city's population identify themselves as Hispanic.

Table 1. Racial Distribution of Area Populations: 2000 Census (Percent of Area Total)

Area	Percent of Total Number of Persons (%)						
	White	Black or African-American	American Indian or Alaska Native	Asian	Native Hawaiian and Other Pacific Islander	Other Races	Hispanic or Latino of Any Race
Sacramento County	57.8	10.0	1.1	11.0	0.6	3.5	16.0
City of Sacramento	40.5	15.5	1.3	16.6	0.9	3.6	21.6
Adjacent census blocks	56.8	7.7	1.8	4.6	0.0	0.7	28.4

Source: U.S. Census Bureau 2000a.

The area that would be most affected by construction of the proposed project would be the residences to the east of the project site along 7th Street. Census tract 6, blocks 1002, 1009, 1010, 2003, 2004, 2005, 2006, 2013, and 2014 comprise the area within two blocks of 7th Street east of the project site. The racial composition of these census blocks is shown in Table 1. Overall, the census data indicate that the population in the census blocks adjacent to the project area along 7th Street is generally less diverse than the city population or county population, with the exception of Hispanics, who constitute a slightly higher proportion of the population in these census blocks, at 28% (U.S. Census Bureau 2000a).

Located adjacent to and just east of the proposed project site is the residential neighborhood of Alkali Flat. This neighborhood is the oldest remaining residential neighborhood in Sacramento. Housing approximately 2,296 residents, it contains low-, moderate-, and high-income housing, with commercial uses and office buildings dispersed throughout the neighborhood (PBS&J/EIP 2007). A redevelopment implementation plan is presently underway for this neighborhood, which aims to provide safe housing through the development of a mixture of housing types for all income groups. Beginning in 2005, the implementation plan extends to 2009.

According to the U.S. Census Bureau, poverty statistics used in the census are based on a definition developed by the Social Security Administration in 1964 and subsequent revisions in 1969 and 1981. Statistics from the census show that in 2006, approximately 66,282 people within the city, or 15.4% of the population, lived below the poverty level. The average median household income was \$46,055 and was below the national average median household income of \$48,451. Additionally, the city's per capita income of \$23,886 was below that of the national average of \$25,267 (U.S. Census Bureau 2006). Census tract 6 is located between 7th and 12th Streets south of the UPRR tracks and north of H Street. This tract best represents the community east of 7th Street that would be most affected by construction activities associated with the project. The 2000 census shows that within census tract 6, approximately 41% of persons above the age of 18 had income below the poverty level in 1999.

Economic Conditions

Over the past 20 years, the economy of the Sacramento region has expanded outside of its traditional role in government and agriculture. In the 1990s, the region grew in several sectors, including professional and business services, education, and health services. In more recent times, the region's largest fast-growth companies have included construction-related products and services, demonstrating the region's strong real estate opportunities (Economic & Planning Systems 2005). Table 2 below shows the City's employment breakdown (in percentages) of employed civilians (16 years and older) in each of the selected industries.

Table 2. Occupation and Industry Employment for the City of Sacramento: 2000 Census

Percent Distribution by Occupation						
Management, Professional, and Related Occupations	Service Occupations	Sales and Office Occupations	Farming, Fishing, and Forestry Occupations	Construction, Extraction, and Maintenance Occupations	Production, Transportation, and Material Moving Occupations	Government Workers
36.2	16.2	28.6	0.4	7.6	11.0	27.0

Source: U.S. Census Bureau. 2000b.

Between 1990 and 2003, the region experienced significant employment growth in industries including government, construction, financial activities, leisure and hospitality, education and health services, professional and business services, and manufacturing. To further encourage growth, the City, through its 2000 *Economic Development Strategy Framework*, has identified commercial corridors and underused properties as potential key development sites. Specifically, the City has incorporated the proposed project area into its downtown development site and proposes corresponding strategies that aim to redevelop downtown and to strengthen transit and pedestrian connections to the Depot (Economic & Planning Systems 2005).

Public Services and Utilities

The Central City, which includes the proposed project site, is served by the Sacramento Police Department (PD), which is staffed by approximately 798 sworn officers, 438 civilian staff, and 27 part-time non-career employees (PBS&J/EIP 2007). The substation that serves the project site is the William J. Kinney Police Facility, located approximately 5 miles from the RSP area, at 3550 Marysville Boulevard. This facility services three districts, each with three beats. The project site is located in District 3, Beat A (City of Sacramento 2007). The Sacramento PD has an unofficial goal of maintaining 2.0 to 2.5 sworn police officers per 1,000 residents and one civilian support staff member per two sworn officers (PBS&J/EIP 2007).

