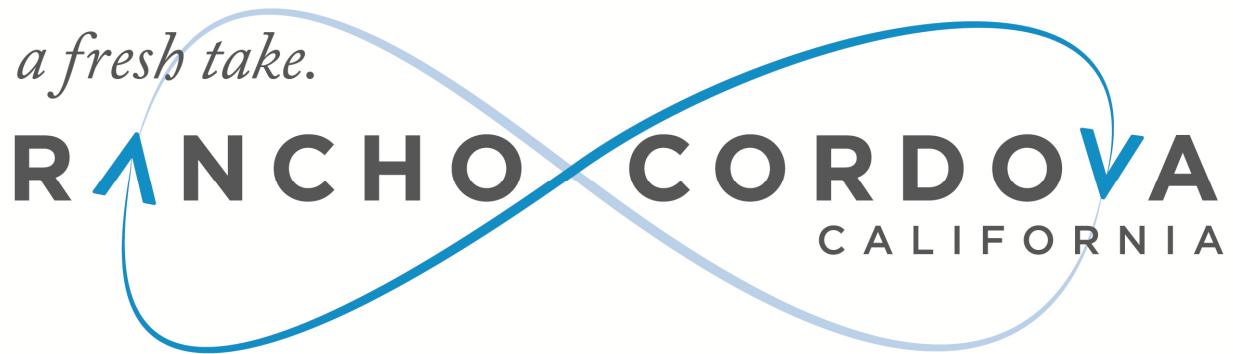


CITY OF RANCHO CORDOVA



CONCURRENT MEETING CITY COUNCIL/SUCCESSOR AGENCY TO THE CRA/RCFC

Monday, May 04, 2015

4:00 PM – Special Meeting

5:30 PM – Regular Meeting

AGENDA

Robert J. McGarvey, Mayor

David Sander, Vice Mayor

Donald Terry, Council Member

Linda Budge, Council Member

Dan Skoglund, Council Member

CITY OF RANCHO CORDOVA



CONCURRENT MEETING CITY COUNCIL/SUCCESSOR AGENCY TO THE COMMUNITY REDEVELOPMENT AGENCY (CRA)/RANCHO CORDOVA FINANCING CORPORATION (RCFC)

City Hall
2729 Prospect Park Drive, Rancho Cordova

Monday, May 04, 2015

4:00 PM – Special Meeting
American River Room North

5:30 PM – Regular Meeting
David B. Roberts Council Chambers

AGENDA

1. STUDY SESSION - CALL TO ORDER/ROLL CALL

Council Members Budge, Sander, Skoglund, Terry and Mayor McGarvey.

2. PUBLIC COMMENT

At a study session or special meeting, citizens wishing to address the Council for any matter on the agenda may do so at the time the matter is discussed. Under the provisions of the California Government Code, the City Council is prohibited from discussing or taking action on any item not on the agenda.

3. SPECIAL MEETING ITEM

3.1 **Subject:** Economic Development Work Plan.

4. ADJOURNMENT OF STUDY SESSION

Mayor McGarvey will adjourn the special meeting to regular meeting in the David B. Roberts Council Chambers.

5. REGULAR MEETING - CALL TO ORDER / ROLL CALL

Council Members Budge, Sander, Skoglund, Terry and Mayor McGarvey.

6. METRO CABLE TV TELEVISION ANNOUNCEMENT

The Clerk will announce the meetings video recording and playback schedules.

7. PLEDGE OF ALLEGIANCE

The Mayor will call on someone in attendance to lead the Pledge.

8. INVOCATION

A representative from the Church of Jesus Christ of Latter Day Saints will give the invocation.

9. PRESENTATIONS

- 9.1 Presentation of Proclamation Given to Joseph Piazza, Cordova Meadows Elementary School Principal, for his Outstanding Leadership and Support in the Community.
- 9.2 Presentation of Proclamation Honoring Cordova Church of Christ Youth Group for their Outstanding Community Service and Generosity to the Community.
- 9.3 Presentation Given by Rancho Cordova Historical Society.
- 9.4 Recycle Poster Contest Winner Announcement.
- 9.5 Presentation of Proclamation for Building & Safety Month Presented to Cyrus Abhar, Chief Building Officer and Public Works Director.

10. PUBLIC COMMENT

Citizens wishing to address the Council for any matter on the Consent Calendar or not on the agenda may do so at this time by completing and submitting a Speaker Card to the City Clerk. For items on the agenda, speakers will be called up to the podium by the Mayor at the point on the agenda when the item will be heard. Speakers are encouraged to keep comments to three minutes or less and to state name and community of residence.

Under the provisions of the California Government Code, the City Council is prohibited from discussing or taking immediate action on any unagendized item unless it can be demonstrated to be of an emergency nature or the need to take immediate action arose after the posting of the agenda.

11. COUNCIL REPORTS

12. CONSENT CALENDAR ITEMS - ROLL CALL VOTE

- 12.1 **Subject:** Meeting Minutes of April 6, 2015 Regular City Council Meeting and April 16,

2015 Special City Council Meeting/Closed Session.

Recommendation: Adopt minutes.

- 12.2 **Subject:** Second Reading of Ordinance No. 6-2015, Levying Special Taxes within Sunridge North Douglas Community Facilities District No. 2005-1 and Rescinding Ordinance No. 26-2005.

Recommendation: Waive the second reading and adopt Ordinance No. 6-2015.

Result of Recommended Action: Adoption of this ordinance will levy a special tax within Sunridge North Douglas Community Facilities District No. 2005-1 at the amended and restated rate and method of apportionment of special tax set forth in the resolution of amendment and rescinds Ordinance No. 26-2005.

Staff Report: Michelle Mingay, Sr. Finance Analyst.

Advances Goal: 5.

- 12.3 **Subject:** Second Reading of Ordinance No. 7-2015, Douglas 103 Rezone, Large Lot Tentative Subdivision Map, Small Lot Tentative Subdivision Map, Development Agreement Amendment; Project No. DD8502 - Located at the Southeast Corner of Rancho Cordova Parkway and the Future Extension of Americanos Boulevard.

Recommendation: Waive the second reading and adopt Ordinance No. 7-2015.

Result of Recommended Action: Approval of the project would allow reconfiguration of the residential subdivision and overall reduction in units from 301 single family lots to 198 single family lots. Additionally, approval of the project would allow for amendments to the previously adopted Development Agreement that updates and clarifies the project's parks and infrastructure requirements. These modifications reflect the recent updates to the City's open space/park standards and Public Works improvement timing standards.

Staff Report: Matt Diaz, Associate Planner.

Advances Goals: 1, 2, 6.

- 12.4 **Subject:** Approval of Parcel Map of Subdivision No. FM-2014-002-01, Rivergate Shopping Center.

Recommendation: Approval of map.

Result of Recommended Action: Record parcel map creating nine parcels from two existing parcels.

Staff Report: Cyrus Abhar, Public Works.

Advances Goals: 1, 2.

- 12.5 **Subject:** Contract Amendment for BSK Associates.

Recommendation: Authorize the City Manager to execute a contract amendment with BSK Associates.

Result of Recommended Action: BSK Associates will provide environmental consulting services for a Brownfields Assessment grant from the US Environmental Protection Agency.

Staff Report: Amanda Norton, Economic Development Manager.

Advances Goals: 2, 6.

13. CONSENT PUBLIC HEARING ITEMS - ROLL CALL VOTE

- 13.1 **Subject:** Approving and Adopting the 2015-2016 Community Development Block Grant Action Plan.

Recommendation: Approve Resolution 41-2015.

Result of Recommended Action: City Manager will submit the 2015-2016 Community

Development Block Grant Action Plan to HUD and will direct staff to make any technical modifications deemed necessary.

Staff Report: Jessica Hayes, Housing and Neighborhood Project Coordinator & Peter Ibrahim, Housing and Neighborhood Development Specialist.

Advances Goals: 1, 2, 5, 6.

- 13.2 **Subject:** General Plan Circulation Element Amendment for the Capital Southeast Connector.

Recommendation: Adopt Resolution No. 47-2015.

Result of Recommended Action: The Circulation Element of the General Plan would be amended to reflect the Capital Southeast Connector project. Amendments to the existing statements and policies related to the Capital Southeast Connector project as well as amendments to the Circulation Plan exhibit are included. By reflecting these items within the City's Circulation Element, the Joint Powers Authority for the project would be able to establish consistency in the Connector Project description amongst all member jurisdictions and ensure that the regional nature of the project is maintained.

Staff Report: Jessica Jordan, Principal Planner and Mark Thomas, Senior Engineer.

Advances Goals: 1, 2, 5.

14. PUBLIC HEARING ITEMS

- 14.1 **Subject:** Clear Channel Outdoor Digital Freeway Sign Conditional Use Permit and Operating Agreement; Project No. DD8480 – Located at 12137 Folsom Boulevard. Item continued from April 6, 2015 City Council Meeting.

Recommendation: The following recommendations provide the City Council with alternative approaches to address the proposed Digital Freeway Sign application:

1. Consistent with Council direction received on December 15, 2014, adopt Resolution 3-2015 denying the Clear Channel Outdoor Conditional Use Permit and Operating Agreement; OR

2. Consider additional information included within the staff report and the public testimony and provide staff with alternative direction as desired.

Result of Recommended Action: Adoption of the Resolution would deny the Clear Channel Outdoor project. Alternatively, the City Council can provide other direction regarding preparation of alternate Resolutions or conducting additional research to be brought back for consideration in the future.

Staff Report: Jessica Jordan, Principal Planner.

Advances Goals: 1, 6.

- 14.2 **Subject:** Sierra Outdoor/Outfront Media Digital Freeway Sign Conditional Use Permit and Operating Agreement; Project No. DD8490 – Located at 12125 Folsom Boulevard. Item continued from April 6, 2015 City Council Meeting.

Recommendation: The following recommendations provide the City Council with alternative approaches to address the proposed Digital Freeway Sign application:

1. Consistent with Council direction received on December 15, 2014, adopt Resolution 4-2015 approving the Sierra Outdoor/Outfront Media Conditional Use Permit and Operating Agreement; OR

2. Consider additional information included within the staff report and the public testimony and provide staff with alternative direction as desired.

Result of Recommended Action: Adoption of the Resolution would allow for Sierra

Outdoor/Outfront Media to move forward with project construction. Alternatively, the City Council can provide other direction regarding preparation of alternate Resolutions or conducting additional research to be brought back for consideration in the future.

Staff Report: Jessica Jordan, Principal Planner.

Advances Goals: 1, 6.

- 14.3 **Subject:** St. John Vianney Catholic Church and School LED Monument Sign Limited Use Permit; Project No. DD8565 – Located at 10497 Coloma Road.

Recommendation: Adopt Resolution No. 48-2015.

Result of Recommended Action: Adoption of Resolution No. 48-2015 would allow the applicant to receive a Limited Use Permit which is required for all electronic monument signs in all zoning areas. Once adopted, St. John Vianney Church & School will be able to receive building permits and soon after begin construction of their proposed monument sign. Adoption would also include removal of existing legal nonconforming pole signage that currently exist in that area.

Staff Report: Nicholas Sosa, Assistant Planner.

Advances Goals: 2, 6.

15. REGULAR CALENDAR ITEMS

NONE.

16. COUNCIL REQUESTS FOR FUTURE AGENDA ITEMS

17. CITY MANAGER'S REPORT

Report Back on Town Hall Meetings.

18. ADJOURNMENT

Mayor McGarvey will adjourn the regular meeting to closed session in the Community Board Room.

19. CLOSED SESSION - CALL TO ORDER/ROLL CALL

Council Members Budge, Sander, Skoglund, Terry and Mayor McGarvey.

20. CLOSED SESSION

Council may adjourn to Closed Session to discuss the following item(s):

CONFERENCE WITH LEGAL COUNSEL--ANTICIPATED LITIGATION

Initiation of litigation pursuant to paragraph (4)of subdivision 54956.9 (1 potential case).

21. OPEN SESSION - REPORT FROM CLOSED SESSION

The City Attorney will report on action taken in Closed Session.

22. ADJOURNMENT

ADDITIONAL INFORMATION

UNLESS THE COUNCIL ADOPTS A MOTION TO EXTEND THE MEETING, ANY ITEM THAT IS NOT INITIATED BEFORE 11:00 PM WILL BE CONTINUED TO THE NEXT DAY AT 5:30 PM OR SCHEDULED ON THE NEXT REGULAR MEETING AGENDA OF THE COUNCIL.

Public documents related to items on the open session portion of this agenda, which are distributed to the City Council less than 72 hours prior to the meeting, shall be available for public inspection at the time the documents are distributed to the Council. Documents are available for inspection at the City Clerk's office located in Rancho Cordova City Hall.

The agenda items are accessible on the City's website at www.cityofranchocordova.org on Thursdays or Fridays prior to the Regular City Council Meeting.

CITYWIDE GOALS - (Adopted March 27, 2012)	
1.	Promote the Positive Image of Rancho Cordova
2.	Ensure a Safe, Inviting and Livable Community
3.	Empower Responsible Citizenship
4.	Establish Logical City Boundaries that Provide Regional Leadership and Address Financial Challenges
5.	Ensure the Availability of the Best Public Services in the Region while Practicing Sound Fiscal Management
6.	Drive Diverse Economic Opportunities

UPCOMING MEETINGS	
<i>Tuesday, May 26, 2015</i>	<i>City Council Special Meeting/Work Session (5:30 PM)</i>
<i>Monday, June 1, 2015</i>	<i>City Council Special Meeting/Work Session (4:00 PM) and Regular Meeting (5:30 PM)</i>
<i>Monday, June 15, 2015</i>	<i>City Council Regular Meeting (5:30 PM)</i>
<i>Tuesday, June 30, 2015</i>	<i>City Council Special Meeting/Closed Session (5:30 PM)</i>
<i>Monday, July 6, 2015</i>	<i>City Council Special Meeting/Study Session (4:00 PM) and Regular Meeting (5:30 PM)</i>
<i>Monday, July 20, 2015</i>	<i>CANCELLED: City Council Regular Meeting (5:30 PM)</i>

If you have any technical questions related to the agenda items, please contact the appropriate department as follows:

DEPARTMENTAL GENERAL TELEPHONE NUMBERS	
Building and Safety Division	(916) 851-8760
City Attorney's Office	(916) 556-1531
City Clerk's Department	(916) 851-8720
City Manager's Office	(916) 851-8800
Communications Department	(916) 851-8791
Economic Development Department	(916) 851-8780
Finance Department	(916) 851-8730
Housing Division	(916) 851-8784
Human Resources Department	(916) 851-8740
IT Department	(916) 851-8700
Neighborhood Services – Animal Services	(916) 851-8770
Parks & Recreation (Cordova Recreation & Park District)	(916) 362-1841
Planning Department	(916) 851-8750
Public Works Department	(916) 851-8710
Rancho Cordova Police Department	(916) 875-9600
Redevelopment Department	(916) 851-8780
Sac Metro Fire District	(916) 859-4300

The Rancho Cordova City Council/Successor Agency to the CRA/RCFC will be videotaped in its entirety and will be cablecast without interruption on Metro Cable 14, the Government Affairs Channel on the Comcast and SureWest Cable Systems. Closed Captioning will be available on the playback cablecast. Tune to Metro Cable Channel 14, for playback times. A VHS copy is available for check out from any library branch, a DVD copy is available from the City Clerk's Department, and a webcast of this meeting will be available for viewing via video streaming from the City's website within 48 hours of adjournment of this meeting. The City does not control scheduling of this telecast and persons interested in watching the televised meeting should confirm this schedule with Metro Cable TV, Channel 14.

In compliance with the Americans with Disabilities Act, if you need a disability-related modification or accommodation, including auxiliary aids or services, to participate in this meeting, please contact the City Clerk's Office at (916) 851-8720 at least 48 hours prior to the meeting.

CERTIFICATION OF POSTING OF AGENDA

I, Mindy Cuppy, MMC, City Clerk for the City of Rancho Cordova, declare that the foregoing agenda for the Monday, May 04, 2015 Special and Regular Meeting of the Rancho Cordova City Council/Successor Agency to the CRA/RCFC was posted and available for review on Thursday, April 30, 2015 at City Hall of the City of Rancho Cordova, 2729 Prospect Park Drive, Rancho Cordova, California, 95670. The agenda is also available on the city website at www.cityofranhocordova.org.

Signed Thursday, April 30, 2015 at Rancho Cordova, California.


Mindy Cuppy, MMC, City Clerk

MEMORANDUM

DATE: May 4, 2015
TO: Honorable Mayor and Council Members
FROM: Amanda Norton, Economic Development
SUBJECT: Economic Development Work Plan



RECOMMENDATION

Council to review and provide comments, suggestions, and recommend action items for the Economic Development Work Plan.

RESULT OF RECOMMENDED ACTION

Staff will take Council recommendations to create the work plan for the Economic Development Department.

BACKGROUND

On September 23, 2014 the City Council held a work session to select “Fresh Take” economic development initiatives. These initiatives are in addition to the regular ongoing functions of the Department. At the workshop the Council prioritized the following initiatives and asked for an update on the first two initiatives within 6 months:

1. Retail growth
2. Niche industry identification and support
3. Office market and office building revitalization
4. Manufacturing industry and building revitalization
5. Improve citizen access to healthcare
6. Folsom Boulevard Revitalization and Pulse Point development.

The Office and Manufacturing initiatives #3 & #4 will be dealt with immediately after.

Staff followed a logical process to ensure an accurate analysis and to get substantial comments from industry representatives:

1. Find the most accurate data source for the analysis;
2. Identify appropriate concentrations of business types, loosely called clusters. Staff is calling them ‘niches’ because they bring the City a competitive specialized strength not found elsewhere in the region;
3. Map and characterize the companies, their numbers, locations and employee counts;

4. Conduct outreach interviews with industry representatives to refresh the City's relationships with business;
5. Identify the needs of the industry, including space, location, infrastructure, employee skills, training, and capital;
6. Design tools, tactics, incentives and regulatory processes to address those needs;
7. Implement and monitor.

INITIATIVE #1 -- RETAIL

Analysis

Sales tax derived from retail sales is an important source of City revenues, and the retail industry should continue to be a high economic development priority. Rancho Cordova has a diverse retail base and good per-capita spending overall. Even though significant leakages occur in store types typically found in regional malls and auto malls, the City has surpluses in the home improvement industry that more than makes up the difference.

Existing retail centers are aging and in need of updating. The City needs to continue helping the owners of these centers modernize.

The City's retail is unusually linear, focused along Folsom Boulevard and Sunrise Boulevard, limiting the City to a string of smaller shopping centers. The Folsom-Olson-Zinfandel Triangle and Capital Village are non-linear exceptions that include the city's larger retailers and bring significant revenue. A future retail mall or life style shopping development in the south or east area would help reduce leakage in apparel.

Retail Recommendations

Comments were received from a number of retailers and real estate brokers interviewed for this report. Business owners are generally happy with the City and its attitude and helpfulness toward businesses. They would like to see more outdoor seating, safe gathering places, and good uses of the new half-cent sales tax. All Recommendations have been aggregated to include:

1. Keep promoting the City and changing its image. Strong promotion of the new Fresh Take brand is important;
2. Increase patrols at light rail stops and commercial complexes;
3. Continue recruiting new retailers, personal services and small office users to suitable locations. Provide free market data to aid recruitment;
4. Conduct more frequent roundtables with owners of existing shopping centers to refine potential City actions;
5. Establish a permit ombudsperson to help applicants navigate the permit, inspection and fee processes;
6. Consider joint marketing with local business groups to help bring in more clients;
7. Establish a city small business loan program for gap financing, including façade improvements and tenant improvements. Keep a catalog of other available small business loans;

8. Continue modernization of Folsom Boulevard, particularly creating transit-oriented development at light rail pulse points. Encourage more bus routes to and from light rail, homes and employment centers;
9. Continue congestion relief planning and implementation along Sunrise Boulevard.

INITIATIVE #2 – NICHE INDUSTRY IDENTIFICATION AND SUPPORT

Identified Niches Include:

1. Retail. Sales tax is a key source of City revenues, with leakages in store types typically found in and near regional and auto malls. The lack of a regional mall and an auto mall in the City is made up by large surpluses in automotive, business-to-business and construction/home improvement sales. Consumer oriented retailers are generally spaced in a linear fashion, with the most vibrant retail in central modified strip center locations such as the Folsom Olson Zinfandel triangle and Capital Village. The City is encouraging the updating of its existing retail centers, and anticipates its future retail development to be in new retail centers;
2. Construction, Contracting and Home Improvement. A large and unique cluster of home improvement retailers, contractors and construction firms is located in Rancho Cordova. Retail stores and small contractors offer every need for the DIY homeowner. Residential and commercial contractors large and small take jobs throughout the region, but their headquarters and employees are here. Keys to the industry are the City's central location in the region and its affordable space. Construction employment is expected to grow by over 2,000 jobs between 2012 and 2022;
3. Vehicles. A cluster that contains companies involved in parts, recycling, dismantling and services for automobiles, boats, and recreational vehicles. These companies are responsible for significant sales tax revenues. Especially because of the dismantlers and recyclers, the City is the place to go for all things automotive, with the exception of new car sales. Similar clusters are only found in Stockton and the Bay Area;
4. Technology. The City has a surprising concentration of data processing, manufacturing, and engineering companies, which constitutes a larger niche than in all neighboring cities except Folsom. Its strength is primarily due to the historic telecommunications grid created when Mather Air Force Base was active. This niche will be assessed in more detail with the office and manufacturing clusters;
5. Education and Trade Schools. Twenty three (23) private postsecondary schools operate in Rancho Cordova. This industry appears to locate near companies where graduates can obtain employment, and Rancho Cordova is centrally located. Education employment is expected to grow by 31% in the region between 2012 and 2022;
6. Recreation, Entertainment and Lodging. The City has a unique blend of traditional and specialized sports and entertainment venues. Most dominant are health and sport clubs and centers, which include panque, trampoline, climbing and gymnastics. The City's 16 hotels and 2,015 rooms are highly concentrated at the Zinfandel Drive and Sunrise Boulevard interchanges, generate almost \$36 Million in annual sales, and create \$2.6 Million in TOT taxes;

The City is a highly concentrated employment center, with several unique clusters of businesses that give it strength in raising revenues, attracting customers from outside the City, and providing services. These same concentrations are not found in other communities of the region. The City should actively promote the existing niches. The major issues to address include improving the City's image and updating older buildings and shopping centers;

Niche	Firms	Employees	Avg. Employees per firm	Percent of all firms*
All firms	3,363*	42,630,	12.7	100%
Contracting, construction, home improvement	731	6,809	9.3	22%
Office	641	14,449	22.5	19%
Retail	628	6,540	10.4	19%
Vehicle	383	2,901	7.6	11%
Manufacturing	158	3,733	23.6	5%
Technology	145	4,398	30.3	4%
Recreation, entertainment	71	739	10.8	2%
Lodging	16	521	32.6	<1%
Education (private postsecondary)	24	370	15.4	1%

*Note: totals and percentages do not add as some firms are included in more than one category, and not all firms in the City are included in a niche.

Niche Recommendations

1. Keep up the City's existing momentum and maintain the current good balance of economic, civic, recreation and maintenance services;
2. Continue to strengthen neighborhood services and policing and increase the frequency of patrols. Focus in neighborhoods, at light rail stops, along Folsom Boulevard, and in the office and commercial complexes;
3. Form a joint marketing cooperative or provide marketing funding to help groups of companies promote their locations, products and services;
 - a. Build a City-powered web site with featured Rancho Cordova Businesses – a "Power Mall";
 - b. Consider co-hosting a community-wide home show;
 - c. Start a buy local program with credits, rebates or other incentives for local purchases;
4. Create nodes in neighborhoods throughout the City as gathering places. Ideas include shopping centers, city centers, parks. Create more walkability between jobs, stores, restaurants, homes in a safe environment, especially north of 50;
5. Make it easier to start a business in Rancho Cordova, and to expand a small business by:
 - a. Creating a small business revolving loan fund for owners and tenants so they may help finance facades, inventory, and other startup costs;
 - b. Limiting the creation of new regulations, design requirements or other roadblocks to small businesses;
 - c. Lobby against new regulations at the state level that are not business friendly;

- d. Provide free customer research data, and information about available commercial kitchens, meeting space, and other useful information;
- e. Work with owners of shopping centers to get their space rented. Encourage a good mix of chains and mom-and-pops;
- 6. Recruit more business and jobs. As vacant properties fill up, business will again thrive. Put some focus on the old Office Depot and Sam's Club buildings;
- 7. Take over maintenance and security at light rail stations, including a stronger police and volunteer monitoring presence. Respond to issues quickly;
- 8. Provide assistance to homeowners in older parts of town for "pride of ownership" improvements;
- 9. Have official business issue roundtable forums and listening sessions. Work with the Chamber, but be more inclusive than just Chamber membership;
 - a. Establish a business permitting working group to promote streamlining at Planning, Building, and Code Compliance desks;
 - b. Include Metro Fire and Environmental Health. Start by meeting with contractors and construction companies;
 - c. Review zoning ordinances to make mixed uses easier. More breweries and other retailers are going into industrial space;
 - d. Establish or strengthen programs for deferred fees;
 - e. Look for ways to standardize permit pricing for similar projects;
 - f. Review and potentially revise sign regulations to make them more liberal;
- 10. Recommended economic development funding priorities:
 - a. Community policing and neighborhood services;
 - b. Promoting A Fresh Take;
 - c. Permit streamlining;
 - d. Small business loans and assistance;
 - e. Enhancing parks, schools, greenbelts;
 - f. Folsom Boulevard and development around Light Rail;
 - g. Eliminating congestion on Sunrise Blvd.;
 - h. Continue City beautification, including razing eyesores.

FISCAL IMPACT

None at this time. At the completion of all analysis, a Work Plan will be presented to Council and funds may be allocated for specific tasks contained in the Plan.

ATTACHMENTS

1. Niche Overview.
2. Retail.
3. Construction, Contracting and Home Improvement Niche.
4. Vehicle Niche.
5. Technology Niche.
6. Education and Trade Schools Niche.
7. Recreation, Entertainment and Lodging Niche.

UNIQUE LOCAL INDUSTRIES

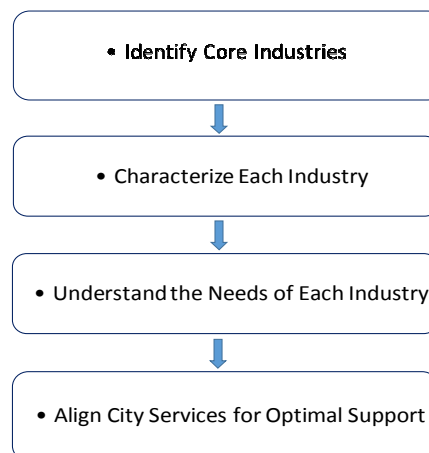
Introduction

Rancho Cordova Industry Overview, Niche Identification, Business Interviews and City Actions

Introduction

This series of Niche reports accomplishes the first two of six important economic development initiatives as directed by the City Council. It also advances the City's Fresh Take program.

The Economic Development Department has, as part of its overall strategy, created six initiatives that have been prioritized by the City Council. They include 1) encouraging retail growth, 2) Identifying and supporting the City's industry niches, 3) Office Market and Building revitalization, 4) manufacturing industry revitalization, 5) improving citizen healthcare access, and 6) continued Folsom Boulevard Revitalization. Staff is following the process in the chart below to first understand and then support key industries:



Industry Overview

Industry Overview

Rancho Cordova's Overall Industry Mix

The City has a balanced mix of industries that are competitive in the region. The ReferenceUSA® database counts the City's businesses by Standard Industrial Classification (SIC)ⁱ as shown in Table 1. Table 2 lists the number of businesses by city, and shows that Rancho Cordova has a similar resident-to-business ratio as other cities, except Elk Grove which is known to be a bedroom community. Rancho Cordova's business mix is further analyzed in this set of reports.

ATTACHMENT 1

Table 1 – Rancho Cordova Business Count by 2-Digit SIC in 2014ⁱⁱ

SIC	Industry Title	Estab. Count	Percentage
01-09	Agriculture, forestry and fishing	71	2%
10-14	Mining	1	0%
15-17	Construction	360	11%
20-39	Manufacturing	158	5%
40-49	Transportation, Communications, Utilities	104	3%
50-51	Wholesale Trade	286	9%
52-59	Retail Trade	618	18%
60-67	Finance, Insurance and Real Estate	349	10%
70-89	Services	1,292	38%
91-98	Public Administration	66	2%
99	Unclassified	55	2%
	TOTAL	3,360	100%

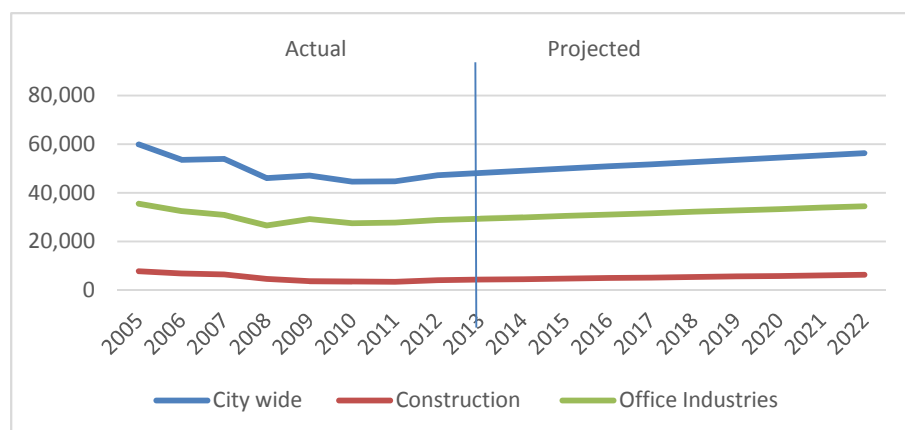
Table 2 – Business Counts in Nearby Citiesⁱⁱⁱ

City	Businesses	Residents per Business
Sacramento	38,180	12.4
Roseville	7,420	17.0
Elk Grove	4,220	38.1
Folsom	3,850	19.0
Rancho Cordova	3,360	19.6
West Sacramento	1,930	17.1

Employment

Employment since 2005 has been the roller coaster everyone believes it to have been. Between 2005 and 2011 the City lost just over 15,000 jobs, mostly in Construction and in industries that occupy office space. The California Employment Development Department – Labor Market Information Division (EDD-LMID) conservatively estimates future growth to average about 1.9% per year. At that rate, by 2022 most of the region's lost jobs will be recaptured.

Figure 1 – Past and Future Employment in Rancho Cordova^{iv}



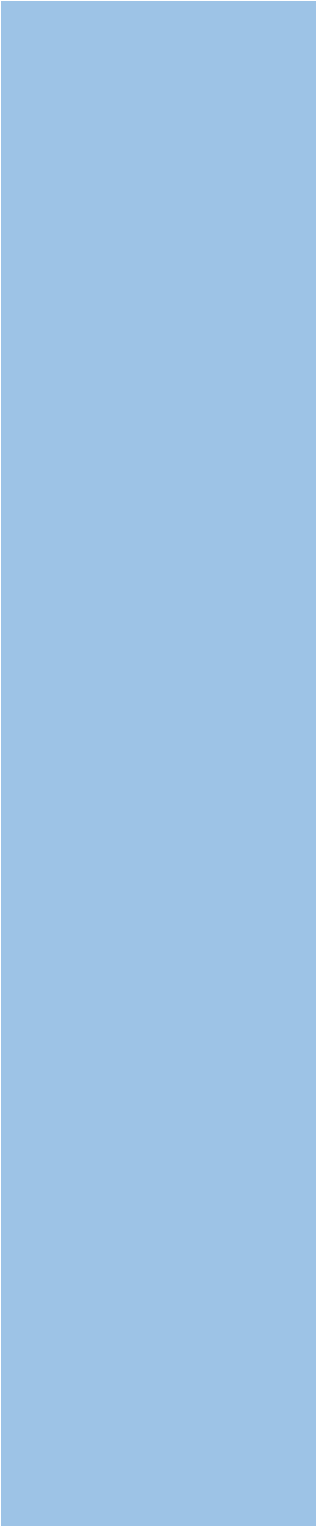
UNIQUE LOCAL INDUSTRIES



ATTACHMENT 1

**UNIQUE LOCAL
INDUSTRIES**

Table 3 – Industries with the Greatest Job Losses in Rancho Cordova^v



ATTACHMENT 1

Industry	2005-2012 (7 yrs)		Expected Gain 2012-2022 (10 yrs)
All Industries	-12,525		+8,967
Construction Industries	-3,725		+2,224
Office Based Industries	-6,715		+5,707
Health Care & Social Services (Pvt.)		-4,005	
Information, incl. publishing & Data processing		-1,780	
Finance & Insurance		-1,646	
Professional, Technical, Scientific		-1,461	
Government, Education, Real Estate		-363	
Company Management, Administration & Support		+2,540	

The region's fastest growing industries (Table 4) include those with strong representation in Rancho Cordova. The City's strong showing in these industries presages higher-than-average employment growth over the next decade.

**Table 4--
Five Fastest Growing Industries in the Sacramento Region 2012-2022^{vi}**

Industry	Expected Percent Growth 2012-2022
Construction	54.2%
Education	31.0%
Health Care and Social Services	30.3%
Administrative Support	28.5%
Professional, Technical, Scientific	27.4%

Business Counts Depend on the Database

Depending on the data source, Rancho Cordova has anywhere from 1,244^{vii} to 3,364 unique businesses,^{viii} and between 43,450 and 53,055 employees. No data source is perfect, and variations in the number of businesses occur depending on the geography selected, zip code boundaries, how companies report (businesses self-select their own SIC), whether multiple firms at the same address are counted, whether home businesses are included, whether duplicates have been eliminated, how often the data is updated, how many are unclassified, and other factors. For current business demographics, this series of papers primarily uses detailed business lists and employee counts from ReferenceUSA® as of December 2014. For historic information, a number of data sources are utilized. Staff has spent many hours adjusting the December 2014 ReferenceUSA® business data to ensure it conforms to current City limits, to eliminate known duplicates, and to improve accuracy.

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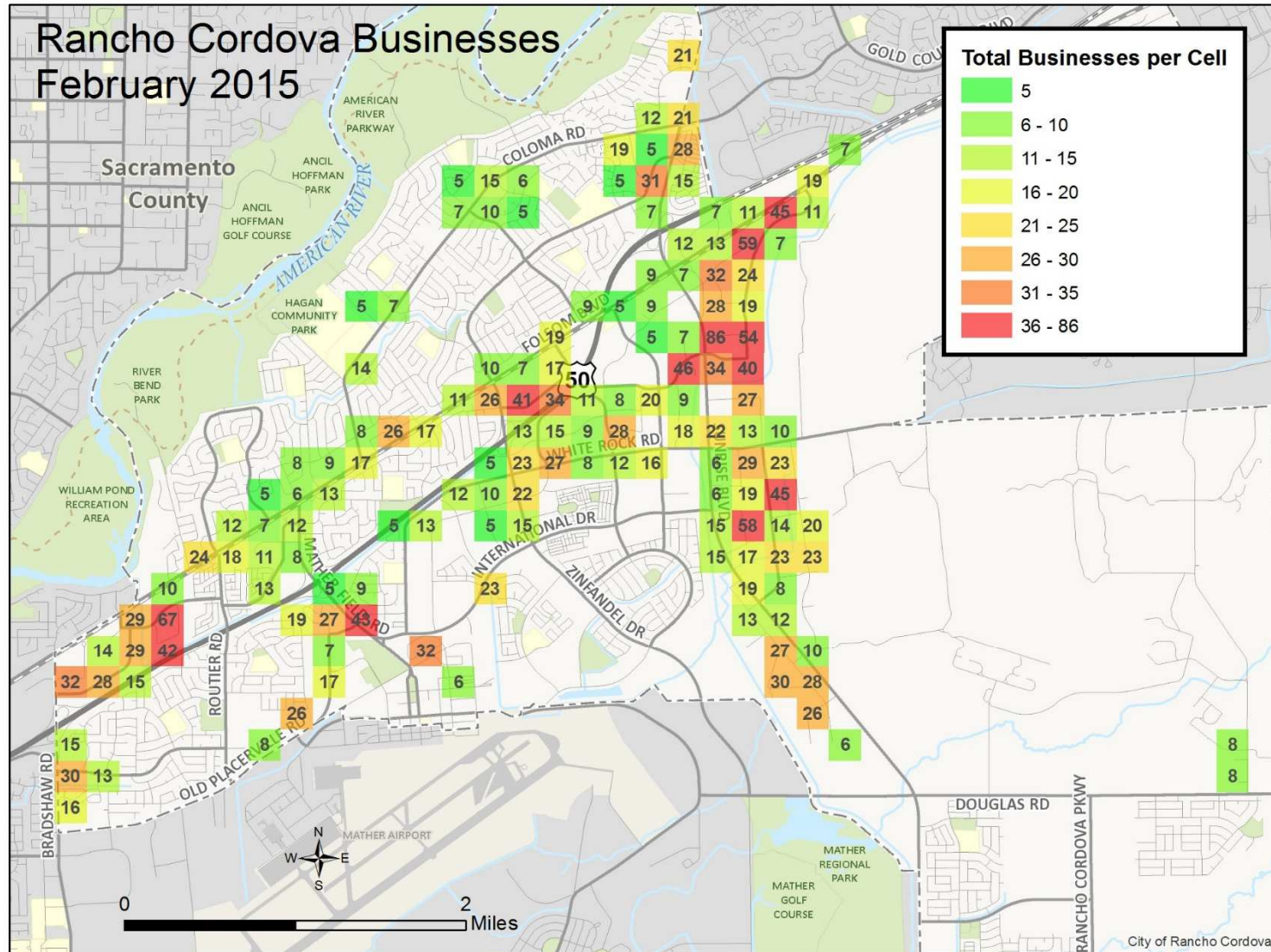


Figure 2 – Rancho Cordova Business Location Grid

UNIQUE LOCAL INDUSTRIES

Clusters/Niche Identification

Identifying Clusters/Niches

Clusters, which we are also calling niche industries, are “geographic concentrations of industries related by knowledge, skills, inputs, demand, and/or other linkages.”^{ix}

Co-locating typically offers advantages such as transportation savings, easier inter-company interaction, larger employee pools, and access to a customer base. Of the 3,363 companies in the ReferenceUSA®^x database, Rancho Cordova has several unique concentrations of companies compared to other jurisdictions in the region. These business concentrations have important economic advantages for the City and its residents. These niches are identified via the following analysis of Concentration and Aggregation.

Concentration: Table 5 identifies the most concentrated 6-digit Standard Industrial Classifications (SIC) in Rancho Cordova -- those with 20 or more companies in the SIC. This list includes 871 firms, or 26% of the City's 3,360 firms. The remaining 2,489 firms have fewer than 20 businesses in the same SIC, and are thus less concentrated. However, many of them will be included in their niches as we define them below.

Table 5– SIC concentrations of 20 or more firms

SIC	Primary SIC Description	Count
641112	Insurance	93
581208	Restaurants	82
801101	Physicians & Surgeons	78
651303	Apartments	52
753801	Automobile Repairing & Service	51
501508	Automobile Dismantling/Recycling (Whls)	40
811103	Attorneys	40
653118	Real Estate	37
723106	Beauty Salons	37
866107	Churches	36
078204	Landscape Contractors	28
802101	Dentists	27
521101	Doors to Garage	26
821103	Schools -- Public	25
152103	General Contractors	24
154213	Building Contractors	24
152144	Construction Companies	22
172101	Painters	22
173101	Electric Contractors	22
553111	Automobile Parts & Supplies to Retail-New	22
753201	Automobile Body to Repairing & Painting	22
653108	Real Estate Management	21
171117	Air Conditioning Contractors & Systems	20
616201	Real Estate Loans	20



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	Sub-total of SIC's with 20 or more firms	871
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UNIQUE LOCAL INDUSTRIES

Aggregating: The SIC's in Table 5 can be grouped into industries with similar characteristics such as similar space, infrastructure and business needs:

- 341 are office space users, including insurance, physicians and surgeons, attorneys, real estate, dentists, and schools. Their space requirements differ depending on size. Larger employers in these categories are among the City's largest companies and largest office tenants. The smaller employers primarily locate in smaller office parks and/or retail centers;
- 188 are Contractors, almost all in the home construction and home improvement industry. These companies tend to locate in industrial and commercial areas. As presented in Table 6 below, there are many more companies in the home improvement category than contractors;
- 135 are in vehicles, repair, recycling, parts and supplies. Most businesses in this industry locate in retail and industrial space, depending on their level of retail customer contact. The vehicle recycle cluster on south Sunrise Blvd. is unique in the region;
- 119 are Retailers and personal services firms, including restaurants and beauty salons. Except for the stand-alone big box retailers, these establishments tend to locate in retail shopping centers. There are many more businesses that are classified as retailers for the niche report, as shown in Table 6 below;
- 82 are restaurants, or 2% of all firms. Restaurants tend to spread out to be close to their customer base. The number does not by itself constitute a niche, for this is about average for a community. Roseville, which is a regional restaurant destination, has 408 restaurants, or 4% of its total establishments. The retail niche report notes that there is not leakage in Rancho Cordova's restaurant sales;
- Lastly, the City has 52 apartment complexes, suggesting a significant concentration of young, single, and/or lower income residents. The City already has a proactive rental housing program, and regularly works with the owners of these complexes.

City Niches

When we logically merge the above aggregations with all City businesses -- based on similar customer bases, space and other needs, the niches listed in Table 6 emerge. Each niche includes a number of different SIC's, which will be described in separate niche reports.

Table 6 – Concentrations of Similar Types of Firms

*Note -- many firms fit into more than one category, so totals will not add.

City Niches Identified

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Likely Niches	Number of Firms*	Percent of City firms
Contracting, construction, home improvement	731	22%
Office users, large and small (including insurance, medical equip & services, engineering, real estate)	641	19%
Retail	628	19%
Vehicles and automotive sales, services, repair	383	11%
Manufacturing	158	5%
Technology	145	4%
Recreation and Entertainment	71	2%
Education and Trade Schools (postsecondary)	23	1%

Note that in Table 6 a company can reasonably fit into more than one category. For instance, Home Depot is both a retailer and home improvement, and the City's auto parts stores are both retailers and part of the vehicle niche. Large office space users have similar needs, whether they are in the insurance, medical or legal industry. Proximity to other similar firms is an advantage for sales and for employee recruiting.

The following groups thus appear to be the City's local strengths, or niches. The City should understand these niches, actively recruit new firms, and keep existing company owners and managers satisfied:

- Large Office users - the City has a large office park with large plate buildings. The office niche analysis will include details about the insurance, medical and technology sectors;
- Retail - this industry needs attention by the City as its vacancies and older existing space need revitalization;
- Contracting, construction and Home Improvement – the City has a unique concentration and large number of firms in this grouping;
- Vehicles and vehicular services, including recyclers, parts and sales – the City has a large unique concentration of these businesses;
- Technology - there are 145 technology firms and the strength of this cluster warrants investigation;
- Manufacturing - there is a significant historic presence in several locations, which should be retained and perhaps expanded;
- Education and Trade Schools - the number of trade schools co-located with the contracting, construction and trades should be explored;
- Entertainment, Recreation and Lodging – the City enjoys a unique concentration of specialty recreation and entertainment establishments along with the more traditional types. We have included lodging in this niche.

Employment Concentration Confirms These Niches

Table 7 shows that 78% of Rancho Cordova's employment is concentrated in eight industries. These industries are not as concentrated in neighboring communities -

UNIQUE LOCAL INDUSTRIES

Niche Employment

**ATTACHMENT 1**

constituting only about half of total employment in Sacramento County and California. The Top 8 list also confirms that office users, manufacturing, construction and retail are appropriate City niches.

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UNIQUE LOCAL INDUSTRIES

Table 7 – Top 8 City Industries by Employment, 2012^{xi}

Industry Sector (NAICS Classifications)	Rancho Cordova Top 8		Sacramento County	California
	# of Employees	% of Total	% of Total	% of Total
Finance & Insurance	9,011	19.0%	4.0%	3.5%
Admin & Support, Waste Mgt, Remediation	6,641	14.0%	6.9%	6.3%
Manufacturing	5,452	11.5%	3.6%	8.4%
Construction	4,104	8.7%	4.3%	4.1%
Professional, Scientific, Technical Services	3,972	8.4%	6.6%	7.4%
Retail Trade	3,425	7.2%	9.9%	10.4%
Health Care & Social Assistance	2,450	5.2%	1.4%	1.4%
Accommodation & Food Services	2,012	4.3%	7.5%	9.2%
Subtotal	37,067	78%	44%	51%
All Others, incl. Govt.	10,257	22%	56%	49%

Niche Report Contents

Niche Reports include as applicable:

- An industry overview/background
- A snapshot of the niche's demographics, including number of firms, geographic location and employment numbers, and wage data when available
- Sales tax contribution to the City, if applicable
- Unique details about the niche that are important to understand
- Growth potential and barriers
- Space and infrastructure needs
- Notes from interviews with industry representatives
- Ideas for ways the City can help the niche thrive
- A list of businesses in the niche
- Partners helping achieve a thriving niche
- References, in the form of endnotes

UNIQUE LOCAL INDUSTRIES

Business Interviews

Consolidated Comments

Business Focus Groups and Interviews

In February and March this year, Economic Development staff conducted ten business focus groups and ten individual interviews for those who could not attend a focus group. Representatives from different niches were invited to different groups, including retail, vehicle, contracting and home improvement, education, recreation, and personal services. More than 44 individuals provided their input.

Though many industries were separately consulted, many comments were similar, and therefore are summarized and consolidated here.

Consolidated Comments about the Business Climate

1. Rancho Cordova is first and foremost a very cost-effective and centralized location to do business. The City is centrally located for transportation and distribution to local clients. Well maintained, well managed commercial space is inexpensive;
2. The concentrations of employment, contracting, automotive and data processing are unique assets that are good for all businesses. Clientele come from all over. For instance, you can get any vehicle part you want or find any contractor you need;
3. Many businesses locate in Rancho Cordova because they found the facility they are looking for, rather than choosing the City specifically. Many business owners live in El Dorado Hills, Gold River, Elk Grove, and other communities;
4. The City's is a good place to do business. Commenters generally applaud the attitude of City employees, the City Council, and the business climate;
5. Opinions about the City's permit processes are mixed. Bad permitting and other poor customer service experiences have occurred, but are not consistent in any single area. Depending on the project, some have had great difficulty, others an easy time. In general, more problem solving by staff in getting to "yes" is important. Regulations, mostly driven by the State, are always getting worse and it's getting more expensive to comply;
6. Metro Fire has a poor reputation as a regulator and for its customer service;
7. The City's past poor reputation as a place to live must continue to be counteracted, because the reality is much better. Efforts by the Chamber, the City, the Community Council, the Convention and Visitors Bureau and many others are bearing fruit.
8. Congestion is a real issue for some, but only a nuisance for most. Traffic is not yet bad enough to drive business away. The worst spots for congestion are on Sunrise Boulevard and at the Folsom-Olson-Zinfandel triangle. Unless congestion on Sunrise Blvd. and Highway 50 are relieved, businesses will start to be impacted. The new interchange and parkway are important for the future;
9. Crime is more of an image than actual problem, not worse or better than other places. However, there are locations where crime is worse. A few businesses have chronic crime issues, and many have had occasional issues with

ATTACHMENT 1

UNIQUE LOCAL INDUSTRIES

theft. Improved patrols, neighborhood watch programs, etc. will help;

10. Bus service, including Regional Transit and the Rancho Cordova Van have routes through employment centers, others through residential areas, but residential areas and employment areas are not adequately connected to each other. Regional Transit is focused on transportation between cities or to and from light rail, with stops at civic, shopping and medical facilities. They do not connect the residential areas north of 50 to the employment areas south of 50. Only one Van route (176) goes between Anatolia and the city's employment concentrations. More local loop shuttle routes should be created to better transfer people from their jobs to their homes, and from their jobs to lunchtime amenities.