Fire protection and emergency medical services would be provided to the project site by the Sacramento Fire Department (SFD). The SFD employs approximately 535 fire suppression

personnel and 100 fire prevention personnel and support staff. Stations are staffed by four-person companies for engines and trucks, and two-person companies for each medic unit. In total, the SFD currently operates 23 fire stations throughout the city. Station 1, located at 624 Q Street, and Station 2, located at 1229 I Street, would serve the project site. In 2006, the SFD's average response time for approximately 69,000 calls was 4.5 minutes. Although the SFD does not have an adopted service level standard for response times, it does have a goal of less than 5 minutes for emergency medical response and a goal of less than 7 minutes for fire suppression response (PBS&J/EIP 2007).

Through an exclusive charter with Sacramento County, Sacramento Municipal Utility District (SMUD) provides electrical service to the Central City, including the project site. SMUD is responsible for providing generation, transmission, and distribution of electrical power to a service area of 900 square miles. Pacific Gas and Electric Co. (PG&E) supplies gas service to the project site and is responsible for the transmission and distribution of gas to the majority of northern and central California (City of Sacramento 2007).

Access and Parking

Vehicle access to the project site is provided primarily by Interstate 5 (I-5), which serves the central areas of the city. Running north to south, it is located just west of the project site and is accessible via I Street and J Street. Served by a grid street system, the Sacramento downtown area also provides access to the project site via I Street, H Street, 5th Street, and 6th Street. Many of the streets operate as one-way facilities, and most intersections are signal-controlled. Currently, the project site accommodates both rail and bus providers, including Amtrak, the Capitol Corridor, the San Joaquin Corridor intercity rail and bus services, and RT's light rail transit and bus system.

Approximately 485 parking spaces are currently available at the Station site (Solomon pers. comm.). On weekdays, the Station parking lots are at capacity from early in the morning throughout the day. The Station is also a major park-and-ride facility serving the Sacramento region for both Capitol Corridor intercity service and Amtrak's interstate service. It has been estimated that 25% of Sacramento's Capitol Corridor and Amtrak passengers park at the Station (SMWM/Arup and Associated Consultants 2003). Spillover from the Depot parking area occurs in Old Sacramento parking lots, other downtown lots, and even at the Amtrak station in the city of Davis. Capitol Corridor riders have been known to drive to Davis, approximately 25 miles west of Sacramento, to be assured of finding close, reasonably priced parking. The City offers discounted parking to monthly rail commuters parking in Old Sacramento. City estimates indicate that Amtrak riders using the Old Sacramento garage in March 2008 totaled 107, with a low of 0 riders and a high of 17 riders per day (Peterson pers. comm.).

Downtown Sacramento offers sidewalks on both sides of virtually all streets, as well as pedestrian crossings of major streets. The project site does not contain any existing bikeways listed in the *City of Sacramento Parks and Recreation Master Plan 2005–2010*, but a bike trail

would be constructed around the perimeter of the Depot as part of the RSP development (PBS&J/EIP 2007).

Environmental Consequences

The proposed project is a part of the RSP. A draft environmental impact report (EIR) was prepared for the RSP in August 2007, and a final EIR was certified by the City in December 2007. A project-level analysis was evaluated within the RSP EIR for the proposed project, where project-specific impacts relating to the study area for the proposed project were analyzed. Therefore, this analysis of community impacts relies heavily on the impact analysis in the RSP EIR.

Land Use and Growth

Consistency with Regional and Local Plans

The City is in the process of updating its 1988 general plan. A draft version of the *Sacramento 2030 General Plan* is currently available to the public, and it is anticipated that the City will formally adopt it in winter 2008 (City of Sacramento 2008). Originally drafted in 1988, the City last updated the currently adopted general plan in 2003 (City of Sacramento 2008). According to this general plan, as well as the City's adopted zoning code (Title 17 of the Sacramento City Code), the RSP area is designated as a Special Planning District. Under the City's zoning code, the project site is currently zoned for heavy industrial use (M-2-T-SPD and M-2-C-SPD). As discussed in the RSP EIR, although an amendment under the 1988 general plan would be required for the RSP proposed land uses, the RSP is generally consistent with the applicable general plan policies (for an expanded discussion, see Table 4-1 in the RSP EIR) (PBS&J/EIP 2007).