11. Several commented that the sign ordinance is a problem, and that if they had more visibility they could get more customers;

12. Retail vacancy is not as high as 15%, because if you eliminate the square footage of Sam's and the old Office Depot, vacancy is actually about 8-10%;

13. The City's overall image needs improvement. The reality of doing business is just fine. Suggested improvements include:

a. The City is highly bifurcated by the Freeway and light rail. More linkages between the two halves are needed;

b. The City is missing destination entertainment. Create a city center for culture and an entertainment center. Capital Village is a good example of livable, walkable central activities. Densification is the future of development;

c. Create more outdoor seating and restaurant clusters throughout the City;

d. Continue cleaning up main thoroughfares with landscaping, gathering places and other amenities;

e. Kids leave after finishing school and congregate in Mid-Town or other areas with more entertainment and restaurants;

f. Add more gateways so you know when you are entering the City;

g. Schools are an impediment to business recruitment;

14. More entry level jobs are needed.

15. People from the neighborhoods need more opportunity for education and jobs.

16. Hard to start a new business because of limited capital and opportunity, and because many credit ratings have suffered over the recession. This is true all over;

17. There are a limited number of 5,000 square-foot spaces with a yard for growing contracting and construction businesses. 1,000 – 2,000 square foot spaces are the easiest to fill;

18. Most restaurants have plenty of lunch business but very limited dinner trade. More residents will help;

19. The city has no 'buy local' program to give local suppliers and contractors an edge;

20. The new entertainment center is greatly needed.

UNIQUE LOCAL INDUSTRIES

Recommendations

Recommendations

1. Keep up the City's existing momentum and maintain the current good balance of economic, civic, recreation and maintenance services;
2. Continue to strengthen neighborhood services and policing and increase the frequency of patrols. Focus in neighborhoods, at light rail stops, along Folsom Boulevard, and in the office and commercial complexes;
3. Form a joint marketing cooperative or provide marketing funding to help groups of companies promote their locations, products and services;
 - a. Build a City-powered web site with featured Rancho Cordova Businesses – a "Power Mall";
 - b. Consider co-hosting a community-wide home show;
 - c. Start a buy local program with credits, rebates or other incentives for local purchases;
4. Create nodes in neighborhoods throughout the City as gathering places. Can be at shopping centers, city centers, parks. Create more walkability between jobs, stores, restaurants, homes in a safe environment, especially north of 50;
5. Make it easier to start a business in Rancho Cordova, and to expand a small business by:
 - a. Creating a small business revolving loan fund for owners and tenants so they may help finance facades, inventory, and other startup costs;
 - b. Limiting the creation of new regulations, design requirements or other roadblocks to small businesses;
 - c. Lobby against new regulations at the state level that are not business friendly;
 - d. Provide free customer research data, and information about available commercial kitchens, meeting space, and other useful information;
 - e. Work with owners of shopping centers get their space rented. Encourage a good mix of chains and mom-and-pops;
6. Recruit more business and jobs. As vacant properties fill up, business will again thrive. Put some focus on the old Office Depot and Sam's Club buildings;
7. Take over maintenance and security at light rail stations, including a stronger police and volunteer monitoring presence. Respond to issues quickly;
8. Provide assistance to homeowners in older parts of town for "pride of ownership" improvements;

ATTACHMENT 1

UNIQUE LOCAL INDUSTRIES

9. Have official business issue roundtable forums and listening sessions. Work with the Chamber, but be more inclusive than just Chamber membership;
 - a. Establish a business permitting working group to promote streamlining at Planning, Building, and Code Compliance desks;
 - b. Include Metro Fire and Environmental Health. Start by meeting with contractors and construction companies;
 - c. Review zoning ordinances to make mixed uses easier. More breweries and other retailers are going into industrial space;
 - d. Establish or strengthen programs for deferred fees;
 - e. Consider the Permit Simplicity ideas proposed by Region Builders;
 - f. Look for ways to standardize permit pricing for similar projects;
 - g. Review and potentially revise sign regulations to make them more liberal;
10. Recommended economic development funding priorities:
 - a. Community policing and neighborhood services;
 - b. Promoting Fresh Take;
 - c. Permit streamlining;
 - d. Small business loans and assistance;
 - e. Enhancing parks, schools, greenbelts;
 - f. Folsom Boulevard and development around Light Rail;
 - g. Eliminating congestion on Sunrise Blvd.;
 - h. Continue City beautification, including razing eyesores.

Endnotes

- ⁱ The Standard Industrial Classification System, which classifies different industry types, was replaced by the North American Industrial Classification System (NAICS) several years ago, but is still useful today. Many data sources, including ReferenceUSA® still include the SIC system. Like the Dewey Decimal system, adding more digits to the SIC classification adds more detail. For the purposes of these reports, there is very little difference between the two classification systems.
- ⁱⁱ ReferenceUSA, December 2014
- ⁱⁱⁱ ReferenceUSA as of March 2015, rounded. Business counts are quite dynamic, and vary by month and data source.
- ^{iv} California Employment Development Department, Labor Market Information Division, Historical Employment Data for Rancho Cordova
- ^v California Employment Development Department, Labor Market Information Division, Historical Employment Data for Rancho Cordova and 2012-2022 Industry Employment Projections, issued December 2014
- ^{vi} California Employment Development Department, Labor Market Information Division, 2012-2022 Industry Employment Projections, issued December 2014 for the Sacramento-Roseville-Arden-Arcade SMA
- ^{vii} from the 2011 Census of Business Patterns
- ^{viii} The Rancho Cordova Business License database includes 2,302 unique businesses.
- ^{ix} "Defining Clusters of Related Industries, NBER Working Paper No. 20375, August 2014, <http://www.nber.org/papers/w20375>
- ^x ReferenceUSA, December 2014
- ^{xi} Rancho Cordova Economic and Demographic Profile, Figure 5, by the Center for Strategic Economic Research, May 2014

UNIQUE LOCAL INDUSTRY

Sales Tax Revenues to the City

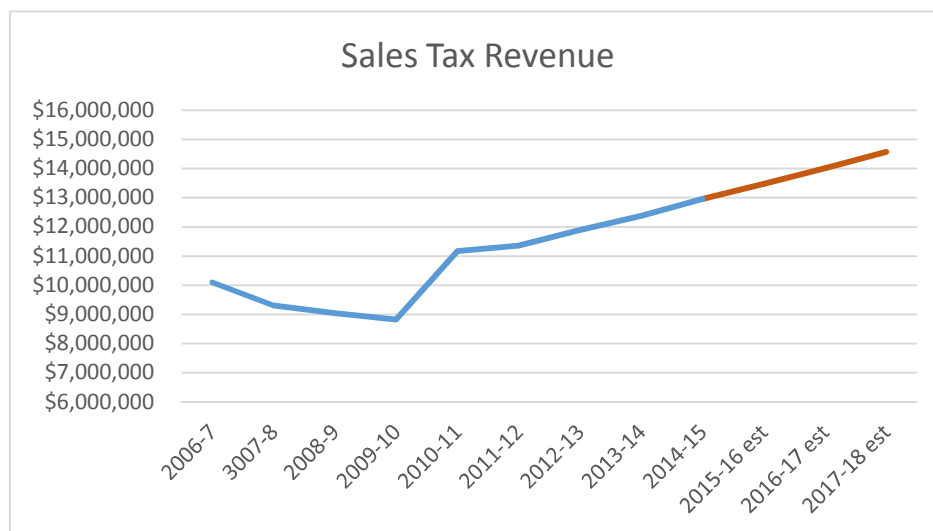
RETAIL IN RANCHO CORDOVA

Sales Tax Revenues

Sales tax is the largest source of revenue for the City, about one third of total revenuesⁱ. Net sales tax revenues were \$11.9 Million in FY 2013, property tax revenues were \$11.7 Million, and total revenues were \$34.9 Million. Even though retail sales declined during the recession between 2008 and 2010, total sales tax revenues still grew 51% between 2007 and 2014.ⁱⁱ Partly because retail sales are spread fairly evenly among many different types of sales tax producing companies and industries, the City suffered less than jurisdictions that rely on revenues from a regional mall or auto mall. In addition, the eastern Folsom Boulevard “Finger” annexation added about \$1.5 Million in net annual sales tax revenues beginning in 2011.

Figure 1 – Rancho Cordova Sales Tax Revenue by Fiscal Yearⁱⁱⁱ

(Red line indicates future estimated revenues)



Retail Industry Snapshot

Rancho Cordova is home to 628 retailers who generate sales tax and another 284 wholesalers who generate sales tax when product is sold directly to the end user. Table 1 displays the distribution of retailers which mirror the overall business mix, with concentrations in the food, vehicular, and home improvement sectors. Twelve store types represent almost 40% of all retailers and 45% of all retail employment. Sixty one percent of the City’s retail store types, or 376 firms, are represented by fewer than ten types of businesses each.

Retail Industry Snapshot

ATTACHMENT 2**Table 1 -- Retail Store Types with 10 or More Establishments^v**

Store type by SIC	Establishments	% of Establishments	Employment	Percent of Retail Employment
Restaurants, Delis, snack & coffee shops (exc. pizza)	91	14%	1,604	25%
Garage Doors	26	4%	66	1.0%
Auto Parts, new	22	4%	162	2.5%
Service stations	16	3%	87	1.3%
Furniture & mattress	15	2%	320	4.9%
Auto Glass	15	2%	52	0.8%
Groceries	14	2%	272	4.2%
Convenience Stores	11	2%	68	1.0%
Pizza	12	2%	180	2.8%
Tire Dealers	10	2%	46	0.7%
Liquor Stores	10	2%	17	0.3%
Party Supplies	10	2%	47	0.7%
Top retailers total	252	40%	2,921	44.7%
All Other Retail ^{iv}	376	60%	3,619	55.3%
TOTAL	628	100%	6,540	100%

Per Capita Sales Tax

Per Capita Sales Tax

Even though Rancho Cordova has below average per capita incomes for the region, it nevertheless receives above average per capita sales taxes.

Table 2 -- Per Capita Retail Sales 2014

Jurisdiction	Per Capita Incomes ^{vi}	Per Capita Sales Tax ^{vii}
Rancho Cordova	\$23,727	\$ 196
Sacramento County including cities	\$26,739	\$ 125
Sacramento city	\$25,508	\$ 122
Folsom	\$37,821	\$ 218
Citrus Heights	\$25,023	\$ 115
Elk Grove	\$28,898	\$ 115
California	\$29,527	\$ 116

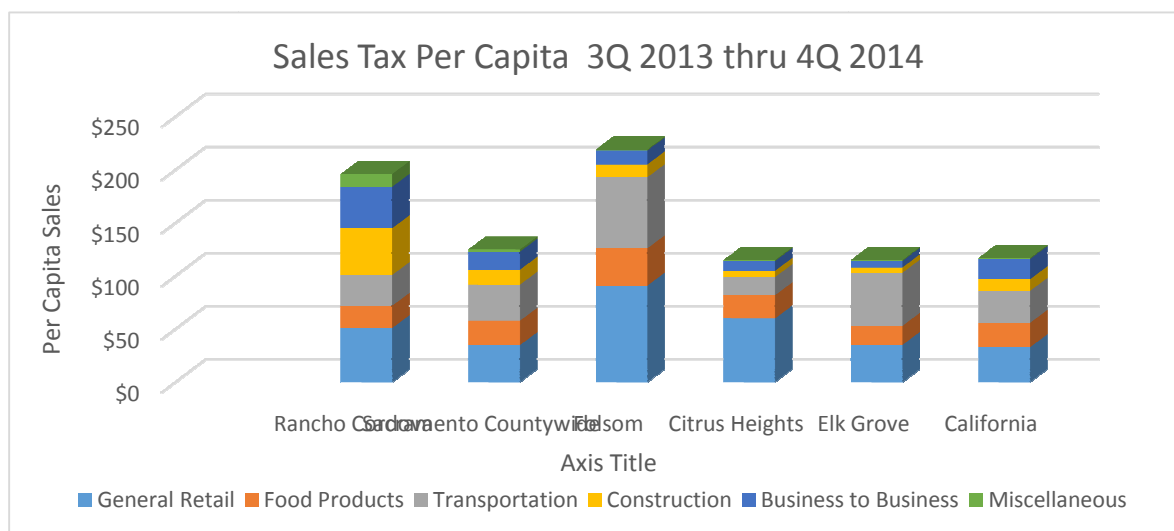
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Diverse Revenue Sources

Sources of Sales Tax Revenues

Figure 2 presents that the City has a more diverse mix of sales tax generators than its neighbors, including general retail, food products, transportation, construction, business-to-business, and miscellaneous sectors. This diversity means the City weathers economic downturns better than its neighbors. Folsom and Citrus Heights are more dependent on general retail (i.e. Sunrise Mall and Palladio), and Folsom and Elk Grove are more dependent on new car sales.

Figure 2 Per Capita Sales Tax Distribution^{viii}



Surpluses and Leakages

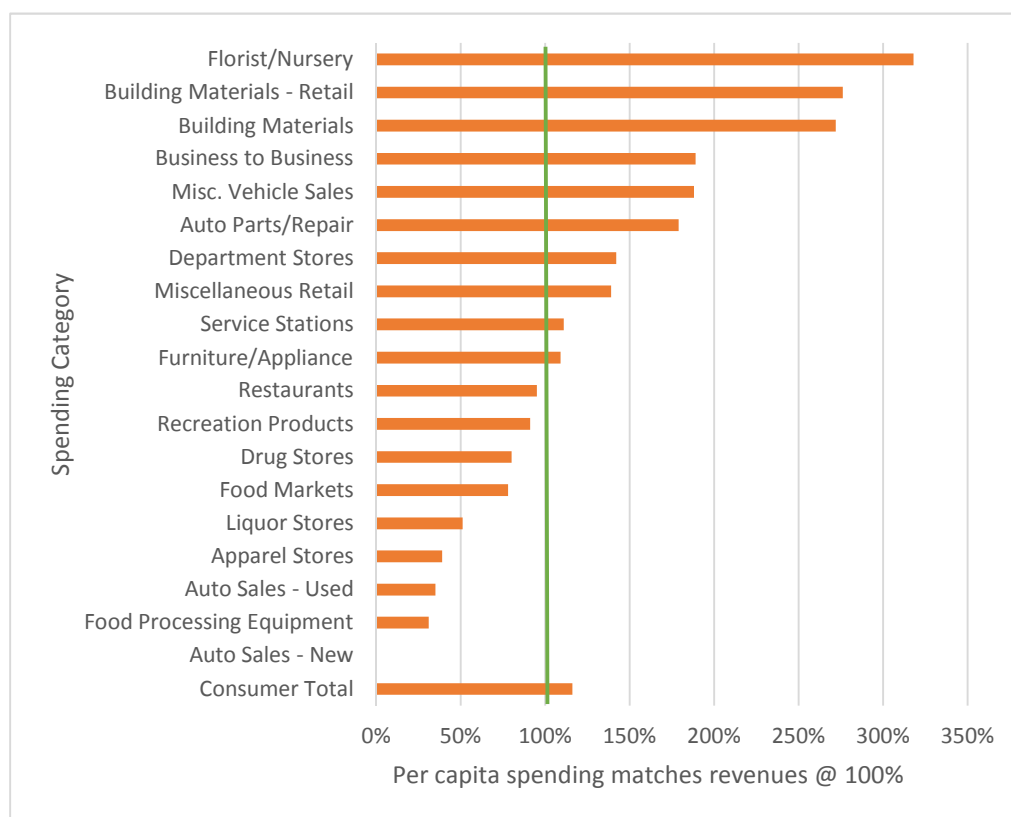
Surpluses and Leakages

Figure 3 details sales tax surpluses and leakages by industry type. Surpluses mean residents are spending less for products than local businesses capture. Leakages mean residents are spending more for products than local businesses capture. Leakage does not necessarily translate into opportunity. For example, there could be a strong competitor such as the Folsom Auto Mall in a neighboring community that captures the market for that type of product or store.

Rancho Cordova's sales at service stations, furniture and appliance stores, restaurants, and for recreation products roughly matches per capita purchases of these types of goods. Rancho Cordova has surpluses (attracting outside customers) with Florist/Nursery, Building Materials Retail, Business-to-Business sales, Miscellaneous Vehicle Sales, Auto Parts and Repair, Department Stores, and Miscellaneous Retail. The City has major leakages (residents go outside to shop) in new and used auto sales, Apparel Stores, Liquor Stores, and Food Markets. Even with leakage in the new and used vehicle category, Rancho Cordova captures more than its share in the other vehicle categories.

ATTACHMENT 2

Figure 3 – Sales Tax Capture and Gap 3Q 2014^{ix}



Consumer vs. Business Retail Spending

Consumer Spending vs. Business Spending

Retail spending can generally be segmented into consumer oriented (purchases by individuals for personal consumption) and business oriented (purchases by businesses). Table 3 summarizes employment in consumer and business retail sectors. More information about each retail spending category will be presented the following sections of this report.

Table 3 – Retail/wholesale Snapshot by primary customer^x

Type	Establishments	Employees	Avg. Employees
Consumer Retail	628	6,540	10.4
Business Oriented (wholesale)	284	2,730	9.6

Consumer Retail Spending

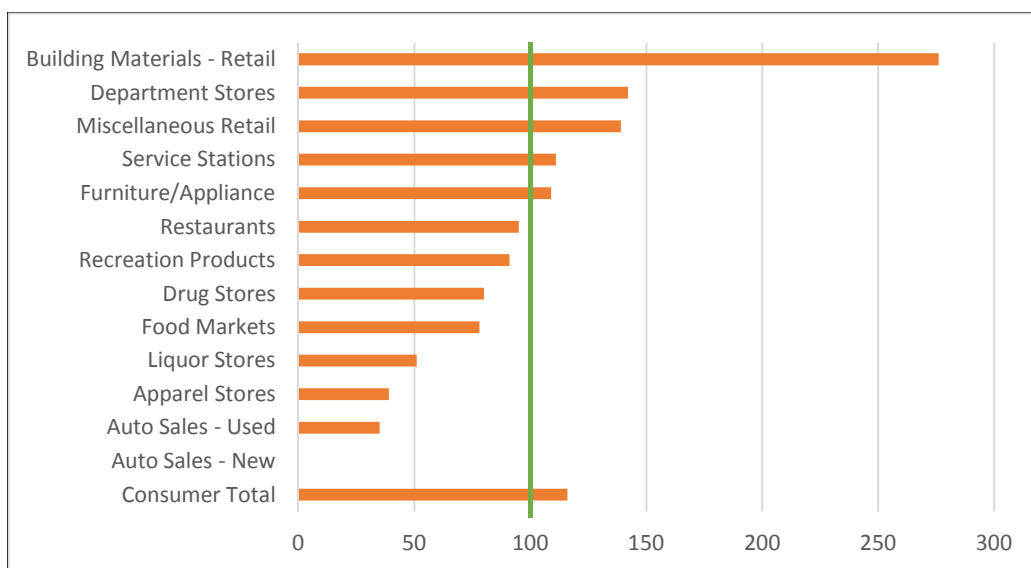
Consumer Spending

Though there is plenty of crossover, consumer spending is generally considered to be captured under General Retail (apparel, department stores, furniture, drug stores, recreation products, florists, and miscellaneous retail), Food Products (restaurants, food markets, and liquor stores), and Transportation (auto parts/repair, auto sales-new, auto sales-used, and service stations). Business spending is

ATTACHMENT 2

generally in the categories of Construction (building materials-non-retail), business-to-business, and Miscellaneous Retail (Table 5). It is virtually impossible to identify if the purchaser is an individual consumer or commercial buyer. For instance, a significant share of the purchases made at Costco, Home Depot, Lowes, Smart & Final and other major retailers are by businesses. Conversely, many wholesalers also sell direct to consumers.

Figure 4 -- Percent of Local Consumer Capture 3Q 2014^{xi}



Consumer Leakage Conclusion

Consumer Conclusion

Contrary to the general belief that consumer spending in Rancho Cordova is below average, the City has good total per capita retail capture. The table above shows that the City actually has acceptable overall per capita consumer sales based on its residents' effective buying income (disposable income), 100% on the table above represents no leakage or surplus. Figure 4 does show obvious consumer leakages in the new car, used car, apparel, liquor, and drug store categories. The City has no regional mall to attract high end clothing and luxury retailers – those are located in neighboring Citrus Heights and Folsom. Nor does the City have an auto mall -- neighboring Folsom and Elk Grove have these. Drug sales may be below their potential due to the lack of a hospital. Lastly, food market leakage is probably lower than indicated because many shop for food at Costco, Wal-Mart and others which are included in the warehouse club and department store categories. With plenty of regional malls, auto malls and hospitals nearby, the City is not likely to attract categorical sales any time soon, nor is the City likely to eliminate leakage in these categories in the near term. However, as the City grows to the south and east, a new 'power center' with some mall-type retail will likely be constructed in the new Greenfield areas with more modern configurations.

ATTACHMENT 2

Business Retail Spending

Top Consumer Retailers in Rancho Cordova^{xii}

Altair Eye Wear (by VSP)	Folsom Lake RV
ARCO AM/PM Mini Marts	Home Depot
Beck's Furniture	Lowe's Home Centers
Chevron Service Stations	Target Stores
Costco Wholesale	Wal Mart Stores
Enterprise Rent-a-Car	Wayside Lumber

Business Retail Spending

Even though there are some obvious leakages in consumer spending, the City's retailers and wholesalers more than offset the loss by attracting plenty of spending from outside the City. Local businesses and residents are well served with plenty of choices for needs such as building materials, vehicle parts and services, and general merchandise.

In sales tax-generating categories typically dominated by business spending, the City has several retail advantages. In particular, Rancho Cordova has an extraordinarily strong showing in Florist/Nursery products and equipment, Building Materials and two vehicular categories. Each category draws from throughout the region— attracting clients from outside the City. The building materials and vehicular sub-clusters are discussed in more detail in separate niche reports.

Figure 5 -- Percent of Business Retail Capture 3Q 2014^{xiii}



Top Business Retailers in Rancho Cordova^{xiv}

Bedrosian's Builders Supply	PAC Coast Building Services
Costco Wholesale	Pacific Supply Company
Enterprise Rent-a-Car	Roofing Supply Group
Folsom Ready-Mix	SCP Distributors
Graybar Electric Company	Sierra Office Supply
Home Depot	Sunrise Manufacturing
Lowe's Home Centers	Volcano Corporation
Masters Wholesale Distributor	Wayside Lumber
McKesson Health Solutions	

Retail Employment

Retail Employment

Retail employment is less robust in Rancho Cordova than in other jurisdictions. Retail was the sixth largest employer in Rancho Cordova in 2012, with 7.2% of all employment. California and Sacramento County have higher percentages of retail employment^{xv}. The City did lose 14.8% of its retail employment between 2007 & 2012, while Sacramento County lost 11% and California lost 10%. In the future, growth in the City's existing retail sectors should be strong, expected to be 2.4% per year until 2016^{xvi}.

Table 4 – Retail Employment, 2012 ^{xvii}

Industry Sector	Rancho Cordova		Sacramento County	California
	# of Employees	%. of Total	%. of Total	%. of Total
Retail Trade	3,425	7.2%	9.9%	10.4%

Wages

Wages

Wages in some retail positions are starting to rise as the economy recovers. Between 2011 and 2014 the mean hourly wage has risen for a cashier from \$11.22 to \$12.15 (8%) and for a retail sales clerk from \$11.74 to \$12.82 (9%). However, during the same time period, the mean hourly wage for a restaurant cook remained unchanged at \$11.53 per hour.^{xviii}

Retail Geography

Retail Geography in Rancho Cordova

Most of the city's retail is located in smaller older shopping centers that tend to align along Folsom Boulevard, Sunrise Boulevard and other major arterials. This geography reflects not only the city's origin as a stop along Highway 50, but the many years of passive county jurisdiction, and the former Air Force Base with key services formerly located on-base. In spite of the linear distribution of retail and lack of a major mall, the city fares quite well in terms of overall retail capture. The Folsom Boulevard revitalization efforts are an especially positive influence on retail revitalization. Figures 6 & 7 below, display the locations and employment centers of retail businesses in the city. Note that Capitol Village and the Folsom-Olson-Zinfandel triangle include most of the city's largest retailers.

Figure 6 – Retail Business Locations

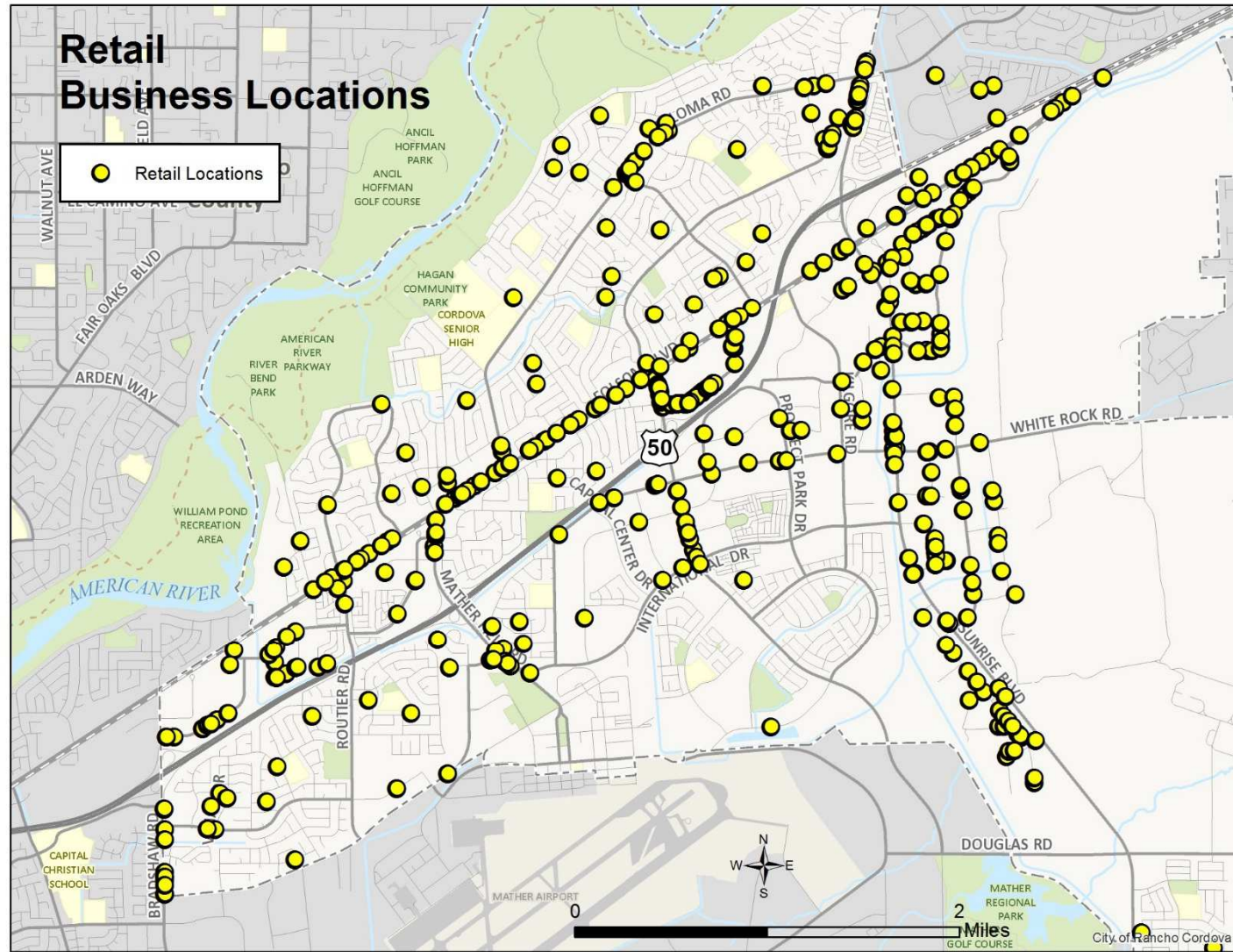
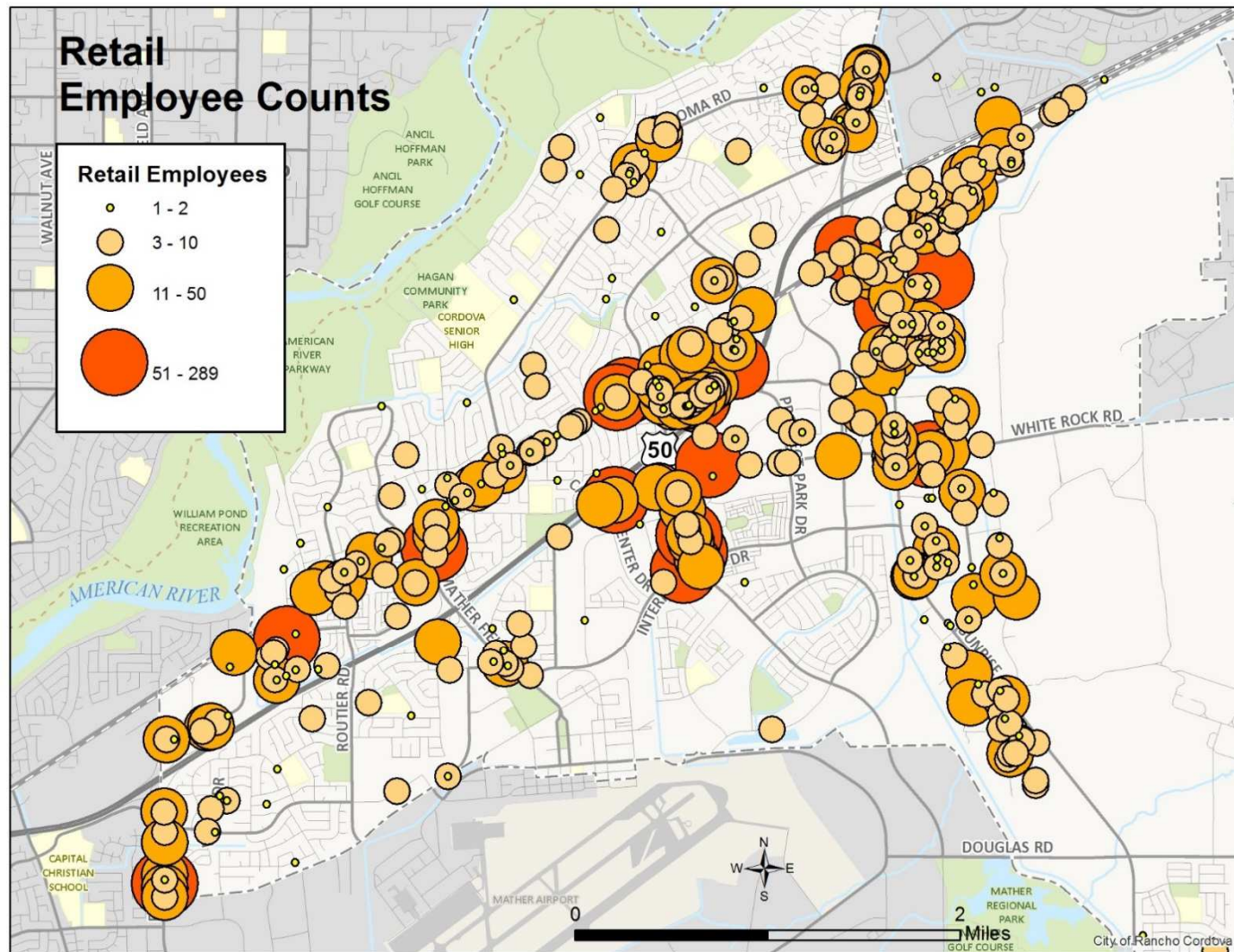


Figure 7 – Retail Employee Counts

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ATTACHMENT 2

Retail Space

Retail Space

Retail space is typically occupied by a large mix of users, including the City's 628 retailers, plus the 131 businesses that comprise the personal services category such as salons, cleaners, tax preparers, tutors, and therapists. In addition, many of the 71 establishments that offer recreational and entertainment services such as health clubs and live entertainment also locate in retail space, especially the smaller ones. Lastly, almost any small business or office user can locate in retail space, including banks, schools, realtors, sales offices, and medical and government offices. All these establishment types all tend to locate in retail centers throughout the City.

Retail Inventory, Rents & Vacancy

Retail Inventory, Vacancy Rates and Pricing

According to CoStar, The Highway 50 Corridor has 351 retail buildings with 5.157 million square feet of gross lease area, and the current Corridor vacancy rate is 15.1%, or 780,879 square feet. This is the highest vacancy rate in the region. Absorption was about 48,000 square feet in the first three quarters of 2014.^{xx} The Corridor includes Rancho Cordova and Southeastern Sacramento (including the Florin Fruitridge area). Rancho Cordova probably represents about half of the Corridor total.

Table 5 -- Highway 50 Corridor Submarket Retail Inventory^{xx}

Category	50 Corridor Total	
	Number	Square feet
General Retail	199 buildings	1,890,898
Malls	0/10	0
Power Centers	0/30	0
Shopping Centers	63 centers	3,176,789
Specialty Centers	1	88,945
Total Retail	351 buildings	5,156,632

Table 6 – Selected Sacramento Retail Market Statistics^{xxi}

Submarket	Gross Leasable Area	Total Vacancy	2014 Net Absorption	Average Asking (\$/sf/Mo NNN)
50/Rancho Cordova	2,801,204	22.5%*	82,103	\$ 1.08
Arden/Watt/ Howe	3,500,639	7.9%	-80,591	\$ 1.73
Laguna/Elk Grove	5,012,437	5.8%	25,323	\$ 1.62
Folsom/ El Dorado Hills	5,445,247	10.4%	78,806	\$ 2.01
Roseville	6,397,251	8.8%	-77,008	\$ 1.76

Vacancy rates vary depending on the source. Other Real Estate Brokerage reports suggest Highway 50 Corridor vacancy is between 15.1% and 22.5%. One broker has noted that vacancy in the corridor is similar to other submarkets if you remove three big box buildings from the vacancy list -- the former Sam's Club @ 100,000 square feet, the former Office Depot/Arizona Tile at about 80,000 square feet, and the former Raley's at Coloma Rd. and Folsom Blvd @ 50,000 square feet.

ATTACHMENT 2

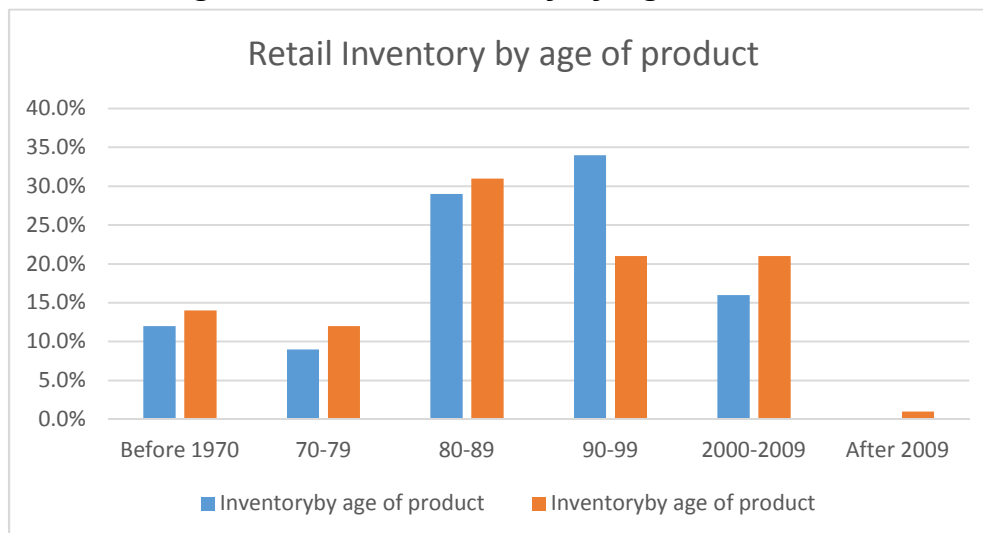
According to Terranomics, another commercial real estate firm, asking annual NNN rents are up from their historic low of \$13.50 (\$1.12/mo.) in early 2013 to almost \$15.00 (\$1.25/mo.) in late 2014. Vacancy rates are down from their historic high of 23% in early 2013 to about 17% in late 2014.^{xxii}

Existing Retail Space Needs Updating

Infrastructure Needs of Retail Establishments

Retailers' desire good streets with heavy traffic, curb appeal, easy vehicular access, adequate parking, and capital for operations, expansion and facility upgrades. The City, like most communities in the United States, has been over-retailed since before the recession, and less desirable space has suffered higher vacancies as a result. The age of the City's space also makes it less attractive than newer space.

Figure 9 – Retail Inventory by Age of Product



Staff has been on site tours, has collected data including absorption data, and has conducted a number of interviews to get a sense of the City's existing retail space. Existing retail space north of Highway 50 is generally spread out, older, is a mix of neighborhood and strip centers, and is less desirable to national tenants. Updating and filling the larger empty spaces at Mills Station and other locations will take time, and will require flexibility by the City in allowing mixes of uses such as small local retailers, churches and offices. Developers such as Ethan Conrad, who are investing in upgrades and are bringing new tenants, should be encouraged. As revitalization occurs, vacant space should fill and vacancy rates should go down. The City's newer, more concentrated shopping areas, including the Folsom-Olson Zinfandel triangle and Capitol Village, are more vibrant.

Retail Conclusions

Retail Conclusions

1. Sales tax remains an important source of city revenues. The city should continue recruiting retailers and helping to fill vacant space.
2. Rancho Cordova has a diverse retail base. However, significant leakages occur in store types typically found in and around regional malls, auto malls, and near hospitals. Due to the existence of regional and auto malls in adjacent communities, the City should not expect to correct these leakages any time soon.
3. Many existing Retail Centers are aging and in need of updating. The City needs to continue to engage in helping these centers modernize.

The historic linear nature of retail development is problematic, especially with light rail along one side of Folsom Boulevard. This limits the City to a string of smaller shopping centers. A future retail mall development in the south or east area should help reduce leakage in apparel.

Helping the Retail Industry

Based on interviews and research, the city's best actions include:

1. Keep promoting the City and changing its image. Strong promotion of the new Fresh Take brand is important;
 2. Increase security patrols at light rail stops and commercial complexes;
 3. Continue recruiting new retailers, personal services and small office users to suitable locations. Provide free market data as an aid to recruitment;
 4. Conduct more frequent roundtables with owners of existing shopping centers to refine potential City assistance;
 5. Establish the permit ombudsperson function to help applicants navigate the permit, inspection and fee processes;
 6. Consider joint marketing with local business groups to help bring in more clients;
 7. Establish a city business loan program for gap financing, including façade improvements, and tenant improvements. Keep a catalog of other available business loan programs;
 8. Continue modernization of Folsom Boulevard, particularly creating transit-oriented development at light rail pulse points. Encourage more bus routes to and from light rail, homes, and employment centers;
- Continue congestion relief planning and implementation along Sunrise Boulevard.

Partners

Partners:

Shopping center owners and developers, major retailers, Chamber, retail brokers, others.

ATTACHMENT 2

Standard Industrial Classifications included in Retail

481207	Cellular Telephone Services)	Watercraft to Personal	581224	Barbecue Restaurant
521101	Doors to Garage	Recreational Vehicles	581228	Coffee Shops
521106	Windows to Metal	Truck Canopies, Caps & Shells	581248	Juice Bars
521107	Windows	All Terrain Vehicles	581255	Hookah Bars & Lounges
521109	Windows to Vinyl	Motorcycles & Motor Scooters to Dealers	581301	Bars
521116	Screens to Door	Aircraft Equipment Parts & Supplies	581303	Cocktail Lounges
521118	Siding Materials	Wreckers to Dealers	591205	Pharmacies
521119	Shutters	Men's Clothing & Furnishings to Retail	591207	Pharmaceutical Consultants
521126	Building Materials	Salvage & Surplus Merchandise	592102	Liquors to Retail
521128	Concrete to Ready Mixed	Women's Apparel- Retail	593202	Antiques to Dealers
521131	Doors	Bridal Shops	593215	Junk to Dealers
521136	Energy Conservation Products & Systems	Boutique Items to Retail	593217	Furniture to Used
521137	Hardwoods	Baby Accessories	593222	Thrift Shops
521138	Home Centers	Clothing to Retail	594113	Sporting Goods to Retail
521142	Lumber to Retail	Shoes to Retail	594119	Sauna Equipment & Supplies
521154	Masonry Supplies	Shoes- Orthopedic	594122	Playground Equipment
521166	Stone- Retail	Western Apparel	594123	Backpacking & Mountaineering Equip
521171	Roofing Materials	Wigs Toupees & Hairpieces	594129	Guns & Gunsmiths
523107	Paint to Retail	Swimwear & Accessories to Retail	594130	Golf Equipment & Supplies to Retail
523110	Glass to Auto Plate Window & Etched	to Shirts-Retail	594145	Ammunition
523121	Glass- Residential	Tailors	594148	Soccer Equipment & Supplies
525101	Saws	Uniforms	594201	Book Dealers- Retail
525104	Hardware to Retail	Alterations to Clothing	594301	Office Supplies
525115	Tools to New & Used	Apparel & Garments to Retail	594302	Filing Equipment Systems & Supplies
526101	Lawn & Garden Equipment & Supplies- Retail	Radio Equipment & Supplies	594306	Rubber & Plastic Stamps
526103	Fountains- Garden Display Etc	Tables	594310	Educational Materials
526109	Lawn Mowers	Kitchen Cabinets & Equipment Household	594407	Clocks- Dealers
526136	Sprinklers to Garden Lawn-Retail	Counter Tops	594408	Jewelry Designers
526137	Engines to Gasoline	Furniture to Dealers-Retail	594409	Jewelers to Retail
531102	Department Stores	Furniture to Designers & Custom Builders	594501	Craft Supplies
531108	Home & Personal Products	Mattresses	594506	Magicians Supplies
531110	Wholesale Clubs	Cabinets	594508	Hobby & Model Constr Supplies to Retail
533101	Variety Stores	Carpet & Rug Dealers to New	594509	Games & Game Supplies
533102	Trading Posts	Floor Materials	594520	Crafts
539901	General Merchandise to Retail	Floor Coverings to Retail	594701	Balloons to Novelty & Toy
541101	Food Markets	Quilting	594710	Greeting Cards to Retail
541103	Convenience Stores	Blankets Retail	594711	Gift Wrapping Materials
541104	Food Products	Pottery	594712	Gift Shops
541105	Grocers to Retail	Window Coverings to Dealers	594716	Party Supplies
542107	Meat to Retail	Venetian Blinds to Retail	594913	Quilting Materials & Supplies
543101	Fruits & Vegetables to Produce to Retail	Lighting Fixtures to Retail	596102	Internet & Catalog Shopping
544101	Candy & Confectionery to Retail	Housewares to Retail	596104	E to Commerce
545102	Yogurt	Glass to Carved Ornamental Beveled Etc	596201	Vending Machines
546102	Bakers to Retail	Fireplaces	596301	Party Planning Service
546105	Doughnuts	Window Treatments	596305	Food Service to Management
549901	Health & Diet Food Products to Retail	Home Accessories & Furnishings	596307	Coffee Break Service & Supplies
549904	Vitamin & Food Supplements	Appliances to Household-Major-Dealers	598401	Propane (Lp) Gas
549913	Herbs	Vacuum Cleaners to Household-Dealers	599201	Florists to Retail
549920	Gourmet Shops	Ranges & Stoves to Dealers	599301	Cigar Cigarette & Tobacco Dealers Retail
549948	Beverages to Non-Alcoholic-Retail	Stereophonic & High Fidelity Equip to Dirs	599402	Magazines to Dealers
551102	Automobile Dealers- New Cars	Satellite Equipment & Systems to Retail	599502	Optical Goods to Retail
551103	Automobile Dealers- Used Cars	Audio to Visual Equipment-Dealers	599902	Cellular Telephones to Equipment & Supls
552101	Truck to Dealers	Electronic Equipment & Supplies to Retail	599910	Tropical Fish to Retail
552102	Automobile to Parts & Classic	Home Theatre Systems	599917	Hot Tubs & Spas
553102	Filters- Air & Gas	Computer Software	599919	Chemicals to Retail
553107	Automobile Accessories	Publishing- Desktop	599927	Picture Frames to Dealers
553111	Automobile Parts & Supplies -New	Computers to Dealers-Used	599929	Pet Supplies & Foods to Retail
553113	Automobile Radio Equipment	Computer & Equipment Dealers	599930	Pet Shops
553114	Automobile Radio Stereo Systems	Records Tapes & Compact Discs to Retail	599931	Factory Outlets
553116	Batteries to Store Retail	Musical Instruments to Dealers	599933	Orthopedic Appliances
553123	Tire to Dealers	Ice Cream Parlors	599936	Wine Makers' Equipment & Supplies
553129	Automobile Accessories	Restaurants	599940	Wedding Supplies & Services
554101	Service Stations	Delicatessens	599963	Plastics to Products-Retail
554110	Alternative Fuel	Caterers	599967	Artificial Flowers & Plants & Trees
555103	Boat Equipment & Supplies	Cafes	599969	Art Galleries & Dealers
555104	Boat Dealers Sales Service	Sandwiches	599990	Wood Products
555113	Marine Equipment & Supplies	Restaurant Management	599992	Cosmetics & Perfumes to Retail
555122	Kayaks	Pizza		

ENDNOTES

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- ⁱ City of Rancho Cordova FY 2013-15 Adopted Budget.
- ⁱⁱ City of Rancho Cordova Economic Review 2014Q3, by MuniServices.
- ⁱⁱⁱ City of Rancho Cordova FY 2013-15 Adopted Budget.
- ^{iv} Other Retail includes 376 firms in 192 SIC Codes with fewer than ten competitors each, representing over half of the retail establishments and just over half the City's retail employment. 104 of these firms are specialized firms selling unique equipment and products (e.g antique autos, gourmet foods, personal watercraft, orthopedic shoes, etc.).
- ^v Employment data and establishment counts from Reference USA. Employment trends from Center for Strategic Research 2014.
- ^{vi} US Census Bureau, <http://quickfacts.census.gov/qfd/states/06/0659444.html> Updated December 2014
- ^{vii} City of Rancho Cordova Economic Review 2014Q3, by MuniServices
- ^{viii} City of Rancho Cordova Economic Review 2014Q3, by MuniServices
- ^{ix} City of Rancho Cordova Economic Review 2014Q3, by MuniServices
- ^x City of Rancho Cordova Economic Review 2014Q3, by MuniServices
- ^{xi} City of Rancho Cordova Economic Review 2014Q3, by MuniServices
- ^{xii} City of Rancho Cordova Economic Review 2014Q3, by MuniServices
- ^{xiii} City of Rancho Cordova Economic Review 2014Q3, by MuniServices
- ^{xiv} City of Rancho Cordova Economic Review 2014Q3, by MuniServices
- ^{xv} Rancho Cordova Economic and Demographic Profile, by the Center for Strategic Economic Research, May 2014, Figure 6.
- ^{xvi} Rancho Cordova Economic and Demographic Profile, by the Center for Strategic Economic Research, May 2014
- ^{xvii} Rancho Cordova Economic and Demographic Profile, Figure 5, by the Center for Strategic Economic Research, May 2014
- ^{xviii} Occupational Employment and Wage Data for Sacramento-Arden Arcade-Roseville MSA for 1Q 2011 and 1Q 2014, by State of California Employment Development Department Labor Market Information Division
- ^{xix} The Costar Retail Report, Sacramento Retail Market, 3Q 2014, by the Costar Group, Inc.
- ^{xx} The Costar Retail Report, Sacramento Retail Market, 3Q 2014, by the Costar Group, Inc
- ^{xxi} CBRE Sacramento Retail Market View Q4 2014
- ^{xxii} Retail Shopping Centers Report, Highway 50/Rancho Cordova, 4th Quarter 2014, by Terranomics (www.dtz.com)

UNIQUE LOCAL INDUSTRY

Industry Overview

Location(s) of Cluster

CONTRACTING, CONSTRUCTION AND HOME IMPROVEMENT IN RANCHO CORDOVA

Rancho Cordova is dominant in the region with firms whose primary business relates to home improvement. This includes the cluster of contracting companies and retailers that offer design, construction, repair, and other services to homeowners, home builders, and commercial entities. This concentration is very strong, and represents 22% of all firms and 16% of all employment in Rancho Cordova.

Table 1 lists niche businesses types in Rancho Cordova with 14 or more companies. There are 185 other individual Standard Industrial Classifications (SIC) with 13 or fewer companies, from cabinet makers, to tile contractors, to pavers, to architects, and many more (See also Table 5).

Table 1 – Major Business Counts in Home Improvementⁱ

Type	SIC ⁱⁱ	Establishments	Employment
Landscape contractors	078204	28	319
Garage Doors	521101	26	66
General contractors	152103	24	168
Building contractors	154213	24	366
Painters	172101	23	151
Construction Companies	152144	22	192
Electric contractors	173101	22	219
Air Conditioning Contractors & Systems	171117	20	385
Tile/Ceramic contractors & Dealers	174301	17	129
Furniture Dealers, Retail	571216	15	312
Plumbing Contractors	171105	14	115
Subtotal	--	235	2,422
All others in niche	185 more	497	4,387
TOTAL		732	6,809

Industry Locations

Rancho Cordova officials have long known that the City is the region's largest clustered hub for the home improvement industry. These establishment types all tend to locate in industrial areas throughout the City, including the major concentration of retailers and contractor showrooms on Sunrise Blvd. between Highway 50 and White Rock Blvd, and along Horn Road and Business Park Drive. See maps on the following pages.