The RSP area also is included within the *Central City Community Plan (CCCP)* (1980), which guides the development of the Central City. The CCCP designates the majority of the project site as downtown commercial mixed-use. The remaining portions of the project site are designated as commercial residential in the southwest and residential mixed-use in the northeast. Thus, the project is generally consistent with the applicable goals and policies from the CCCP (for an expanded discussion, please refer to Table 4-1 in the RSP EIR) (PBS&J/EIP 2007). To note, through the City's general plan update, the CCCP also is currently being revised, and its policies mirror the structure of the 2030 general plan (City of Sacramento 2008). The revised CCCP, similar to the draft *Sacramento 2030 General Plan*, also identifies the RSP as a Special Planning District.

Growth

The project would upgrade existing track and related facilities to improve existing capacity and reliability for freight and passenger rail service and would establish a singular regional

transportation hub that meets existing and future needs of rail and bus transit passengers and service operators. Implementation of the project alone, without accompanying increases in capacity at stations to the north and south along the regional rail corridor, would not have the potential to induce unplanned growth. The project would accommodate the planned future growth of the Sacramento region through 2025 and beyond.

Social Environment

Population

The project would cause little or no change in the surrounding area's population or ethnic composition. There are no residences located within the project site; accordingly, no permanent acquisitions or displacements of homes or residents are expected to result from the project. As stated above, the project is not growth-inducing; thus, it would not contribute to an increase in planned population growth levels.

Community Cohesion

The potential physical division of a community relates to the concept of community cohesion, the degree to which the residents have a sense of belonging to their neighborhood; a level of commitment of the residents of the community; or a strong attachment to neighbors, groups, or institutions over time.

In general, the project would improve transit capabilities of the surrounding areas by bringing together disconnected elements of the transit network and would remove traffic from the interstate and highway system within the area. Furthermore, it would enhance the connectivity between the regional transit systems, downtown, and Alkali Flat, thereby improving cohesion among residents, transit users and providers, and commercial and retail users. No neighborhoods would be divided or isolated.

Environmental Justice

Federal Executive Order (EO) 12898, "Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations," dated February 11, 1994, calls on federal agencies to identify and address disproportionately high and adverse human health or environmental effects of federal programs, policies, and activities on minority and low-income populations. In 1997, the U.S. Department of Transportation (DOT) issued its order to establish procedures for use in complying with EO 12898. The DOT order defines key terms and provides guidance for identifying and addressing disproportionately high and adverse impacts on minority and low-income populations.

The following discussion examines the racial/ethnic minority populations located within the city. Guidance for environmental justice from the Council on Environmental Quality (Council on

Environmental Quality 1997) defines *minority populations* as those communities that meet at least one of the following criteria.

- The minority population is greater than 50% of the total population.
- The minority population percentage of the affected area is meaningfully greater than the minority population percentage in the general population or other appropriate unit of geographic analysis.

The effects of the project would be disproportionately high and adverse if the effects are: (1) borne predominately by a minority or low-income population in the study area or; (2) more severe or greater in magnitude to minority and low-income populations when compared with the same effects on non-minority or non-low income populations in the study area.

Although the project area is not predominantly in a low-income or minority area, according to the information provided by the U.S. Census Bureau, the census tract adjacent to the project site has a large population of low-income individuals and is home to minorities. However, the adverse effects of this project would be experienced by all the residents of this area. Potentially adverse impacts of the project are construction-related noise, dust, and emissions from construction equipment. These impacts would be temporary, and mitigation has been proposed to reduce the impacts to less-than-significant levels. Additionally, applicable best management practices would be incorporated in order to reduce land use compatibility issues. No permanent displacements of low-income or minority residents are planned, and no permanent adverse effects would result from the project. Once construction was complete, the minority and low-income residents and the other residents in the surrounding community and region would enjoy the benefits of the project equally. Therefore, the project would not result in disproportionately high and adverse impacts on minority and low-income populations.

Economic Conditions

The proposed project generally would have a positive effect on the city's economy and employment. With Phases 2 and 3 of the project, office areas and leasable space in both the Depot and corresponding joint development would be constructed and could include restaurants; news, magazine, and book stores; and retail services (City of Sacramento 2007). Additional employment would be needed to support this planned development. According to the RSP EIR, employment estimates for the project are based on an employee ratio assumption of one employee for every 300 square feet of commercial space and one employee per 400 square feet of retail space (PBS&J/EIP 2007). Based on this assumption, the number of jobs that would be created by Phase 2 and primarily by Phase 3 of the project would range from approximately 68 to 183. Furthermore, the project is generally consistent with City, community, and specific plans. Therefore, it would not likely interfere with economic development within the city or the surrounding community.