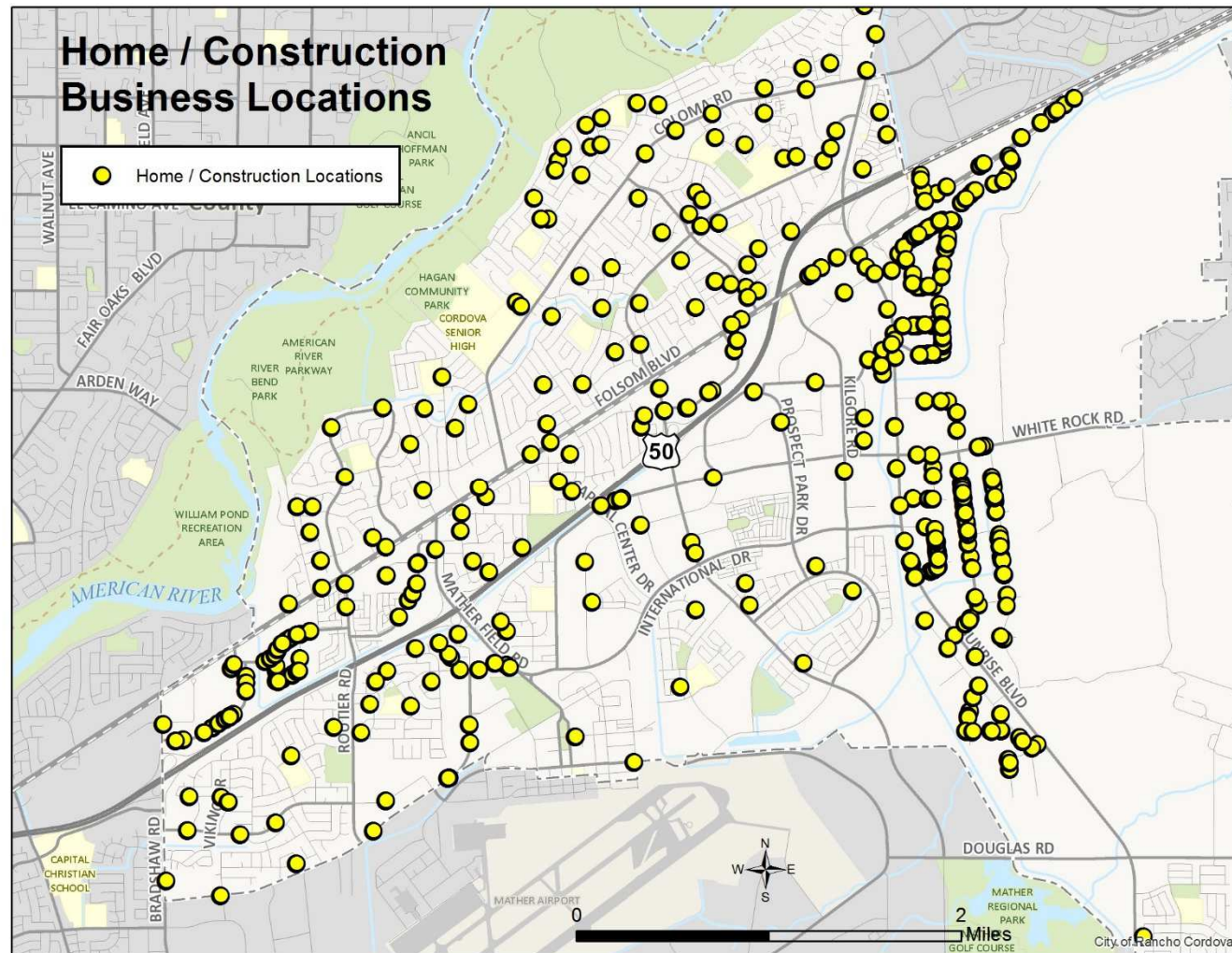


Figure 1 – Contracting, Construction and Home Improvement Industry in Rancho Cordova

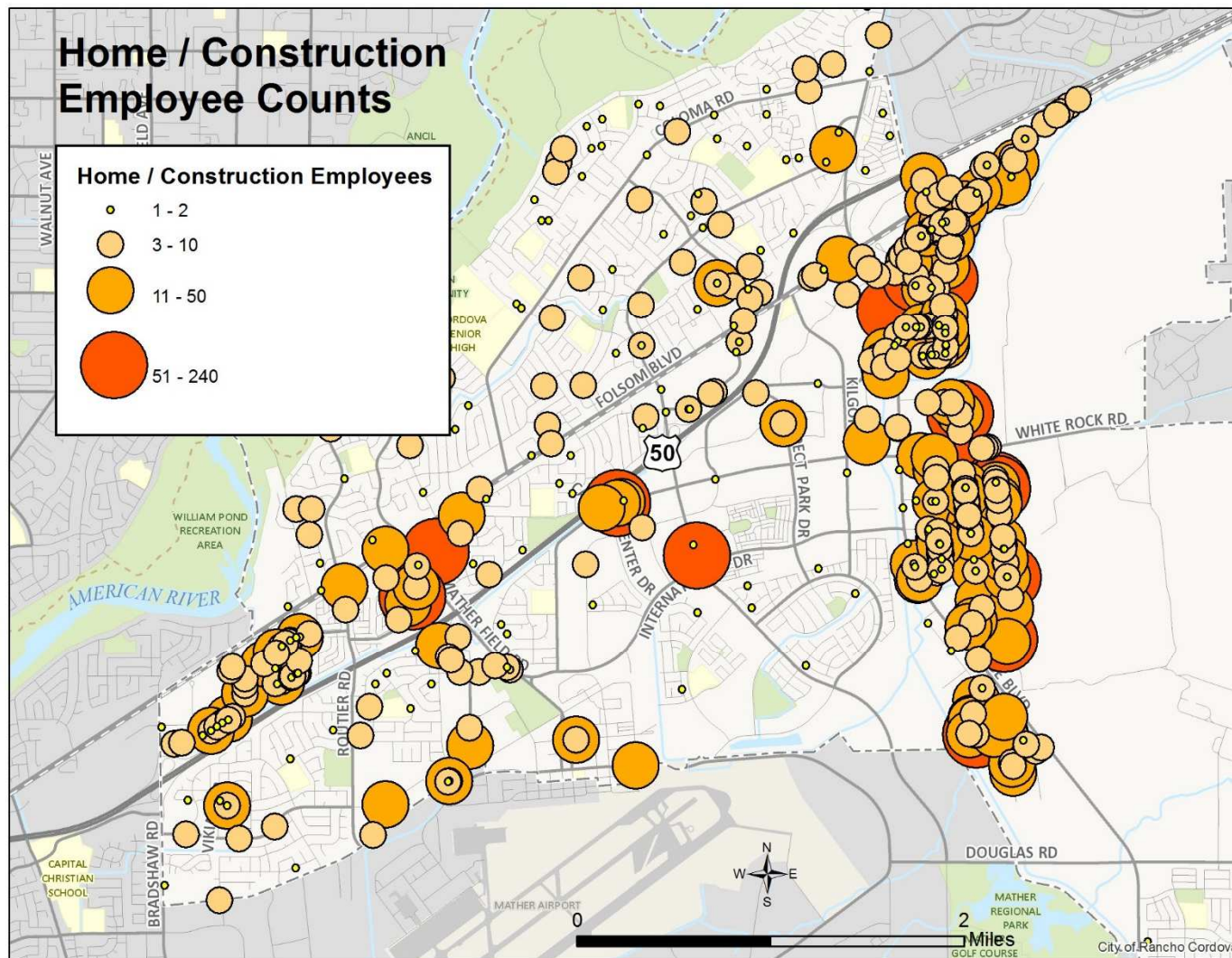


Figure 2 – Contracting, Construction and Home Improvement Employment in Rancho Cordova

ATTACHMENT 3

Concentrated Industry

The City is known as the place to go for anyone seeking home improvement products and services, such as Do-It-Yourselfers, home builders, and commercial builders. Table 2 shows that the number of contractors and home improvement businesses are spread evenly throughout the region, verifying that such firms tend to locate near where their customers live. Rancho Cordova has more firms than similarly sized cities in the 4-county Sacramento-Roseville-Arden-Arcade SMA.

Table 2 – Contracting, Construction and Home Improvement Businesses – Top 7 Jurisdictions

Jurisdiction – by Zip Codes	Business Count	Percent of Region's Industry
Sacramento City	5,031	30.1%
Roseville	996	6.0%
Rancho Cordova	745	4.5%
Elk Grove	677	4.1%
Placerville	592	3.5%
Auburn	579	3.5%
Folsom	541	3.2%
Sacramento MSA	16,710	100.0%

Rancho Cordova's key strength is its strong percentage of contractors and retailers in the industry (19%) that draw from throughout the region, attracting clients from outside the City. Other cities do not have the same percentage or concentrationⁱⁱⁱ as Rancho Cordova. The firms in these other cities are spread throughout the city and are not at all concentrated.

Table 3 – Concentrations of Contractors and Retailers^{iv}

Jurisdiction	Contractors	Home Improvement Retail Estabs.	Percent of Total City Estabs.
Rancho Cordova	494	97	19%
Roseville	455	52	7%
Folsom	237	62	8%
West Sacramento	144	44	10%
Sacramento City	2,477	3,142	9%
All of Sacramento County (incl cities)	4,464	776	8%

Sales Tax Revenues

This niche is a major sales tax generator for the City. According to MuniServices, the firm that analyzes Rancho Cordova's sales taxes, the construction sub-segment of retail, which does not include home improvement retailers, brought the city 24% of its sales tax revenues in the last reported year, or just under \$3 Million.^v Growth in retail sales is expected to be about 2.4% through 2016 and about 4% after. By 2018, the City should be earning about \$3.5 Million per year in sales tax from construction activity alone.^{vi}

ATTACHMENT 3

Wages and Employment Growth

Wages and Employment Growth Potential

Construction lost many jobs during the recession, but is expected to be the fastest growing industry over the next decade (Table 4).

Table 4 – Rancho Cordova Construction Industry Job Change 2005-2022^{vii}

Industry	Job Losses 2005-2012 (12 Yrs)	Expected Gain 2012-2022 (10 Yrs)	Percent Change 2012- 2022
Construction	-3,725	+2,224	+54.2%
All Industries	-12,525	+8,967	

A December 2014 report by the California Employment Development Department-Labor Market Information for the Sacramento-Roseville-Arden-Arcade MSA lists their top 55 fastest growing occupations. Construction and trade occupations represent 18 of the top 55. Most of these entry level occupations require less than a High School degree, the more skilled and supervisory levels require a High School diploma and some postsecondary non-degree training. Some examples are listed in Table 5.

Table 5-- 2012-2022 Fastest Growing Occupations^{viii}

Occupation Title	Est Empl. 20012	Projected Need 2022	Percent Change	Annual Avg Percent Change	Median Hourly	Median Annual
Tile and Marble Setters	980	1,630	66.3%	6.6%	\$21.04	\$43,756
Tapers	680	1,120	64.7%	6.5%	\$23.95	\$49,807
Painters, Construction and Maintenance	2,300	3,740	62.6%	6.3%	\$17.44	\$36,258
Drywall and Ceiling Tile Installers	970	1,580	61.9%	6.2%	\$22.84	\$47,500
Cement Masons and Concrete Finishers	1,070	1,660	56.1%	5.6%	\$19.77	\$41,135
Plumbers, Pipefitters, and Steamfitters	1,780	2,630	47.8%	4.8%	\$25.89	\$53,845
Cost Estimators	1,730	2,540	46.8%	4.7%	\$31.30	\$65,118
Carpenters	8,120	11,830	45.7%	4.6%	\$22.15	\$46,073
HVAC & Refrigeration Mechanics & Installers	1,470	2,130	45.6%	4.6%	\$23.30	\$48,467
Sheet Metal Workers	910	1,320	45.1%	4.5%	\$30.40	\$63,226
Roofers	1,040	1,500	44.2%	4.4%	\$24.47	\$50,900
First-Line Supervisors of Construction Trades	2,990	4,260	42.8%	4.3%	\$35.30	\$73,416
Electricians	2,810	4,000	42.3%	4.2%	\$26.84	\$55,828
Construction Laborers	7,380	10,390	40.9%	4.1%	\$19.54	\$40,649

Infrastructure

Space and Infrastructure Needs

Most of the contractors and construction companies are situated in two industrial areas of town: 1) East of Sunrise Blvd. and South of Folsom Boulevard, and 2) in Western Rancho Cordova along Croydon Way, Mills Station Road, Horne Road, and Business Park Drive. These areas are established with adequate infrastructure, but individual land use conflicts occasionally occur. These areas will have to continuously be maintained and upgraded whenever possible.

Industry Issues

Industry Issues

Four key issues surfaced during the business outreach for this niche, along with the general comments described earlier:

1. As traffic gets heavier on Sunrise Blvd, customers will have more difficulty getting to contractors and retailers. While only a nuisance now, solutions will have to be discussed. While some traffic is routed on Zinfandel Dr., the new Rancho Cordova Parkway from Anatolia to the new interchange will be critical. Planned street improvements that aid traffic flow should be completed.
2. Over half of the firms in this industry have 1-4 employees, and all but a handful qualify as a small businesses under the Small business Administration's definition (under 500 employees company-wide). These companies have more difficulty obtaining capital for large jobs, expansions, and other business purposes.
3. Most of the contractors headquartered in town do work in communities throughout the region and do only some of their business in Rancho Cordova proper. Permits and regulations vary between jurisdictions. There is, however, interest in working with the Community Development Department to streamline the permit process. Some ideas include: 1) reducing the number of inspections required for replacement products such as windows and doors; and 2) allowing certified inspectors, which will speed up the inspection process^{ix};
4. The Signage Ordinance limits the ability of some to advertise. Some believe better signage will bring more customers.

City Next step(s)

Based on interviews and other research, the City's best actions for this industry include:

1. Collaborate with the industry to help promote the City's key concentration of home improvement contractors, retailers, and service firms;
2. Offer selected incentives for equipment purchases, renovations, showrooms, and facades;
3. Establish a working group between replacement contractors (windows, doors, concrete, etc. to discuss the City's permit regime and to find ways to streamline and discuss implementation of the new Permit Simplicity program;
4. Invite owners of existing establishments to periodic roundtables;
5. Ensure Sunrise Blvd stays as an attractive, landscaped thoroughfare with limited congestion, and that buildings and automotive businesses there keep attractive facades;

Partners

Partners: Builders Exchange, Chamber, Real Estate Brokers, others.

ATTACHMENT 3**References****Representative Companies^x**

K Designers
 Timberlake Cabinet Co.
 Sunworld LLC
 Naturewood Home Furnishings
 Home Depot
 Sun World Landscape
 Pacific Coast Building
 Products
 Lowe's Home Improvement
 ACCO Engineered Systems
 Cima's Landscape &
 Maintenance

Zuke's Landscape Inc.
 Alley & Co Heating/Air Inc.
 Pacific Supply
 Horizons Painting
 Teichert Aggregates
 General Pool and Spa Supply
 Beebe Diversified
 Sierra Pacific Home
 Wardlow Tile and Stone
 Associated Concrete Pumping
 Mee Moving and Storage

Table 6 -- List of Primary SIC codes in Home Improvement and Contracting

SIC		Estabs	Employment
0781-0783	Landscaping, lawn, tree services	45	574
1521 - 1522	Residential Builders & remodelers	76	508
1542	Building and Maintenance Contractors	31	382
1611-1629	Commercial Construction	12	166
1711-1799	Specialty Contractors	241	2,128
4214-4841	Movers, storage, TV cable providers	21	178
5021-5199	Furniture & Bldg Materials Wholesalers	69	712
5211-5999	Retailers	155	1,625
7217-7699	Services, cleaning, pest control, etc.	60	366
8712-8748	Architects, planners, other consultants	22	170
TOTAL		732	6,809

Endnotesⁱ Reference USA December 2014ⁱⁱ SIC = Standard Industrial Classificationⁱⁱⁱ Comparison between cities drawn from ReferenceUSA February 2015. Rancho Cordova's count may vary slightly from December 2014. In addition, this is not a total count of all firms in the home improvement industry, only those in contracting and retailing.^{iv} ReferenceUSA, March 2015^v City of Rancho Cordova Economic Review 2014 Q3, by MuniServices, "Annual Sales Tax by Business Category"^{vi} Ibid^{vii} California Employment Development Department, Labor Market Information Division, Historical Employment Data for Rancho Cordova and 2012-2022 Industry Employment Projections, issued December 2014^{viii} 2012-2022 Fastest Growing Occupations, Sacramento-Roseville-Arden-Arcade SMA, by California Employment Development Department – Labor Market Information Division. December 2014.^{ix} We note that the City just approved proceeding with a pilot "Permit Simplicity" program along with Elk Grove. Implementation is scheduled for launch on July 1, 2015.
<http://www.bizjournals.com/sacramento/news/2015/04/09/elk-grove-rancho-cordova-adopting-permit-simplicit.html> and <http://www.topix.com/city/rancho-cordova-ca/2015/04/1504093ODL4J>
^x ReferenceUSA, December 2014

UNIQUE LOCAL INDUSTRY

Industry Overview

Location(s) of Cluster

VEHICLES AND VEHICULAR SERVICES IN RANCHO CORDOVA

Rancho Cordova is unique in the region with its concentration of firms whose primary business relates to vehicles. These broadly include auto/boat/recreational vehicle dealers, dismantlers, wrecking and towing, and parts and repair/maintenance. The only automotive segments not well represented are new and used car retail, which are concentrated in Folsom.

Table 1 – Vehicular Industry makeupⁱ

Type	SIC Range	Establishments	Employment
Automotive services (repairing, service, etc.)	7299-7999	152	835
Retail vehicles and parts	5231-5599	97	541
Wholesale (dismantling, recycling, parts, towing)	5012-5172	84	789
Service stations	5541	12	100
Manufacturing (including machine shops)	3559-3714	26	293
Transportation Services	4119-4226	12	343
All Vehicular		384	2,901

Industry Locations

Rancho Cordova officials have long known that the City is the region's largest concentrated hub for the vehicle aftermarket industry. The City is the place to go for commercial vehicle services and the Do-It-Yourself market. In particular, Rancho Cordova has an extraordinarily strong showing of dismantlers. Each draws clientele from throughout the region, thus attracting clients from outside the City. Smaller clusters (shown in Table 2 below) exist in West Sacramento and Roseville/Rocklin, but not in the same concentrations. While Sacramento has the largest number of businesses they are spread throughout the city. The closest similar concentrations are in Stockton or the Bay Area. Also, it was reported from a business representative interviewed for this report that the niche in Rancho Cordova is unique as the only cluster of businesses in the state that have their products in searchable databases to ease in the location of items.

These establishment types all tend to locate in industrial areas throughout the City, including the major concentration of dismantlers and parts stores on South Sunrise Boulevard. Parts stores and small repair shops tend to locate in retail areas along Folsom and Sunrise Boulevards. See maps on the following pages.

The dismantling industry is located on Sunrise Blvd., between the newest most affluent sections of town to the south and the large commercial/employment area to the north. Residents in Anatolia and other subdivisions must traverse this area to get home. It is important to keep Sunrise Boulevard as an attractive thoroughfare over time.

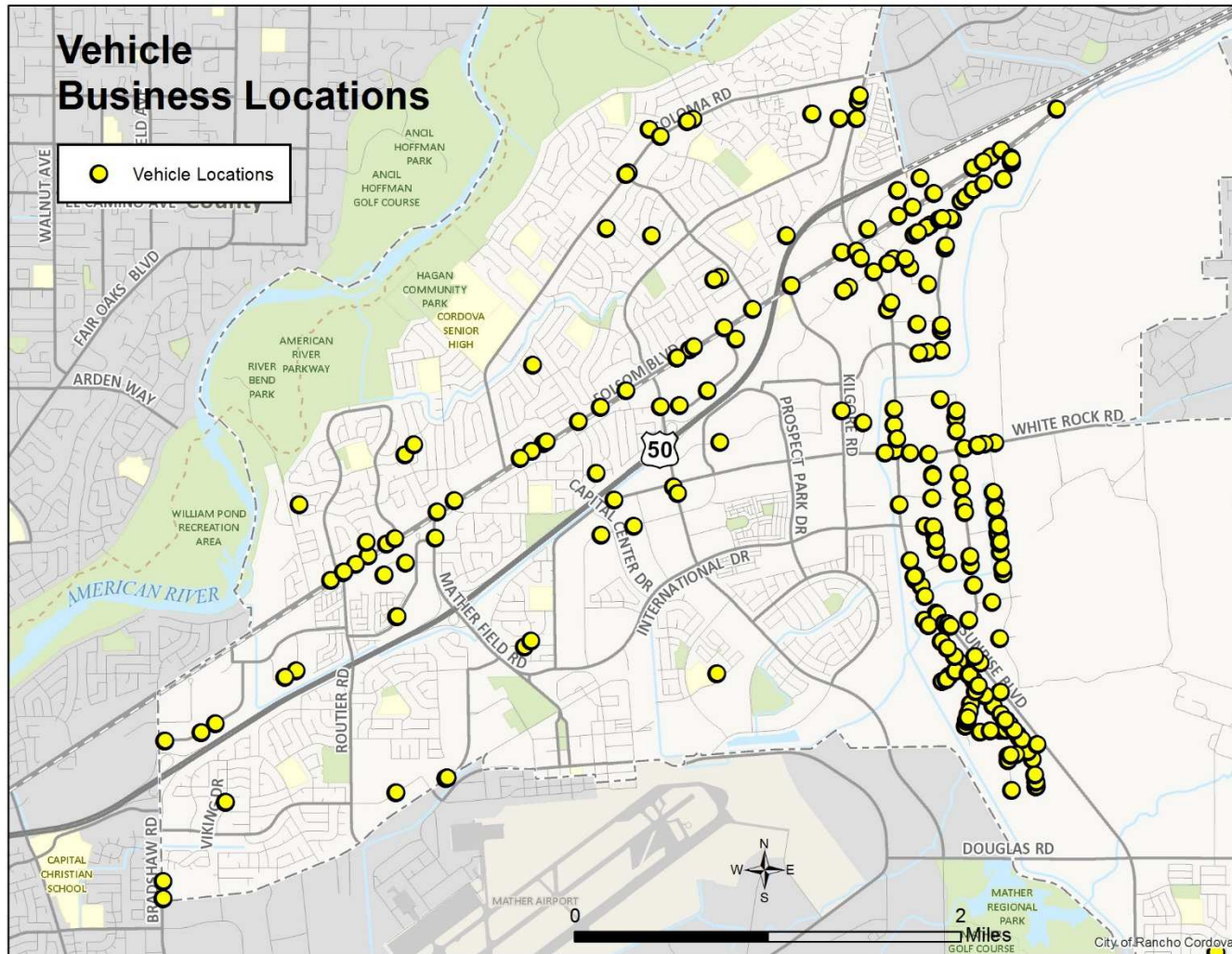


Figure 1 – The Vehicle Niche in Rancho Cordova

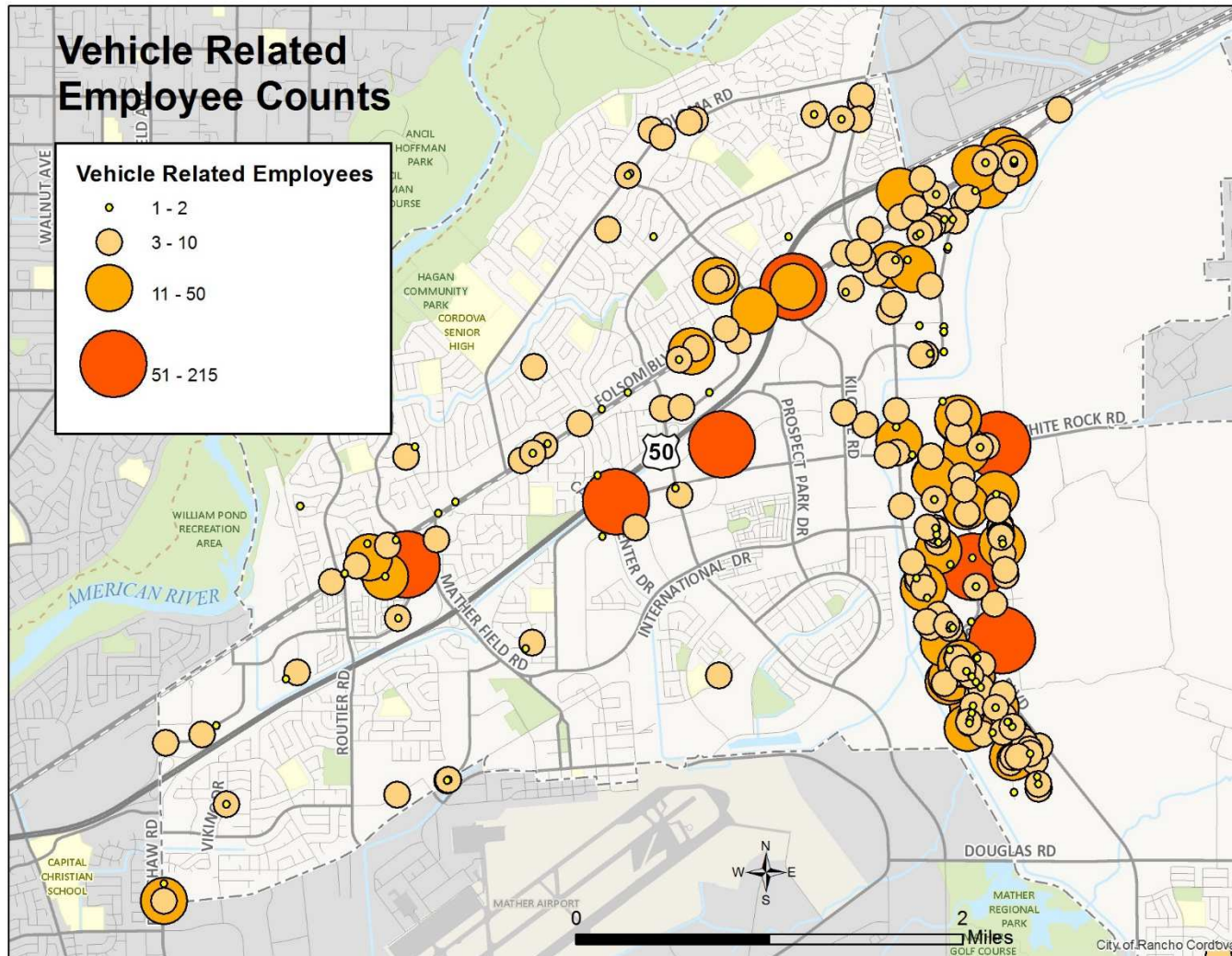


Figure 2 – Vehicle Niche Employment in Rancho Cordova

Large Share of Region's Industry

The retail and service components of the industry, including auto parts stores, gas stations, automotive services and transportation services, tend to spread out in every city to be close to the customer. On the other hand, dismantlers/wholesalers and manufacturers of vehicular parts tend to cluster near each other. The number of dismantlers, wholesalers and manufacturers by city is shown in Table 2. Rancho Cordova itself represents a full 25% of all firms in the 4-county Sacramento-Roseville-Arden-Arcade Metropolitan Statistical Area. The regional cluster is highly concentrated on South Sunrise Blvd., while spread out in other communities.

Table 2 – City business counts vehicular wholesale and manufacturingⁱⁱ

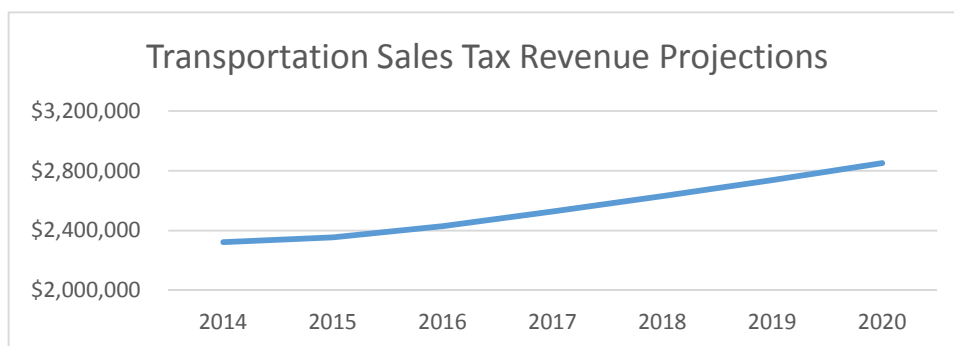
Jurisdiction	Manufacturing & Wholesale	Percent of Metro Area's Industry
Sacramento City	228	47%
Rancho Cordova	121*	25%
West Sacramento	47	10%
Woodland	28	6%
Roseville	24	5%
Total Sacramento MSA ⁱⁱⁱ	490	100%

***Note that for data consistency for comparison between jurisdictions, all values in this table are based on zip code boundaries, not jurisdiction boundaries.

Growth Potential

The transportation sub-segment of retail brought the City 15% of its sales tax revenues in the last reported year.^{iv} Growth in transportation related retail sales is expected to be about 2.4% through 2016 and about 4% percent through 2020.^v

Table 3 –Transportation Sales Tax Revenue



ATTACHMENT 4

Industry Issues

Based on interviews, observations and other research, key issues include:

1. As housing development occurs and traffic gets heavier on south Sunrise Blvd., the dismantling yards will increasingly find themselves in the center of town rather than the edge. Pressure will increase for landscaping, screening and perhaps even relocation. It will therefore be increasingly important to work with the cluster to maintain an attractive curbside appeal.
2. On the other hand, the traffic and the close proximity to other like businesses has been a great boon and helps generate significant trade. Employee accommodations such as modifying work schedules have been effective. Shift changes and ambulance routes are adjusted accordingly.
3. Because of heavy truck and other traffic, the streets tend to require frequent maintenance;
4. The City's vehicle washing regulations have also been an issue, and to the extent the issue is unresolved, a group meeting with City regulators may be indicated.
5. There is a unique opportunity to attract Bay Area businesses, who are experiencing more red tape and are being increasingly crowded out.

City Next step(s)

The City's best actions include:

1. Ensure Sunrise Blvd. stays as an attractive, landscaped thoroughfare, that road maintenance is kept up, and that buildings and automotive businesses there keep attractive facades;
2. Invite owners of existing establishments to a series of roundtables to discuss ongoing industry issues;
3. Make small business loans available;
4. Offer selected incentives for renovations and façade improvements;
5. Help promote the City's key concentration of automotive parts and services to the outside.

Partners

Partners

SCADA (State of California Auto Dismantlers Association), Chamber, retail brokers, others.

ATTACHMENT 4

References

Largest Rancho Cordova Companies in Vehicular niche

Alphaone Ambulance Medical Svc	Pacific Jet Charter Inc
B & J Body Shop	Party Bus
B & J Towing	Pep Boys
First Responder AMBULANCE Svc	Pick-N-Pull
Folsom Lake RV	Rancho Recycling Inc
Gamboa's Body & Frame	Republic Services
Insurance Auto Auctions Inc	Rubicon Express
J L Haley Enterprises	Sacramento Vintage Ford Parts
LKQ Specialized Parts	Sims Metal Management
Mazda Auto Recycling	TAP Recycling
MV Transportation Inc	West Coast Differentials Inc
Now Ventures Inc Nissan	Woodmack Products Inc

Endnotes

ⁱ Reference USA December 2014

ⁱⁱ ReferenceUSA March 2015

ⁱⁱⁱ The Sacramento-Roseville-Arden-Arcade MSA includes the greater Sacramento Region, which is composed of El Dorado, Placer, Sacramento and Yolo Counties

^{iv} City of Rancho Cordova Economic Review 2014 Q3, by MuniServices

^v Ibid

UNIQUE LOCAL INDUSTRY

Industry Overview

TECHNOLOGY IN RANCHO CORDOVA

Rancho Cordova is competitive in the region with its surprisingly strong concentration of firms whose primary business relates to technology. With almost 4% of all firms so classified, this is the highest concentration in the area.

Table 1 – Percentage of Firms in Technology by Primary NAICSⁱ

Jurisdiction	Technology Firms ⁱⁱ	Total firms	Percent of all Firms
Rancho Cordova	131	3,360	3.9%
Roseville	176	7,209	2.4%
Folsom	151	3,759	4.0%
West Sacramento	58	1,840	3.2%
Elk Grove	74	4,284	1.7%
Sacramento County(includes all cities)	1,544	62,638	2.5%
California	45,601	1,792,019	2.5%

Technology businesses in the City are concentrated in engineering and technology services, telecommunications services, computer system design, and data processing.

Table 2 -- Rancho Cordova's Technology Industry makeupⁱⁱⁱ

Type	Establishments	Employment
Manufacturing	8	1,744*
Data processing	15	1074
Engineering & Technology Services	73	1042
Telecommunications services	25	303
Computer system design	19	226
Computer Training	4	9
All Technology	145	4,398

*includes Areojet @ 1,600

Rancho Cordova's data processing, engineering and telecommunications firms tend to locate in industrial and office areas throughout the city. See maps.

Location(s) of Niche

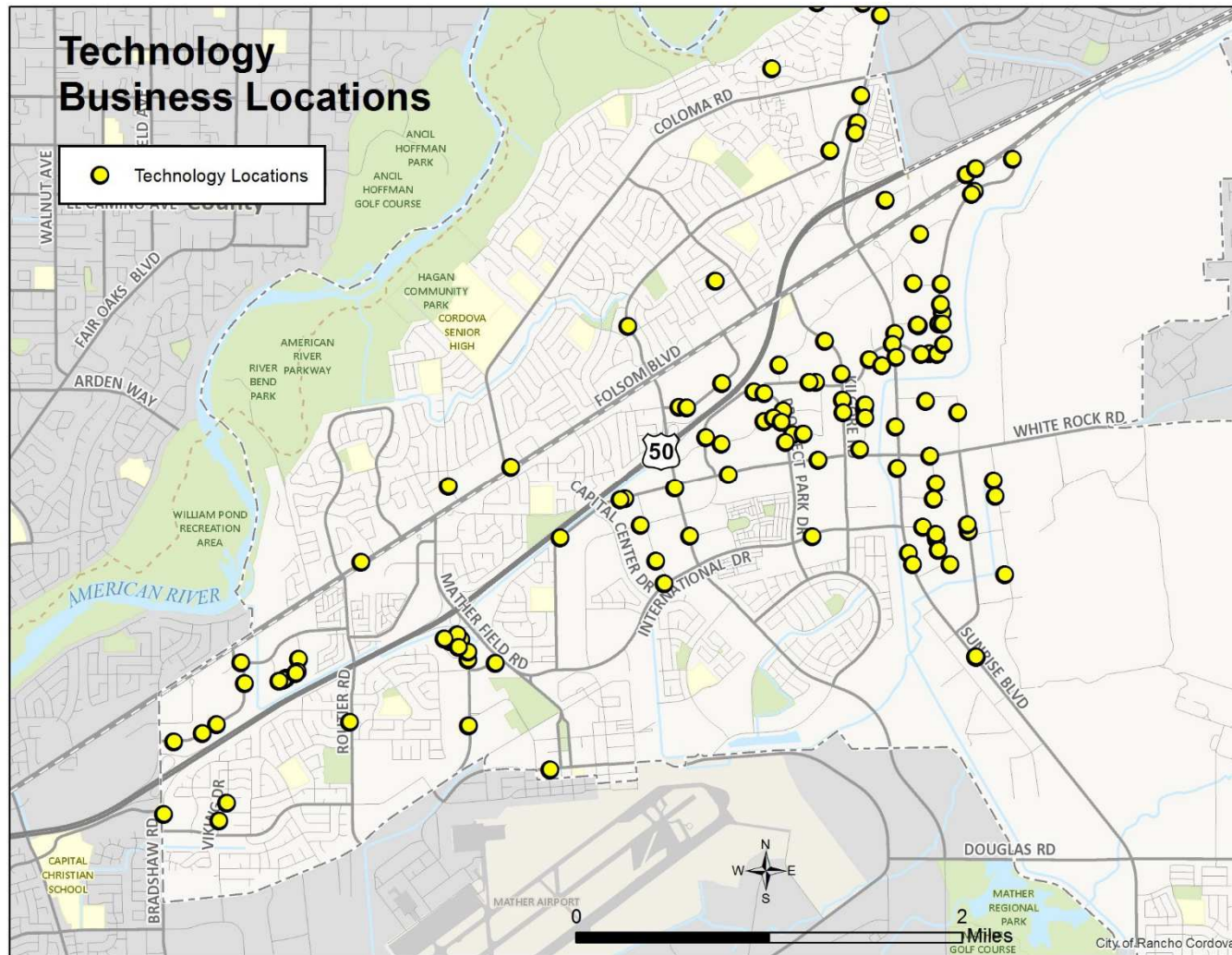


Figure 1 – Technology companies in Rancho Cordova

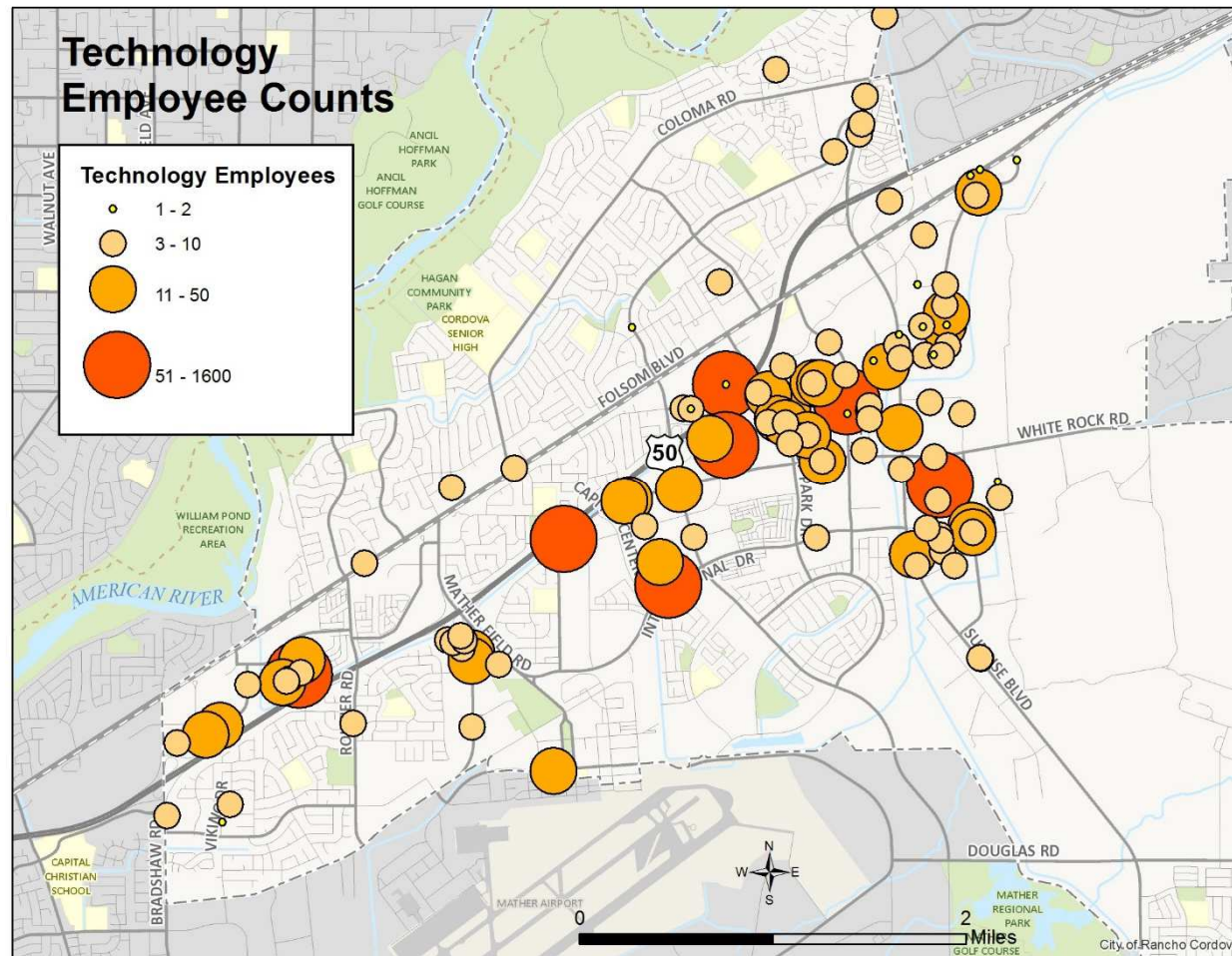


Figure 2 – Technology Employment in Rancho Cordova

Workforce Needs and Growth Potential

Technology Workforce needs

Between now and 2020, the Sacramento region is expected to create 9,420 new jobs and need replacements for 5,616 existing jobs in the Information and Communication Technologies.^{iv} This is one of the region's top 10 regional industry clusters as defined by EDD.^v

Technology is important in the nation and by extension locally as an economic driver. The Brookings Institute, for instance, defines the "Advanced Industries Sector" as 50 industries who use technology, and states that it employs 80% of the nation's engineers, generates about 85% of the patents, accounts for 60 percent of all US exports, and directly and indirectly accounts for nearly one-fourth of all U.S. employment. Those 50 industries include those in this Technology niche report, plus may others.^{vi} That same report further states that the Sacramento-Roseville-Arden-Arcade SMA ranks 41's in the nation with 56,320 such jobs. Jobs in these industries are filled by high concentrations of those in STEM (Science, Technology, Engineering, and Math) occupations. Education requirements are increasing in mathematical and scientific concepts. Nationally, the average worker in Advanced Industries Sector earns 145% more than the average U.S. worker.^{vii} In the Sacramento region, an architect or engineer earns 14% more than the national average for the same job, a computer and mathematical occupation about the same as nationally.^{viii} Sacramento ranked as the fourth fastest growing U.S. city for tech jobs in 2012,^{ix} a trend which is expected to continue.

Infrastructure Needs

Infrastructure needs

The historic telecommunications grid left over from the development of Mather Air Force Base is a key reason for the strength in telecommunications. Because of this, the City is one of the relatively few Hub or POP sites in Northern California, and there is a significant concentration of fiber optics buried throughout the employment area.^x Staff intends to further investigate the current state of telecommunications infrastructure during the office niche investigations.

Except for engineering and technology services which thrive in flexible office and R&D space, most technology industries locate their facilities in industrial areas, in functional buildings. Data centers in particular have a significant positive impact on community development. They require good roads, water, sewer and especially power. Although they employ fewer people per square foot than typical employers, high capital investment in equipment more than makes up the difference. Data centers need:

- A high capacity reliable power supply;
- Fast, diverse communications connectivity;
- Secure buildings

ATTACHMENT 5**City Next step(s)**City Actions to Support the Industry

Most interviews with industry representatives and a more detailed infrastructure analysis will occur during the office and manufacturing analyses, so little input has yet been received. Based in the information in this report, certain next steps are indicated for the City:

1. Study the condition of existing space now or potentially used by technology firms, and particularly space that can be converted into flex space;
2. Make sure local schools, trade schools and universities offer ample STEM curricula, and that the city's education institutions work with employers to meet their needs.
3. Study the City's telecommunications network for its capacity, condition, potential for expansion, and other factors;

Partners

Partners: individual local businesses, California Manufacturers & Technology Association (CMTA), SARTA, Chamber, retail brokers.

References**Table 3 -- SIC codes in Technology niche**

SIC	Description
3571-3861	Technology manufacturing, including Computers and peripheral equipment, communications equipment, consumer electronics, Electronic components, semiconductors, space and defense systems, measuring and controlling instruments, electromedical equipment, and photonics.
4822-4899 & 7374-7389	Communications Services
7372	Software publishers
7371-7379 except 7372	Computer systems design and related services
8711, 8748	Engineering services
8734	R&D and testing labs
8423	Computer training

Endnotes

- ⁱ Technology as defined by the TechAmerica Foundation.
- ⁱⁱ Counts from ReferenceUSA as of March 15, 2015 using the same criteria for all communities.
- ⁱⁱⁱ Reference USA December 2014
- ^{iv} “Regional Economic Analysis Profile, Sacramento Region”, August 2014, by the California Employment Development Department, LMI Division, Page 2
- ^v “Regional Economic Analysis Profile, Sacramento Region”, August 2014, by the California Employment Development Department, LMI Division, defines the Information and Communication Technologies cluster as that which:
 - “...includes interdependent industries related to computers and peripheral equipment, as well as software design and manufacturing, computer programming services, installation services, and wireless telecommunications carriers. During 2012-2013*, more than 28,000 people were employed in the region or 2.7 percent of the region’s workforce. Industries with the highest number of projected job openings include:
 - Computer Systems Design and Related Services
 - Computer and Peripheral Equipment Manufacturing
 - Other Telecommunications
 - Wholesale Electronic Markets and Agents and Brokers
 - Semiconductor and Other Electronic Component Manufacturing”
- ^{vi} “America’s Advanced Industries, What they Are, Where they are, and Why They Matter”, by Brookings, 2015. <http://www.brookings.edu/research/reports2/2015/02/03-advanced-industries#/M10420>
- ^{vii} Ibid
- ^{viii} “Occupational Employment and wages in Sacramento-Arden-Arcasde-Roseville, May 2013, U.S. Bureau of Labor Statistics.
- ^{ix} The Dice Report, March 2012: “Fastest Growing Cities for Technology Jobs”
- ^x For instance, Integra Company fiber optics is buried throughout the city in high concentrations <http://www.integratelecom.com/pages/network-map.aspx> and is one of their only two Hub/POP’s in northern California (see the Updated Long-Haul Fiber Map at the same URL).

UNIQUE LOCAL INDUSTRY

Industry Overview

COLLEGES AND VOCATIONAL TRAINING IN RANCHO CORDOVA

Rancho Cordova is home to 24 colleges and private vocational and trade schools, with five institutions just outside the city limits. Employees and residents can find general 2- and 4-year degrees, or a myriad of specialized degrees and certificates including in professions such as aircraft piloting, fashion design, computers, and dental hygiene to name a few.

Rancho Cordova has a good share of the technical and trade schools in the region.

Table 1 – Colleges & Private Postsecondary Schoolsⁱ

Location	Establishments
Rancho Cordova	24
West Sacramento	10
Roseville	9
Folsom	8
Sacramento City	75

Locations of Cluster

The schools are spread throughout the City, embedded within the City's concentration of office buildings and shopping centers. This makes sense as the space needs for schools are generally identical to those of office users. Some schools acknowledge locating here to take advantage of proximity to so many potential employers for their graduates and proximity to young residents headed for jobs in various trades

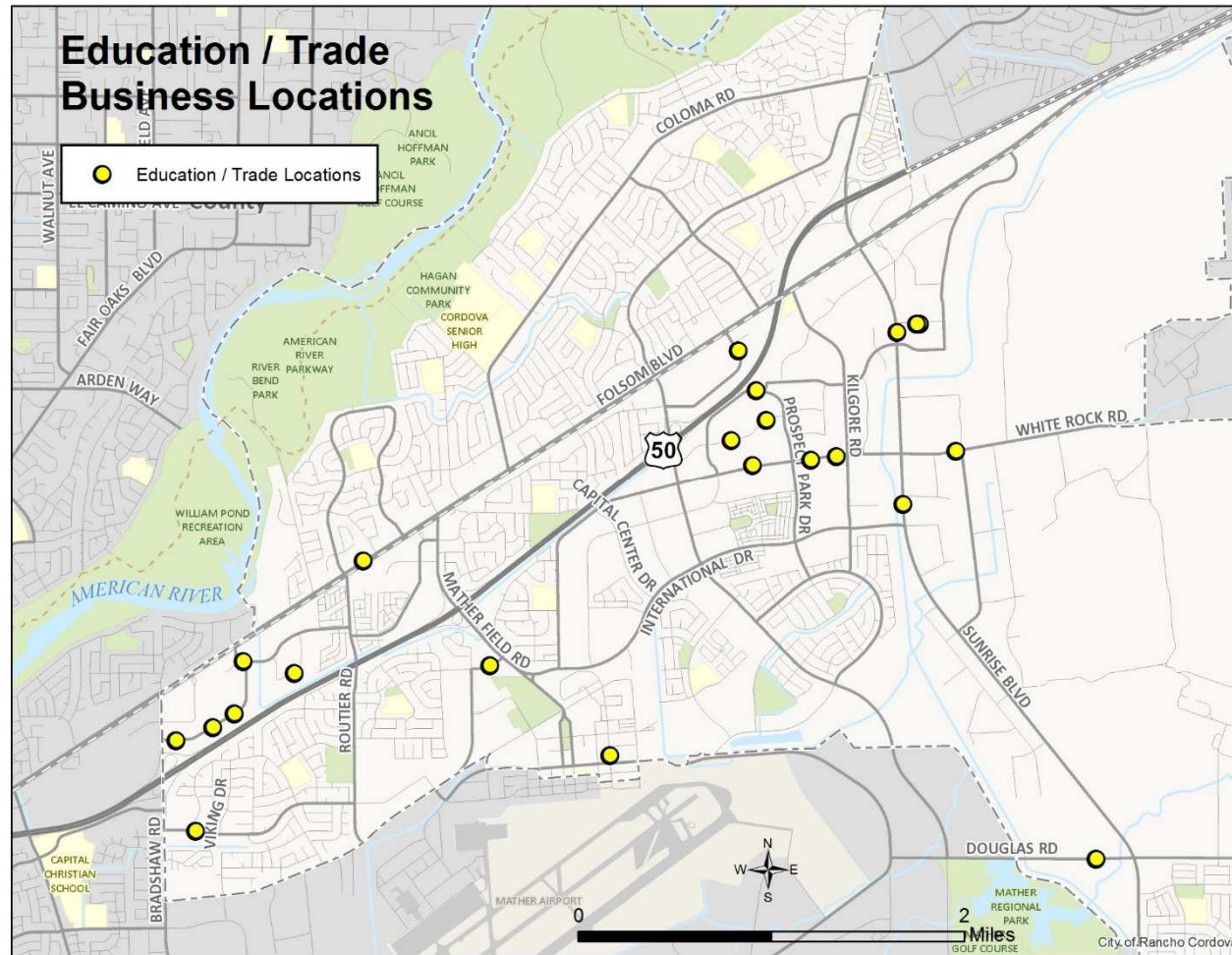


Figure 1 – Education and Trade Schools in Rancho Cordova

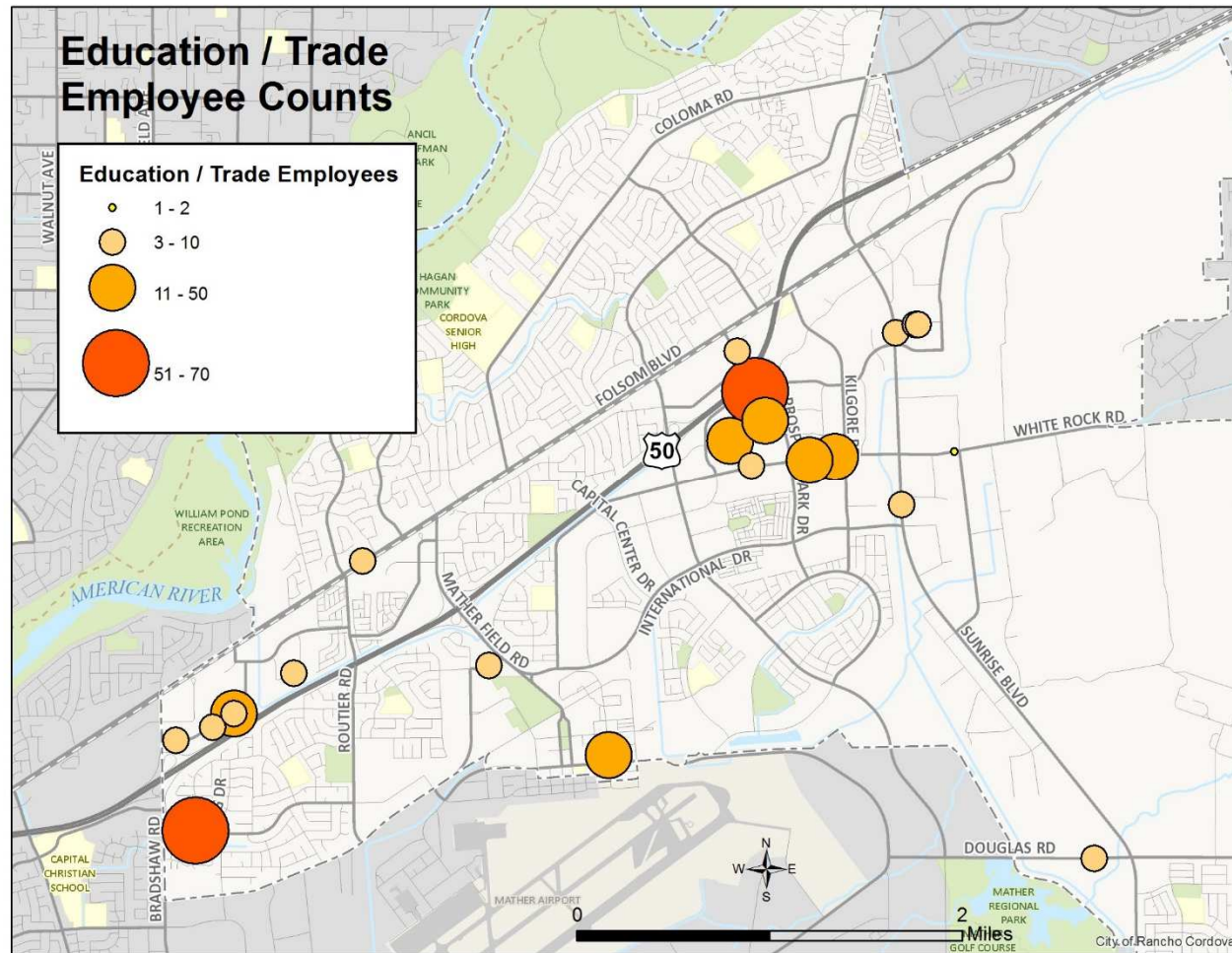


Figure 2 – Education and Trade School Employment in Rancho Cordova

ATTACHMENT 7

Growth Potential

The Future of Technical Education

As baby boomers and their offspring age, fewer people are of traditional college age. Because of declining enrollments, liberal arts colleges and universities everywhere have been struggling to maintain student throughput. Trade schools, however, are gaining in enrollment, primarily because of the large number of people re-training for new careers. Rancho Cordova's education niche will continue strong as long as the City remains a large employment center in need of skilled workers.

Employment, Wages and Growth

Employment and Wagesⁱⁱ

Education is the second fastest growing industry in the Sacramento Region and is expected to grow 31.0% between 2012 and 2020. Post-recession wages for teachers are increasing. For example, the average annual wage for a secondary school teacher in the Sacramento-Roseville-Arden-Arcade MSA was \$67,916 in 2014, up from \$62,642 in 2011 (+8.4%). The average annual wage for a Postsecondary Nurse Instructor or teacher was \$82,364 in 2014, up from \$66,289 in 2011 (+24%). Other occupations are also enjoying increases. A Postsecondary Vocational Education Teacher earned \$62,301 in 2014, up from \$56,511 in 2011 (+10%). The average annual wage for all teaching and library professions was \$56,353 in 2014, up from \$55,407 in 2011 (+2%). As the need for skilled craftsmen, cashiers, health practitioners and office professions increase over the next decade, so will the need to teach the requisite skills.

Infrastructure

Infrastructure needs

Primarily, schools need space that can be divided into classrooms and ample parking. Their telecommunications needs are similar to but less demanding than the technology industry. Attractive office space is more of a premium to schools than to processing centers.

City Next step(s)

Based on interviews and other research, the City's best actions include:

1. Help candidate schools find suitable facilities and locations;
2. Invite existing school representatives to a series of roundtables;
3. Improve communications between employers and schools so that graduates are fed into the job pipeline;
4. Promote the existing education cluster outside the City;
5. As Los Rios/Folsom Lake College expands at the Mather Pulse Point, build a node of other services and shops to help the new location thrive

Partners

Partners:

Greater Sacramento, SARTA, Sacramento Jobs, GoBiz, SBDC, Higher Education, Entrepreneurs, Chamber, local industry groups, others.

ATTACHMENT 7

References

List of Colleges & Postsecondary Schools in Rancho Cordova

Advanced Security Institute	Licensed Contractors Insurance
Agee Fashion INstitute	National Career Education
Anthem College	National University Sacramento
California Northstate College	OSC Computer Training
Click It	Pearson Education
Contractor License Schools	Pinnacle College
Contractors Intelligence Schl	San Joaquin Valley College
Los Rios/ Folsom Lake College, RC Center	Simcheck International
Forklift LLC Svc	Sonic Training
Heald College-Rancho Cordova	Strayer University (Verizon Campus)
ITT Technical Institute	Truck Driving Academy
License Instruction School Inc	Western Electric Contractors Assn

Schools Just Outside the City Limits

ABC Bartending College	Embry Riddle Aeronautical University
Bryan College	Ives Training Group
	UC Cooperative Extension

Table 2 -- List of SIC codes in education niche

SIC	Description
8221	Schools, Universities, & Colleges Academic
8222	Junior Colleges and Technical Institutes
8243	Computer Training
8249	Schools, Industrial, Technical and Trade
8299	Driving Instruction, Educational Centers
5943	Educational Materials

Endnotes

ⁱ ReferenceUSA SIC 8221-8229

ⁱⁱ Occupational Employment Statistics and Wage Data, by EDD LMID, 1st Quarter 2011 and 1st Quarter 2014.

UNIQUE LOCAL INDUSTRY

Industry Overview

Recreation & Entertainment

ENTERTAINMENT, RECREATION & LODGING IN RANCHO CORDOVA

Rancho Cordova is competitive in the region with its existing concentration of firms whose primary business relates to recreation and entertainment, including active and passive opportunities for physical health and entertainment.

In addition, the City has 16 lodging establishments with 2,015 rooms that are mostly occupied by business travelers during the week, but also host some recreational travelers. Lodging is discussed starting on Page 3.

Recreation and Entertainment

Table 1 – Firms in Recreation and Entertainment in the Regionⁱ

Jurisdiction	Recreation Firms*	Total firms	Percent of all Firms
Rancho Cordova	85	3,360	2.5%
Roseville	182	7,209	2.5%
Folsom	109	3,759	2.9%
West Sacramento	48	1,840	2.6%
Elk Grove	122	4,284	2.8%
Sacramento City	877	38,209	2.3%

*To maintain accurate comparisons between jurisdictions, this is raw data from the ReferenceUSA database. Table 2 has a more accurate count refined for Rancho Cordova's city limits.

The largest component of recreation/entertainment in the city appears to be organized clubs that offer fitness.

Table 2 -- Rancho Cordova's Recreation/Entertainment Industry makeupⁱⁱ

Type	Establishments	Employment
Video rentals and taping	7	20
Instruction (dance, karate, gymnastics, baseball)	16	103
Entertainers and centers (adult, karaoke, clubs, casinos, etc.)	13	226
Health and sport clubs & centers (incl. gymnastics & fitness)	20	181
Services (bounce houses, museums, consultants)	9	166
Public parks, museums, etc.	7	68
TOTAL	71	739

Unique recreation

Rancho Cordova has a number of unique recreation opportunities that draw from outside the area, including for instruction and competitive events. Some of the most interesting facilities include:

- The Club Francais De Sacramento, which has one of only 51 petanque centers in the United States, and which hosts national tournaments (Petanque is a variation of Bocce ball);
- The Sky High Sports trampoline center, which is co-located with a number of other fitness centers on Folsom Boulevard, including Cross Fit, Gymnastics, swimming, Granite Arch rock climbing, and indoor soccer;
- The 73,000 square foot Rancho Cordova Sports and Event Center, which books basketball, volleyball, and other indoor sports, and which rents its facility out for conferences and trade shows;

The users of these and the other facilities in the city like their central location, ease of access, and nearby hotels and restaurants. These facilities are generally tied in with organizations that help promote them, including the Convention & Visitors Bureau, the Chamber, and the Community Council.

Location(s) of Cluster

Rancho Cordova's recreation and entertainment firms tend to locate in different areas throughout the city, depending on the space needs of the facility. Larger indoor sports venues typically locate in industrial areas, fitness gyms tend to locate in retail spaces, and outdoor facilities at the Mather Sports Complex and other park facilities. See Figure 1.

Local hotels and motels are primarily located in highly visible highly traveled locations close to the city's employment center.

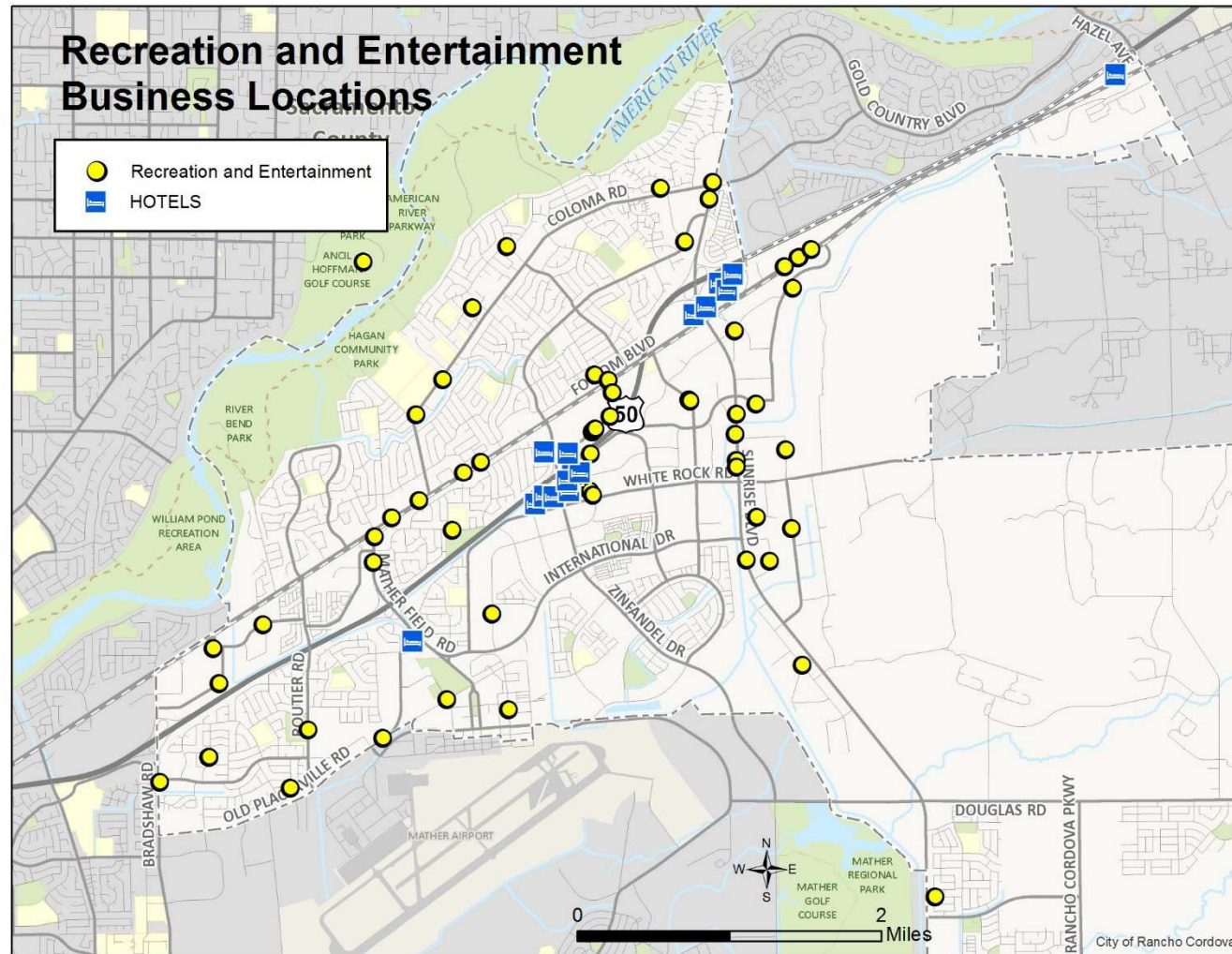


Figure 1 – Rancho Cordova Recreation, Entertainment and Lodging Facilities

Lodging

LODGING

As noted above, the City has 16 lodging establishments that are mostly occupied by business travelers during the week, but also host some recreational travelers.

Table 3 – Selected Facts about Rancho Cordova’s Lodging Industryⁱⁱⁱ

Selected Lodging Data ^{iv}	Data	Comment
Lodging Establishments	16	See list below
Rooms	2,015	
Average number of rooms each	126	
Total Employees	521	
Average employment per establishment	32.6	
High Season -- over 68% occupancy	April - October	Coincides with business and leisure travel seasons.
High Days of the Week – Over 70% occupancy	Tues, Wed, Sat	Mix of business and leisure travelers
Average total number of Rooms available in 2014	771,264	
Average annual lodging revenue in the City, 2014	\$35.9 Million	
Transient Occupancy Tax (TOT) Collected in 2014 @ 12%	\$2.64 Million	Some is used by the Rancho Cordova CVB to promote visitation, some is shared with the County, and some provides city services.

TOT revenues to the City decreased between 2006 and 2010 due to the recession, but increased in 2010 due to the annexation of five properties. Since 2011 revenue has been steadily increasing^v and should continue with small but consistent growth as long as the economic recovery continues.^{vi}

Niche Industry Issues

Niche Industry Interview comments

A number of recreation, entertainment and lodging interviewees have indicated the following priorities:

1. “if your child is in competitive sports, you come to Rancho Cordova”^{vii}
2. Increase police patrols. Though actual crime is no worse than other communities, the visible presence of homeless near hotels, Light Rail and other locations conveys the impression that there is more crime than actual.
3. The city is known to lack a movie theater and other traditional entertainment amenities, and is working to create these missing components.
4. Improving curb appeal at key locations and throughout the city is an important need;
5. Increasing the number of amenities during the evening, and ones that can be easily walked to such as restaurants and events;
6. Building more flex space for events for multiple uses;
7. Industry representatives are interested in joint marketing with the City and other entities, including:
 - a. Publishing a recreation map of the city, including a GPS database;
 - b. Attracting conventions and sports events;
 - c. Linking to social media via a shared hash tag
 - d. Improved signage to various facilities
 - e. Creating a standing events team to bid on conventions, tournaments and other opportunities;
8. The Parks District should consider reducing fees for lighted practice. The park usage fees are twice that in other jurisdictions;
9. Improving public transportation to and from venues;
10. Linking with schools and others for more after school programs
11. Keeping startup costs for small businesses low;

City Next Steps

Based on interviews and other research, the City’s best actions to aid this industry include:

1. Advertising the amazing concentration of facilities in the city, especially joint promotion and advertising;
2. Convening a working group to identify joint marketing possibilities, and participating in appropriate marketing activities;
3. Creating a small business loan program;
4. Helping to keep the cost of recreation programs affordable;
5. Engaging with the CVB, Chamber, Community Council and others on various collaborative programs and events.

Partners

Partners: individual local businesses, Rancho Cordova Convention and Visitors Bureau, Cordova Community Council, Chamber, Rancho Cordova Recreation and Parks District, others.

Reference Materials

Table 4 -- SIC codes in Recreation, Entertainment and Lodging Niche

SIC	Description
075225 - 075228	Equestrian centers and training
4725	Tour operators
79xx	Amusement and Recreation Services
84xx	Museum, Art Galleries, and Botanical and Zoological Gardens
701101	Hotels and Motels

Selected Rec & Entertainment Establishments

24 Hour Fitness
 California Family Fitness
 Cordova Rec and Park District
 Cordova Restaurant and Casino
 Curves
 Déjà vu
 Granite Arch Climbing Center
 Mather Sports Center
 Planet Fitness
 Premier Performance
 Reserve America
 Sacramento Children's Museum
 Sacramento Motorcycle Rental
 Sports Leisure Vacations
 Sky High Sports Sacramento
 Technique Adventure and Activity
 Terry's Total Fitness, Inc.

Hotels and Motels in Rancho Cordova

Best Western
 Comfort Inn
 Courtyard-Sacramento/Rancho
 Crossland Economy Studios
 Days Inn
 Extended Stay America
 Fairfield Inn-Rancho Cordova
 Hampton Inn-Sacramento/Rancho
 Holiday Inn-Sacramento Rancho
 Hyatt House
 Hyatt Place
 LA Quinta Inn
 Marriott-Sacramento
 Motel 6
 Red Roof Inn
 Residence Inn

Endnotes

- ⁱ Establishment counts are from ReferenceUSA as of March 15, 2015 using the same criteria for all communities. Because the database is updated monthly, total company counts vary by up to 100 plus or minus, depending on the date the data is accessed. Verified companies, which includes some duplicates.
- ⁱⁱ Original database from Reference USA December 2014, with duplicates eliminated and the list adjusted for known establishments.
- ⁱⁱⁱ ReferenceUSA, STR Report, and Rancho Cordova Adopted Budget 2014-2015.
- ^{iv} STR Report, collected confidentially by subscription, used by the Rancho Cordova Convention and Visitors Bureau.
- ^v STR Report, collected confidentially by subscription, used by the Rancho Cordova Convention and Visitors Bureau.
- ^{vi} Rancho Cordova Adopted Budget 2014-2015, Page 37.
- ^{vii} Comment by interviewee during a focus group session.

Retail and Niche Industries in Rancho Cordova

**Part of the
Economic Development Work Plan**

Introduction

- Council reviewed ED Fresh Take initiatives
- Picked in order:
 1. Retail
 2. Niche Industries
 3. Office
 4. Manufacturing
 5. Access to Healthcare
 6. Folsom Blvd. Revitalization
- Retail and Niches today, Office and Manufacturing in 2 months
- Part of overall ED Work Plan

Overview

- Primary Data Source = ReferenceUSA – deduped, City limits, names/addresses, up to date;
- 3,360 firms with 37,067 employees as of Dec 2014
- Changes (e.g. Aerojet, Heald College, Blue Shield)
- Strongest concentrations in contracting, office uses, vehicles, trade schools
- In-depth study of Retail + 5 other key city niches
- Interviews and focus groups in each niche

Retail

- Sales tax is 1/3 of city revenues @ \$13 M
- Doing OK overall per capita;
- Normal # of firms and employees for a city;
- Leakage in apparel, new cars, items in malls;
- Surpluses in building materials, vehicles, Business-to-Business;
- Future is positive;
- Firms want security, joint promotion, attractive setting.

Niches 1

- Contracting, construction and home improvement
 - 732 firms & 6,809 employees
 - 22% of city's firms, 8=10% is typical
 - Concentrated along Sunrise, Mather/Coloma and @ Horn/Business Park Dr.
 - Fastest growing industry between now and 2022 (+54%)
- Vehicles and services
 - Concentrated S. Sunrise
 - 384 establishments & 2,901 employees
 - Vehicular wholesale and Manufacturing = 25% of entire region

Niches 2

- Technology
 - 131 firms, 4,398 employees
 - Including manufacturing, data processing, engineering, telecom, computers
 - Not silicon valley chips, but services
 - Concentrated in office employment areas
 - Telecom hub, education is key
- Colleges and vocational training
 - 24 schools, 370 employees
 - Over twice similar cities in region
 - Central location, close to jobs, affordable facility costs

Niches 3

- Entertainment & Recreation
 - 85 firms & 739 employees
 - Unique mix, strong recreation opportunities
- Lodging
 - 16 brands, 2,015 rooms, 521 employees
 - Best Hwy 50 concentration
 - Business focus, weekday trade
 - Reps interested in expanding leisure travel

Some Requested City actions

- Keep up existing momentum, activities
- Minimize crime and increase police presence
- Continue neighborhood revitalization
- Collaborate with niches to promote business
 - Free customer research data
- Limit new regulations –working groups helpful
- Periodic listening sessions
- Loan \$\$ for infrastructure, TI's, startups

Work Plan Focus

- As the Work Plan develops, what are the 3 most important items from the Niche and Retail analysis that you would like staff to focus on and complete?

Next Steps for ED Staff

- Office Market analysis and interviews
- Manufacturing analysis and interviews
- ED Strategy Completed
- Establish RLF
- Continued Business Outreach

Recycling Poster Competition

- s p o n s o r e d b y -

The City of Rancho Cordova &
Republic Services



Rancho Cordova



Home of the Rams



Show you care,



do your share

Mia Tookes

2nd Grade

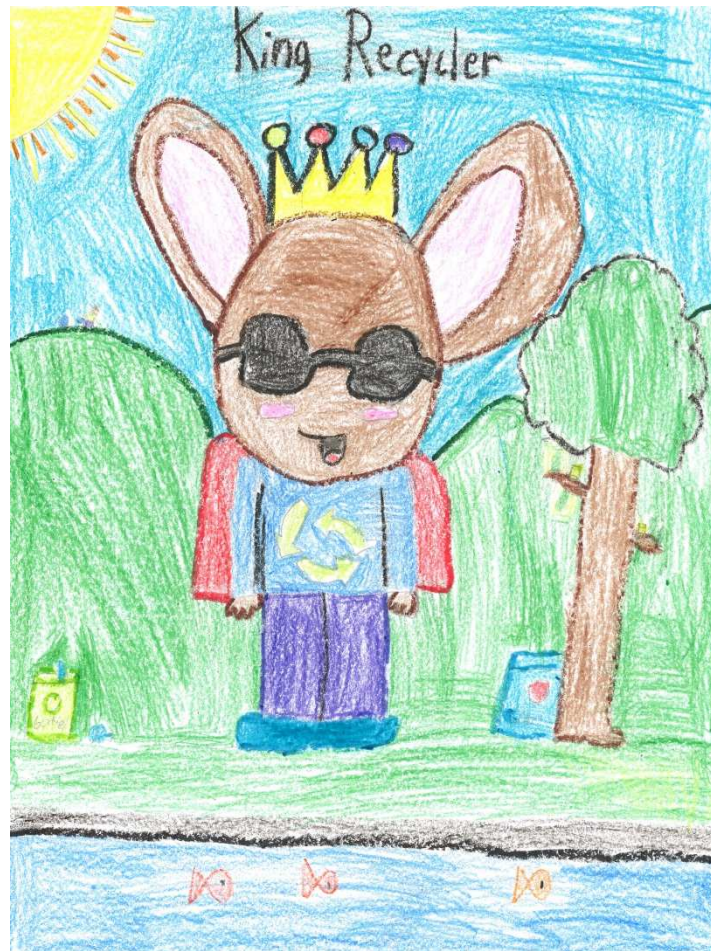
Ms. Bly

Williamson



Home of the Wildcats





Manny Gonzales

4th Grade

Ms. Gaberman



RICKY THE RECYCLING ROBOT

Gideon Melikjanyon

4th Grade

Ms. Gaberman



Karina Padilla

3rd Grade
Mrs. Horst



Bianca Hernandez

2nd Grade

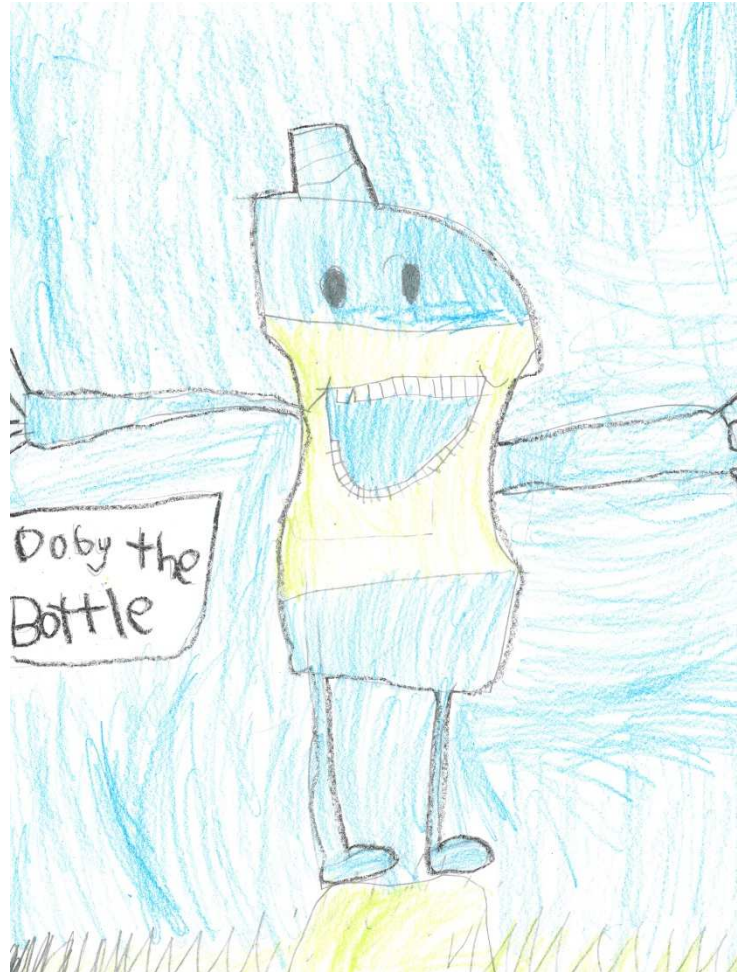
Ms. Van de Carr



Sam Barker

1st Grade

Ms. Yost



Xavier Faison

1st Grade

Ms. Yost

Cordova Villa



Home of the Hawks



Calvin Bi

1st Grade

Mrs. Chu

Riverview STEM



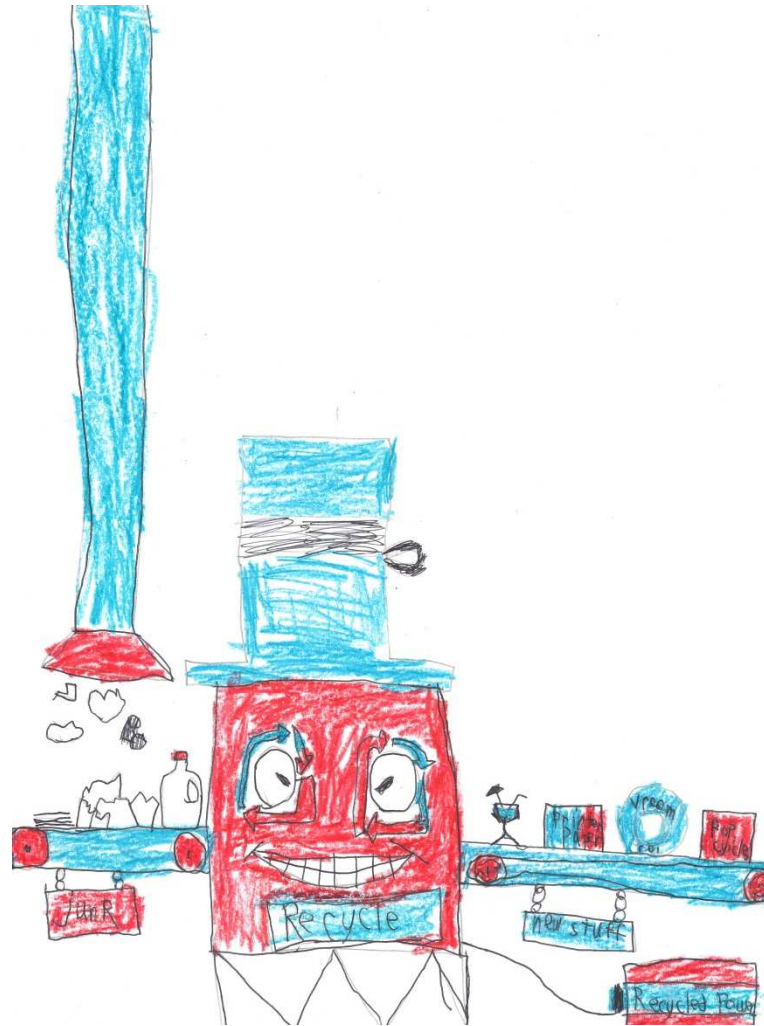
Home of the Riverview Rockets



Arsh Bandeli

3rd Grade

Mr. Martinez



Anthony Franks

4th Grade

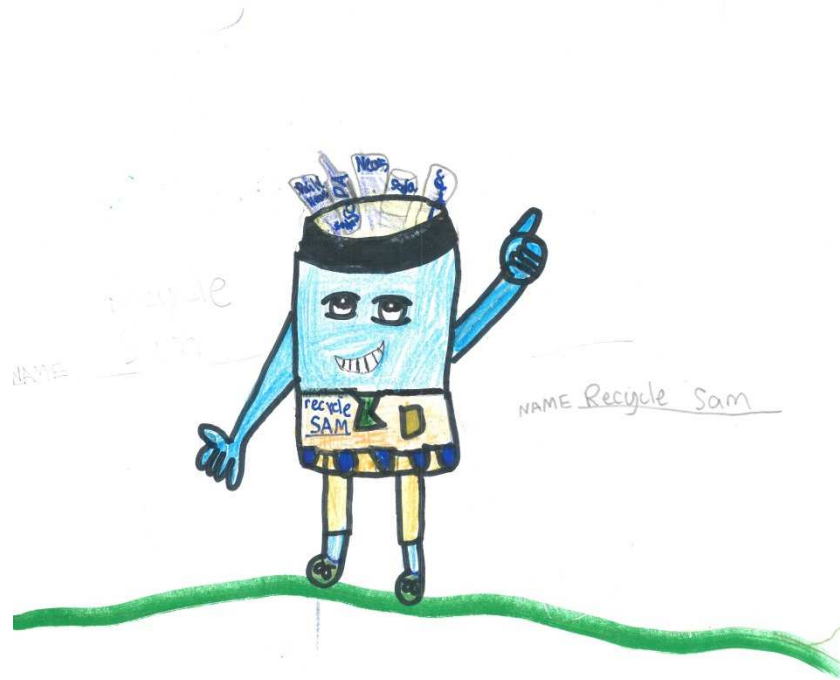
Mr. Chan

Navigator



Home of the Falcons

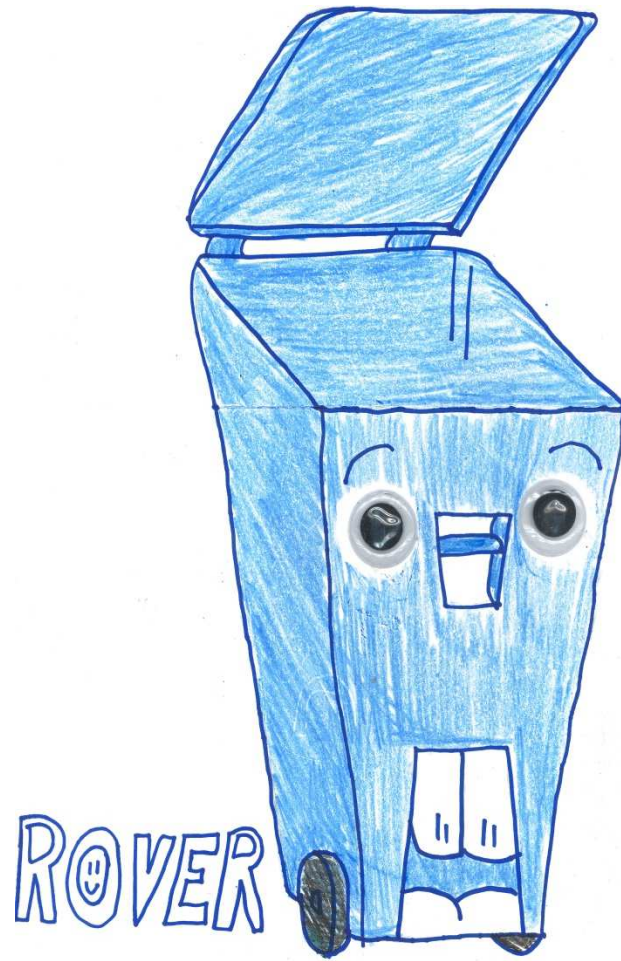




Sophie Rowland

3rd Grade

Mr. Mahoney



Marielle Mateo

3rd Grade

Mrs. Trzaska



Ivory Grace Griffin

2nd Grade
Mrs. Farrell

Williamson



Home of the Wildcats

Williamson Elementary had the highest number of poster submissions during the contest. For their excellent efforts, they have been awarded \$500 towards their art program courtesy of Republic Services.

THANK YOU

TO OUR JUDGES

RANCHO CORDOVA CITY STAFF

DR. BRIAN NAKAMURA - CITY MANAGER
CYRUS ABHAR – PUBLIC WORKS DIRECTOR
KATHY GARCIA – SENIOR CIVIL ENGINEER

CHAMBER OF COMMERCE

DIANN ROGERS – PRESIDENT & CEO

LOCAL ARTISTS

LINDA NUNES
VICTORIA SMITH
RON HALL



A SPECIAL THANK YOU

THE CORDOVA COMMUNITY COUNCIL AND MELODY GRANGER-MAYER





**CONCURRENT MEETING
CITY COUNCIL/SUCCESSOR AGENCY TO THE COMMUNITY REDEVELOPMENT
AGENCY (CRA)/RANCHO CORDOVA FINANCING CORPORATION (RCFC)**

**City Hall
2729 Prospect Park Drive, Rancho Cordova**

Monday, April 06, 2015

**5:30 PM – Regular Meeting
David B. Roberts Council Chambers**

DRAFT MINUTES

1. REGULAR MEETING - CALL TO ORDER / ROLL CALL

Mayor McGarvey called the regular meeting to order in the David B. Roberts Council Chambers at 5:39 PM.

Council Members Present: McGarvey, Terry, Budge

Council Members Absent: Sander, Skoglund

Staff Members Present: Nakamura, Lindgren, Chinn, Goold, Busch, Abhar, Haven, Grossi, Simpson, Diaz, Garcia, Stricker, Harriman, Peterson, Flory, Snipes, Silva, Hadley, Downton, Hayes

2. METRO CABLE TV TELEVISION ANNOUNCEMENT

The City Clerk read the meetings recordings and playback schedules.

3. PLEDGE OF ALLEGIANCE

Cub Scout Pack 28 led the pledge.

4. INVOCATION

Aaron Brackney from First Covenant Church gave the invocation.

5. PRESENTATIONS

- 5.1 Presentation of Proclamation for the 25th Annual Creek Week in Sacramento County

Given to Cub Scout Pack 28.

- 5.2 Certificate of Recognition from the Mayor to the New Army Enlistees of Rancho Cordova.
- 5.3 Introduction of New City Employee, Steve Harriman, Public Works Division Manager - Maintenance and Operations, Given by Cyrus Abhar, Public Works Director.

6. PUBLIC COMMENT

Mayor McGarvey opened the public comment period. The following individuals addressed the Council:

- Walt Myers, regarding District Council possibility.
- Morjana Coffman, regarding zoning code amendments.
- J.D. Hawkes, regarding Town Hall Meetings.

Mayor McGarvey closed the public comment period.

7. COUNCIL REPORTS

Council reported on events since the last meeting.

8. CONSENT CALENDAR ITEMS - ROLL CALL VOTE

Item 8.9 was pulled for discussion.

ACTION: Motion to approve items 8.1 -8.8 and 8.10 by Budge second by Terry;
Carried by a 3:0 roll call vote. (Sander and Skoglund absent)

ACTION: Motion to approve items 8.9 with pedestrian with council revisions by Budge second by Terry;
Carried by a 3:0 roll call vote. (Sander and Skoglund absent)

- 8.1 **Subject:** Meeting Minutes of February 25, 2015 Special City Council Meeting/Town Hall Meeting, March 12, 2015 Special City Council Meeting/Closed Session, March 16, 2015 Regular City Council Meeting, March 17, 2015 Special City Council Meeting/Town Hall Meeting, March 25, 2015 Special City Council Meeting/Town Hall Meeting, March 27, 2015 Special City Council Meeting/Town Hall Meeting and March 30, 2015 Special City Council Meeting/Town Hall Meeting.

Recommendation: Adopt minutes.

- 8.2 **Subject:** Second Reading of Ordinance No. 5-2015, Adopting a First Amendment to the Development Agreement for the Capital Village Special Planning Area.

Recommendation: Waive the second reading and adopt Ordinance No. 5-2015.

Result of Recommended Action: Adopting this Ordinance will extend the current timing requirement for the Capital Village Special Planning Area Development Agreement (DA) by an additional 10 year term. While a majority of the special planning area is developed, this time extension is needed to ensure consistent financial mechanisms are in place to complete the remaining development.

Staff Report: Matthew Diaz, Associate Planner.

Advances Goal: 2.

- 8.3 **Subject:** Resolution Authorizing the City Manager to Execute a Contract Amendment No. 29-2013-3 for On-Call Professional Services with Mark Thomas & Company Inc., to Increase the Contract Amount from \$500,000 to \$600,000 to Accommodate the Engineering Design Services for the Folsom Boulevard Streetscape Enhancement Project Phase IV.

Recommendation: Adopt Resolution No. 42-2015.

Result of Recommended Action: Adoption of this resolution will authorize the City Manager to execute contract amendment no. 29-2013-3 for on-call professional services with Mark Thomas & Company Inc., which will increase the contract amount from \$500,000 to \$600,000 to accommodate the engineering design services for the Folsom Boulevard Streetscape Enhancement Project Phase IV.

Staff Report: Cyrus Abhar, Public Works Director and Kathy Garcia, Senior Civil Engineer.

Advances Goals: 1, 2, 5.

- 8.4 **Subject:** 2014 General Plan Annual Report.

Recommendation: Receive the 2014 General Plan Annual Report as required by State law.

Result of Recommended Action: By receiving this report, the City Council is satisfying its statutory obligation under State law. No further action is required on the part of the City Council. The purpose of the report is to provide an annual accounting of implementation of the General Plan.

Staff Report: Matthew Diaz, Associate Planner.

- 8.5 **Subject:** Resolution Authorizing the City Manager to Execute Amendment No. 66-2012-3 to the Memorandum of Understanding for Probation Services Between the City and the County of Sacramento in the Amount of \$156,507 Annually.

Recommendation: Adopt Resolution No. 38-2015.

Result of Recommended Action: Adoption of this resolution will allow the City to extend for one year the contract with the Sacramento County Probation Department to provide the services of two Probation Officers (POs) to the City of Rancho Cordova to act as liaisons between these agencies and to coordinate with other agencies and community-based organizations as part of the Rancho Cordova Community Alliance project.

Staff Report: Kerry Simpson, Neighborhood Services Division.

Advances Goals: 1, 2, 3, 5.

- 8.6 **Subject:** Resolution Authorizing the City Manager to Execute Contract Amendment No. 66-2014-1 with Interwest Consulting Group to Provide Additional On-Call GIS Services for the Public Works Department.

Recommendation: Adopt Resolution No. 39-2015.

Result of Recommended Action: Adoption of this resolution will authorize the City Manager to execute contract amendment no. 66-2014-1 for on-call professional services with Interwest Consulting Group that will increase the multi-year contract amount from \$300,000 to \$425,000 to accommodate additional GIS services needed for administration of the Stormwater Quality Program.

Staff Report: Cyrus Abhar, Public Works Director and Britton Snipes, Senior Civil Engineer.

Advances Goal: 5.

- 8.7 **Subject:** A Resolution of the City Council of the City of Rancho Cordova Making Certain Findings and Determinations Related to, and Accepting, the FY 2013-14 Development Impact Fee Report for the AB1600 Development Fees.
Recommendation: Adopt Resolution No. 33-2015.
Result of Recommended Action: Adoption of this resolution approves the annual Development Impact Fee Report prepared in accordance with California Government Code Section 66000, et seq. and ensures the City remains in compliance with AB1600 reporting requirements. Ongoing compliance means that the City can continue to collect fees from developers to ensure that new development is providing new infrastructure or funds to ensure that their impact upon the existing city is funded by the development, not by existing residents.
Staff Report: Michelle Mingay, Sr. Finance Analyst.
Advances Goal: 6.
- 8.8 **Subject:** Resolution Authorizing the City Manager to Execute Contract Change Order No. 1 for the Amount of \$90, 135 with Tennyson Electric Inc., for Coloma Road Traffic Signal Interconnect and Aramon Drive/Stударus Drive and Coloma Road. Traffic Signal Improvement Project and Authorizing the City Manager to Approve Potential Future Change Orders up to a Maximum of \$95,000.
Recommendation: Adopt Resolution No. 40-2015.
Result of Recommended Action: Adoption of this resolution will authorize the City Manager to execute Contract Change Order (CCO's) No. 1 with Tennyson Electric Inc., to increase the current contract amount from \$845,835 to \$935,970 for the construction of the Coloma Road Traffic Signal Interconnect and Aramon Drive/Stударus Drive and Coloma Road Traffic Signal Improvement Project.
- This resolution will also authorize the City Manager to approve potential future CCO's up to a maximum of \$95,000.
Staff Report: Cyrus Abhar, Public Works Director and Chris Boyer, Associate Civil Engineer.
Advances Goal: 5.
- 8.9 **Subject:** Resolution No. 43-2015 Approving Subdivision No. RC-04-123.4, Final Map of Capital Village Phase IV and Execute Subdivision Improvement Agreement.
Recommendation: Adopt Resolution No. 43-2015.
Result of Recommended Action: Approval of this recommended action will result in the city entering into a Subdivision Improvement Agreement (Exhibit A), guaranteeing the construction of public roads and utilities with Beazer Homes Holdings., a Delaware Corporation and the recording of the final subdivision map creating 122 new residentially zoned lots.
Staff Report: Cyrus Abhar, Public Works Director.
Advances Goals: 1, 2.
- 8.10 **Subject:** Inter-fund Loan Agreement Between the General Fund and the Local Housing Trust Fund.
Recommendation: Adopt Resolution No. 46-2015 that approves an inter-fund loan agreement between the General Fund and the Local Housing Trust Fund.
Result of Recommended Action: Approval of the Inter-fund Loan Agreement will create a binding commitment on the future revenues of the Local Housing Trust Fund to repay funds fronted by the General Fund that will be used in the development of the Mather Veterans Village and Horizons @ New Rancho affordable housing developments. It will also set a limit on the amount to be loaned to the Local Housing Trust Fund, and will dedicate any revenues to that fund to be used exclusively for the

repayment of the loan.

Staff Report: Donna Silva, Chief Financial Officer and Jessica Hayes, Housing and Neighborhood Development Analyst.

Advances Goals: 1,2,5.

9. CONSENT PUBLIC HEARING ITEMS - ROLL CALL VOTE

Mayor McGarvey opened the public comment period. There were no public speakers. Mayor McGarvey closed the public comment period.

Item 9.1 was pulled to discuss election results. Deputy City Clerk, Stacia George, reported that she received the ballot and all property owners voted in favor. The item passes.

ACTION: Motion to approve item 9.1 by Budge second by Terry;
Carried by a 3:0 roll call vote. (Sander and Skoglund absent)

ACTION: Motion to approve item 9.2 by Terry second by Budge;
Carried by a 3:0 roll call vote. (Sander and Skoglund absent)

9.1 **Subject:** Resolutions Amending and Declaring Election Results for Sunridge North Douglas Community Facilities District No. 2005-1.

Recommendation:

Staff recommends Council adopt the following resolutions:

1. Resolution of Amendment of Authorized Bonded Indebtedness, Appropriations Limits, Special Tax Formula and Authorized Facilities for Sunridge North Douglas Community Facilities District No. 2005-1, and Authorizing the Submitting of Amendments to Qualified Electors. (Resolution No. 34-2015)
2. Resolution Declaring Results of Election for Amendment of Authorized Bonded Indebtedness, Appropriations Limits, Special Tax Formula, Determining Validity of Prior Proceedings, and Directing Recording of Amended Special Tax Lien for Sunridge North Douglas Community Facilities District No. 2005-1. (Resolution No. 35-2015).
3. Waive first reading and introduce Ordinance No. 6-2015 Levying Special Taxes within Sunridge North Douglas Community Facilities District No. 2005-1 and Rescinding Ordinance No. 26-2005.
4. Resolution approving the First Amendment to the Funding, Construction and Acquisition Agreement in connection with Sunridge North Douglas Community Facilities District No. 2005-1. (Resolution No. 36-2015)

Result of Recommended Action: Adoption of these Resolutions will complete the amendment process for the Sunridge North Douglas Community Facilities District No. 2005-1 (the "CFD") and authorize a landowner vote which, if successfully passed, approves the Thirty Five Million Dollars (\$35,000,000) Authorized Bonded Indebtedness, Appropriations Limit and the Amended and Restated Rate and Method of Apportionment. The Bond proceeds will be used to finance the acquisition and construction of public facilities and/or the payment of certain fees for development of Sunridge North Douglas, a 663 single family residential community.

Staff Report: Michelle Mingay, Sr. Finance Analyst.

Advances Goal: 5.

9.2 **Subject:** Bradshaw Business Park Tentative Parcel Map; Project No. DD8558 –

Located at 9778, 9792, 9800, 9816 Business Park Drive.

Recommendation: Adopt the Resolution No. 44-2015.

Result of Recommended Action: Adoption of Resolution No. 44-2015 would approve the applicant's request for a commercial subdivision to divide one existing parcel totaling 5.65 acres into four new parcels with sizes ranging from 1.08 acres to 1.74 acres. Each new parcel would contain one commercial building per parcel and will continue to have cross access, shared parking, and joint landscaped areas.

Staff Report: Matthew Diaz, Associate Planner.

Advances Goals: 1, 2, 6.

10. PUBLIC HEARING ITEMS

- 10.1 **Subject:** Clear Channel Outdoor Digital Freeway Sign Conditional Use Permit and Operating Agreement; Project No. DD8480 – Located at 12137 Folsom Boulevard. Item continued from February 17, 2015 City Council Meeting.