Public Facilities and Services

Although the project would not include the construction of any residences, it would entail the construction of the SITF and retail and commercial space. Because the Sacramento PD's three existing stations are already staffed beyond capacity (City of Sacramento 2007), additional law enforcement staff most likely would be needed to serve the RSP development (City of Sacramento 2007). The RSP does not mandate the development of a new police station, but in order to accommodate the entire RSP area, it has identified two potential locations for a police substation, either at Railyards Boulevard and 7th Street or at Railyards Boulevard and North 10th Street. If one of these locations is selected to be developed into a substation, construction likely would include a fire station within the same building also. As stated in the RSP, the building potentially housing these facilities would be built as part of the RSP, regardless of whether the police station or fire station was developed. Additionally, the Sacramento PD currently is developing a master plan designed to accommodate the citywide police protection needs over the next 10 years. The Sacramento PD also would add personnel on an as-needed basis to accommodate the buildout of the RSP. Although the construction of the retail uses in Phase 3 of the proposed project could have a moderate effect on staffing and police services, it would not be likely to generate demand in addition to that already created by the RSP development (PBS&J/EIP 2007).

The SFD is also in the process of drafting a fire department master plan, which will discuss specific triggers for new fire stations in the city. As previously stated, although the RSP does not mandate the development of a fire station, it has identified two potential locations for a new fire station. If built, the new fire station would be co-located with a police substation. According to SFD, residential population is the most accurate way to determine the need for fire protection services. Correspondingly, the SFD has indicated that a new fire station would need to be constructed to adequately serve the residential development of the RSP. Based on this need, the remaining land uses (e.g., office, retail, parks, and open space) within the RSP area, including the proposed project, would be adequately served, as well (PBS&J/EIP 2007).

An existing underground utility easement is located on the north side of the track realignment within the UPRR right-of-way. The existing storm drain and water systems would be upgraded and relocated to this utility corridor. The project may include some relocation of wet and dry utilities that serve the existing Central Shops buildings and existing Depot building so that those facilities can remain in use. Where possible, existing utilities would be left in place until new replacement facilities could be built. The project would include new wet and dry utilities to serve the relocated platforms. Provisions for utility corridors for utilities that would need to pass through the footprint of the track relocation phase of the project also would be included in project construction. New utilities associated with this project are currently envisioned as underground utilities.

The project would be constructed in a manner that would minimize the potential for utility disruption. Relating to energy usage, all the facilities that would be built as part of the project would be in compliance with Title 24 of the California Code of Regulations (California Energy

Efficiency Standards). Furthermore, SMUD has indicated that there are no constraints to obtaining a reliable energy source to serve the project, and PG&E has stated that it has ample capacity to ensure continued levels of services for the project. As required by law, all utility connections would be constructed in accordance with all applicable uniform codes, City ordinances, and public works standards. Furthermore, the proposed project would not involve the construction of electrical infrastructure beyond what has been assumed or new (unplanned) natural gas facilities (PBS&J/EIP 2007).

Access and Parking

With the rehabilitation of the Depot, the relocation of the light rail transit station, and the relocation of passenger parking during Phase 2 of the project, as well as the intermodal improvements during Phase 3 of the project, access to the existing Station could be affected or restricted temporarily by construction activities. Applicable best management practices, such as a traffic management plan, would be incorporated in order to reduce construction-related impacts.

Additional parking would be provided in close proximity to the SITF (City of Sacramento 2007). Specifically, in Phase 2 of the project, reconfiguration of the existing parking lot under I-5 and the creation of a new parking lot between the former track alignment and the relocated tracks would provide approximately 180 parking spaces. Provisions for temporary access to this reconfigured parking lot would be constructed. Additionally, an interim surface parking lot would be constructed in the area north of the existing Depot and the new rail corridor to provide approximately 400–450 parking spaces. This parking would replace the spaces currently located in front of the Depot and the two lots along H Street and along 7th Street next to the existing tracks, which are currently privately owned and scheduled for redevelopment in the RSP. During Phase 3 of the proposed project, on-site parking structures would be built to meet the future needs of additional parking. Both Phase 2 and Phase 3 would involve the construction of secure bicycle parking, such as a bicycle station and storage facilities. Thus, the proposed parking facilities would alleviate current demand for parking and would be able to accommodate the SITF expansion.

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Personal Communication

Peterson, Cathy MacLain. General Operations Supervisor. Parking Division, Department of Transportation, City of Sacramento. April 14, 2008—email to Vicki Axiaq, ICF Jones & Stokes.

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Solomon, David. Senior Architect. Sacramento Regional Transit District. June 30, 2008—email to Hinda Chandler, Department of Transportation, City of Sacramento.