Recommendation: The following recommendations provide the City Council with alternative approaches to address the proposed Digital Freeway Sign application:

1. Consistent with Council direction received on December 15, 2014, adopt Resolution 3-2015 denying the Clear Channel Outdoor Conditional Use Permit and Operating Agreement; OR

2. Consider additional information included within the staff report and the public testimony and provide staff with alternative direction as desired.

Result of Recommended Action: Adoption of the Resolution would deny the Clear Channel Outdoor project. Alternatively, the City Council can provide other direction regarding preparation of alternate Resolutions or conducting additional research to be brought back for consideration in the future.

Staff Report: Jessica Jordan, Principal Planner.

Advances Goals: 1, 6.

- 10.2 **Subject:** Sierra Outdoor/CBS Outdoor Digital Freeway Sign Conditional Use Permit and Operating Agreement; Project No. DD8490 – Located at 12125 Folsom Boulevard. Item continued from February 17, 2015 City Council Meeting.

Recommendation: The following recommendations provide the City Council with alternative approaches to address the proposed Digital Freeway Sign application:

1. Consistent with Council direction received on December 15, 2014, adopt Resolution 4-2015 approving the Sierra Outdoor/Outfront Media Conditional Use Permit and Operating Agreement; OR

2. Consider additional information included within the staff report and the public testimony and provide staff with alternative direction as desired.

Result of Recommended Action: Adoption of the Resolution would allow for Sierra Outdoor/Outfront Media to move forward with project construction. Alternatively, the City Council can provide other direction regarding preparation of alternate resolutions or conducting additional research to be brought back for consideration in the future.

Staff Report: Jessica Jordan, Principal Planner.

Advances Goals: 1, 6.

ACTION: Motion to open the Public Hearing for items 10.1 and 10.2 by Budge second by Terry;
Carried by a 3:0 roll call vote. (Sander and Skoglund absent)

ACTION: Motion to close the Public Hearing for items 10.1 and 10.2 by Budge second by Terry;
Carried by a 3:0 roll call vote. (Sander and Skoglund absent)

Mayor McGarvey opened the public comment period. The following individuals addressed the Council:

- Mary Nesel, in opposition of items 10.1 and 10.2.

Mayor McGarvey closed the public comment period.

ACTION: Motion to continue items 10.1 and 10.2 to May 4, 2015 Regular City Council Meeting by Terry second by Budge;
Carried by a 3:0 roll call vote. (Sander and Skoglund absent)

10.3 **Subject:** Douglas 103 Rezone, Large Lot Tentative Subdivision Map, Small Lot Tentative Subdivision Map, Development Agreement Amendment; Project No. DD8502 – Located at the Southeast Corner of Rancho Cordova Parkway and the Future Extension of Americanos Boulevard.

Recommendation: Introduce and waive the first reading of Ordinance No. 7-2015 and adopt Resolution No. 45-2015.

Result of Recommended Action: Approval of the project would allow reconfiguration of the residential subdivision and overall reduction in units from 301 single family lots to 198 single family lots. Additionally, approval of the project would allow for amendments to the previously adopted Development Agreement that updates and clarifies the project's parks and infrastructure requirements. These modifications reflect the recent updates to the City's open space/park standards and Public Works improvement timing and standards.

Staff Report: Matthew Diaz, Associate Planner.

Advances Goals: 1, 2, 6.

Mayor McGarvey opened the public comment period. The following individuals addressed the Council:

- Stan Mette, representing Wood Rogers, addressed council.
- Mary Nesel, regarding item 10.3.

Mayor McGarvey closed the public comment period.

ACTION: Motion to approve item 10.3 by Budge second by Terry;
Carried by a 3:0 roll call vote. (Sander and Skoglund absent)

11. REGULAR CALENDAR ITEMS

11.1 **Subject:** Disposition, Development and Loan Agreement with Veterans Housing Development Corporation for Approval of Permanent Loan Funds and Site Control for Phase 2 of the Mather Veterans' Village Affordable Housing Development for

Homeless and Disabled Veterans.

Recommendation: Adopt Resolution No. 37-2015, authorizing the City Manager to execute the Disposition, Development and Loan Agreement (DDLA) and related instruments including permanent and predevelopment loans and site control with Vietnam Veterans of California, Inc., a California nonprofit public benefit corporation dba Veterans Resource Centers of America (VRCA).

Result of Recommended Action: Adoption of this resolution will provide the City Manager authorization to execute the DDLA and related instruments with the Developer of the Mather Veterans Resource Center (Phase 2) component of Mather Veterans' Village. This phase is an affordable, transitional housing development for homeless and disabled veterans. The action will also authorize the commitment of funds in the form of a permanent, deferred loan for development costs and provides site control necessary for VRCA to apply for Veterans Housing and Homeless Prevention (VHHP) and other related funding.

Staff Report: Reed Flory, Housing Services Administrator, Jessica Hayes, Housing and Neighborhood Development Analyst, and Renee Funston, Housing Intern.

Advances Goals: 1, 2, 3, 5, 6.

Mayor McGarvey opened the public comment period. The following individuals addressed the Council:

- Peter Cameron of Veterans Resource Center of America addressed council's questions.

Mayor McGarvey closed the public comment period.

ACTION: Motion to approve by Budge second by Terry;
Carried by a 3:0 roll call vote. (Sander and Skoglund absent)

11.2 **Subject:** Accounting for Measure H Activity.

Recommendation: Provide direction to staff on the type of fund to create to account for Measure H activities. While either option is feasible, staff recommends Option One. Both options create the transparency and accountability desired by the Council and the Community, but Option One best retains the Council's discretion over the use of Measure H funds.

Result of Recommended Action: Staff will proceed with creating the desired fund type to account for Measure H activities and move any activity previously recorded into the appropriate fund. If Option Two is chosen, staff will return with an ordinance for council consideration.

Staff Report: Donna Silva, Chief Financial Officer.

Advances Goal: 1, 3, 5, and 6.

Mayor McGarvey opened the public comment period. The following individuals addressed the Council:

- Derald Langwell, regarding item 11.2
- Mary Nesel, regarding item 11.2.

Mayor McGarvey closed the public comment period.

Discussion item only; no action taken.

12. COUNCIL REQUESTS FOR FUTURE AGENDA ITEMS

Council Member Budge requested a discussion on the plastic bags issue.

Council Member Budge requested the bee-keeping ordinance.

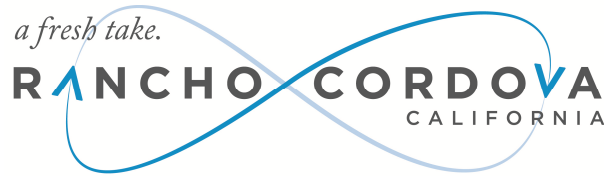
13. CITY MANAGER'S REPORT

NONE.

14. ADJOURNMENT

Mayor McGarvey adjourned the meeting in memory of Sherry Sue Lautsbaugh at 9:13 PM.

Mindy Cuppy, MMC, City Clerk



**CONCURRENT MEETING
CITY COUNCIL/SUCCESSOR AGENCY COMMUNITY REDEVELOPMENT AGENCY
(CRA)/RANCHO CORDOVA FINANCING CORPORATION (RCFC)**

City Hall
2729 Prospect Park Drive, Rancho Cordova

Thursday, April 16, 2015

5:00 PM – Special Meeting
Coloma Room

DRAFT MINUTES

1. CLOSED SESSION - CALL TO ORDER/ROLL CALL

Mayor Skoglund called the special meeting to order in the Coloma Room at 5:03 PM.

Council Members Present: McGarvey, Skoglund (By Phone), Terry

Council Members Absent: Budge, Sander

Staff Members Present: Nakamura, Lindgren

2. PUBLIC COMMENT

Mayor McGarvey opened the public comment period. There were no speakers. Mayor Skoglund closed the public comment period.

3. CLOSED SESSION

City Manager Evaluation of Performance (Government Code §54957).

4. OPEN SESSION - REPORT FROM CLOSED SESSION

City Attorney, Adam Lindgren, reported that there was no reportable action taken in closed session.

5. ADJOURNMENT

Mayor McGarvey adjourned the meeting at 6:08 PM.

Mindy Cuppy, MMC, City Clerk

CITY OF RANCHO CORDOVA

ORDINANCE NO. 6-2015

**AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF RANCHO CORDOVA LEVYING
SPECIAL TAXES WITHIN CITY OF RANCHO CORDOVA SUNRIDGE NORTH DOUGLAS
COMMUNITY FACILITIES DISTRICT NO. 2005-1 AND RESCINDING ORDINANCE NO. 26-
2005**

THE CITY COUNCIL OF THE CITY OF RANCHO CORDOVA DOES ORDAIN AS FOLLOWS:

WHEREAS, the City Council of the City of Rancho Cordova (the "City") has conducted proceedings under and pursuant to the Mello-Roos Community Facilities Act of 1982, as amended, Chapter 2.5 of Part 1 of Division 2 of Title 5 (commencing with Section 53311) of the California Government Code (the "Act"), to form City of Rancho Cordova Sunridge North Douglas Community Facilities District No. 2005-1 (the "CFD"), to authorize the levy of a special tax (the "Special Tax") upon the land within the CFD, and to issue bonds secured by the Special Tax, the proceeds of which are to be used to finance certain public improvements and services, all as described in those proceedings (the "Facilities" and "Services"); and

WHEREAS, the Rate and Method of Apportionment of Special Tax for the CFD (the "Rate and Method"), attached as Exhibit B to the City Council's Resolution No. 131-2005 adopted by the City Council on October 17, 2005 (the "Resolution of Formation"), authorizes the levy of a Special Tax in the CFD in any fiscal year to pay the Facilities Special Tax Requirement and the Services Special Tax Requirement, subject to certain maximums; and

WHEREAS, the City has been asked by the owners of the property in the CFD to (i) amend and restate the Rate and Method in order to extend the life of the CFD to 2055-56, (ii) increase the maximum principal amount of authorized bonded indebtedness for the CFD to \$35,000,000, (iii) increase the annual appropriations limit to \$35,000,000 and (iv) amend the facilities authorized to be financed by the CFD; and

WHEREAS, on March 2, 2015, the City Council adopted a resolution (the "Resolution of Consideration") stating its intention to change the Authorized Indebtedness limit, Appropriations Limit and Rate and Method of Apportionment of the special taxes to be levied within the CFD, pursuant to which the City Council (i) approved the proposed amended and restated Rate and Method (the "Amended and Restated Rate and Method") in the form attached as Exhibit A to the Resolution of Consideration, (ii) declared the intention of the City Council, acting as the legislative body for the CFD, to cause bonds of the City to be issued for the CFD pursuant to the Act to finance in whole or in part the construction and/or acquisition of the Facilities in the aggregate principal in an amount not to exceed \$35,000,000, (iii) approved an increased annual appropriations limit of \$35,000,000 and (iv) set a public hearing for April 6, 2015; and

WHEREAS, following a public hearing held on April 6, 2015, the City Council, acting as the legislative body of the CFD, adopted "A Resolution of the City Council of the City of Rancho Cordova of Amendment of Authorized Indebtedness, Appropriations Limits, Special Tax Formula and Authorized Facilities for Sunridge North Douglas Community Facilities District No. 2005-1, and Authorizing the Submitting of Amendments to Qualified Electors" calling for a special landowner election of the qualified electors within the CFD to be held on April 6, 2015; and

WHEREAS, the special election was held on April 6, 2015, and the ballots were submitted to the City Clerk as the official conducting the election; and

WHEREAS, also on April 6, 2015, the City Council adopted "A Resolution of the City Council of the City of Rancho Cordova Declaring Results of Election for Amendment of Authorized Indebtedness, Appropriations Limits, Special Tax Formula and Authorized Facilities, Determining Validity of Prior Proceedings, and Directing Recording of Amended Notice of Special Tax Lien for Sunridge North Douglas Community Facilities District No. 2005-1", in which it found that two-thirds of the votes cast at the election were in favor of the ballot measure, and declared that, pursuant to the voter approval, the authorized indebtedness, appropriations limit, Rate and Method of Apportionment of Special Tax, and authorized facilities for the CFD were amended, which amendments are now applicable to the CFD by its approval of the various changes, including the Amended and Restated Rate and Method.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF RANCHO CORDOVA, as follows:

Section 1. By the passage of this Ordinance this City Council hereby authorizes and levies special taxes within the CFD pursuant to the Act, at the rate and in accordance with the Amended and Restated Rate and Method, which Amended and Restated Rate and Method is by this reference incorporated herein. The special taxes are hereby levied commencing in fiscal year 2015-16 and in each fiscal year thereafter until payment in full of any bonds issued by the City for the CFD (the "Bonds") or such longer period provided in the Amended and Restated Rate and Method, as contemplated by the Resolution of Formation, the Resolution Determining Necessity to Incur Bonded Indebtedness and the Resolution of Amendment adopted by the City Council with respect to the CFD, and all costs of administering the CFD.

Section 2. The Chief Financial Officer or other authorized official of the City is hereby authorized and directed each fiscal year to determine the specific special tax rate and amount to be levied for the next ensuing fiscal year for each parcel of real property within the CFD, in the manner and as provided in the Resolution of Formation.

Section 3. Properties or entities of the State, Federal or Local governments shall be exempt from any levy of the special taxes. In no event shall the special taxes be levied on any parcel within the CFD in excess of the Maximum Special Tax specified in the Amended and Restated Rate and Method.

Section 4. All of the collections of the special tax shall be used as provided for in the Act and in the Resolution of Formation including, but not limited to, the payment of principal and interest on the Bonds, the replenishment of the reserve fund for the Bonds, the payment of the costs of the Facilities and Services, the payment of the costs of the City in administering the CFD, and the costs of collecting and administering the special tax.

Section 5. The special taxes shall be collected in the same manner as ordinary ad valorem taxes are collected and shall have the same lien priority, and be subject to the same penalties and the same procedure and sale in cases of delinquency as provided for ad valorem taxes; provided, however, that this City Council may provide for other appropriate methods of collection by resolutions of this City Council. In addition, the provisions of Section 53356.1 of the Act shall apply to delinquent special tax payments. The Chief Financial Officer of the City is hereby authorized and directed to provide all necessary information to the auditor/tax collector of the County of Sacramento in order to effect proper billing and collection of the special tax, so that the special tax shall be included on the secured property tax roll of the County of

Sacramento for fiscal year 2015-16 and for each fiscal year thereafter until the Bonds are paid in full or such longer period of time provided in the Amended and Restated Rate and Method.

Section 6. This Ordinance rescinds in its entirety Ordinance No. 26-2005, adopted by the City Council on November 7, 2005.

Section 7. If for any reason any portion of this Ordinance is found to be invalid, or if the special tax is found inapplicable to any particular parcel within the CFD, by a court of competent jurisdiction, the balance of this Ordinance and the application of the special tax to the remaining parcels within the CFD shall not be affected.

Section 8. Within fifteen (15) days after adoption, a Summary of this Ordinance shall be published once in the Grapevine Independent, or the Sacramento Bee, a newspaper of general circulation printed and published in Sacramento County and circulated in the City of Rancho Cordova, in accordance with Government Code Section 36933. This Ordinance shall take effect and be enforced thirty (30) days after its inception.

PASSED AND ADOPTED by the City Council of the City of Rancho Cordova on the ____ day of ____, 2015 by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

Robert J. McGarvey, Mayor

ATTEST:

Mindy Cuppy, MMC, City Clerk

ATTACHMENT 1**CITY OF RANCHO CORDOVA****ORDINANCE NO. 7-2015**

**AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF RANCHO CORDOVA
 APPROVING A REZONE AND DEVELOPMENT AGREEMENT AMENDMENT FOR DOUGLAS
 103 – PROJECT NO. DD8502**

THE CITY COUNCIL OF THE CITY OF RANCHO CORDOVA DOES ORDAIN AS FOLLOWS:**Section 1. Purpose and Declarations.**

WHEREAS, LAL Brothers LLC (hereinafter referred to as “Landowner”) filed an application with the City of Rancho Cordova to modify the Douglas 103 development project (“Project”) located at the south of Douglas Road, at the corner of Douglas Road and the future Americanos Boulevard extension. (Assessor’s Parcel Number 067-0040-017, 018, and 026); and

WHEREAS, in order to strengthen the public planning process, encourage private participation in comprehensive planning and reduce the economic risk of development, the Legislature of the State of California adopted Section 65864, *et seq.*, of the Government Code (the “Development Agreement Statute”), authorizing the City, and any person having a legal or equitable interest in the real property, to enter into a development agreement and establish certain development rights in the property, which is the subject of the development project application. Pursuant to Government Code section 65868, Development Agreements may be amended by mutual assent of the parties; and

WHEREAS, in April 2006, the City and Douglas Grantline 103 LLC entered into a Development Agreement for the Douglas 103 Project, consisting of 111.2 acres of low and medium density residential development (Ordinance Number 07-2006). The Douglas 103 Project remains undeveloped; and

WHEREAS, Douglas 103 Project is within the Sunrise Douglas Community Plan and the SunRidge Specific Plan (“SDCP/SRSP”) area. The SDCP/SRSP was approved by the County of Sacramento (“County”) in July 2002. The County also prepared and certified an Environmental Impact Report (“EIR”) (State Clearinghouse Number 97022055) for the SDCP/SRSP. In July 2003, the City of Rancho Cordova incorporated an area that included the SDCP and SRSP. In response to litigation involving the SDCP/SRSP EIR, the City subsequently rescinded approval of the SDCP/SRSP. On November 7, 2012, the City certified a partially Revised EIR for the SDCP/SRSP, however, at that time the City determined to carry out the projects within the SDCP/SRSP area without re-approving the SDCP/SRSP; and

WHEREAS, in 2005, the City adopted a Mitigated Negative Declaration as the CEQA environmental review for the Sunridge East Projects which included Douglas 103, Douglas 98, Grantline 208, and Arista Del Sol. The Sunridge East MND relied upon, and incorporated by reference, the SDCP/SRSP EIR; and

WHEREAS, in the Sunridge East MND, the City concluded that the Project would not have a significant impact on the environment due to the mitigation measures adopted by the City in the SDCP/SRSP EIR and the MND. All environmental impacts were reviewed and addressed at the time the Project was approved. All recitals and findings of determination,

ATTACHMENT 1

which adopted the Development Agreement, are still accurate and relevant to the Amendment; and

WHEREAS, in 2012 an Assumption Agreement was recorded transferring ownership of the Douglas 103 project from Douglas Grantline 103 LLC to LAL Brothers LLC ("Landowner"); and

WHEREAS, pursuant to Government Code section 65868, City and Landowner now desire to modify the Development Agreement to reflect certain changes and modifications to the obligations of the Landowner to pay certain fees for park renovations to existing City parks and improvements at new City parks, to revise Landowner's park obligations, to update obligations relating to funding of police services and to make other revisions, all as more fully set forth in the attached Development Agreement Amendment; and

WHEREAS, the requested approvals by Landowner to the Douglas 103 Project include the Development Agreement Amendment and amendment to the City's Zoning Map; and

WHEREAS, an Addendum to the previously certified EIR and MND was prepared in accordance with the California Environmental Quality Act ("CEQA"). No significant impacts were identified. On the basis of the Addendum, comments received, and the whole record, there is no substantial evidence that the Project will have a significant adverse impact on the environment. The Addendum reflects the City Council's independent judgment and analysis;

WHEREAS, the City Council is the appropriate authority to hear and take action on this project; and

WHEREAS, the City Council of the City of Rancho Cordova has conducted a properly noticed public hearing pursuant to Government Code Section 65090 and has duly considered all written and verbal testimony presented during the hearing.

Section 2. Findings

The City Council hereby finds that:

A. **CEQA Compliance.** The City prepared an Addendum to analyze whether supplemental environmental review to the SDCP/SRSP EIR (State Clearinghouse Number 97022055) was required for the Project under CEQA ("2014 Addendum"). The analysis in the 2014 Addendum shows that none of the standards under CEQA for preparation of subsequent or supplement environmental review (either a Negative Declaration or EIR) have occurred or are met for the Project. The Douglas 103 Project will not result in any new or substantially more severe impacts and that prior analysis contained in the originally certified EIR and adopted MND adequately address all environmental impacts. Further environmental review is not required because the proposed amendments do not meet the criteria for preparing a subsequent EIR or Negative Declaration under State CEQA Guidelines section 15162.

B. **Required Findings.** The attached Development Agreement Amendment and Zoning Map Amendment are consistent with the following additional required findings:

Finding: The development agreement is consistent with the General Plan objectives, policies, land uses and implementation programs and any other applicable Specific Plans.

ATTACHMENT 1

Evidence: The Douglas 103 Development Agreement Amendment is consistent with the City's and the Cordova Recreation and Park District's current adopted policies relative to parks and open space obligations and Public Work's infrastructure requirements.

Finding: The Development Agreement is in conformance with the public convenience and general welfare of persons residing in the immediate area and will not be detrimental or injurious to property or persons in the general neighborhood or the general welfare of the residents of the city as a whole.

Evidence: The Douglas 103 Development Agreement Amendment will ensure that the future development of the site occurs in a manner consistent with the obligations and expectations of a residential neighborhood. The Project site is located in an undeveloped portion of the City, no persons or property will be adversely impacted by the Project as the Project will improve circulation and provide additional housing options to future residents. The continued development of the City will provide new residents and commercial services not currently available to the general residents of the City as a whole.

Finding: The development agreement will promote orderly development of property or the preservation of property values.

Evidence: The Douglas 103 Development Agreement Amendment will ensure that the future development of the site occurs in an orderly manner, establishing required timing of construction for parks, payments of fees, and public works infrastructure.

Finding: The proposed amendment is consistent with the General Plan.

Evidence: The proposed rezone of the Douglas 103 Project site relies on appropriate zoning designations for the subject property and the future surrounding development areas. All designations are consistent with the corresponding General Plan Land Use Designation and development expectation for the area.

Finding: The proposed amendment would not be detrimental to the public interest, health, safety, convenience, or welfare of the city.

Evidence: Rezone of the Douglas 103 Project will support future development and is in the public interest to continue creating a healthy and varied residential community within the City. There are no anticipated effects of the project that would be detrimental to public health, safety, and welfare.

Finding: The proposed amendment has been reviewed in compliance with the provisions of CEQA.

Evidence: The proposed Douglas 103 Project was reviewed and an Addendum was prepared for the Project. The analysis in the 2014 Addendum shows that none of the standards under CEQA for preparation of subsequent or supplement environmental review (either a Negative Declaration or EIR) have occurred or are met for the Project. The Douglas 103 Project will not result in any new or substantially more severe impacts and that prior analysis contained in the originally certified EIR and adopted MND adequately address all environmental impacts. Further environmental review is not

ATTACHMENT 1

required because the proposed amendments do not meet the criteria for preparing a subsequent EIR or Negative Declaration under State CEQA Guidelines section 15162.

Finding: The site is physically suitable (including absence of physical constraints, access, compatibility with adjoining land uses, and provisions of utilities) for the requested zoning designations and anticipated land uses/development.

Evidence: The Project site is physically suitable for the future development of residential, commercial, open space, parks, and preservation uses. The Project has been planned to be compatible with future surrounding developments. There are no physical constraints limiting the construction to occur consistent with the Douglas 103 Tentative Subdivision Map. The Project has been conditioned to ensure that all necessary utilities and roadways are constructed in a timely manner to best serve the future residents of the Douglas 103 Project.

Section 3. Approval of the Development Agreement Amendment

The City Council hereby approves the Development Agreement Amendment, attached to this Ordinance and incorporated herein by reference as **Exhibit 1B**, and authorizes the City Manager to sign the Development Agreement Amendment after the effective date of this Ordinance.

Section 4. Approval of the Zoning Map Amendment

The City Council hereby adopts the Zoning Map Amendment attached hereto as **Exhibit 1A**.

Section 5. Severability

If any provision of this Ordinance or the application thereof to any person or circumstance, is held invalid, the remainder of the Ordinance, including the application of such part or provision to other persons or circumstances shall not be affected thereby and shall continue in full force and effect. To this end, provisions of this Ordinance are severable. The City Council hereby declares that it would have passed each section, subsection, subdivision, paragraph, sentence, clause or phrase hereof irrespective of the fact that any one or more sections, subsections, subdivisions, paragraphs, sentences, clauses, or phrases be held unconstitutional, invalid or unenforceable.

Section 6. Effective Date

Within fifteen (15) days after adoption, a Summary of this Ordinance shall be published once in the Grapevine Independent, or the Sacramento Bee, a newspaper of general circulation printed and published in Sacramento County and circulated in the City of Rancho Cordova, in accordance with Government Code Section 36933. This Ordinance shall take effect and be enforced thirty (30) days after its inception.

ATTACHMENT 1

PASSED AND ADOPTED by the City Council of the City of Rancho Cordova on the ____ day of _____, 2015 by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

Robert McGarvey, Mayor

ATTEST:

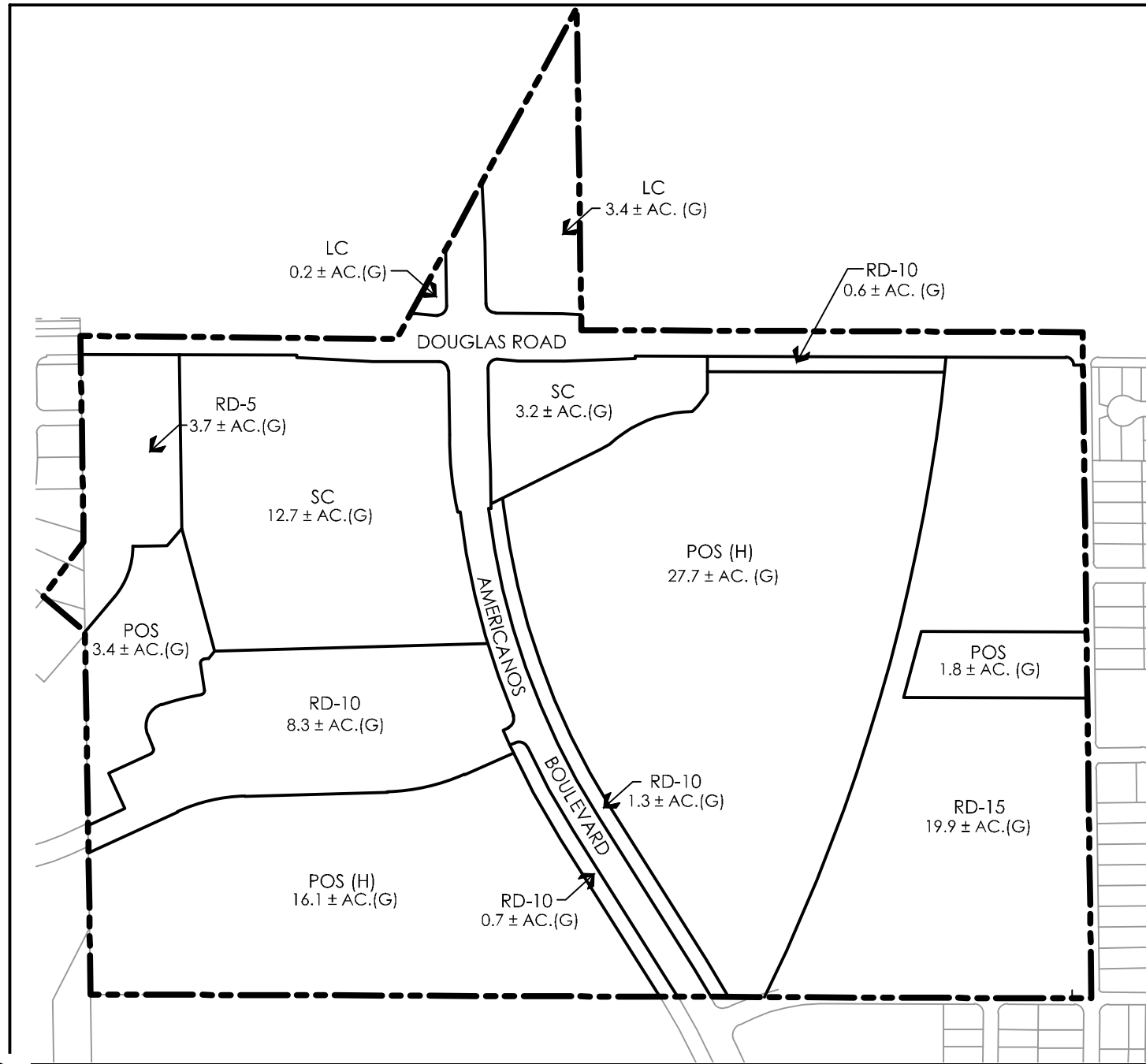
Mindy Cuppy, MMC, City Clerk
2356702.2

REZONE EXHIBIT
DOUGLAS 103

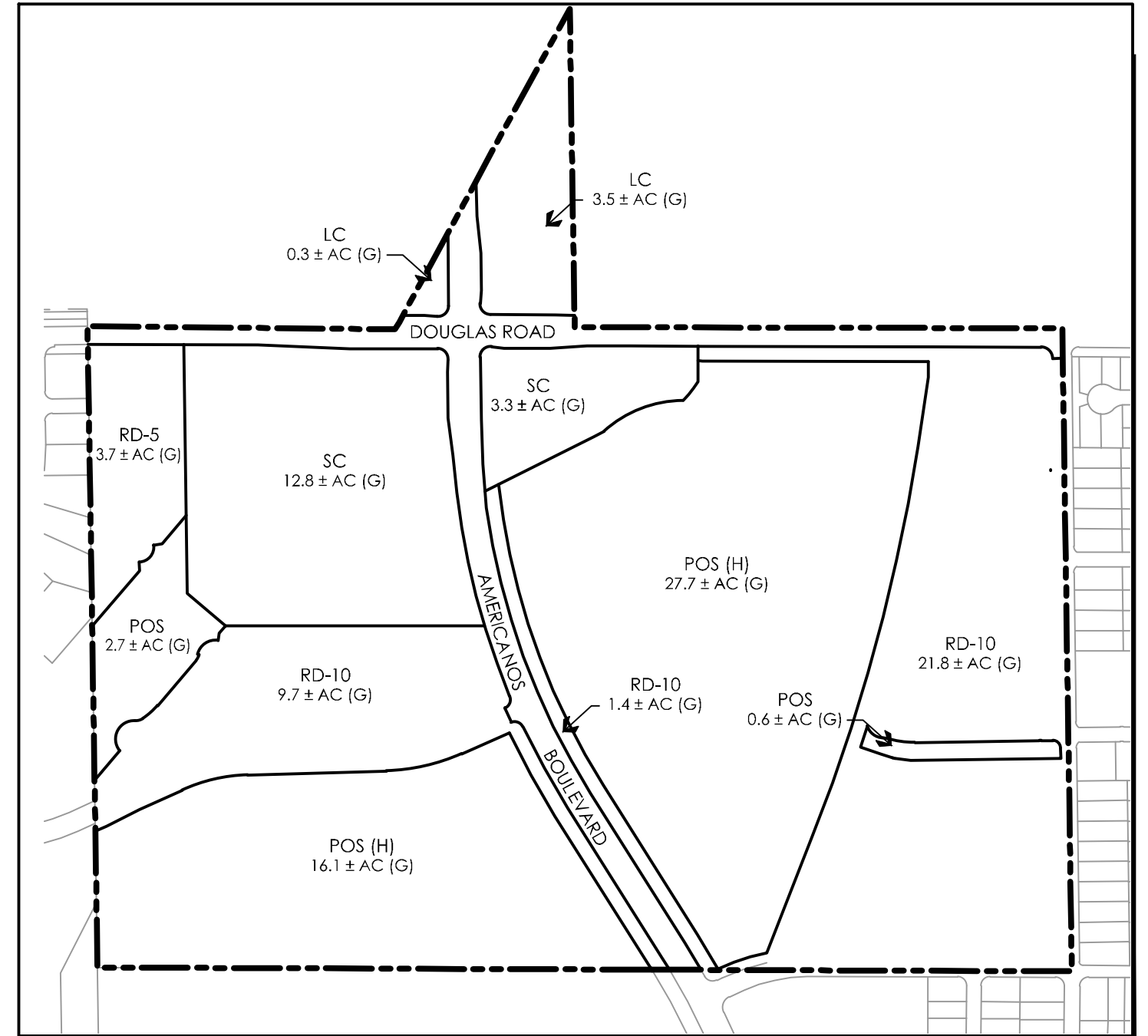
CITY OF RANCHO CORDOVA, CALIFORNIA
MARCH 24, 2015

EXHIBIT 1A

EXISTING ZONING



PROPOSED ZONING



LAND USE SUMMARY

DESIGNATION	LAND USE	EXISTING	PROPOSED	DIFFERENCE
RD-5	SINGLE FAMILY RESIDENTIAL	3.7	3.7	0.0
RD-10	SINGLE FAMILY RESIDENTIAL	10.9	32.9	22.0
RD-15	SINGLE/MULTI FAMILY RESIDENTIAL	19.9	0.0	-19.9
LC	LIMITED COMMERCIAL	3.6	3.8	0.2
SC	COMMERCIAL	15.9	16.1	0.2
POS	PARKS AND OPEN SPACE	5.2	3.3	-1.9
POS (H)	PARKS AND OPEN SPACE (HABITAT)	43.8	43.8	0.0
RW	RIGHT OF WAY	8.2	7.6	-0.6
TOTAL		111.2	111.2	0.0

AGENDA ITEM 12.3

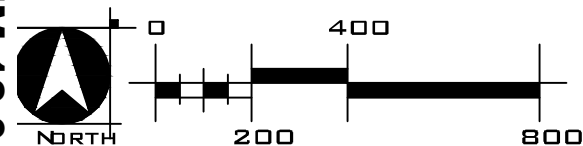


EXHIBIT 1B

OFFICIAL BUSINESS
Document entitled to free recording
Government Code Section 6103

RECORDING REQUESTED BY AND
WHEN RECORDED, MAIL TO:

City of Rancho Cordova
2729 Prospect Park Drive
Rancho Cordova, CA 95670
Attn: City Clerk

(SPACE ABOVE THIS LINE RESERVED FOR RECORDER'S USE)

**FIRST AMENDMENT TO DEVELOPMENT AGREEMENT
RELATIVE TO DOUGLAS 103
BY AND BETWEEN THE CITY OF RANCHO CORDOVA
AND LAL BROTHERS, LLC**

This First Amendment to Development Agreement (this "**Amendment**") is entered into this ___ day of _____, 2015, by and between the **CITY OF RANCHO CORDOVA**, a municipal corporation (the "**City**"), and **LAL Brothers, LLC**, a California limited liability company ("**Landowner**"). The City and Landowner are hereinafter collectively referred to as the "**Parties**."

RECITALS

A. The City and Douglas Grantline 103, LLC, a California limited liability company, entered into that certain Development Agreement dated March 6, 2006 ("**Agreement**"), recorded on May 2, 2006, in the Office of the Sacramento County Recorder in Book 20060502, Page 2498, Official Records, which established certain development rights in certain real property located in the City of Rancho Cordova, California, as more particularly described in **Exhibit A-1** and **Exhibit A-2** of the Agreement (the "**Property**").

B. The Property has changed ownership since the City and Douglas Grantline 103, LLC, a California limited liability company, entered into the Development Agreement. Comerica Bank acquired the interest in the Property from Douglas Grantline 103, LLC. Landowner currently owns the Property and has assumed all of the interests and obligations of Comerica Bank. Landowner has provided the City with a title report indicating its ownership in fee of the Property.

C. Pursuant to Government Code section 65868, the City and Landowner now desire to modify and amend the Agreement to reflect certain changes to Landowner's obligations to pay certain fees for park renovations at existing City parks and improvements at new City parks, to revise Landowner's park obligations, to modify certain traffic thresholds in exchange for a supplemental fee, to update obligations relating to the funding of police services, and to make other revisions, all as more fully set forth below in this Amendment.

D. This Amendment amends certain provisions of the Agreement applicable to the entire Property, and was adopted by City Ordinance No. ___-2015 on _____, 2015. All capitalized terms used in this Amendment shall have the same meaning as set forth in the Agreement.

EXHIBIT 1B

NOW, THEREFORE, in consideration of the foregoing recitals and the mutual covenants contained herein, the Parties hereby agree to amend the Agreement as follows:

AGREEMENT

1. **Incorporation of Recitals.** Recitals A through D are hereby incorporated herein, including the documents referenced in the Recitals.

2. **Restatement of Section 6 of the Recitals Concerning "Project Approvals."** Section 6 of the Recitals of the Agreement is hereby deleted and replaced with the following:

"6. Project Approvals. The following land use approvals (together the **"Project Approvals"**) have been granted for the Property, which entitlements are the subject of this Agreement.

6.1 The Sunridge Specific Plan adopted by the County of Sacramento, as adopted by the City on July 1, 2003, by City Resolution No. 06-2003 (the **"Specific Plan"**);

6.2 The Mitigation Measures in both the Environmental Impact Report (**"EIR"**) certified by the County of Sacramento in July 2002 (State Clearinghouse No. 97022055), as revised by the City on November 7, 2011, the Mitigated Negative Declaration adopted on February 21, 2006, as further analyzed in the Addendum dated August 2014;

6.3 The Rezoning of the Property, approved by the City on February 21, 2006, by City Ordinance No. 08-2006 as further amended on _____, 2015 by City Ordinance No. ____-2015;

6.4 The Large Lot Tentative Subdivision Map approved on _____, 2015 by City Resolution No. ____-2015 for one hundred and ninety-eight (198) residential lots (attached hereto as **Exhibit 1**);

6.5 The Small Lot Tentative Subdivision Map approved on _____, 2015 by City Resolution No. ____-2015 (attached hereto as **Exhibit 2**);

6.6 The Development Agreement adopted on March 6, 2006, by City Ordinance No. 07-2006 (the **"Adopting Ordinance"**) as amended on _____, 2015 by City Ordinance No. ____-2015 adopting the First Amendment to the Development Agreement."

3. **Restatement of Section 5.2 concerning the "Term."** The City and Landowner agree that Section 5.2 of the Agreement is hereby deleted and replaced with the following:

"5.2 Term. Upon the execution of the First Amendment, the term of this Agreement shall commence on the Effective Date and extend to _____, 20__, which date is a period of _____ (__) years from the date that City Ordinance No. ____-2015 approving this First Amendment takes effect, unless said term is terminated, modified or extended by circumstances set forth in this Agreement. Following expiration of the term, this Agreement shall not affect any right or duty created by the City approvals for the

EXHIBIT 1B

Property adopted prior to, concurrently with, or subsequent to the approval of this Agreement.”

4. Restatement of Section 6.4.1 Concerning the “New Park Development Obligation.” The City and Landowner agree that Section 6.4.1 of the Agreement is hereby deleted and replaced with the following:

“6.4.1 New Park Development Obligation.

(i) Dedication of Park Land:

Landowner’s obligation to dedicate land to the Cordova Recreation and Park District (the “**Park District**”) pursuant to California Government Code Section 66477 (the “**Quimby Act**”) shall be satisfied by a combination of land dedication and Landowner’s payment of in lieu fees. The Quimby Act park requirement for this project is 2.92 acres. The Landowner will dedicate Lot A to satisfy a portion of the Quimby Act park land requirement. The acreage in Lot A is heavily encumbered with utility easements and will be credited towards the Quimby Act park land requirement at twenty-five percent (25%) or 0.67 acres. The payment of in lieu fees for 2.25 acres shall be paid to the Park District prior to the recordation of the first final subdivision map.

(ii) Dedication of Open Space Land:

Landowner’s obligation to dedicate open space land to the City shall be satisfied by Landowner’s dedication of Lot A to the City, as shown on the Large Lot Tentative Subdivision Map, attached hereto as **Exhibit 1**.

(iii) Open Space Land Improvement

The Landowner agrees it will improve open space lands, Lots A and H, shown in Exhibit  of the First Amendment.

Lot A shall be improved with landscaping, a 12-foot wide class 1 trail with 2-foot wide shoulders, and other associated facilities to the satisfaction of the City and per City specifications. Improvements shall be constructed by the developer, and at developer cost, at the time noted in the phasing plan. The improved lot shall be dedicated to the City. There will be no reimbursement to developer for the improvements.

At subdivision improvement plan submittal, the Park District and the City will meet and confer on any additional improvements to Lot A. The Park District agrees to participate in the development costs of the Lot A open space parcel by contributing in-lieu Quimby Act park fees from this project towards the development up to the amount of in-lieu Quimby Act park fees paid by Landowner for this project. Landowner shall have no responsibility for constructing such additional improvements on Lot A.

Lot H shall be improved with landscaping, a 7-foot wide sidewalk and other associated facilities to the satisfaction of the City and per City specifications. Improvements shall be constructed by the developer, and at developer cost, at

EXHIBIT 1B

the time noted in the phasing plan. The improved lot shall be dedicated to the City. There will be no reimbursement to developer for the improvements.

(iv) **Park Development Impact Fee and In Lieu Fee.**

Landowner shall pay a park development impact fee for each single-family residential parcel or residential parcel equivalent on the Property to mitigate the costs for the Park District and the City to design, construct and install park and open space improvements (the **"Park Development Impact Fee"**). The Park Development Impact Fee will be paid prior to issuance of each residential building permit within the project. The Park Development Impact Fee will be Ten Thousand, One Hundred Thirty Six Dollars and Fifty Two Cents (\$10,136.52) for each single-family residential parcel or residential parcel equivalent. Of the Ten Thousand One Hundred Thirty Six Dollars and Fifty Two Cents (\$10,136.52) Park Development Impact Fee, Eight Thousand Eight Hundred Sixty-Seven Dollars and Fifty Six Cents (\$8,867.56) is for park development and One Thousand Two Hundred Sixty Eight Dollars and Ninety Six Cents (\$1,268.96) to the City is for neighborhood green, trails and open space improvements.

The Park Development Impact Fee shall be adjusted on January 1, 2016 and annually thereafter, no later than January 15th by the method provided in City Ordinance No. 05-2014 as follows:

- (a) A "mean" index will be computed by averaging the index for 20 U.S. cities with the index for San Francisco by resort to the most recent October issue of the Engineering News Record magazine Construction Cost Index.
- (b) An adjustment factor shall be computed by dividing the "mean" index as calculated in subsection (a) of this Section by the "mean" index for the previous October.
- (c) The adjusted Park Development Impact Fee shall be calculated by multiplying the adjustment factor, as calculated in subsection (b) of this Section, by the Park Development Impact Fee in place prior to the annual adjustment.

Additionally, if and when the City adopts the Citywide Park Improvement Fee, or an Area-Wide Park Improvement Fee applicable to the project, the Landowner and the City agree to that the portion of the Park Development Impact Fee used for parks (currently Eight Thousand Eight Hundred Sixty-Seven Dollars and Fifty-Six Cents (\$8,867.56)) will automatically adjust to the City adopted Citywide Park Improvement Fee or the Area-Wide Park Improvement Fee. The portion of the Park Development Impact Fee used for the City's neighborhood green, trails and open space improvements (One Thousand Two Hundred Sixty Eight Dollars and Ninety Six Cents (\$1,268.96)) will continue as required for under the First Amendment. Under no circumstances shall the Landowner be required to pay any new fee for neighborhood green and open space improvements in addition to the portion of the Park Development Impact Fee used for parks as set forth in this First Amendment."

EXHIBIT 1B

5. Restatement of Section 6.4.2 Concerning the “Timing of Dedications and Improvements of Parks.” The City and Landowner agree that Section 6.4.2 of the Agreement is hereby deleted and replaced with the following:

“6.4.2 Timing of Dedications of Parks and City Open Space.

(i) Parks:

Prior to the recordation of any final subdivision map, Landowner shall enter into a park development agreement with the Park District. Park sites will be accepted by the Park District for maintenance pursuant to the terms of the park development agreement. The park development agreement shall address, but not be limited to, the specific facilities to be constructed, deeding of the dedicated Quimby Act park land to the Park District, and payment of in-lieu Quimby Act fees by Landowner to the Park District. The City shall be named a third party beneficiary to the park development agreement. Landowner shall pay all costs incurred by the City and the Park District in preparing the park development agreement. Landowner will be deemed to have satisfied in full its new park development obligation, after fulfilling the requirements described in Section 6.4.1 and 6.4.2.

(ii) Open Space:

Landowner shall irrevocably offer to dedicate the open space site, Lots A and H, shown on **Exhibit 1** to the City prior to the recordation of any final subdivision map.

6. Restatement of Section 6.4.3 Concerning the “In-fill Park and Open Space Renovation and Acquisition Fee.” The City and Landowner agree that Section 6.4.3 of the Agreement is hereby deleted and replaced with the following:

“6.4.3 In-fill Park and Open Space Renovation and Acquisition Fee.

Landowner agrees that development of the Property shall be subject to the park renovation fee (the “**Park Renovation Fee**”). Landowner agrees that it shall pay the City the total sum of One Thousand Fifty Dollars and Fifty-Two Cents (\$1,050.52) for each residential parcel shown on the small lot final maps for the Property. Beginning January 1, 2016, the fee shall be adjusted annually on each January 1 based upon the percentage change in the United States Department of Labor Consumer Price Index for all Urban Consumers for the San Francisco-Oakland-San Jose area between August and August of each year. This fee shall be paid to the City no later than prior to issuance of the building permit for each residential parcel for the Property. It shall be used by the City, at its sole discretion, to acquire, renovate, repair, improve or maintain parks or open space in that portion of the City outlined in Exhibit G to the Amended Development Agreement. This payment is made voluntarily by Landowner. It is in addition to all other existing park fees, and construction and dedication obligations, including without limitation any fees paid pursuant to the Quimby Act. Landowner agrees that it shall not claim credit or right to reimbursement of any other existing park fees, and construction and dedication obligations, including Quimby Act fees, as a result of paying the Park Renovation Fee required under this Section 6.4.3. If and when the City reduces or eliminates the Park Renovation Fee on a Citywide basis (by adoption of a park tax, special sales tax or other measure), then the

EXHIBIT 1B

Park Renovation Fee under this Section 6.4.3 shall be automatically adjusted or eliminated to correspond to the new Citywide funding mechanism, provided that the Landowner does not challenge or oppose the approval or implementation of the new Citywide funding mechanism.”

7. Restatement of Section 6.4.4 Concerning the “Police Tax.” The City and Landowner agree that Section 6.4.4 of the Agreement is hereby deleted and replaced with the following:

“6.4.4 Police Tax. Landowner and the City agree that the Property shall be subject to the Police Tax enacted by City Ordinance No. 33-2006 pertaining to Police Tax Zone 29. Within one hundred eighty (180) days following the date of the City Council’s approval of this First Amendment, the Landowner shall support the annexation of the project into Community Facilities District 2013-2 (Police Services), and cover Landowner’s fair share costs of the CFD annexation not to exceed Seven Thousand Dollars (\$7,000). The City agrees that the new CFD will provide that on lands designated for all residential land use categories, the base year FY 2014/2015 Police Maximum Services Special Tax shall be Four Hundred Eighty-Three Dollars and Thirty-Nine Cents (\$483.39) annually per residential unit or residential unit equivalent. The special tax imposed by the CFD will be payable on a parcel within the Property only after a building permit has been issued by the City for the construction of a building on that particular parcel and there will be no undeveloped land tax imposed by the CFD. The new CFD shall further provide that on each July 1 commencing July 1, 2015, the Police Special Tax shall be escalated by the increase, if any, in the United States Department of Labor Consumer Price Index (“CPI”) for all Urban Consumers for the San Francisco-Oakland-San Jose Area. The CPI shall be used as determined by the United States Department of Labor Bureau of Labor Statistics from April to April as set forth in the Rate and Method of Apportionment for the CFD. However, in no event shall the tax per parcel for any fiscal year be less than the amount established for the prior fiscal year. If the CPI is discontinued, or revised, such other government index or computation with which it is replaced shall be used by the CFD in order to obtain substantially the same result as would be obtained if the CPI had not been discontinued or revised. The CFD shall specify that the Police Special Tax shall commence being payable annually following issuance of a building permit for each parcel subject to the Police Special Tax.

Within sixty (60) days of the annexation of the project into Police Services CFD, the City Council will rescind City Ordinance No. 33-2006 pertaining to Police Tax Zone 29. The Landowner acknowledges that no final small lot subdivision maps shall be approved by the City prior to the annexation of the project into the Police Services CFD.

Landowner agrees that it will not vote to repeal or amend the Police Special Tax being imposed in the amounts set forth above, and that any such vote by Landowner would constitute an event of default under this Agreement. In the event of such a default by Landowner, then in addition to all other remedies available to the City, Landowner shall be obligated to pay under this Agreement the difference between the amount of the Police Special Tax before the

EXHIBIT 1B

Landowner's vote to repeal or amend the tax, and the amount of the proposed Police Special Tax set forth above."

8. Restatement of Section 6.4.5 Concerning the "Road Maintenance Conditions." The City and Landowner agree that Section 6.4.5 of the Agreement is hereby deleted and replaced with the following:

"6.4.5 Streets, Street Lighting and Landscaping Maintenance. Landowner and the City agree that the Landowner shall participate in or provide a funding mechanism for maintenance services for the fair share of existing and all new public improvements associated with the project including, but not limited to, streets, bridges/culverts, traffic signals, traffic signs, striping and legends, ITS operations, street lights and safety lights, and public frontage and median landscape improvements. This may be accomplished through annexation to the City's Communities Facilities District No. 2014-2 (Street, Lighting and Landscaping Maintenance), or other financial mechanism as may be proposed and provided by the Landowner for the same purpose of providing a financial mechanism to fund the operation and maintenance of the project's public improvements. The Landowner shall support the annexation of the project into Community Facilities District 2014-2, and cover Landowner's fair share costs of the CFD annexation not to exceed Seven Thousand Dollars (\$7,000)."

9. Addition of New Section 6.4.6 "Stormwater Utility Fee." The City and Landowner agree to add a new Section 6.4.6 of the Agreement as follows:

"6.4.6 Stormwater Utility Fee. Landowner and the City agree that the Landowner shall participate in or provide a funding mechanism for maintenance services for the project's stormwater drainage and flood protection system. This may be accomplished through annexation to the City's Stormwater Utility Fee District, or other financial mechanism as may be proposed and provided by the Property Owner for the same purpose of providing a financial mechanism to fund the operation and maintenance of the projects stormwater drainage and flood protection system. The Landowner shall support the annexation of the project into the City's Stormwater Utility Fee District, and cover Landowner's fair share costs of the annexation not to exceed Seven Thousand Dollars (\$7,000)."

10. Addition of New Section 6.4.7 "Phasing Plan." The City and Landowner agree to add a new Section 6.4.7 of the Agreement as follows:

"6.4.7 Phasing Plan. Prior to approval of any final map, Developer shall provide a large lot phasing plan addressing sequencing and full build-out of major public infrastructure throughout the project limits. The large lot phasing plan shall show all public facilities including, but not limited to, major roadways, bike trails, sewer, water, drainage, facilities, parks, park road frontage improvements and other utilities, and the large lot phasing plan will be based on the City's Guiding Principles for Phasing of Transportation, Infrastructure and Utility Services, to the satisfaction of the City's Public Works Department. The large lot phasing plan may be revised as needed during the development of the project.

Prior to approval of any small lot final map for an individual phase, the Landowners shall prepare and submit to the City a "small lot phasing plan" that addresses full build-out of all secondary streets and utility infrastructure. The

EXHIBIT 1B

small lot phasing plan will show the blocks of the small lot tentative map to be constructed and all roads, bike trails and other infrastructure required to serve the use of the proposed units within each block to the satisfaction of the City's Public Works Department. The small lot phasing plan will also be defined by the City's Guiding Principles for Phasing.

Prior to issuance of building permits (except permits for model homes) within an individual map phase, all streets and improvements shown on the small lot phasing plan, all streets necessary for access to the proposed homes, associated improvements included in the approved improvement plans, landscaping and other infrastructure as necessary for adequate public access and use shall be fully constructed and accepted to the satisfaction of the City's Public Works Department.

Developer shall have no further responsibility for improvements after meeting the improvement requirements of the applicable phase (or sub-phase). The Phasing Plan may be amended from time-to-time upon approval by the Public Works Director."

The City shall make a good faith effort to update the Sunrise Douglas Community Plan Development Impact Fee Program to include the roadway frontage immediately adjacent to the wetlands preserve within the project boundary, including the wetlands frontage along Americanos Boulevard south of the project.

11. Addition of Section 6.4.8 "New Supplemental Traffic Impact Fee." The City and Landowner agree to add a new Section 6.4.8 to the Agreement as follows:

"6.4.8 New Supplemental Traffic Impact Fee. The City and Landowner agree the Landowner shall pay a new supplemental traffic impact development fee to the City in the amount of Five Thousand Sixty Dollars (\$5,060) for each residential lot shown on the final small lot subdivision maps for the Property (the **"Supplemental Traffic Impact Fee"**). Landowner shall pay the Supplemental Traffic Impact Fee in the following increments: (i) Eight Hundred Sixty-Five Dollars (\$865) for each residential lot at the time of recordation of a final small lot subdivision map for the residential lot; and (ii) Four Thousand One Hundred Ninety-Five Dollars (\$4,195) at the time of issuance of a building permit for a residential lot. By agreeing to pay the Supplemental Traffic Impact Fee, the City agrees that Landowner and the Property will have satisfied its obligation under the Conditions of Approval and Mitigation Monitoring Reporting Program for offsite traffic improvements and shall not be made subject to constructing or funding the construction of offsite roadway improvements. The term "offsite roadway improvements" as used in the preceding sentence shall include Grant Line Road and associated frontage improvements. The City agrees that it will apply the Supplemental Traffic Impact fee to fund the Rancho Cordova Parkway Interchange or the costs of other roadway improvements needed to improve access to U.S. Highway 50 from the project area. Landowner shall be entitled to fee credits against and/or reimbursements from this Supplemental Fee should Landowner construct any improvements otherwise intended to be funded by such Supplemental Fee. The above Supplemental Traffic Impact Fee will not be subject to increase or decrease as a result of changes in any City traffic impact fees."

EXHIBIT 1B

12. Restatement of Section 10.1(i) Concerning “Formation, Consent, Waiver and Special Benefit.” The City and Landowner agree that Section 10.1(i) of the Agreement is hereby deleted and replaced with the following:

“i. Provide the City assured funding for the ongoing maintenance and operation of the City owned neighborhood greens, open spaces, and trails. This may be achieved through the annexation to CFD 2014-2 (Streets, Street Lighting and Landscape Maintenance) or through the formation of a separate funding mechanism.”

13. Restatement of Section 10.1(ii) Concerning “Formation, Consent, Waiver and Special Benefit.” The City and Landowner agree that Section 10.1 of the Agreement is hereby deleted and replaced with the following:

“ii. Provide the Park District assured funding for the ongoing maintenance and operation of District owned neighborhood greens and community parks that will be utilized by residents of the development under this Agreement. This may be achieved through an annexation to CFD 04-01 (Sunridge). The maintenance and operation funding will not duplicate services resulting from the requirements of the replaced section 10.1(i) for the City-owned neighborhood greens, open spaces, landscaped corridors and trails.”

14. Violation of CRPD Park Development Agreement. Landowner agrees that the City will be a third party beneficiary of the Park Development Agreement, but only if the Park District consents to such third party beneficiary status in the Park Development Agreement. Provided that the Park District identifies the City as a third party beneficiary of the Park Development Agreement, Landowner agrees that any violation of the Park Development Agreement may be enforced by the City as a violation of this First Amendment. If for any reason, the City is not identified as a third party beneficiary of the Park Development Agreement, Landowner agrees to amend the project's Development Agreement to include terms detailing Landowner's obligations regarding the design, construction, installation and timing of park improvements.

15. Exhibits. Exhibit B “Douglas 103 Large Lot Tentative Subdivision Map”, **Exhibit C** “Douglas 103 Small Lot Tentative Subdivision Map”, **Exhibit D-1** “Land Use Map for the Property”, **Exhibit D-2** “Land Use Summary”, and **Exhibit E** “Diagram of Park Land Dedication” are all replaced with **Exhibit 1** “Large Lot Tentative Subdivision Map” and **Exhibit 2** “Small Lot Tentative Subdivision Map”. **Exhibits 1** and **2** to this First Amendment include all the categories of information previously provided in the five replaced exhibits in the Agreement.

16. Form of Agreement. The last sentence of Section 29 of the Agreement which described the Agreement and its exhibits as constituting the entire understanding and agreement of the Parties is hereby deleted.

17. Definition of Terms. All capitalized terms used in this First Amendment shall have the same definition as provided in the Agreement, except where a different definition has been supplied in this First Amendment.

18. All Other Terms in Force. Except as amended by this Amendment, all terms and conditions of the Agreement remain in full force and effect.

19. Recording. Within ten (10) days after the Effective Date, the City shall record this First Amendment with the Sacramento County Recorder's Office.

EXHIBIT 1B

20. Counterparts. The Parties may execute this First Amendment in counterparts, each of which will be considered an original, but all of which will constitute the same instrument.

21. Entire Agreement. This First Amendment sets forth the Parties' entire understanding regarding the matters set forth above. It supersedes all prior or contemporaneous agreements, representations, and negotiations regarding those matters (whether written, oral, express, or implied) and may be modified only by another written agreement signed by all Parties. This First Amendment will control if any conflict arises between it and the Agreement.

IN WITNESS WHEREOF, the City of Rancho Cordova, a municipal corporation, has authorized the execution of this Amendment in duplicate by its City Manager and attested to by its City Clerk under the authority of Ordinance No. ____-2015, adopted by the Council of the City on ____ day of _____ 2015, and Landowner has caused this Amendment to be executed.

"CITY"

"LANDOWNER"

CITY OF RANCHO CORDOVA,
a municipal corporation

LAL BROTHERS, LLC,
a California limited liability company

By: _____

By: _____

Name: _____

Name: _____

Its: _____

Its: _____

ATTEST:

City Clerk

APPROVED AS TO FORM:

Adam U. Lindgren
City Attorney

EXHIBIT “1”

Large Lot Tentative Map and Land Use Summary

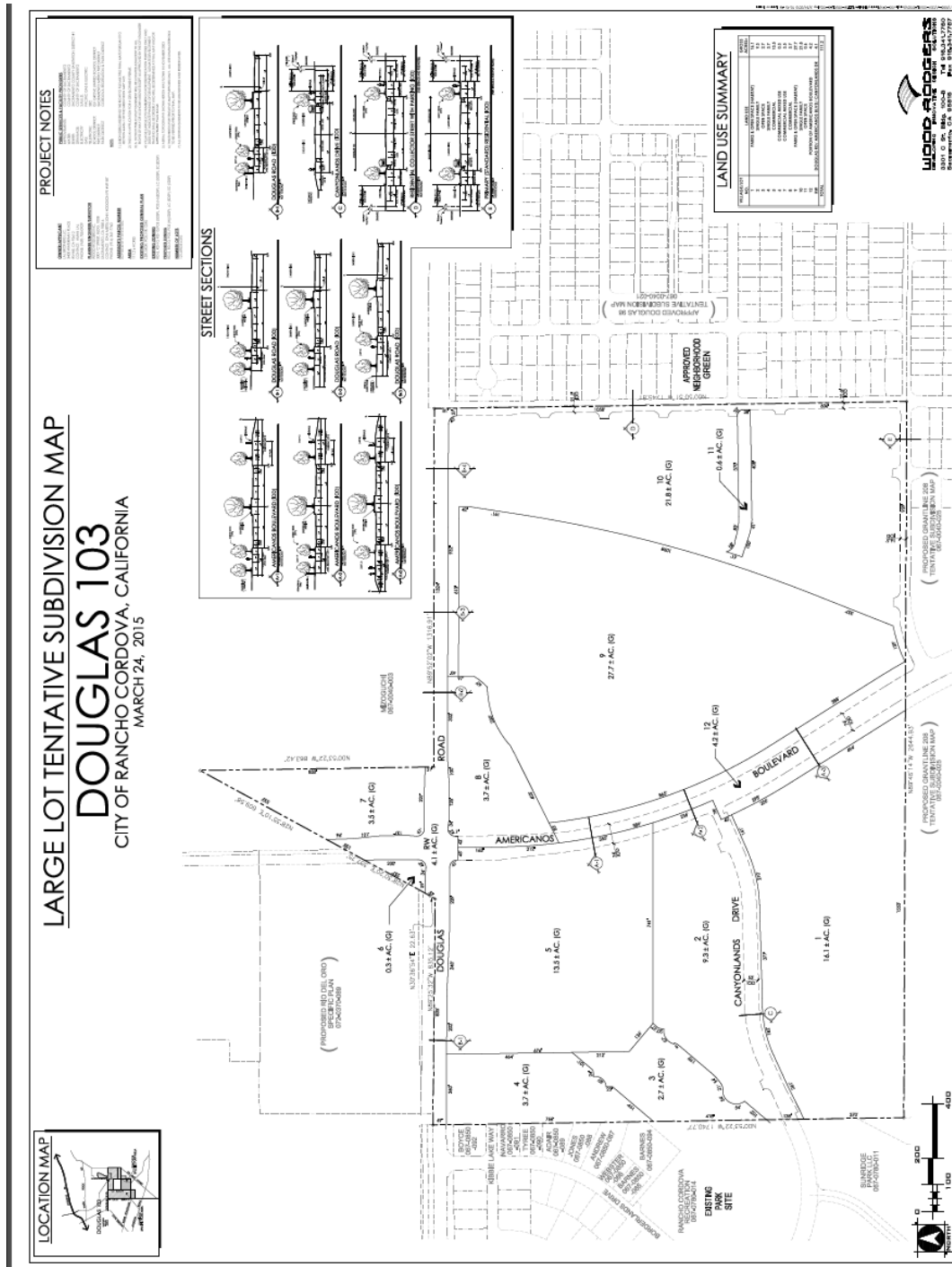
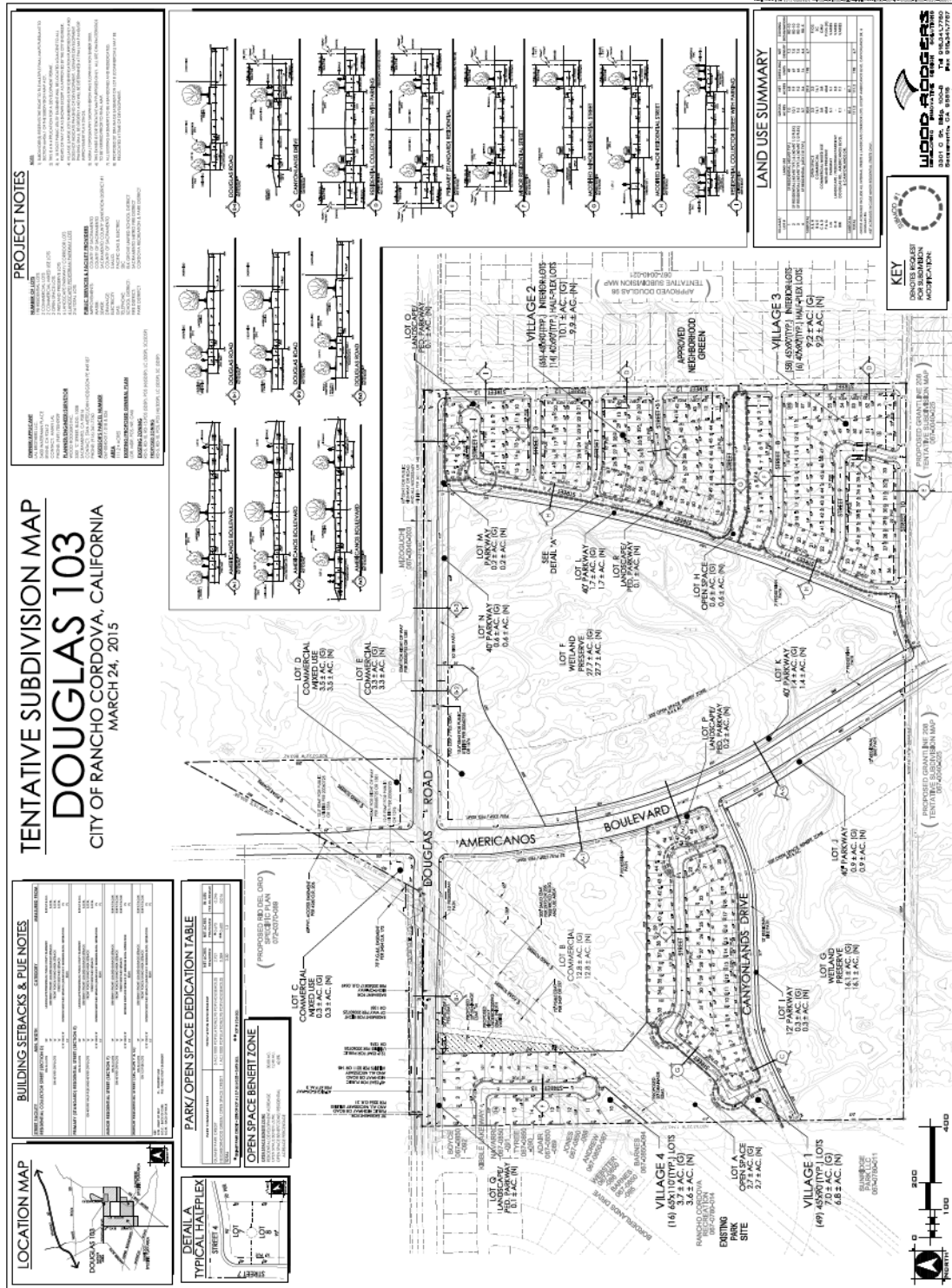


EXHIBIT "2"

Small Lot Tentative Map and Land Use Summary



2407682.3

MEMORANDUM

DATE: May 4, 2015

TO: Honorable Mayor and Council Members

FROM: Cyrus Abhar, Public Works Director

SUBJECT: APPROVAL OF PARCEL MAP OF SUBDIVISION NO. 2014-002-01, RIVERGATE SHOPPING CENTER



RECOMMENDATION

Approval of Parcel Map of Subdivision No. FM-2014-002-01, Rivergate Shopping Center; located on the west side of Sunrise Boulevard between Zinfandel Drive and Coloma Road.

RESULT OF RECOMMENDED ACTION

Approval of this recommendation will result in the recording of the parcel map creating nine separate parcels.

BACKGROUND

The City Council approved the tentative parcel map on May 19, 2014 with conditions. The site contains two existing parcels zoned Commercial Mixed-Use on a 14.3 net acre site. The existing two parcels are being divided into nine parcels. A building known as Pad 2 was recently built within the boundary of one of the proposed parcels, and a new building for a future Chick-Fil-A is under construction on a proposed parcel. The remaining parcels contain existing buildings. The final parcel map has been examined and checked for compliance with Title 22 of the City Code and the California State Map Act. A copy of the final map (**Attachment 1**) and vicinity map (**Attachment 2**) are included with this letter

FISCAL IMPACT

There is no fiscal impact to the city.

ATTACHMENTS

1. 8 ½ X 11 Copy of Final Map
2. Vicinity Map

OWNER'S STATEMENT

THE UNDERSIGNED HEREBY CONSENTS TO THE PREPARATION AND FILING OF THIS PARCEL MAP. THE REAL PROPERTY DESCRIBED BELOW IS DEDICATED AS AN EASEMENT FOR PUBLIC PURPOSES. THE UNDERSIGNED HEREBY OFFERS FOR DEDICATION AND DOES HEREBY DEDICATE TO ANY AND ALL PUBLIC USES THE PUBLIC DRIVE SHOWN HEREON AS ZINFANDEL DRIVE.

ETHAN CONRAD, UN MARRIED MAN

BY: _____ DATE: _____
ETHAN CONRAD

NOTARY ACKNOWLEDGMENT

A NOTARY PUBLIC OR OTHER OFFICER COMPLETING THIS CERTIFICATE VERIFIES ONLY THE IDENTITY OF THE INDIVIDUAL WHO SIGNED THE DOCUMENT TO WHICH THIS CERTIFICATE IS ATTACHED, AND NOT THE TRUTHFULNESS, ACCURACY, OR VALIDITY OF THAT DOCUMENT.

STATE OF _____
COUNTY OF _____

ON _____, BEFORE ME, _____ A NOTARY PUBLIC, PERSONALLY APPEARED _____, WHO PROVED TO ME ON THE BASIS OF SATISFACTORY EVIDENCE TO BE THE PERSON(S) WHOSE NAME(S) IS/ARE SUBSCRIBED TO THE WITHIN INSTRUMENT AND ACKNOWLEDGED TO ME THAT HE/SHE/THEY EXECUTED THE SAME IN HIS/HER/THEIR AUTHORIZED CAPACITY(IES), AND THAT BY HIS/HER/THEIR SIGNATURE(S) ON THE INSTRUMENT THE PERSON(S), OR THE ENTITY UPON BEHALF OF WHICH THE PERSON(S) ACTED, EXECUTED THE INSTRUMENT.

I CERTIFY UNDER PENALTY OF PERJURY UNDER THE LAWS OF THE STATE OF CALIFORNIA THAT THE FOREGOING PARAGRAPH IS TRUE AND CORRECT.

WITNESS MY HAND AND OFFICIAL SEAL

NOTARY PUBLIC, STATE OF _____
PRINT NAME _____

MY PRINCIPAL PLACE OF BUSINESS IS _____
MY COMMISSION NO. _____
MY COMMISSION EXPIRES _____

IMPROVEMENT REQUIREMENTS

THE FOLLOWING PUBLIC IMPROVEMENTS SHALL BE CONSTRUCTED IN ACCORDANCE WITH THE COUNTY OF SACRAMENTO IMPROVEMENT STANDARDS WITHIN A REASONABLE TIME FOLLOWING APPROVAL OF THE PARCEL MAP AND PRIOR TO THE ISSUANCE OF ANY PERMIT OR OTHER GRANT OF APPROVAL FOR DEVELOPMENT OF THE HEREON CREATED PARCELS:

STREETS:

- 1) REMOVE AND REPLACE ALL SIDEWALK, DRIVEWAYS, CURB AND GUTTER PER CITY STANDARD ON ZINFANDEL DRIVE PROPERTY FRONTAGE. ANY OBSTRUCTIONS TO THE SIDEWALK SHALL BE RELOCATED BEHIND BACK OF WALK.
- 2) MODIFY THE WESTBOUND LANE DROP ON ZINFANDEL DRIVE TO EXTEND TWO FULL LANES TO THE WEST SIDE OF THE DRIVEWAY ENTRANCE TO THE SHOPPING CENTER:
 - A) THE MERGE SHALL BEGIN WEST OF THE FIRST DRIVEWAY ACCESSING THE CENTER. WIDEN ZINFANDEL DRIVE TO MAINTAIN MINIMUM LANE WIDTH OF 11 FEET.
 - B) THE EXTENT OF THE WESTBOUND BICYCLE LANE SHALL NOT BE REDUCED.
 - C) WIDEN ZINFANDEL DRIVE AS NECESSARY TO MAINTAIN THE BICYCLE LANE AND TRAVEL LANES.
 - D) RELOCATE UTILITIES AS NECESSARY.
 - E) SIDEWALK WIDTH SHALL NOT BE REDUCED. WIDEN TO THE NORTH.
- 3) MODIFY THE TRINITY RIVER DRIVEWAY INCLUDING, BUT NOT LIMITED TO:
 - A) PROVIDE A RADIUS AT CORNERS AND RELOCATE PEDESTRIAN PUSH BUTTONS TO FACILITATE INGRESS AND EGRESS. THIS WILL REQUIRE REMOVAL AND REPLACEMENT OF CONCRETE AND UTILITIES.
 - B) UTILITY RELOCATIONS AS NECESSARY TO ACCOMMODATE THE IMPROVEMENTS.

STREET LIGHTS: EXISTING

SEWER: REQUIRED

DRAINAGE: EXISTING

WATER/HYDRANTS: REQUIRED

PARCEL MAP OF
SUBDIVISION NO. FM-2014-002-01
RIVERGATE SHOPPING CENTER
PARCELS C & D - CERTIFICATE OF COMPLIANCE - 770303 O.R. 634
CITY OF RANCHO CORDOVA, COUNTY OF SACRAMENTO, CALIFORNIA
JANUARY 2015
MORTON & PITALO, INC.
SHEET 1 OF 4 SHEETS

TRUSTEE'S STATEMENT

FIRST AMERICAN TITLE INSURANCE COMPANY AS TRUSTEE UNDER THE DEED OF TRUST RECORDED APRIL 8, 2014 IN BOOK 20140408, PAGE 449, SACRAMENTO COUNTY OFFICIAL RECORDS.

BY: _____ DATE: _____
PRINT NAME & TITLE: _____

BY: _____ DATE: _____
PRINT NAME & TITLE: _____

NOTARY ACKNOWLEDGMENT

A NOTARY PUBLIC OR OTHER OFFICER COMPLETING THIS CERTIFICATE VERIFIES ONLY THE IDENTITY OF THE INDIVIDUAL WHO SIGNED THE DOCUMENT TO WHICH THIS CERTIFICATE IS ATTACHED, AND NOT THE TRUTHFULNESS, ACCURACY, OR VALIDITY OF THAT DOCUMENT.

STATE OF _____
COUNTY OF _____

ON _____, BEFORE ME, _____ A NOTARY PUBLIC, PERSONALLY APPEARED _____, WHO PROVED TO ME ON THE BASIS OF SATISFACTORY EVIDENCE TO BE THE PERSON(S) WHOSE NAME(S) IS/ARE SUBSCRIBED TO THE WITHIN INSTRUMENT AND ACKNOWLEDGED TO ME THAT HE/SHE/THEY EXECUTED THE SAME IN HIS/HER/THEIR AUTHORIZED CAPACITY(IES), AND THAT BY HIS/HER/THEIR SIGNATURE(S) ON THE INSTRUMENT THE PERSON(S), OR THE ENTITY UPON BEHALF OF WHICH THE PERSON(S) ACTED, EXECUTED THE INSTRUMENT.

I CERTIFY UNDER PENALTY OF PERJURY UNDER THE LAWS OF THE STATE OF CALIFORNIA THAT THE FOREGOING PARAGRAPH IS TRUE AND CORRECT.

WITNESS MY HAND AND OFFICIAL SEAL

NOTARY PUBLIC, STATE OF _____
PRINT NAME _____

MY PRINCIPAL PLACE OF BUSINESS IS _____
MY COMMISSION NO. _____
MY COMMISSION EXPIRES _____

SURVEYOR'S STATEMENT

THIS MAP WAS PREPARED BY ME OR UNDER MY DIRECTION AND IS BASED UPON A FIELD SURVEY IN CONFORMANCE WITH THE REQUIREMENTS OF THE SUBDIVISION MAP ACT AND LOCAL ORDINANCE AT THE REQUEST OF ETHAN CONRAD IN JULY, 2014. I HEREBY STATE THAT THIS PARCEL MAP CONFORMS TO THE CONDITIONALLY APPROVED TENTATIVE MAP, IF ANY; THAT THE MONUMENTS ARE OF THE CHARACTER AND OCCUPY THE POSITIONS INDICATED, AND THAT THE MONUMENTS ARE SUFFICIENT TO ENABLE THE SURVEY TO BE RETRACED.

DATED _____



CHRISTOPHER J. GORGES
P.L.S. NO. 7350
EXPIRES: 12-31-15

CITY ENGINEER'S STATEMENT

I HEREBY STATE THAT I HAVE EXAMINED THIS PARCEL MAP OF "RIVERGATE SHOPPING CENTER" AND FIND IT TO BE SUBSTANTIALLY THE SAME AS THE TENTATIVE MAP APPROVED BY THE CITY COUNCIL OF THE CITY OF RANCHO CORDOVA AND ANY APPROVED ALTERATIONS THEREOF; THAT ALL PROVISIONS OF THE SUBDIVISION MAP ACT AND ALL APPLICABLE CITY ORDINANCES HAVE BEEN COMPLIED WITH, AND THAT I AM SATISFIED THAT SAID PLAT IS TECHNICALLY CORRECT.

DATED _____

CITY ENGINEER
CYRUS E. ABHAR
L.S. 7723, R.C.E. 45424
EXPIRATION DATE: 12/31/15

CITY CLERK'S STATEMENT

I HEREBY STATE THAT THE CITY COUNCIL OF THE CITY OF RANCHO CORDOVA HAS APPROVED THIS PARCEL MAP.

DATED _____

CITY CLERK
CITY OF RANCHO CORDOVA

RECORDER'S STATEMENT

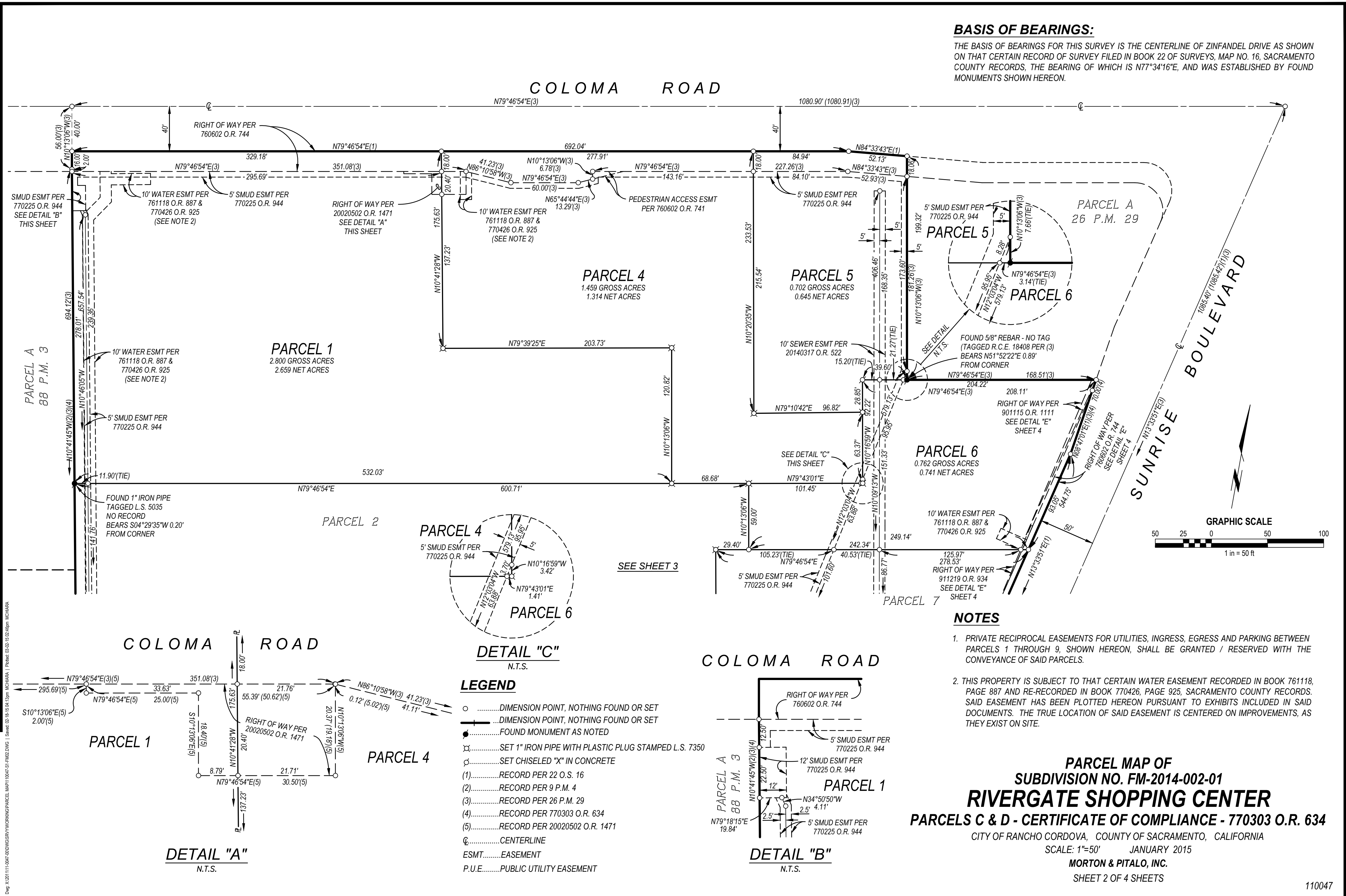
FILED THIS _____ DAY OF _____, 2015, AT _____ M., IN BOOK _____ OF PARCEL MAPS, AT PAGE _____, AT THE REQUEST OF MORTON AND PITALO, INC., TITLE TO THE LAND INCLUDED IN THIS SUBDIVISION BEING VESTED AS PER CERTIFICATE NO. _____ ON FILE IN THIS OFFICE.

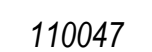
DOCUMENT NO. _____
FEE; \$ _____

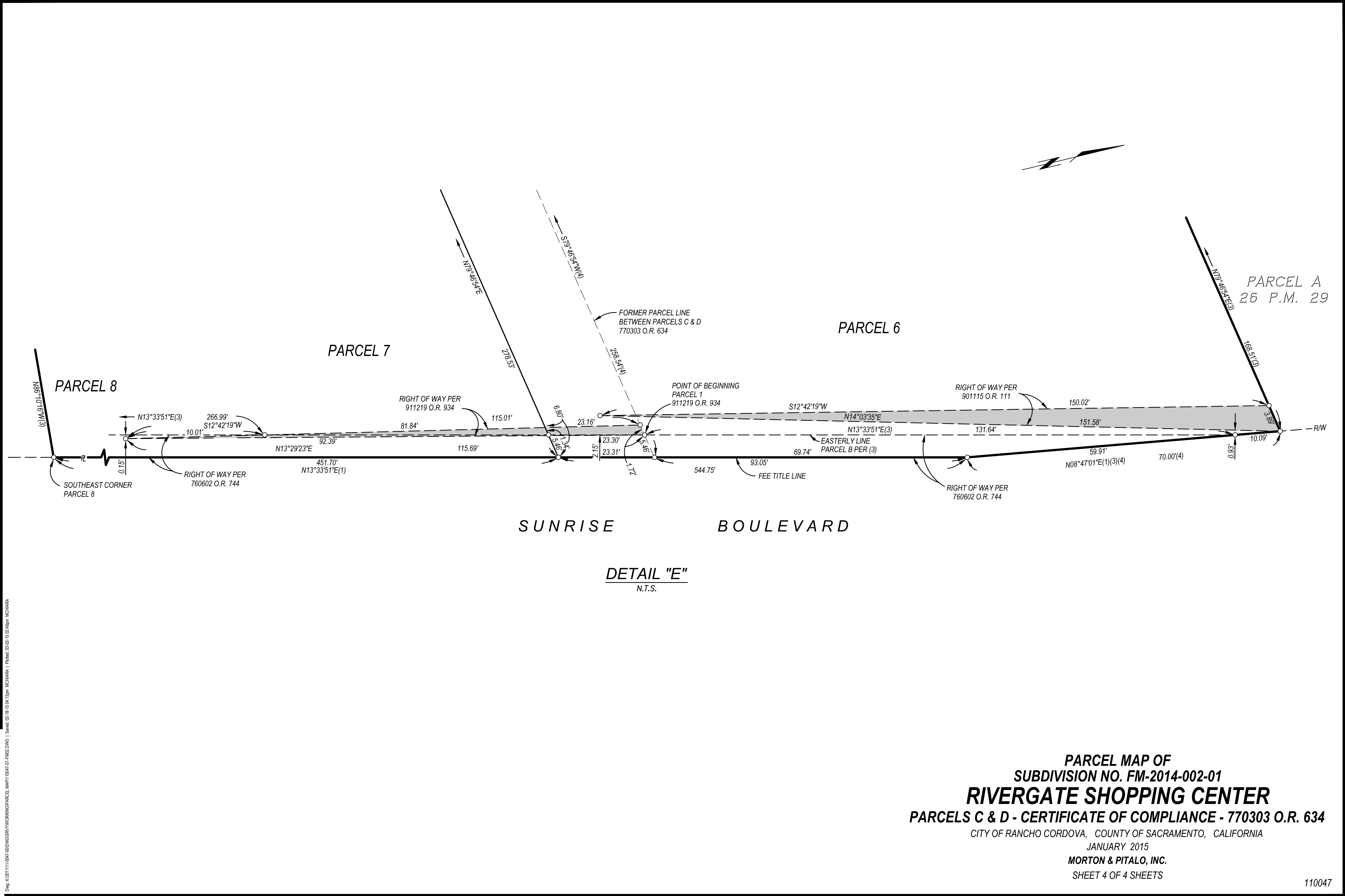
RECORDER OF SACRAMENTO COUNTY
STATE OF CALIFORNIA
BY: _____
DEPUTY

BASIS OF BEARINGS:

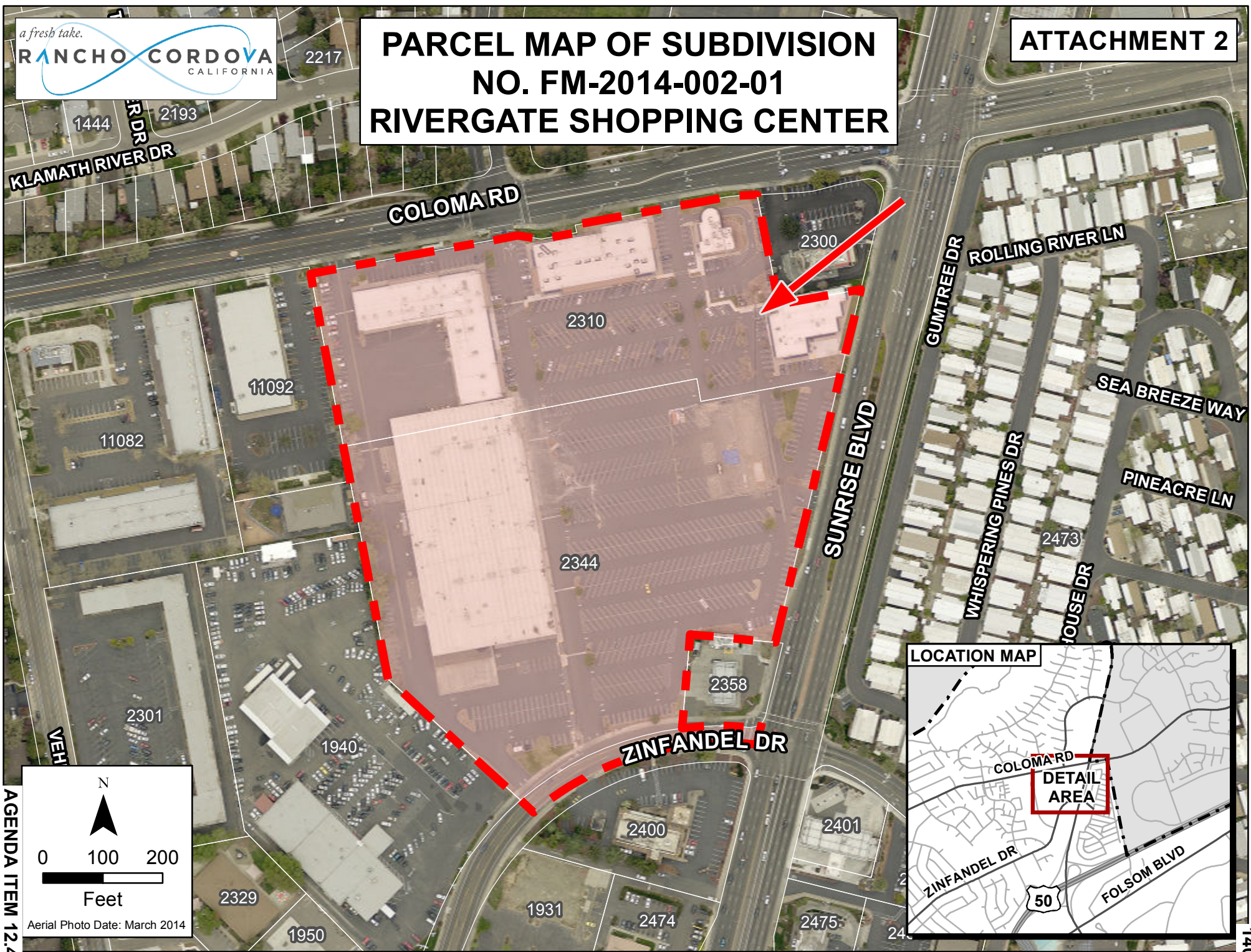
THE BASIS OF BEARINGS FOR THIS SURVEY IS THE CENTERLINE OF ZINFANDEL DRIVE AS SHOWN ON THAT CERTAIN RECORD OF SURVEY FILED IN BOOK 22 OF SURVEYS, MAP NO. 16, SACRAMENTO COUNTY RECORDS, THE BEARING OF WHICH IS N77°34'16"E, AND WAS ESTABLISHED BY FOUND MONUMENTS SHOWN HEREON.







**PARCEL MAP OF SUBDIVISION
NO. FM-2014-002-01
RIVERGATE SHOPPING CENTER**



AGENDA ITEM 12.4

MEMORANDUM

DATE: May 4, 2015
TO: Honorable Mayor and Council Members
FROM: Amanda Norton, Economic Development
SUBJECT: BSK Associates Contract Amendment



RECOMMENDATION

Authorize the City Manager to execute a contract amendment with BSK Associates

RESULT OF RECOMMENDED ACTION

BSK Associates will provide environmental consulting services for a Brownfields Assessment grant from the US Environmental Protection Agency.

BACKGROUND

In 2010, the City of Rancho Cordova was awarded \$400,000 from the Environmental Protection Agency to be used to assess environmental impacts (if any) of land located along the Folsom Blvd Corridor. The City of Rancho Cordova Folsom Boulevard Corridor Brownfields Grant Program helps property owners and businesses proactively identify possible environmental obstacles to property sales and leasing, business expansion, and property reuse. By identifying these obstacles early on, property owners and businesses can better plan for the future, avoid unexpected delays and costs, and understand what steps and resources may be needed to remove potential hurdles.

The EPA grant funding can be used to fund investigatory work on private property in an effort to facilitate either sale or redevelopment. To date the funds have been used on projects such as the new Los Rios Community College site, the former Cordova Inn site, and the future site of the Entertainment Center. The grant funds are set to expire on December 31, 2015 and there is \$127,553 remaining on the grant.

FISCAL IMPACT

A TOTAL OF \$127,553 IN US ENVIRONMENTAL PROTECTION AGENCY FUNDS WILL BE UTILIZED. NO GENERAL FUND MONIES WILL BE UTILIZED.

ATTACHMENT

Resolution 49-2015, including amended Contract for BSK Associates.

CITY OF RANCHO CORDOVA

RESOLUTION NO. 49-2015

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF RANCHO CORDOVA
AUTHORIZING THE CITY MANAGER TO SIGN A CONTRACT AMENDMENT WITH BSK
ASSOCIATES FOR ENVIRONMENTAL CONSULTING SERVICES**

WHEREAS, the City of Rancho Cordova wishes to enter into a contract amendment with BSK Associates to provide environmental consulting services for a Brownfields Assessment Grant from the US Environmental Protection Agency (EPA); and

WHEREAS, those services will exceed the maximum amount the City Manager has authorization to approve; and

WHEREAS, there are sufficient funds existing in the grant to cover the costs of the contract.

NOW, THEREFORE, BE IT HEREBY RESOLVED THE CITY COUNCIL OF THE CITY OF RANCHO CORDOVA does authorize the City Manager to execute a contract attached as **Exhibit 1** with BSK Associates for environmental consulting services.

PASSED AND ADOPTED by the City Council of the City of Rancho Cordova on the ____ day of ____, 2015 by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

Robert J. McGarvey, Mayor

ATTEST:

Mindy Cuppy, MMC, City Clerk

**FIRST AMENDMENT TO THE PROFESSIONAL SERVICES AGREEMENT
BETWEEN THE CITY OF RANCHO CORDOVA AND BSK ASSOCIATES**

This First Amendment to the Agreement for Professional Services ("Amendment") is made by and between the City of Rancho Cordova ("City") and BSK Associates, a consultant regarding the EPA Brownfields Community Wide Assessment Grant ("Professional") as of January 1, 2015. City and Professional are hereinafter collectively referred to as the "Parties."

RECITALS

WHEREAS, the Parties entered into a Professional Services Agreement ("PSA") dated February 14, 2014, for the purpose of providing consulting services; and

WHEREAS, this Amendment will provide consulting services regarding the Brownfields Community Wide Assessment Grant and

WHEREAS, the Parties agree that changes to the term and services provided for in the PSA are necessary in order for the City to continue receiving services by Professional.

NOW, THEREFORE, the Parties hereto agree as follows:

AGREEMENT

1. The Parties agree to modify the end date of the PSA from December 31, 2014, to December 31, 2015. The first sentence of Section 1.1 of the PSA, "Term of Service," is amended to read as follows:

"The term of this Agreement shall begin on the date first noted above and shall end on December 31, 2015, and Professional shall complete the work described in Exhibit A prior to that date; unless the term of the Agreement is otherwise terminated or extended, as provided in Section 8."

2. Section 2 of the PSA, "Compensation," provides for the City to pay Professional a sum not to exceed \$120,000. The Parties agree to amend Section 2 of the PSA in order to increase the compensation amount to pay Professional for additional services. The first sentence of Section 2 of the PSA is amended to read as follows:

"City hereby agrees to pay Professional a sum not to exceed two hundred and four thousand dollars (\$204,000), notwithstanding any contrary indication that may be contained in Professional's proposal, for services to be performed and reimbursable costs incurred under this Agreement."

3. All other terms and conditions in the PSA shall remain in full force and effect to the extent they are not in conflict with this Amendment.

Contract No 13-2014-1

4. The signatures of the Parties to this Amendment may be executed and acknowledged on separate pages or in counterparts which, when attached to this Amendment, shall constitute one complete Amendment.
5. **Contract Administration.** This Agreement shall be administered by Curt Haven ("Contract Administrator"). All correspondence shall be directed to or through the Contract Administrator or his or her designee.

Notices. Any written notice to Professional shall be sent to:

BSK Associates
 3140 Gold Camp Drive, Suite 160
 Rancho Cordova, CA 95670
 Email Address (for Insurance Update Requests):
 afoote@bskinc.com

Any written notice to City shall be sent to:
 City of Rancho Cordova
 Curt Haven, Economic Development Director
 2729 Prospect Park Drive
 Rancho Cordova, CA 95670

IN WITNESS WHEREOF, the Parties have executed this Amendment on the day and year first above written.

CITY OF RANCHO CORDOVA

PROFESSIONAL

Brian Nakamura, City Manager

Robert "Tony" Martin, BSK Associates
 Sacramento Branch Manager

Date: _____

Date: _____

Attest:

Mindy Cuppy, MMC, City Clerk

Date: _____

Approved as to Form:

Adam Lindgren, City Attorney

Date: _____

MEMORANDUM

DATE: May 4, 2015

TO: Honorable Mayor and Council Members

FROM: Jessica Hayes, Housing and Neighborhood
Project Coordinator & Peter Ibrahim, Housing and Neighborhood Development
Specialist

SUBJECT: A RESOLUTION APPROVING AND ADOPTING THE 2015-16 COMMUNITY
DEVELOPMENT BLOCK GRANT ACTION PLAN



RECOMMENDATION

Approve Resolution 41-2015.

RESULT OF RECOMMENDED ACTION

City Manager will submit the 2015-2016 Community Development Block Grant Action Plan to HUD and will direct staff to make any technical modifications deemed necessary.

BACKGROUND

Each year, the City receives an entitlement allocation of CDBG funding from the US Department of Housing and Urban Development (HUD). For FY 2015-16, the City's allocation is \$ 552,811.

CDBG Program

The federal objective of the CDBG program is to develop viable urban communities by providing decent housing, a suitable living environment, and expanded economic opportunities, principally for low- and moderate-income persons (below 80 percent of area median income). At least 70 percent of the City's CDBG funds must be used for activities that benefit low- and moderate-income persons.

All activities must meet one of the following national objectives for the program: 1) benefit low- and moderate-income persons, 2) prevent or eliminate slums or blight, or 3) meet a community development need having a particular urgency because existing conditions pose a serious and immediate threat to the health or welfare of the community.

CDBG funds may be used for a variety of community development activities, including acquisition of real property, rehabilitation of residential and non-residential structures, construction of public facilities and improvements, public services, and economic development and job creation/retention activities.

Action Plan

In order to receive CDBG funds, the City is required to prepare an annual budget plan, called the Action Plan. The Action Plan is the implementing document for the Consolidated Plan, a five-year plan for the City's housing, community development, economic development, infrastructure, and community services goals. The Action Plan identifies the projects to be funded and goals to be accomplished during the CDBG fiscal year.

The 2015-2016 program year marks the tenth year the City will receive its CDBG funding as a formula allocation directly from HUD and the fifth year under the current Consolidated Plan for the period 2011-2016. In past program years, the City has funded a variety of projects that provided services to low- and moderate-income households. These projects included but were not limited to housing repair, homeless prevention services, fair housing services, youth programs, senior meal programs, and public facility improvements. The 2015-2016 Action Plan continues to support these efforts.

Funding Process

On February 5 2015, the CDBG application was made publicly available via ZoomGrants. The application was advertised in the *Grapevine*, posted on the City's website, and sent to several local and regional non-profit organizations. On February 19, 2015, the City held a public workshop to solicit input from local residents and service providers and to assist those interested in the preparation of 2015-16 applications. Training and technical assistance to potential applicants was also provided at the meeting. Applications were due on March 13, 2015.

The City has been steadily working toward a more transparent and consistent CDBG application and award process. This was our second year using ZoomGrants, which has provided historical application access, project tracking tools, and has fulfilled the Housing Division goals of long-term program sustainability and consistency. The application process assisted with the CDBG application review process. City staff was invited to volunteer to review and rate the applications. Four staff members from departments with no fiscal interest in the CDBG program volunteered and provided ranked reviews of the applications. Their work was very valuable in helping staff keep transparency in our CDBG awards. It also helped us to identify the potential weaknesses in our application, and to provide good feedback to our grant applicants to help them be stronger grant writers for future funding opportunities.

Of primary importance to the reviewing committee when reviewing applications for CDBG funding is the capability of applicants to expend grant funds in a timely manner as well as the applicants' ability to maintain compliance with CDBG regulations while producing the greatest benefit to the City. Consideration was given to a variety of thresholds that projects must meet to comply with CDBG objectives. The national objective that was cited in all applications was "benefit low- and moderate-income persons." The community priorities for public services, as set out in the Consolidated Plan, include youth services, senior services, and economic development.

Program	2014-2015	2015-2016	Reduction/Increase
Code Enforcement	\$78,000	\$78,000	(0)
Rental Housing Inspection	\$78,000	\$78,000	(0)
Emergency Repair Grant Program	\$40,717	\$0	(\$40,717)
Respite C.L.U.B. by Cordova Neighborhood Church	\$9,000	\$10,000	\$1,000
Youth Services by Folsom Cordova Community Partnership	\$20,000	\$19,000	(\$1,000)
Senior Nutrition by Meals on Wheels	\$35,000	\$33,000	(\$2,000)
Homeless Prevention & Counseling by Sacramento Self-Help Housing	\$18,000	\$18,000	(0)
Affirmatively Advancing Fair Housing	\$14,463 (\$2,627 from Services, \$11,836 from P&A)	\$2,500 from Services, \$12,811 from P&A (\$15,311 total)	\$848
CDBG Planning and Administration	\$112,836	\$110,311 (\$12,811 dedicated to Fair Housing)	(\$2,525)
Respite C.L.U.B Outdoor Recreation Area	N/A	\$97,500	N/A
Rebuilding Together Sacramento (Rebuild Day & Safe at Home)	N/A	\$70,000	N/A

In addition to the continued service programs identified above, the 2015-2016 Action Plan also includes two new capital improvement efforts:

- **Respite C.L.U.B. – Outdoor Recreation Area: \$97,500**
 - Summary: The proposed project would redesign and restructure the outdoor recreation area at the Respite C.L.U.B., currently housed in the Cordova Neighborhood Church located on Coloma Rd. The project would benefit the memory impaired senior citizens who attend the C.L.U.B. Moreover, the outdoor recreation area would provide an increased opportunity for social interaction and community building.
- **Rebuilding Together Sacramento – Rebuild Day & Safe at Home Projects: \$70,000**
 - Summary: Rebuilding Together Sacramento (RTS) submitted a two-pronged project. The Rebuild Day is a collaborative home repair event where an average of 500 volunteers repair between 6-10 homes, primarily in one day. The number of homes is determined based on the scope of work and resources raised.
RTS coordinates the event from start to finish, including home previews and selection, work scope planning, supply management, fundraising, volunteer recruitment and training, logistics, reporting and homeowner relations.
 - The Safe at Home Project would install minor accessibility features throughout the year. Trained and experienced volunteers will install the items in 23-27 homes to increase the home's accessibility. The type of safety features include grab bars, smoke and fire detectors, hall and step hand rails, shower seats and hoses, transfer poles, raised toilet seats and some wheelchair ramps.

HUD requires that all communities receiving HUD funds, which include CDBG, agree to Affirmatively Advance Fair Housing in the recipient community. HUD has recently given new attention to the fair housing obligations inherent in HUD based funding, and has clearly stated that jurisdictions must carefully monitor and interact with the community to ensure fair housing obligations are being met. During the 2013-2014 program year, the City formulated a Fair Housing Plan and took on the responsibility for responding to potential fair-housing complaints. Neighborhood Services and Housing Division staff had risen to the fair housing challenge and gained significant experience in responding to a variety of fair housing and life circumstance complaints. This experience has helped clarify the need for truly effective fair housing enforcement, as well as the value of timely tenant-landlord counseling, and good inter-agency cooperation. Staff continued to carry this responsibility through the 2014-2015, but an increase in calls, especially life circumstance complaints led staff to establish a Renters Helpline through Sacramento Self-Help Housing (SSHH). Staff amended the Tenant Landlord Services contract with SSHH to include a Renters Helpline component. The approach was conceived through collaboration between SSHH, Rental Housing Association (RHA), and Project Sentinel to provide a telephone hotline, tenant education and housing assistance, and mediation services for Rancho Cordova residents in a housing crisis or dispute. The SSHH deals directly with concerns about landlord-tenant disputes while fair housing issues will be identified and referred

to Project Sentinel. The collaborative team strives to reduce housing discrimination, promote public awareness of fair housing laws and rights and assist persons with disabilities.

Staff continues to meet with the cities of Elk Grove and Citrus Heights, as well as the County and City of Sacramento and the SHRA to discuss opportunities for leveraging of our fair housing funds and improving fair housing and tenant-landlords support services across jurisdictional boundaries. These partnerships have great potential for both providing superior fair housing enforcement for our residents and laying groundwork for future collaborative efforts.

FISCAL IMPACT

Program funds are divided into three categories: Administration (20%), Services (15%) and Capital Improvements/Programs (65%). The recommended funding levels generally reflect modest reductions from last year's allocations. As of FY 2012-2013, staff began to initiate two-year agreements with our service providers. In turn, this has reduced the administrative costs for both service providers and City staff associated with annual CDBG applications.

The Project and Service programs identified in the proposed draft 2015-2016 CDBG Action Plan (**Attachment 2**), are those projects/programs recommended to be most likely to succeed and to be responsive to the needs of our community.

ATTACHMENTS

1. Resolution 41-2015.
2. Draft 2015-2016 CDBG Action Plan.

CITY OF RANCHO CORDOVA

RESOLUTION NO. 41-2015

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF RANCHO CORDOVA
APPROVING AND ADOPTING THE 2015-2016 COMMUNITY DEVELOPMENT BLOCK
GRANT ACTION PLAN, AND AUTHORIZING THE CITY MANAGER TO SUBMIT THE
ACTION PLAN TO THE U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT**

WHEREAS, the Community Development Block Grant (CDBG) Program, authorized pursuant to Title 1 of the Housing and Community Development Act of 1974, as amended (Act), requires that jurisdictions provide for the issuance of grants in order to attain the objective of providing decent housing and a suitable living environment and expanding economic opportunities, principally for persons of low- and moderate-income; and

WHEREAS, there has been presented to, and reviewed by this City Council, the 2015-2016 CDBG Action Plan (Action Plan), which describes programs to be funded, in compliance with the goals and objectives of the 2011-2016 Consolidated Plan, for the 2015-2016 program year; and

WHEREAS, there has been presented to, and reviewed by this City Council, certifications to the U.S. Department of Housing and Urban Development (HUD), including those regarding affirmatively furthering fair housing, anti-displacement and relocation plan, drug free workplace, anti-lobbying, authority of jurisdiction, consistency with strategic plan, citizen participation, community development plan, following Consolidated Plan, use of funds, prohibition of excessive force, compliance with anti-discrimination laws, and lead-based paint; and

WHEREAS, the City has received notification of an 2015-2016 CDBG allocation in the amount of \$552,811 from HUD, and is awaiting the annual application form (Standard Form 424); and

WHEREAS, the Action Plan, and a notice of the 30-day public comment period, have been published for citizen comment prior to forwarding the documents to City Council for approval; and

WHEREAS, the City Council held public hearings on May 4, 2015 to provide an opportunity for the public to comment on the information provided in the Action Plan.

NOW, THEREFORE, BE IT HEREBY RESOLVED THE CITY COUNCIL OF THE CITY OF RANCHO CORDOVA:

1. Approves the adoption of Resolution 41-2015, which approves:
 - a. The Action Plan, which serves as the CDBG budget for July 1, 2015 to June 30, 2016 (FY 2015-16);
 - b. Certifications required by HUD that state the City of Rancho Cordova will continue to conduct its activities in accordance with applicable statutes and

regulations governing the CDBG program, as identified in the Certifications in Appendix A of the Action Plan.

2. Authorizes the City Manager, or his designee, to execute and file the Application, Certifications, and all documents, including the Action Plan and SF 424, that are required to receive CDBG funding, for and on behalf of the City of Rancho Cordova, and to make minor changes to those documents where necessary.

PASSED AND ADOPTED by the City Council of the City of Rancho Cordova on the ____ day of ____, 2015 by the following vote:

AYES:

NOES:

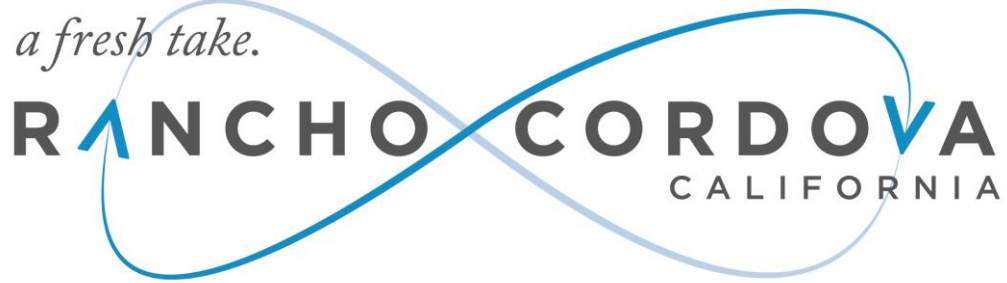
ABSENT:

ABSTAIN:

Robert J. McGarvey, Mayor

ATTEST:

Mindy Cuppy, MMC, City Clerk



2015-2016 CDBG Action Plan



Table of Contents

2015-2016 CDBG Action Plan	
APPENDICES (Appendices will be added to Action Plan Document after City Council Adoption)	iii
LIST OF TABLES	iii
LIST OF FIGURES	iii
EXECUTIVE SUMMARY	1
Objectives	2
Outcomes	2
Evaluation of Past Performance	4
Citizen Participation Process	4
INTRODUCTION	4
Resources	5
Activities to be Undertaken	5
Table 1	6
Proposed CDBG Activities and Projects:	6
Program Year 2015-2016	6
HOUSING ACTIVITIES	9
Rental Housing Inspection Program	9
Code Enforcement	9
PUBLIC FACILITIES	10
Respite C.L.U.B.	10
Rebuilding Together Sacramento	10
Group Mentoring Initiative (Folsom Cordova Community Partnership)	11
Senior Nutrition Services (Meals on Wheels)	11
Tenant/Landlord, Housing Counseling (Sacramento Self-Help Housing)	11
Elderly Services (Respite C.L.U.B.)	12
Fair Housing (Sacramento Self-Help Housing)	12
PLANNING & ADMINISTRATION ACTIVITIES	13
Planning and Administration	13

HOMELESS AND OTHER SPECIAL NEEDS POPULATIONS	15
OBSTACLES TO ADDRESSING UNDER-SERVED NEEDS.....	16
Remove Barriers to Affordable Housing.....	16
Develop Institutional Structure	17
Enhance Coordination	17
Public Housing Needs	17
Anti-Poverty Strategy	18
Lead-Based Paint Hazards.....	18
Housing Rehabilitation.....	18
Information & Education.....	18
Testing.....	19
Monitoring Plan.....	19
ANALYSIS OF IMPEDIMENTS COMPLIANCE.....	19
Appendix A: HUD Certifications	20
Appendix B: Resolution	22

*Sunrise Footbridge cover photo courtesy of Dave Cassel

APPENDICES (Appendices will be added to Action Plan Document after City Council Adoption)

Appendix A: HUD Certifications

Appendix B: Resolution

LIST OF TABLES

Table 1	Proposed CDBG Activities and Projects: Fiscal Year 2015-2016	5-8
---------	---	-----

LIST OF FIGURES

Figure 1	Rancho Cordova CDBG Target Area	14
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EXECUTIVE SUMMARY

The 2015-2016 Action Plan is a one-year plan to address community development and low- and moderate-income community needs in the City of Rancho Cordova. It is the fifth Action Plan in the implementation of the City's five-year Consolidated Plan for the 2011-2016 period. City Housing Services Division staff are responsible for implementing both the Consolidated Plan and the annual Action Plan. The City plans to use a variety of funding sources to meet its housing and community development needs, including Local Housing Trust Fund money, Community Development Block Grant (CDBG), and CalHome funds, as well as other local funds.

The City is scheduled to receive \$552,811 for its 2015-2016 allocation of CDBG funding from the U.S. Department of Housing and Urban Development. The 2015-2016 program year marks the second time that the City has teamed with ZoomGrants (www.zoomgrants.com) to provide an efficient online application process. Rather than handling paper applications, staff has convenient online access to the grantees' information and documents. ZoomGrants has the ability to streamline application reviews and committee collaboration regarding CDBG applications. After the public notice of the CDBG Capital RFP, staff hosted a technical workshop to give an overview of ZoomGrants and answer questions related to this year's application process.

In the 2012-2013 and 2013-2014 program years, the City executed 2-year contracts with its subrecipients providing CDBG funded services. These organizations include: Folsom Cordova Community Partnership (FCCP), Meals on Wheels (MOW), Sacramento Self-Help Housing (SSHH), and Respite C.L.U.B. by the Cordova Neighborhood Church. The City has contracted with these organizations in the past for the CDBG services they provide, and is confident in their capacity to report regularly on activities performed. To save time and administrative burden on the part of both the City and the organizations, staff had recommended the implementation of 2-year contracts for the 2014-2015 program year subrecipients to allow for a continuation of these services through the 2015-2016 program year. All subrecipients will be reporting achievements on an annual basis, which will be reported through the Integrated Disbursement and Information System (IDIS) and the Consolidated Annual Performance Evaluation Report (CAPER).

Throughout the process of drafting the Action Plan, City staff encouraged citizen participation and feedback. Staff invited residents to attend a Public Hearing on May 4, 2015 at City Hall to provide feedback on the proposed 2015-2016 Action Plan, and gave individuals an opportunity to review the draft document. The document was made available at City Hall and on the City's website beginning on April 3, 2015. Staff provides

key objectives on the following pages, based on feedback received and staff's knowledge of services and infrastructure needs in the community.

Objectives

The City's key objectives for the 2015-2016 funding period are based on the public surveys used in the 2011-2016 Consolidated Plan and include the following:

- Improve housing opportunities, accessibility, affordability, and sustainability:
 - Continue to arrest decline in deteriorated areas of the City by requiring rental property owners to fix code violations and improve their properties, and continuing code enforcement efforts;
- Continue assisting community-based organizations with funding that allows them to provide new or expanded services to target low-income residents, especially seniors and youth;
- Improve accessibility to public facilities for youth and seniors; and
- Improve accessibility and American with Disabilities Act (ADA) compliance improvements to public infrastructure, such as sidewalks, crosswalks, and other public facilities, that increase public safety and improve the living environment of the City.

Outcomes

The City's housing outcomes for this planning period (July 1, 2015 – June 30, 2016) are primarily directed at providing needed services for youth, homeless, and seniors in the community, improving accessibility to community facilities, and providing funding for our Emergency Repair Grants Program to provide more residents a chance to receive emergency health and safety repairs in their homes.

The City intends to continue to fund five public services programs, which are expected to benefit approximately 950 residents in the 2015-2016 program year:

- Meals on Wheels (MOW) Senior Nutrition Services, which provides homebound seniors with hot meals or frozen heat-and-serve meals, and provides lunch to seniors at the Cordova Senior Center.

- Folsom Cordova Community Partnership (FCCP) Group Mentoring Initiative, which provides youth support and improves community involvement through intensive youth mentoring.
- Sacramento Self-Help Housing (SSHH), which provides services to residents who are in danger of homelessness, or who are already homeless, to aid them in securing stable housing. SSHH will also provide tenant/landlord mediation to assist low-income and very low-income renters who have a conflict with their landlord or property manager. Sacramento Self-Help Housing is also providing a Renters Helpline to help with tenant/landlord disputes and housing discrimination cases. A collaborative approach between SSHH, Rental Housing Association, and Project Sentinel will provide a telephone hotline, tenant education and housing assistance, and mediation services for Rancho Cordova residents in a housing crisis or dispute. The SSHH team will deal directly with concerns about tenant/landlord disputes while fair housing issues will be identified and referred to Project Sentinel. The collaborative team wants to reduce housing discrimination, promote public awareness of fair housing laws and rights and assist persons with disabilities.
- Respite C.L.U.B. by the Cordova Neighborhood Church, which provides affordable, senior respite day care services to senior with severe memory loss.

The City also plans to fund various capital improvements projects to benefit the community:

- City will continue to fund its Rental Housing Inspection Program, in which the City Neighborhood Services Department inspects rental units in CDBG target areas to find and correct code violations.
- City will also continue funding its Code Enforcement activities, in which City Neighborhood Services Code Enforcement officials provide code enforcement services in CDBG target areas.
- The City plans on funding the redesign and renovation of an outdoor recreation at the Respite C.L.U.B., currently housed in the Cordova Neighborhood Church located on Coloma Road.
- The City plans on funding two projects submitted by Rebuilding Together Sacramento (RTS). The Rebuild Day is a collaborative home repair event where an average of 500 volunteers repair between 6-10 homes, primarily in one day. The number of homes is determined based on the scope of work and resources raised.

RTS coordinates the event from start to finish, including home previews and selection, work scope planning, supply management, fundraising, volunteer recruitment and training, logistics, reporting and homeowner relations.

- The Safe at Home Project would install minor accessibility features throughout the year. Trained and experienced volunteers will install the items in 23-27 homes to increase the home's accessibility. The type of safety features include grab bars, smoke and fire detectors, hall and step hand rails, shower seats and hoses, transfer poles, raised toilet seats, and some wheelchair ramps.

Evaluation of Past Performance

The 2014-2015 program year is still in progress, and the Consolidated Annual Performance and Evaluation Report (CAPER) will be available for review in September 2015. The CAPER for the previous 2013-14 program year was accepted by HUD as adequate, and is available on the City's website for viewing.

Citizen Participation Process

The City utilized the 2011-2016 Citizen Participation Plan in the creation of this Action Plan. The 2015-2016 draft Action Plan will be presented at a City Council meeting on May 4th for Council approval. This Action Plan was noticed on April 3rd, and made available for public comment. According to the City's Citizen Participation Plan, the Public Comment Period must be open for a minimum of 30 days.

Any public comment the City receives will be included in the Appendix to this document.

INTRODUCTION

The U.S. Department of Housing and Urban Development (HUD) requires all government entities receiving federal Community Development Block Grant (CDBG) funds to prepare an annual Action Plan. The Action Plan outlines funding priorities and discusses how activities will meet the community needs identified in the Consolidated Plan. The activities described in this Action Plan are proposed to be undertaken during the period between July 1, 2015 and June 30, 2016.

The major objectives of activities undertaken during the 2015-2016 funding year will be the furthering of issues identified in the 2011-2016 Consolidated Plan, which include efforts to:

- Arrest decline in deteriorated areas of the City by requiring rental property owners to fix code violations and improve their properties, and by increasing code enforcement efforts;
- Assist community-based organizations with funding that allows them to provide new or expanded services to target low-income residents, especially seniors and youth; and
- Improve accessibility to public facilities for youth primarily through after-school activities.

Resources

The City of Rancho Cordova has been allocated \$552,811 in CDBG funding for the 2015-2016 program year. While some residents in the City may live in Section 8 properties or use Housing Choice Vouchers (formerly Section 8), these programs are managed by the local public housing authority, Sacramento Housing and Redevelopment Agency (SHRA). The City supports private developers in their applications for low-income housing tax credits, when possible, but does not manage or administer affordable housing.

The City does not have any CDBG programs that are currently bringing in any program income. All program income from previous program years has been obligated, spent, and drawn down from HUD.

Activities to be Undertaken

Table 1 below provides a description of the activities to be undertaken during the 2015-2016 program year. The one-year objective (output) and the estimated amount of CDBG funding allocated to each activity are identified. All activities are anticipated to be completed during the program year (July 1, 2015 to June 30, 2016). More detailed descriptions of activities follow the table.

The City chose to emphasize increased access to public facilities, continued funding for health and safety improvements to residents' homes, and continued funding of public services activities with its CDBG funding, as there are relatively few other sources of funding available to finance these activities. Within public services, the City gave a high priority to activities serving seniors and youth, as well as providing fair housing support, education, and service efforts in the community.

Table 1

**Proposed CDBG Activities and Projects:
Program Year 2015-2016**

Goal	Activity Name	Activity Description	Output	Funding
Housing				
HS-1, HS-2	Rental Housing Inspection Program	Inspect rental units in CDBG target areas to find and correct code violations.	900 units inspected	\$78,000
HS-1, HS-2	Code Enforcement	Provide code enforcement services in CDBG target areas.	900 units inspected	\$78,000
Public Facilities				
CD-2 CD-3 CD-4	Respite C.L.U.B	Redesign and restructure the outdoor recreation area at the Respite C.L.U.B.	1 public facility renovated	\$90,000
CD-2 CD-3 CD-4	Rebuilding Together Sacramento	Home repair event, Rebuild Day, where an average of 500 volunteers repair between 6-10 homes primarily in one day. Rebuilding Together Sacramento will also administer the Safe at Home Project, which would install	30-35 homes renovated, repaired, or upgraded.	\$70,000

		minor accessibility, features throughout the year. Trained and experienced volunteers will install the items in 23-27 homes.		
Public Services				
CD-2 CD-3	Group Mentoring Initiative (Folsom Cordova Community Partnership)	Provide youth support and improve community involvement through intensive one-on-one youth mentoring.	100 youth served	\$19,000
CD-1 CD-3	Senior Nutrition Program (Meals on Wheels)	Provide homebound seniors with hot meals or frozen heat-and-serve meals and provide lunch to seniors at the Cordova Senior Center.	175-205 seniors provided meals. A daily average of 36 Home Delivered Meal participants and 22 Congregate Meal participants.	\$33,000
HA-1 CD-3	Sacramento Self-Help Housing	Provide housing services to residents who are in danger of homelessness, or who are already homeless, to aid them in securing stable housing.	150 households provided counseling	\$11,000
HA-1 CD-3	Sacramento Self-Help Housing	Responds to requests from	100 households provided	\$7,000

		Rancho Cordova residents who are in danger of becoming homeless due to conflicts with their landlord or property manager and are seeking assistance.	counseling	
CD-1, CD-3	Respite C.L.U.B.	Provides senior respite day care services to seniors with severe memory loss.	29 seniors provided day care services	\$10,000
HS-1, HS-2	Fair Housing (via Sacramento Self-Help Housing)	Provide fair housing services to residents by responding to inquiries of illegal housing discrimination and investigating discrimination complaints.	30 households provided assistance and education	\$2,500 Services Funding (in addition to \$12,811 from Planning and Admin.)
Planning & Admin				
	Planning and Administration	Provide general administration of the CDBG program, including all planning and reporting activities.	1 year of program administration.	\$110,311 (\$12,811 of this total to be used to further Fair Housing efforts)

HOUSING ACTIVITIES

The following sections identify the different housing activities and programs to be funded out of CDBG for the 2015-2016 program year. This includes the Rental Housing Inspection and Code Enforcement programs, which are operated by the Neighborhood Services Division, and the Emergency Repair Grant Program (ERGP) operated by City Housing Services staff.

Rental Housing Inspection Program

The rental housing inspection program is an area benefit activity wherein CDBG is partially funding the salary and benefits for 1 FTE code enforcement officer whose duties will include inspecting rental units within the CDBG target area (see Figure 1). The City has many rental units which, due to general age and deferred maintenance, are out of compliance with applicable codes. This program, in coordination with private investment by property owners, will arrest the decline of the area by requiring landlords to improve their properties to meet state health and safety standards and City Municipal Code standards.

2015-16 Output: 900 rental units inspected

Outcome Category: DH-3 "Decent Housing with Purpose of New or Improved Sustainability"

Goals Addressed: HS-1, HS-2

Funding: \$78,000

Code Enforcement

The code enforcement program is also an area benefit activity wherein CDBG is partially funding the salary and benefits for 1 FTE code enforcement officer whose responsibilities will include responding to code enforcement complaints and proactively enforcing City's Municipal Code and state health and safety code in single family homes and businesses in the CDBG target area to enforce reduction of blighted conditions (see Figure 1).

2015-16 Output: 900 units inspected

Outcome Category: DH-3 "Decent Housing with Purpose of New or Improved Sustainability"

Goals Addressed: HS-1, HS-2

Funding: \$78,000

PUBLIC FACILITIES

The City has identified a few public facilities needs that are to be addressed during the 2015-2016 program year.

Respite C.L.U.B.

The project would redesign and restructure the outdoor recreation area at the Respite C.L.U.B., currently housed in the Cordova Neighborhood Church located on Coloma Rd. The project would benefit the memory impaired senior citizens who attend the C.L.U.B. Moreover, the outdoor recreation area would provide an increased opportunity for social interaction and community building.

2015-16 Output: 1 Public Facility Renovated

Outcome Category: SL-1 "Availability/Accessibility of Suitable Living Environment"

Goals Addressed: CD-2, CD-3, CD-4

Funding: \$90,000

Rebuilding Together Sacramento

Rebuilding Together Sacramento (RTS) submitted a two-pronged project.

The Rebuild Day is a collaborative home repair event where an average of 500 volunteers repair between 6-10 homes, primarily in one day. The number of homes is determined based on the scope of work and resources raised.

RTS coordinates the event from start to finish, including home previews and selection, work scope planning, supply management, fundraising, volunteer recruitment and training, logistics, reporting and homeowner relations.

The Safe at Home Project would install minor accessibility features throughout the year. Trained and experienced volunteers will install the items in 23-27 homes to increase the home's accessibility. The type of safety features include grab bars, smoke and fire detectors, hall and step hand rails, shower seats and hoses, transfer poles, raised toilet seats and some wheelchair ramps.

2015-16 Output: 30-35 Public Facilities Renovated

Outcome Category: DH-2 "Affordability of Decent Housing"

Goals Addressed: HS-1, HS-2

Funding: \$70,000

PUBLIC SERVICES

CDBG annually supports several of the most critical and valuable public services available in the City. These services are selected, in-part, as a response to the needs identified in the 2011-2016 Consolidated Plan, and are focused on serving at-risk youth, seniors, and near-homeless individuals and families.

Group Mentoring Initiative (Folsom Cordova Community Partnership)

The Group Mentoring Initiative, operated by the Folsom Cordova Community Partnership (FCCP), is a program that facilitates one-on-one mentoring for at-risk and disadvantaged youth. The program uses a multi-faceted mentoring and activity-based curriculum to encourage youth to stay away from socially disadvantageous activities and to pursue education and active community engagement.

2015-16 Output: 80 youth served

Outcome Category: SL-1 "Availability/Accessibility of Suitable Living Environment"

Goals Addressed: CD-2, CD-3

Funding: \$19,000

Senior Nutrition Services (Meals on Wheels)

The Senior Nutrition Services program, Meals on Wheels (MOW), provides homebound seniors with hot meals or frozen heat-and-serve meals, and provides lunch to seniors at the Cordova Senior Center. MOW has received CDBG funding in previous program years, and provides a valued service to the City's senior population.

2015-16 Output: 175-205 seniors provided with meals

Outcome Category: SL-1 "Availability/Accessibility of Suitable Living Environment"

Goals Addressed: CD-1, CD-3

Funding: \$33,000

Tenant/Landlord, Housing Counseling (Sacramento Self-Help Housing)

Sacramento Self-Help Housing, Inc. provides counseling and housing referrals to homeless and near-homeless individuals and households. With funding, the organization plans to continue operating in the City's primary low-income service center, the Rancho Cordova Neighborhood Center. In addition to providing counseling services, the organization will continue to provide tenant-landlord counseling, case management, and fair housing referrals. The proposed funding amount accounts for these additional services.

2015-16 Output: 150 households provided counseling
 Outcome Category: SL-1 "Availability/Accessibility of Suitable Living Environment"
 Goals Addressed: HA-1, CD-3
 Funding: \$18,000

Elderly Services (Respite C.L.U.B.)

Respite C.L.U.B. is a service provided by the Cordova Neighborhood Church. The C.L.U.B., which has received CDBG funding in past years, provides affordable, senior respite day care service to seniors with severe memory loss. The program provides a much-needed service to seniors in the community, while also providing respite to individual caregivers (family members) who might otherwise need to pursue permanent living facilities for the seniors they care for.

2015-16 Output: 29 seniors provided day care services
 Outcome Category: SL-1 "Availability/Accessibility of Suitable Living Environment"
 Goals Addressed: CD-1, CD-3
 Funding: \$9,000

Fair Housing (Sacramento Self-Help Housing)

The City is working with Sacramento Self-Help Housing to provide tenant-landlord counseling, case management, and fair housing referrals. The City has also established a Renters Helpline, which serves as a collaborative approach between Sacramento Self-Help Housing (SSHH), the Rental Housing Association and Project Sentinel to provide a telephone hotline, tenant education and housing assistance, and mediation services for Rancho Cordova residents in a housing crisis or dispute. The Renters Helpline team deals directly with concerns about landlord-tenant disputes while fair housing issues are identified and referred to Project Sentinel. The goals of the collaborative team are to reduce housing discrimination, promote public awareness of fair housing laws and rights and assist persons with disabilities.

2015-16 Output: 30 households assisted
 Outcome Category: SL-1 "Availability/Accessibility of Suitable Living Environment"
 Goals Addressed: HS-1, HS-2
 Funding: \$22,311 (\$2,500 from Services, \$12,811 from Planning and Administration)

PLANNING & ADMINISTRATION ACTIVITIES

Planning and Administration

The planning and administration funding is intended to provide funding for general staff administration of CDBG programs and activities, including Integrated Disbursement and Information System (IDIS) training, program set-up, reporting, planning, and subrecipient training and monitoring.

2015-16 Output: Quality administration of the CDBG program

Goals Addressed: PA-1

Funding: \$110,311 (\$12,811 of this total to go to furthering Fair Housing efforts)

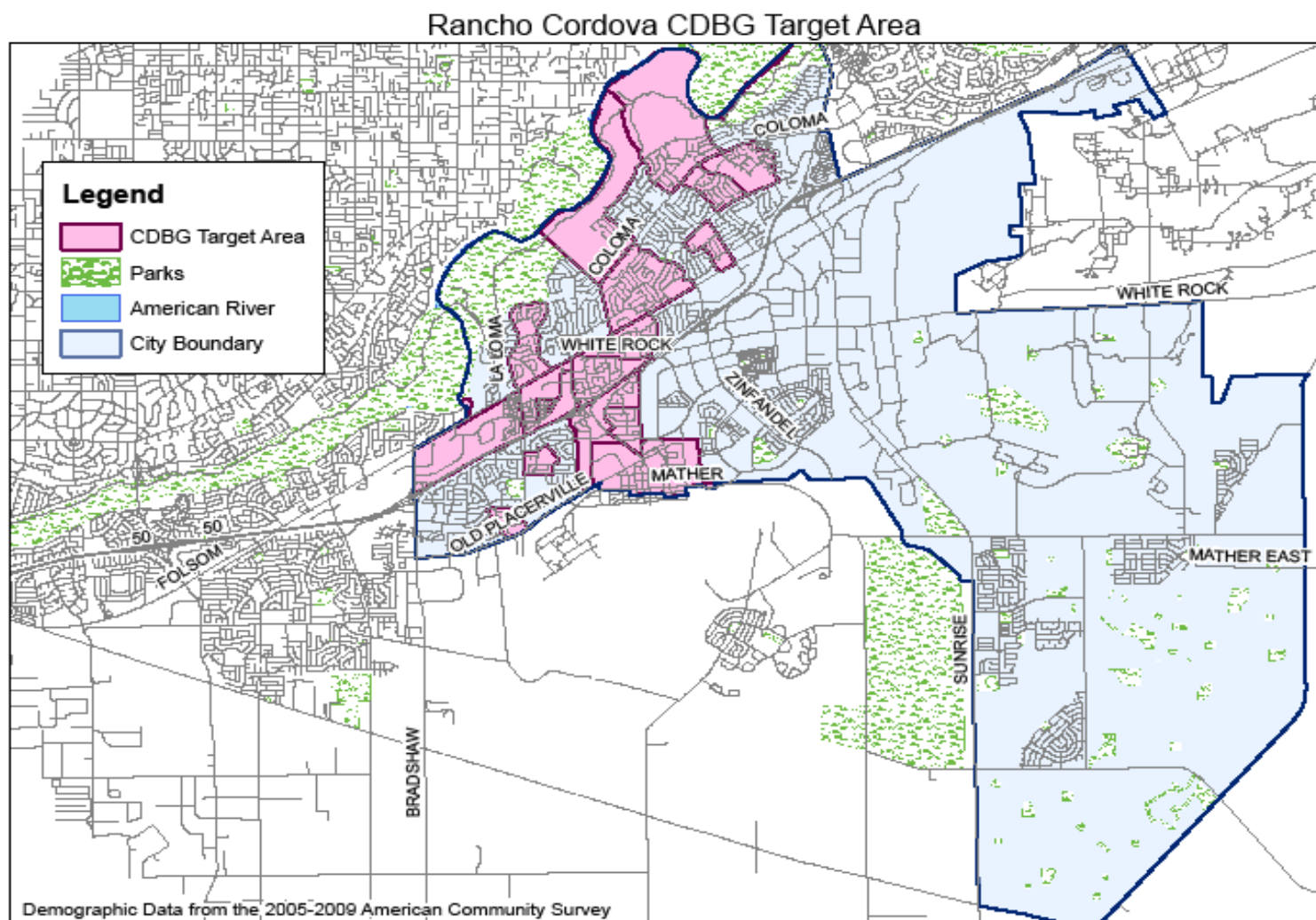
GEOGRAPHIC DISTRIBUTION

Geographic distribution of activities is widely varied, but most take place in or near low- and moderate-income areas. The location of an activity largely depends on the type of activity. Some of the City's 2015-16 activities, such as Meals on Wheels and housing counseling, are offered to residents throughout the entire City. Figure 1 shows the CDBG Target Area for the program year 2015-16.

The Rental Housing Inspection Program and Code Enforcement activities funded by CDBG will take place in the City's designated CDBG Target Areas (Figure 1). The investment of other public and private funds in these areas will provide a comprehensive approach to revitalization.

The City of Rancho Cordova strives to make all of its programs and activities available to eligible low- and moderate-income residents regardless of sex, race, religious affiliation, or disability. As a result, many programs, including senior services, youth services, and housing counseling will be available to residents citywide. Significant additional funding will also be used in the low- and moderate-income areas, as needed.

Figure 1



HOMELESS AND OTHER SPECIAL NEEDS POPULATIONS

The City's strategy related to the needs of the homeless, those at risk of homelessness, and other special needs populations involves funding a variety of supportive services offered locally or regionally to Rancho Cordova residents. Currently, Rancho Cordova is home to the Mather Community Campus, a major supportive housing facility for formerly homeless individuals, but all of our resources have very limited capacity. As identified in the 2011-2016 Consolidated Plan, the City's goal is to encourage a system of collaborative supportive services, located in the City, to allow for accessibility for residents. The City is seeking additional funding for programs and services aimed directly at assisting its homeless and special needs populations, as levels of CDBG funding appear to be in decline. For the 2015-16 program year, programs aimed at homeless and other special needs populations include:

- Homeless and family assistance to locate temporary or permanent housing, provided by Sacramento Self-Help Housing;
- Senior services, provided by Meals on Wheels and Cordova Neighborhood Church's Respite C.L.U.B.; and
- Youth services, provided by the Folsom Cordova Community Partnership.

Further, the City in collaboration with the Veterans Affairs Hospital, Veterans Resource Center of America, Sacramento County, and Mercy Housing California, is actively pursuing the development of approximately 60 transitional housing opportunities for homeless and disabled veterans and 100 units of permanent supportive housing as part of the Mather Veterans Village development project. Furthermore, the Housing Services Division is in the process of developing affordable senior rental housing in the CDBG target area. The first phase of the project (50 permanent supportive housing units) has received funding from 9% tax credits (approximately \$ 13.3 million) rather than CDBG. Construction formally began in December 2014. Finally, the City's adopted Housing Element also identifies strategies to remove potential constraints to housing for persons with disabilities. These strategies include:

H.3.3 – Provide housing for the special needs populations, including housing accessible for persons with disabilities (including veterans as a primary target group), large households, homeless individuals, and single-parents households.

These programs have been used to help low- and moderate-income disabled home-owners to address health and safety issues and to improve accessibility in their homes.

While the City does not operate any transitional housing facilities, it does cooperate with the County of Sacramento's Continuum of Care. The City is also home to one of the larger transitional housing facilities in the area located at the Mather Community Campus. The City's plan for the 2015-16 program year is to continue cooperating and actively engaging the County of Sacramento in its attention to homeless issues. These issues also include chronic homelessness and near homelessness. The City of Rancho Cordova also contracts with Sacramento Self-Help Housing to provide housing counseling and homelessness prevention to Rancho Cordova residents. Sacramento Self-Help Housing is accessible to Rancho Cordova residents via the internet, by telephone, and by walk-in appointment at their Rancho Cordova office.

OBSTACLES TO ADDRESSING UNDER-SERVED NEEDS

While there are several constraints to meeting the needs of target-income residents, the primary obstacle is the lack of available resources for services within the City's boundaries. Many services are located in the City of Sacramento or the County of Sacramento unincorporated areas that are not convenient for the residents of Rancho Cordova. Additionally, those services located locally often do not have sufficient capacity to meet current needs and the City does not have sufficient resources to help those local service providers to build that capacity.

The City plans to use its CDBG funds to promote the local provision of services for low- and moderate-income residents in Rancho Cordova. Furthermore, the City will also encourage area service providers to offer services in the community. In the 2015-16 program year, several organizations (including Sacramento Self-Help Housing, Cordova Neighborhood Church, and Folsom Cordova Community Partnership) are expected to provide services within Rancho Cordova.

Remove Barriers to Affordable Housing

The City is undertaking a number of actions to reduce potential barriers and constraints to affordable housing as well as housing for special needs populations. These include identifying funds in support of affordable housing development, as well as offering fee reductions, regulatory incentives, density incentives, and the operation of a home rehabilitation and repair programs, as well as several other options. These also include the

actions and policies listed above, and can be found with additional detail in the City's 2014-2021 Housing Element.

Develop Institutional Structure

The Housing Services Division within the City's Economic Development Department will be responsible for the management, implementation, and monitoring of the Consolidated Plan documents, including the Action Plan.

City staff will administer the programs and activities funded with CDBG funds. These staff members will work with the individual City divisions, such as Public Works, as well as partner districts, such as Folsom Cordova Unified School District, to develop procedures and coordinate the administration of programs that will be carried out by these divisions. Designated staff will also work closely with the providers of CDBG-funded services and programs that are not carried out by the City.

Enhance Coordination

The City will continue its work with neighboring jurisdictions, such as the County of Sacramento, City of Sacramento, City of Citrus Heights, City of Elk Grove, and other surrounding jurisdictions, and the Sacramento Housing and Redevelopment Agency and SACOG, to address the regional issues that affect the needs of target-income persons as well as special needs populations. The City intends to reinvigorate the regional CDBG working group to help streamline reporting and monitoring requirements for local service providers that operate within all/some of the jurisdictions. The goal in this effort is to reduce the burden of providing services within each jurisdiction with CDBG funding. The City also intends to work directly with service providers and local, state, and federal agencies (e.g., HUD and HCD).

Public Housing Needs

There are ten public housing apartment complexes or single family homes that include some of the 747 affordable housing units in Rancho Cordova. Some of these units are administered by Sacramento Housing and Redevelopment Agency (SHRA), which serves as the public housing authority for Sacramento County. The City of Rancho Cordova does not have its own local housing authority. Resident initiatives are handled directly by SHRA.

Anti-Poverty Strategy

The City's anti-poverty strategy is based on revitalizing the City's existing housing stock to provide safe and decent places to live, and supporting social services agencies that provide various services that promote income and housing stability. In addition, the City's strategy is to provide supportive services for target-income residents, including senior and youth services.

In the 2015-16 program year, the City plans the following anti-poverty programs:

- Senior nutrition programs, such as Meals on Wheels;
- Housing crisis intervention services, provided by Sacramento Self-Help Housing;
- Homeless services, provided by Sacramento Self-Help Housing and the processes set out in Sacramento County's Continuum of Care program; and
- Youth services aimed at fostering community involvement and increasing post-secondary education opportunities for low- and moderate-income youth.

Lead-Based Paint Hazards

The City complies with the Residential Lead-Based Paint Hazard Reduction Act of 1992 as implemented in 24 CFR 35 Subpart B. Compliance includes the following strategies.

Housing Rehabilitation

All housing rehabilitation activities funded under this Plan will assess lead hazard risk before proceeding. This includes the planned Emergency Repair Grant Program. This applies to any work on structures constructed prior to January 1, 1978. The work will comply with the appropriate level of protection indicated in 24 CFR 35.100.

All work on homes constructed prior to January 1, 1978, will have a lead hazard risk assessment conducted as described at 24 CFR 35.110.

At the completion of any prescribed lead hazard reduction activities, a clearance examination is required as described at 24 CFR 35.110.

Information & Education

Households that participate in housing activities under this Plan, including home purchase, rental assistance, or rehabilitation, will be given educational material regarding the hazards of lead-based paint, signs of lead poisoning, and strategies to reduce exposure.

Materials will include the use of HUD/EPA publications such as “Protect Your Family from Lead in Your Home.” Information will be provided in multiple languages.

Testing

Blood testing of children occupying housing constructed prior to January 1, 1978 will be encouraged for all housing rehabilitation or emergency repair projects to ensure health and safety needs are being met. Testing can be in conjunction with housing programs, public health programs, or other programs conducted under this Plan.

Monitoring Plan

The City of Rancho Cordova has developed a monitoring system to ensure that the activities carried out in furtherance of the Plan are done so in a timely manner in accordance with the federal monitoring requirements of 24 CFR 570.501(V) and 24 CFR 85.40 and all other applicable laws, regulations, policies, and sound management and accounting practices. The objectives of the monitoring plan are described in more detail in the Consolidated Plan.

ANALYSIS OF IMPEDIMENTS COMPLIANCE

During the 2012-2013 program year, the City completed a comprehensive review of our Analysis of Impediments to identify progress and next steps to help ensure fair housing access and choice in the Rancho Cordova community. The CDBG funds that have been allocated to Fair Housing efforts will be utilized to help the City make progress in addressing the specific impediments identified in the Analysis of Impediments (AI) study completed in the 2010-2011 program year. Moreover, as part of the update process, the City will be partnering with the surrounding jurisdictions previously mentioned produce a regional AI.

A general fair housing informational brochure has been printed and is in distribution, and fair housing flyers have been printed in five commonly spoken languages in the City (i.e., Spanish, Tagalog, Chinese, Russian, and Vietnamese).

Appendix A: HUD Certifications

Appendix B: Resolution

MEMORANDUM

DATE: May 4, 2015

TO: Honorable Mayor and Council Members

FROM: Jessica Jordan, Principal Planner
Mark Thomas, Senior Engineer



SUBJECT: GENERAL PLAN CIRCULATION ELEMENT AMENDMENT FOR THE CAPITAL SOUTHEAST CONNECTOR

RECOMMENDATION

Adopt Resolution 47-2015.

RESULT OF RECOMMENDED ACTION

The Circulation Element of the General Plan would be amended to reflect the Capital Southeast Connector project. Amendments to the existing statements and policies related to the Capital Southeast Connector project as well as amendments to the Circulation Plan exhibit are included. By reflecting these items within the City's Circulation Element, the Joint Powers Authority for the project would be able to establish consistency in the Connector Project description amongst all member jurisdictions and ensure that the regional nature of the project is maintained.

BACKGROUND

The Capital SouthEast Connector Joint Powers Authority (JPA) was formed in 2006 and includes the counties of Sacramento and El Dorado and the cities of Folsom, Rancho Cordova and Elk Grove. The primary purpose of the JPA is to facilitate the planning, environmental review, engineering design and development, and construction of the Capital SouthEast Connector project (Connector Project).

The project is an approximately 34 mile-long multi-modal transportation facility that will link communities in Sacramento and El Dorado counties, including Elk Grove, Rancho Cordova, Folsom and El Dorado Hills. The project limits extend from the Interstate 5/Hood Franklin Road Interchange in southwest Sacramento County to approximately 34 miles northeastward, terminating at US Highway 50 in the community of El Dorado Hills near Silva Valley Parkway.

The Project was identified in the new Measure A, which was approved by more than 75% of Sacramento County voters in 2004, and is consistent with SACOG's Metropolitan Transportation Plan. The Connector Project is also a plan participant and covered project in the South Sacramento Habitat Conservation Plan (SSHCP).

In March 2012, the JPA certified a Program-level Environmental Impact Report (EIR) under the California Environmental Quality Act (CEQA) and adopted a General Alignment for the

Project. In May 2012, the City of Rancho Cordova adopted Resolution No. 41-2012 (**Attachment 1**), supporting and acknowledging the General Alignment adopted by the JPA.

Resolution 41-2012 also directed City staff to:

1. Participate in the development of guidelines for the design and functioning of the Connector Project;
2. Coordinate with JPA staff regarding any development proposals from Property owners in the General Alignment corridor; and
3. Consider an update to the City's General Plan, if necessary, to address the alignment.

ANALYSIS

Since the approval of Resolution No. 41-2012, the Connector JPA has worked closely with City staff and other stakeholders, including but not limited to SACOG, Sacramento Regional Transit District, Sacramento Metropolitan Air Quality Management District, the environmental community, and interested residents and landowners to further the development of the Connector Project. In March 2013, the Connector JPA adopted a Plan of Finance and Project Design Guidelines, which have been, and will continue to be updated no less than annually.

At this time, the Connector JPA is requesting an amendment to the City's General Plan, as described below. Sacramento County and the City of Folsom approved similar amendments in 2014 and Elk Grove in 2015. JPA staff is working with the staff and governing body of El Dorado County to process similar amendments to their Circulation Element as well.

The alignment of the Connector Project is generally consistent with the planned roadways depicted in the City's General Plan. However, the amendment is necessary at this time to:

1. Establish consistency in the Connector Project description amongst all member jurisdictions;
2. Be recognized as an approved project within the City;
3. Allow for the adequate reservation of land for the Connector Project in the future;
4. Ensure that the regional nature of the project is maintained; and
5. Have the City's General Plan be consistent with the Connector Project, as studied in the Connector JPA's Program EIR and as described in the Project Design Guidelines.

Resolution 47-2015 is included as **Attachment 2**. A redline version of the Circulation Element with the proposed amendments shown in 'track changes' is included in **Attachment 3**. Added text is indicated by underline; deleted text is indicated by strikethrough.

ENVIRONMENTAL ANALYSIS

The proposed amendments to the Circulation Element of the General Plan are exempt from CEQA pursuant to State CEQA Guidelines Section 15061(b)(3), which describes the General Rule that CEQA only applies to projects which "have the potential for causing a significant effect on the environment; where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA." The approval of these amendments does not approve any development project. The

proposed modifications clarify existing policies but do not alter build-out lane configurations or the need for certain improvements. Further, the changes do not modify the City's Level of Service thresholds.

These amendments, individually and cumulatively, do not result in the possibility of creating significant or cumulative effects on the environment. Future development under the proposed regulations would be subject to CEQA at that time, as those actions would be classified as "projects" under CEQA. Therefore, these changes are not subject to CEQA under the General Rule and no further environmental review is necessary.

FISCAL IMPACT

Amending the General Plan has no immediate fiscal impact to the City. In the future, as the Connector Project moves forward, the City will contribute fair-share funding for the delivery of the project.

ATTACHMENTS

1. Resolution 41-2012.
2. Resolution 47-2015 approving the General Plan Circulation Element Amendment, including the Amended Circulation Element (**Exhibit A**).
3. Redline Version of Circulation Element.

CITY OF RANCHO CORDOVA**RESOLUTION NO. 41-2012****A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF RANCHO CORDOVA IN
SUPPORT OF THE GENERAL ALIGNMENT
OF THE CAPITAL SOUTHEAST CONNECTOR PROJECT**

WHEREAS, planning for the “I-5/SR99/US50 Connector,” a multi-modal transportation corridor to connect Interstate 5, State Route 99, and U.S. Highway 50, has been in process for more than two decades; and

WHEREAS, the “I-5/SR99/US50 Connector,” commonly called the “Connector Project,” spans from Interstate 5, south of Elk Grove, to Highway 50 in El Dorado County, just east of El Dorado Hills, and connects the City of Elk Grove, the County of Sacramento, the City of Rancho Cordova, the City of Folsom, and the County of El Dorado; and

WHEREAS, on November 2, 2004, over 75% of voters in Sacramento County approved Measure A, a countywide 0.5% sales tax to be levied over thirty years, which identified the Connector Project for funding and construction; and

WHEREAS, on May 19, 2005, SACOG approved the “Final Elk Grove – Rancho Cordova – El Dorado Concept Plan” which was the result of a three year effort to gather input from a wide range of stakeholders on the project, and included extensive participation by local government agencies, community residents, and other stakeholders, including representatives from the City of Rancho Cordova; and

WHEREAS, on December 12, 2006, the City of Rancho Cordova entered into a Joint Powers Agreement, pursuant to California Government Code, section 6500 *et seq.*, with the cities of Folsom and Elk Grove, and the counties of Sacramento and El Dorado, thereby creating the Elk Grove – Rancho Cordova – El Dorado Connector JPA (also known as the “Capital SouthEast Connector Authority”); and

WHEREAS, Section 1 of the Joint Powers Agreement for the Capital SouthEast Connector Authority authorizes the Authority to provide for the coordinated designation, acquisition, planning, design, financing, construction, operation, and maintenance of the Connector Project; and

WHEREAS, Section 8 of the Joint Powers Agreement requires the Authority to approve a “General Alignment” for the Connector Project, and provides that the Connector Authority cannot proceed with construction of any identifiable portion of the Connector Project within a jurisdiction, beyond environmental review of the General Alignment, until the legislative body of the jurisdiction has approved the portion of the General Alignment within that member’s jurisdictional boundaries; and

WHEREAS, on March 7, 2012, the Board of Directors of the Capital SouthEast Connector Authority approved a General Alignment for the Connector Project consisting of a 35-mile-long corridor along existing and planned roadway segments on Kammerer Road, Grant Line Road, and White Rock Road; and

WHEREAS, that portion of the General Alignment within the jurisdiction of the City, running along Grant Line Road from Jackson Road to the City's northern boundary, is shown in Exhibit A, attached hereto and incorporated herein by this reference; and

WHEREAS, Figure C-1 of the City's Circulation Element in the current General Plan identifies the Connector Project as a limited access expressway facility with six travel lanes and the City's Bikeways and Trails Map included in the General Plan identifies Off-Street trails and a Class II bicycle lane along the length of the General Alignment; and

WHEREAS, while it is anticipated that the Connector Project improvements will be within the General Alignment and will be centered on Grant Line Road, consistent with the Rancho Cordova General Plan, the General Alignment is a wider corridor, as required under Section 8 of the Joint Powers Agreement, for the sole purpose of allowing for adjustments to the centerline of Grant Line Road, as needed, to minimize impacts on environmental resources; and

WHEREAS, by supporting the General Alignment at this time, the City hereby notifies stakeholders and interested parties that, should adjustments in the alignment be required, the City may consider an official amendment to the Circulation Element of the City's General Plan in the future, if necessary, and will include provisions for the modification of the alignment in any Tier 2 Development Agreement for properties within the alignment; and

WHEREAS, by supporting the General Alignment, the City also indicates its intent to coordinate City public projects with the JPA along the General Alignment at such time as Measure A funds or other funding sources are available, consistent with Section 1 of the Joint Powers Agreement; and

WHEREAS, after hearing a presentation on the progress of the Connector along with its intended benefits to both the City and the Sacramento region, the City Council recognizes those benefits.

NOW, THEREFORE, be it resolved that:

1. The City Council of the City of Rancho Cordova supports and acknowledge the General Alignment, approved by the Connector JPA's Board of Directors on March 7, 2012, as reflected in **Exhibit A**, attached hereto and incorporated herein by this reference.
2. City staff shall coordinate with JPA staff and participate in the development of guidelines for the design and functioning of the Connector Project as well as any joint public project opportunities.

3. The City, while retaining its land use regulation rights, will coordinate with the JPA Staff relating to any development proposals from Property owners in the City of Rancho Cordova who are within the General Alignment, particularly those seeking access to existing roadways on the General Alignment. The City will coordinate with and seek consensus with the Connector JPA prior to any final land use decisions related to such parcels by the City.

4. Should the supported alignment require modification, the City will consider an update to the Circulation Element of the General Plan, if necessary, and will include in any Tier 2 Development Agreement the ability to make any modifications in the alignment.

PASSED AND ADOPTED by the City Council of the City of Rancho Cordova on the 21st day of May, 2012, by the following vote:

AYES: McGarvey, Cooley, Skoglund, Budge, and Mayor Sander

NOES: None

ABSENT: None

ABSTAIN: None


David M. Sander, Mayor

ATTEST:


Mindy Cuppy, CMC, City Clerk



ATTACHMENT 2

CITY OF RANCHO CORDOVA

RESOLUTION NO. 47-2015

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF RANCHO CORDOVA
AMENDING THE CIRCULATION ELEMENT OF THE GENERAL PLAN FOR THE CAPITAL
SOUTHEAST CONNECTOR PROJECT**

WHEREAS, the proposed action includes amendments to the City's General Plan Circulation Element, and;

WHEREAS, planning for the Capital SouthEast Connector Project ("Connector Project"), a multi-modal transportation corridor to connect Interstate 5, State Route 99, and U.S. Highway 50, has been in process for more than a decade; and

WHEREAS, in March 2012, the City Council adopted Resolution 41-2012 that supports and acknowledges the general alignment of the Connector Project within the City and directed staff to coordinate with Capital SouthEast Connector Authority staff to 1) participate in the development of guidelines for the design and functioning of the Connector Project; 2) coordinate with JPA staff regarding any development proposals from Property owners in the General Alignment corridor, and 3) consider an update to the City's General Plan, if necessary, to address the alignment; and

WHEREAS, the City Council held a duly noticed public hearing on May 4, 2015 as required by law to consider all of the information presented by staff and public testimony presented in writing and at the meeting.

NOW, THEREFORE, BE IT HEREBY RESOLVED THE CITY COUNCIL OF THE CITY OF RANCHO CORDOVA does approve the Circulation Element General Plan Amendment as described in **Exhibit A** and incorporated herein by reference and based on the following findings:

Section 1. Recitals. The foregoing recitals are true and correct and made a part of this Resolution.

Section 2. Findings. The City Council hereby finds that:

- A. **CEQA Compliance.** The proposed amendments to the Circulation Element of the General Plan are exempt from CEQA pursuant to State CEQA Guidelines Section 15061(b)(3), which describes the General Rule that CEQA only applies to projects which "have the potential for causing a significant effect on the environment; where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA." The approval of these amendments does not approve any development project. The proposed modifications clarify existing policies but do not alter build-out lane configurations or the need for certain improvements. Further, the changes do not modify the City's Level of Service thresholds.

These amendments, individually and cumulatively, do not result in the possibility of creating significant or cumulative effects on the environment. Future development under the proposed regulations would be subject to CEQA at that time, as those actions would

ATTACHMENT 2

be classified as “projects” under CEQA. Therefore, these changes are not subject to CEQA under the General Rule and no further environmental review is necessary.

- B. **General Plan Amendment.** In order for a General Plan Amendment to be approved, the project must meet the required findings documented in Code Section 23.155.040. The following are each of the required findings and the evidence to support them:

- a. Finding: The proposed amendment is internally consistent with the General Plan.

Evidence: The proposed amendments to the Circulation Element were reviewed and are not in conflict with any existing provision within the General Plan.

- b. Finding: The proposed amendment would not be detrimental to the public interest, health, safety, convenience, or welfare of the city.

Evidence: The proposed amendment in support of the Capital SouthEast Connector project would not be detrimental to public health and safety. Rather, the amendment would provide improved circulation and quality of life for persons throughout the region by providing alternate ways to traverse from the southwestern part of the region to the northeastern part of the region.

- c. Finding: The proposed project has been reviewed in compliance with the provisions of the California Environmental Quality Act (CEQA).

Evidence: The project has been reviewed and deemed exempt from CEQA pursuant to State CEQA Guidelines Section 15061(b)(3), which describes the General Rule that CEQA only applies to projects which “have the potential for causing a significant effect on the environment; where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA.” The approval of these amendments does not approve any development project. The proposed modifications clarify existing policies but do not alter build-out lane configurations or the need for certain improvements. Further, the changes do not modify the City’s Level of Service thresholds.

PASSED AND ADOPTED by the City Council of the City of Rancho Cordova on the ____ day of _____, 2015 by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

Robert J. McGarvey, Mayor

ATTEST:

Mindy Cuppy, MMC, City Clerk



VI CIRCULATION ELEMENT

TABLE OF CONTENTS

Introduction	1
Purpose	1
Related Plans and Programs	2
Relationship to Other General Plan Elements	4
Issues and Considerations	4
Circulation Setting.....	4
Roadways.....	4
Public Transit	5
Pedestrian and Bicycle Routes	5
Issues this Element Attempts to Solve.....	6
The Circulation Plan.....	7
Roadways	8
Freeways/Expressways	9
Major Roads.....	9
Connector Roads	10
Local Roads	10
Intersection Improvements.....	13
Special Treatments.....	13
Bikeways and Trails.....	14



VI CIRCULATION ELEMENT

Pedestrian	Pathways/Walkability
.....	17
.....	
.....	17
Goals, Policies, and Actions	21



VI CIRCULATION ELEMENT

VISION STATEMENT

Rancho Cordova will offer a vast, interconnected network of transportation and mobility options that allows for the efficient and effective movement of people and goods around the City. The City's roadway network will be designed to provide many route options while discouraging excessive traffic within local neighborhoods. Streets will be inviting, multi-modal public spaces. Neighborhood, village, and district design will start with the pedestrian and work its way up to the cars. Bikeways and trails will be integrated throughout the community connecting residents, jobs, services, activities, and open spaces. Public transit will provide a viable transportation option for everyone, with local, Citywide, and regional services. Implementation of this Element will result in an improved circulation system for all modes of travel within the community.

INTRODUCTION

Circulation refers to the ability of people and goods to safely and efficiently move about the community. Mobility is essential to a community's success and quality of life for its residents. Rancho Cordova faces many circulation challenges with regional congestion on Highway 50 and Sunrise Boulevard, limited north-south and east-west connections, and disconnected or uninviting pedestrian and bicycle facilities. The City will build a circulation system that makes it easier to move throughout the City by focusing on an improved network of major and connector roadways on a modified grid system, expanding transit opportunities, and developing a network of pedestrian and bicycle routes throughout the community.

PURPOSE

The Circulation Element describes existing and future transportation conditions and systems. The Element establishes goals, policies, and actions that will guide the City's circulation system, including the roadway network, transit facilities and services, and bicycle and pedestrian facilities. The text, maps, and diagrams are a basis for the development of the City's transportation network.





VI CIRCULATION ELEMENT

RELATED PLANS AND PROGRAMS

The Circulation Element relates closely to several other plans and programs, including the following:

- **Sacramento Area Council of Governments (SACOG) Blueprint Plan.** SACOG adopted its Preferred Blueprint Scenario in December 2004, which is a regional vision to accommodate the projected growth and long-term needs of the region over the next 50 years. The Blueprint Plan is intended to guide land use and transportation choices as the region's population is projected to grow from its current population of 2 million to over 3.8 million and the amount of jobs is projected to double to nearly 1.9 million by 2050.
- **The Regional Metropolitan Transportation Plan (MTP).** The MTP is a 23-year long-range plan for transportation improvements in the greater six-county Sacramento region. The MTP establishes goals, policies, programs, and projects that will meet the mobility needs of the Sacramento region. SACOG is the metropolitan planning organization responsible for developing the MTP every three years.
- **Sacramento Regional Transit – planning and operational activities.** Sacramento Regional Transit is the public transit service provider in Rancho Cordova, the County of Sacramento, and the City of Sacramento. They currently operate a fleet of buses and a light rail network with facilities and services in the City of Rancho Cordova.
- **Mather Field Airport Land Use Plan.** SACOG develops and maintains the comprehensive land use plan (CLUP/ALUP) for Mather Field, which is developed to protect public health and safety and ensure compatible land uses in the areas around the airport. Mather Airport is owned and operated by the Sacramento County Department of Airports.
- **Caltrans standards.** Caltrans establishes State minimum standards for several types of transportation facilities including roadways, trails, and bicycle paths.
- **Rancho Cordova Transit Master Plan.** This Plan designates the City's preferred transit system and is an implementing plan of the General Plan.



VI CIRCULATION ELEMENT

- **Rancho Cordova Pedestrian Master Plan.** The Pedestrian Master Plan will establish policies, programs, and projects to improve the pedestrian system with the City of Rancho Cordova.
- **Rancho Cordova Bikeway Study.** The Bikeway Study analyzed existing bicycle facilities and contributed to the development of the bikeway network for the General Plan.
- **Rancho Cordova Bicycle Master Plan.** The Bicycle Master Plan will guide implementation of the bicycle network in the General Plan. This implementation document provides additional detail about the existing facilities, planned improvements, priorities, phasing, and funding to build the bicycle network.
- **Rancho Cordova Street Design Standards.** The Street Design Standards establish details regarding the design of all types of roadways within the City consistent with the General Plan.
- **Rancho Cordova Improvement Standards.** The Improvement Standards establish detailed design and construction requirements for the City's transportation system consistent with the General Plan and Street Design Standards.
- **Rancho Cordova Design Guidelines.** The Citywide Design Guidelines identify objectives, standards, and guidelines that are intended to encourage, promote, and require high-quality, pedestrian-oriented development while allowing flexibility in the design solutions.
- **Rancho Cordova Roadway Phasing Study (2005-2006).** The Roadway Phasing Study analyzes the phasing of roadway improvements consistent with the City's Circulation Plan to determine the relationship of development phasing to roadway demand, impacts, and needs.
- **Rancho Cordova Americans with Disabilities Act (ADA) Transition Plan.** The ADA Transition Plan focuses on ensuring the provision of safe and usable pedestrian facilities for all and maintaining compliance with all federal, state, and local regulations and standards.
- **Capital SouthEast Connector JPA (CSC) Project Design Guidelines.** The Metropolitan Transportation Plan (MTP) includes a multi-modal transportation corridor that connects Elk Grove, Rancho Cordova, and El Dorado Hills. The Capital SouthEast Connector Project will serve as a regional expressway linking residential areas and employment centers in the Elk Grove, Rancho Cordova, El



VI CIRCULATION ELEMENT

Dorado Hills corridor, relieving congestion on the heavily congested existing two-lane roadways that currently serve the corridor. The CSC Project Design Guidelines will establish details regarding the design and construction requirements of the CSC project.

- **Neighborhood Traffic Management Plan.** The NTMP provides the framework and guidelines for systematically selecting and prioritizing streets and neighborhood areas for treatment, selection and application of traffic calming devices, and design of new neighborhoods to minimize the future need for traffic calming. The guidelines are primarily intended for use by City staff and neighborhood residents developing a traffic calming plan, and developers concerned with avoiding future traffic-related concerns in new neighborhoods.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The Circulation Element is a mandatory element of the General Plan that is closely related to several of the other elements of this General Plan. It addresses the circulation system as necessitated by the increase in development described in the Land Use Element. Trails, bikeways, and pedestrian paths are discussed in conjunction with the Open Space, Parks, and Trails Element. This Element is also related to the Urban Design Element, with regard to streetscape design. The Circulation Element also relates to the Safety Element with regard to increasing safety for pedestrians, bicyclists, and motorists. Issues, goals, policies, and actions related to infrastructure (e.g. utilities) as required by the State General Plan Guidelines are addressed in the Infrastructure, Services, and Finance Element. Where appropriate, cross-references are provided to alert the reader to the applicable policies of actions in other elements.

ISSUES AND CONSIDERATIONS

CIRCULATION SETTING

Roadways

The City of Rancho Cordova straddles U.S. Highway 50, a major eight-lane highway that serves local, regional, and interstate commuters. The General Plan Planning Area also contains several other major roadways used both by residents of the City and regional commuters traveling to and from the greater Sacramento area. These roadways include Sunrise Boulevard, a major north-south arterial for the eastern part of Sacramento County



VI CIRCULATION ELEMENT

and Placer County; Zinfandel Drive, another north-south arterial that connects the northern residential areas of Rancho Cordova with the commercial and industrial areas south of Highway 50; Folsom Boulevard, a major east-west arterial running from Folsom to Sacramento; and Jackson Highway (SR 16), connecting the Planning Area with Amador County and other areas south-east of the City.

A few of the City's roadways are currently operating at or near capacity and will see additional demand as the General Plan Planning Area is built out. Some segments can be improved or redesigned or have parallel capacity created to offset the demand; however, as in the case of Highway 50 and Sunrise Boulevard, there are no obvious solutions to increasing capacity along those roadways with physical roadway improvements, given current commuter travel patterns. These facilities will continue to be impacted whether or not any development occurs within the General Plan Planning Area. A limited number of crossings over the American River connect north and south Sacramento County and no new crossings are planned. The existing river crossings are already impacted and though improvements may be made to the roadway, achieving the City's desired level of service is likely not possible.

Public Transit

Public transit is provided by the Sacramento Regional Transit District, includes bus service and light rail. The light rail service parallels Folsom Boulevard, connecting downtown Sacramento with the City of Folsom, including several transit stations in the City of Rancho Cordova. Buses connect light rail passengers with the office/ retail and residential areas of the City. Bus service also connects residents and employees of Rancho Cordova with surrounding and nearby communities in the region.

Pedestrian and Bicycle Routes

The American River Parkway, the most scenic and heavily used off-street bikeways in the region, follows the American River in the northern part of the City and provides recreation opportunities for residents and visitors to the City. The Folsom South Canal, which runs generally north-south through the center of the Planning Area, includes a bicycle path that is separated from traffic, with both at-grade and grade-separated crossings at major roads. This bicycle path is lightly used, most likely due to its limited accessibility.

Existing sidewalks and bicycle facilities throughout the community provide connections to services and recreational areas. Some of the existing sidewalks, bike lanes, and trails are disconnected, substandard, or require maintenance.



VI CIRCULATION ELEMENT

ISSUES THIS ELEMENT ATTEMPTS TO SOLVE

The Circulation Element must address a wide variety of issues in order to improve the circulation conditions in Rancho Cordova. The primary issues that this Element attempts to solve, which were identified during the preparation of the General Plan, are listed below.

- Creating a complete transportation network that link all parts of the Planning Area together with a variety of interconnected and overlapping modes and travel options.
- Improving east-west and north-south connectivity throughout the City for all modes of transportation.
- Strengthening regional connections, specifically working with Caltrans to identify potential improvements to Highway 50 and working with neighboring communities, the County, and the Capital SouthEast Connector JPA on development of the CSC project.
- Developing a road system that is easily navigated and sensible to visitors through intelligent project design, road naming systems, and similar features. Avoid street designs that create meandering roadways that do not have a clear and direct path and “skewed” intersections where roads come together at angles that are not perpendicular to each other.
- Maintaining and improving the ability of employees to reach their jobs. As one of the largest employment centers in the Sacramento region, Rancho Cordova must accommodate major daily influxes of employees. This is key to the long-term economic vitality of the community.
- Providing efficient movement, in addition to employee access, for the City’s business sector so that it may remain competitive and successful.
- Making the City’s streets more pedestrian-friendly by improving sidewalks and corresponding streetscapes.
- Creating bikeways that are more desirable to a wide range of cyclists, especially families with young children.
- Ensuring that local roads through residential neighborhoods are properly designed for connectivity and slower speeds.



VI CIRCULATION ELEMENT

- Reducing vehicle congestion on the City's roadways by promoting other modes of transportation.
- Increasing the number and convenience of transit opportunities within the Planning Area, by expanding routes, increasing frequency, and reducing safety concerns.
- Enhancing the functionality of light rail as an employee commuter option by providing convenient transit extensions from light rail to job centers.
- Providing better integration or expansion of the existing regional bus transit and light rail system that yields opportunities for increased transit use.
- Improving pedestrian and bicycle connections between light rail stations and local retail uses, especially retail uses along Folsom Boulevard.
- Creating safe and convenient freeway crossings for bicyclists and pedestrians traveling north-south, especially near the Downtown.
- Promoting pedestrian activity along Folsom Boulevard, while balancing the need to accommodate some through-traffic.
- Implementing appropriate signage and connectivity at access points to the American River Parkway and the Folsom South Canal bicycle trails.
- Improving traffic flow on existing roadways, possibly by pursuing high-tech improvements that maintain the traffic flow and increase safety for both motorists and pedestrians/bicyclists (e.g. Intelligent Transportation Systems, signal timing, bus priority strategies, and red light cameras).
- Managing traffic at the existing American River crossings, with the goal of reducing traffic congestion at or near the crossings.
- Implementing a Neighborhood Traffic Management Program

THE CIRCULATION PLAN

The future circulation system of Rancho Cordova is comprised of both the text of this Element and the accompanying circulation maps (Figure C-1, Circulation Plan with Roadway System and Sizing; C-2, Bikeway and Trails; and C-3, Transit System), which describe the major roadways, bikeways and trails, and transit plans within the General Plan



VI CIRCULATION ELEMENT

Planning Area. While some of the development standards for these facilities are left to implementation plans and studies, the Circulation Element lays the groundwork and defines the role various modes of transportation will play in the movement of people and goods around the City. The Circulation Plan also addresses pedestrian and bicycle mobility in Rancho Cordova.

***Modified grid** - A network of streets that is similar to a grid street pattern, except that it is modified to incorporate curves in roadways or diagonally directed streets. This pattern is useful in areas where the roadway design must be sensitive to topography, existing development or other pre-existing constraints.*

ROADWAYS

The future roadway pattern in Rancho Cordova is based on a “modified grid” system of major roadways at approximate one-mile spacing and connector roads at approximate quarter-mile spacing for improved connectivity and route choice. This Circulation Plan

establishes a framework for local roadways and land use planning that respects natural features while connecting neighborhoods, villages, and districts.

Table C-1 lists the categories of roadways addressed in this General Plan and describes how these roadway categories relate to the City’s street types. Each of the General Plan roadway categories is explained as part of the Circulation Plan.

Figure C-1 illustrates the City’s primary roadway network system, including freeways/expressways, major roads, and connector roads. This figure only shows the major roadways of the City that provide north-south and east-west connectivity. It does not illustrate the many local and smaller connector roads that provide circulation within neighborhoods and villages. These roadways will be designed at the neighborhood/local level with subsequent Planning Area reviews. The roadway system and sizing diagram has been designed in conjunction with the planned land uses and corresponding development capacity identified in the Land Use Element. Grade-separated crossings identified on the map are conceptual in nature only and are further addressed in the Bikeways and Trails section of the Circulation Plan.

VI CIRCULATION ELEMENT



TABLE C-1
ROADWAYS IN RANCHO CORDOVA

General Plan Roadway Category	City Street Types
Freeways/Expressways	Freeways Expressways
Major Roads	Thoroughfares Arterials Major Collector Street
Connector Roads	Collector Streets Residential Collector Streets Non-Residential Collector Streets
Local Roads	Non-Residential Local Streets (Commercial, Industrial) Primary Residential Streets Minor Residential Streets

Freeways/Expressways

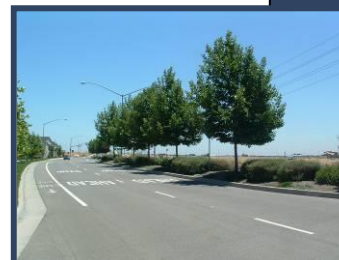
Freeways and expressways are the largest roadway types in the City. The objective of these roadways is to move the greatest number of vehicles as efficiently and safely as possible. All freeway crossings with other roadways are grade-separated, access is limited, and development does not open directly onto the freeway or expressway. The only existing freeway in the General Plan Planning Area is U.S. Highway 50, and no additional freeways are planned. Construction and improvements to freeways are the responsibility of the State of California.



Limited access expressways within the General Plan Planning Area include Sunrise Boulevard, Jackson Highway and Bradshaw Road. Limited access expressways are illustrated on Figure C-1 as 6 Lane Expressways. The Capital SouthEast Connector follows Grant Line Road adjacent to city limits. The CSC is illustrated on Figure C-1 as a 4 Lane Expressway.

Major Roads

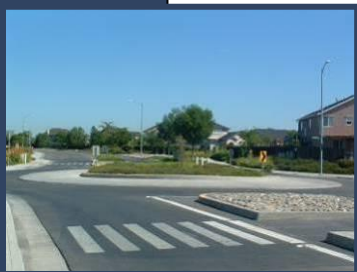
Major roads provide for cross-town and regional travel and carry heavy volumes of traffic, typically more than 13,000 average daily trips. Major roads are four to six lanes wide and may include a





VI CIRCULATION ELEMENT

median for landscape buffering and dedicated turn lanes. Their primary purpose is to connect villages and districts with one another. Major roads are spaced approximately one-mile apart. Zinfandel Drive and White Rock Road are examples of major roads. Major roads may also include enhanced transit corridors as discussed in the Transit component of this Circulation Plan.



Connector Roads

Connector roads link neighborhoods and villages with one another and may connect neighborhoods and villages to districts. They are usually two to four lanes in width and include wide sidewalks, bicycle lanes, landscaped island medians, landscaping between the back of the curb and sidewalk and/or behind the sidewalk, along with other features that make them accessible and inviting to pedestrians. Generally, connector roads carry light to moderate traffic volumes and have speed limits in the 25 to 35 mile-per-hour range. Their average daily trip count is usually less than 13,000 trips. Connector roads are spaced approximately one-half mile apart. Coloma Road is an example of an existing connector road.



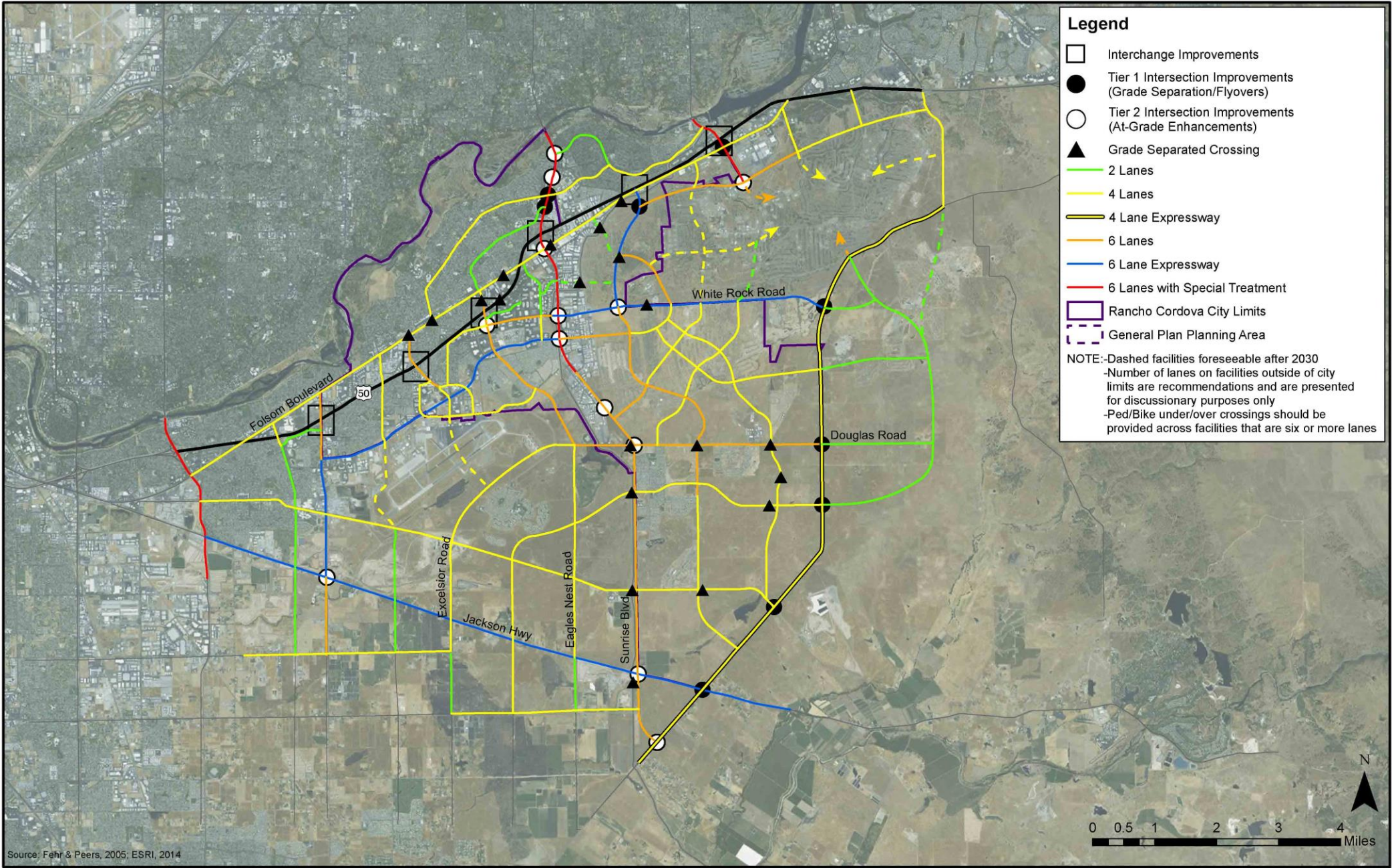
Local Roads

Local roads are commonly referred to as neighborhood streets. They are small in scale – no more than two lanes wide – and have sidewalks, landscaping, pedestrian-scale lighting, and other features that make them inviting to walk along. Parking is typically provided on both sides of local roads and sidewalks may be attached or detached. Speed limits on local roadways usually do not exceed 25 miles per hour and traffic volumes are generally less than 5,000 average daily trips. The use of cul-de-sacs is highly discouraged; rather, streets should connect with other local roads using a “modified grid” system for improved connectivity and way finding.

In non-residential areas of the City, local roads are used to connect businesses to connector and major roadways, much like they do in neighborhoods. Local roads in non-residential areas may be larger than their residential counterparts in order to facilitate the larger vehicles that may travel down them. Streets are still designed for lower speeds than connector or major roads and feature landscaping and vertical curbs. Parking may or may not be provided on one or both sides of the street.

VI CIRCULATION ELEMENT

FIGURE C-1
CIRCULATION PLAN
WITH ROADWAY SYSTEM AND SIZING



VI CIRCULATION ELEMENT



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VI CIRCULATION ELEMENT

Intersection Improvements

The Circulation Plan (Figure C-1) shows a series of intersection improvements (Tier 1 and Tier 2). Tier 1 improvements are characterized as grade-separation improvements that separate opposing flows of traffic to better increase throughput. This could be accomplished by using flyovers that remove one or more direction of travel from an intersection or by using full “urban interchanges.” Urban interchanges are freeway-like grade-separated intersections that feature bridges and on- and off-ramps similar to freeway-type interchanges, and provide for uninterrupted flow of traffic on the intersecting streets. An example of an urban interchange in the General Plan Planning Area would be the intersection of Watt Avenue and La Riveria Drive, where the heavier traffic on Watt Avenue passes, uninterrupted, above La Riveria Drive. On-ramps connect traffic on La Riveria Drive with Watt Avenue. Tier 1 improvements will likely be implemented in the long term.



Tier 2 improvements are characterized as at-grade enhancements that increase traffic flow and/or make the intersection safer for pedestrians and bicyclists. This may include adjusting signal timing, signal preemption, and other Intelligent Transportation Systems enhancements.

The Capital SouthEast Connector project, along Grant Line Road, will be initially constructed with at-grade signalized intersections. The project anticipates that future level of service requirements will drive the need to build “tight diamond” interchanges at most intersection locations. The CSC JPA intends to guide future planning and development efforts to accommodate these long term improvements. The CSC interchanges are expected to minimize land area requirements and visual impacts. It is expected that the Connector through lanes will be depressed so that the top of the interchanges will be at the level of the surrounding lands.

Special Treatments

Figure C-1 includes roadways with “special treatments.” These are roadways that have been designed or redesigned to accommodate large volumes of traffic while still retaining access to adjacent businesses. Potential improvements to the corridors illustrated include the addition of high occupancy vehicle (HOV) lanes or bus-only lanes, continuous right turn lanes, continuous-flow intersections





VI CIRCULATION ELEMENT

where the majority of traffic bypasses the intersection through some form of grade separation, or other methods that increases the through-put of traffic along the corridor.

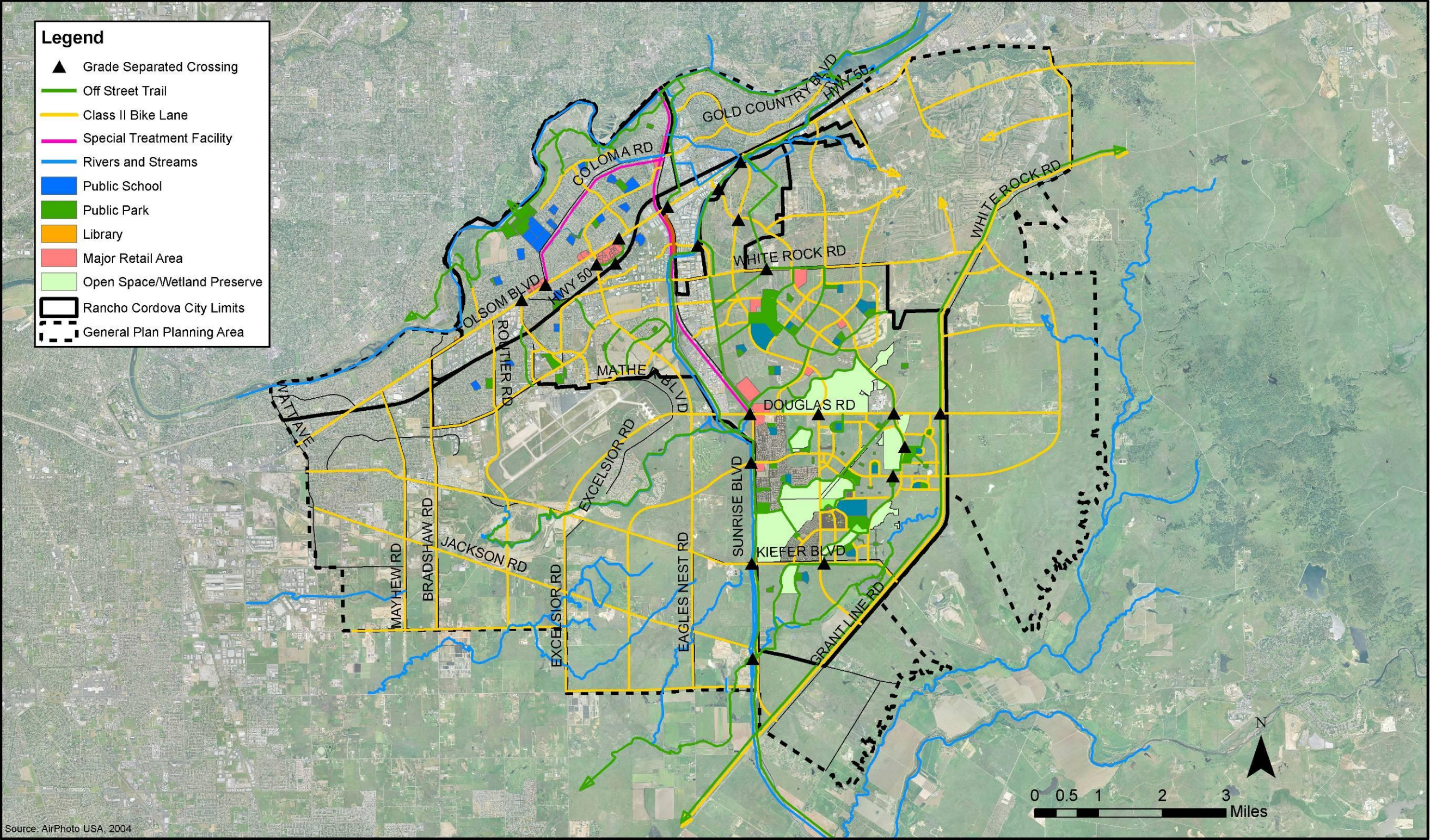
BIKEWAYS AND TRAILS

The City's vision is to become a bicycle-friendly community, where cycling is a viable mode of transportation. To achieve this goal, the City will provide a safe and convenient network of bike paths and lanes that connect residential, commercial, transit, and recreational destinations. The City's trail network will also link to existing and planned regional trail systems. Grade-separated crossings, such as bridges or under crossings, will be provided where necessary to provide a safe, seamless bike network. Regional trails will link the City to facilities such as Lake Natoma and Laguna Creek.

Figure C-2 shows the City's major network of bikeways and trails. Grade separated crossings identified on the map are conceptual in nature will be finalized with development of the Bikeway Master Plan, Trails Master Plan, and Pedestrian Master Plan. Neighborhood level pedestrian and bicycle planning and design will take place as part of project plan review.

Special Treatment Facilities, as described on the Bikeways and Trails map, are corridors with a variety of unique circumstances that require a range of treatments options and actions that remove barriers to efficient bicycle circulation and improve the quality of the facility. The identified facilities are important corridors in the community and region, providing major connectivity to homes and businesses. Solutions for these corridors will be explored as part of the Bikeway Master Plan, but may include the use of both on- and off-street facilities, special or additional signalization specifically for bicycles, and other features as deemed appropriate as part of subsequent planning activities.

FIGURE C-2
BIKEWAY AND TRAILS PLAN



VI CIRCULATION ELEMENT



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VI CIRCULATION ELEMENT

PEDESTRIAN PATHWAYS/WALKABILITY

The City seeks to become a premier walkable community and places a high emphasis on creating a pedestrian environment. To achieve this, development will provide exceptional places and paths for people to walk. Neighborhoods, villages, and districts will be inviting places that allow people to walk from their homes to the village center to buy a carton of milk. Sidewalks will be provided along streets; where they intersect a major street, special treatments will be provided to help reduce the potential conflict between vehicles and pedestrians.

Generally, big, wide streets inhibit pedestrian circulation by increasing the distance the pedestrian must travel in order to cross the street. Pedestrians are also less inclined to use a pathway when it is located adjacent to a soundwall. The preferred solution is to orient uses and buildings close to the street to create an inviting atmosphere that promotes pedestrian circulation.

As identified in Dan Burden's *Sharpening Our Tools* report for Rancho Cordova, at-grade roadway crossings are the best, most efficient way for pedestrians to circulation throughout the community. Midblock crossings need to be provided for longer blocks to facilitate continued, uninterrupted pedestrian movement.

Pedestrian paths are primarily developed as part of the roadway and trail systems of the City and reflect the interconnected nature of circulation and transportation in Rancho Cordova. The development of sidewalk standards and provisions for crosswalk and grade separated crossings will be further defined through the creation of the Pedestrian Master Plan and Street Design Standards.

TRANSIT

Transit is a key component of the City's Circulation Plan and it involves moving people within and through the City and the neighboring communities and connecting to the greater region. Currently, the primary transit provider is the Sacramento Regional Transit District, which operates bus and light rail service in and around Rancho Cordova, although the City may establish transit services in addition to Regional Transit.

As the City grows, new routes will need to be developed to connect residential, commercial, office, and industrial areas. Potential new transit services include "bus rapid transit," jitneys, trolleys/streetcars, and other services that connect to the existing system.



VI CIRCULATION ELEMENT

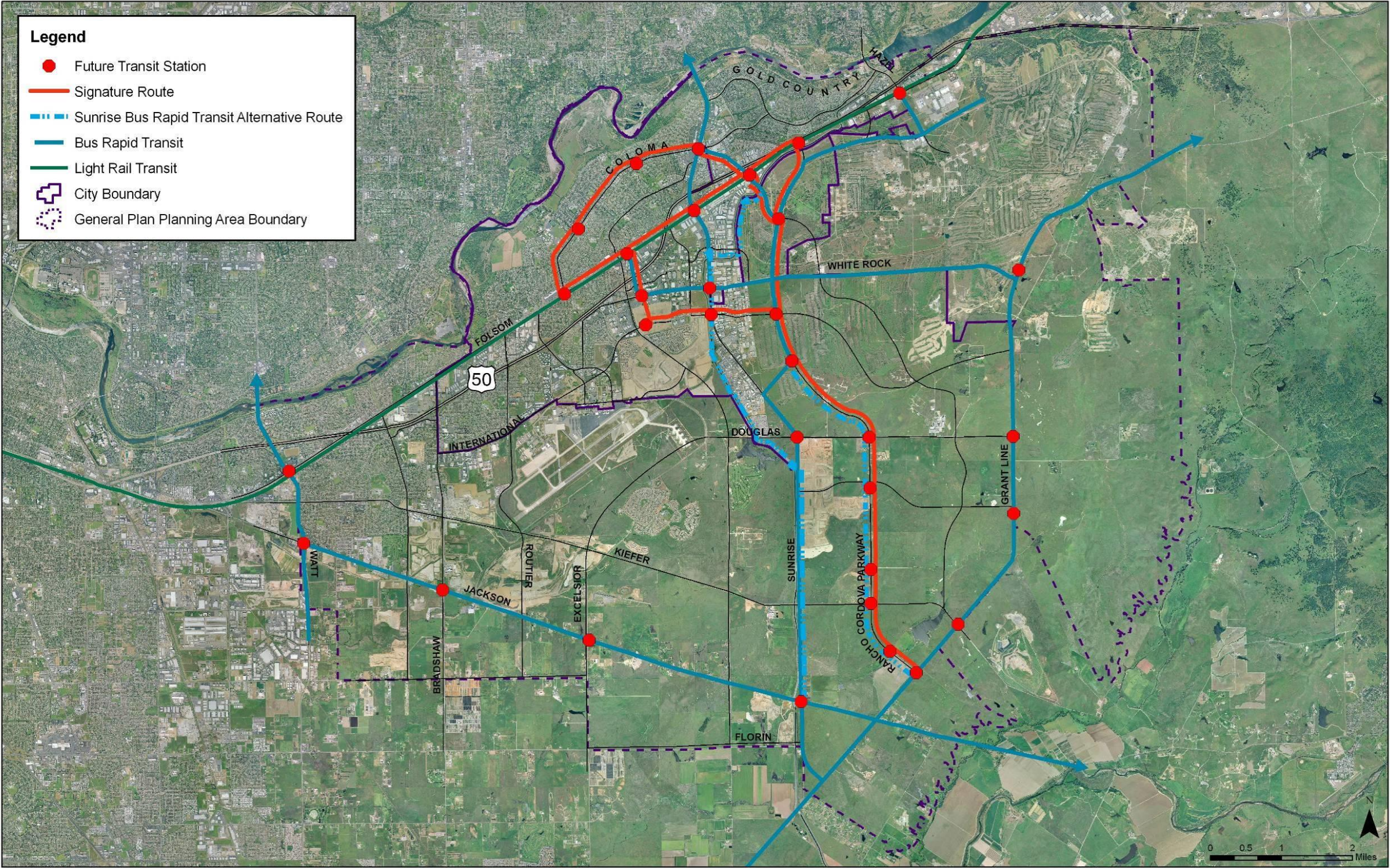
The Transit Master Plan identifies potential routes and modes for the future transit system(s) in Rancho Cordova. The objectives of the Transit Master Plan are to:

- Join exiting and future areas of the City together and create a sense of unity with regard to transit services.
- Foster north/south, east/west connectivity that allows citizens to leave their cars at home and utilize an attractive transit system..
- Simplify current and future transit routes to provide more frequent and efficient services.
- Clarify and identify the system to riders through the use of public awareness campaigns and other communications with the public.
- Make service fun, fast, and frequent so that it attracts riders.

The Transit Master Plan is partially described through the Transit System Map, Figure C-3. It identifies the regional and major citywide services planned for the City, including bus rapid transit lines along most of the major roads and a signature transit route. Other, more conventional local, city-, and region-wide services are planned but not illustrated on the map. The Transit Master Plan will develop these ideas and other transit-related concepts in greater detail.

VI CIRCULATION ELEMENT

FIGURE C-3
TRANSIT SYSTEM MAP



VI CIRCULATION ELEMENT



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VI CIRCULATION ELEMENT

GOALS, POLICIES, AND ACTIONS

The goals of this element are as follows and are listed subsequently with corresponding policies and actions.

- **Goal C.1:** Develop a roadway system that accommodates future land uses at the City's desired level of service, provides multiple options for travel routes, protects residential areas from excessive traffic, coexists with other travel modes, and contributes to the quality of the City's residential, commercial, office, and industrial areas.
- **Goal C.2:** Establish an extensive, complete, smooth, interconnected, and continuous pedestrian and bicycle network that is a safe and attractive option for local or regional trips or recreation and that connects to the City's neighborhoods, parks and schools, employment areas, and retail centers.
- **Goal C.3:** Establish a viable transit system that connects all parts of the City and links with regional destinations.
- **Goal C.4:** Accept and support other transportation modes of benefit to the City, including air and rail transit.
- **Goal C.5:** Fund the circulation system adequately to provide all desired services.
- **Goal C.6:** Provide a circulation system that is properly maintained and maximizes safety for all users.



VI CIRCULATION ELEMENT

GOAL C.1 - DEVELOP A ROADWAY SYSTEM THAT ACCOMMODATES FUTURE LAND USES AT THE CITY'S DESIRED LEVEL OF SERVICE, PROVIDES MULTIPLE OPTIONS FOR TRAVEL ROUTES, PROTECTS RESIDENTIAL AREAS FROM EXCESSIVE TRAFFIC, COEXISTS WITH OTHER TRAVEL MODES, AND CONTRIBUTES TO THE QUALITY OF THE CITY'S RESIDENTIAL, COMMERCIAL, OFFICE, AND INDUSTRIAL AREAS.

Cross reference:
ISF.2.1.2

Policy C.1.1 - Implement the Circulation Plan with the Roadway System and Sizing Diagram, shown as Figure C-1, as a modified grid network.

Cross reference:
UD.1.21

- **Action C.1.1.1** - Review and update the City's roadway cross-sections and design standards that implement the roadway types shown in the Circulation Plan.
- **Action C.1.1.2** - Require the dedication of right-of-way and the installation of roadway improvements as part of the review and approval of development projects. Require the dedication of major road rights-of-way (generally, for major roads and thoroughfares) at the earliest opportunity in the development process.
- **Action C.1.1.3** - Require the dedication of additional right-of-way for intersection improvements where features such as grade separations are planned, unless otherwise approved by the City Engineer.
- **Action C.1.1.4** - Require all development projects that must perform new roadway construction or road widening to complete the entire roadway to its planned width from curb-to-curb prior to the operation of the project for which the improvements were constructed, unless otherwise approved by the City Engineer. Such roadway construction must also provide facilities adequate to ensure pedestrian safety as determined by the City Engineer.
- **Action C.1.1.5** - Require development projects to provide funding or to construct roadway/intersection improvements to implement the City's Circulation Plan. At the City's discretion, consider the payment of established traffic impact or similar fees to provide compliance with the requirements of this policy with regard to those facilities included in the fee program, provided that the City finds that the fee adequately funds all required roadway and intersection improvements. If payment of established fees is used to provide compliance with this policy, the City may also require the payment of additional fees if necessary to cover the fair share cost of facilities not included in or fully funded by the fee program.
- **Action C.1.1.6** – Space major roadways approximately one mile apart and connector roads one-half mile apart to increase route choice and improve vehicular circulation.

Cross reference:
ISF 2.3



VI CIRCULATION ELEMENT

Policy C.1.2 - Seek to maintain operations on all roadways and intersections at Level of Service D or better at all times, including peak travel times, unless maintaining this Level of Service would, in the City's judgment, be infeasible and/or conflict with the achievement of other goals. Congestion in excess of Level of Service D may be accepted in these cases, provided that provisions are made to improve traffic flow and/or promote non-vehicular transportation as part of a development project or a City-initiated project. Please see Policy C.1.3 for additional policy guidance related to this issue.

Examples of system improvements which may be accepted when Level of Service D cannot be maintained include the following, where the improvement or funding is in excess of standard City requirements:

- Development of on- or off-street bicycle or pedestrian circulation (not including sidewalks that are constructed as part of roadway improvements);
- Providing or funding public transportation facilities or services;
- Other features as determined appropriate by the City.
- **Action C.1.2.1** - Adopt, and update as necessary, guidelines for the preparation of traffic impact analysis for proposed development projects. Items to be addressed may include the following:
 - Guidelines for determining when traffic analysis is required;
 - Guidelines for the preparation of traffic analysis; and
 - Significance criteria for use in CEQA analysis of proposed projects.
- **Action C.1.2.2** - Adopt, and update as necessary, a list of circulation improvements, including roadway improvements, pedestrian and bicycle facilities, and transit-related improvements, which the City will accept as offsets for congestion in accordance with this policy.

Policy C.1.3 - Recognize that regional traffic beyond the City's control, as well as circulation system decisions made prior to incorporation or by other agencies, will make it infeasible to achieve the City's desired Level of Service on all roadways. Subject development projects which affect these roadways to the provisions of Policy C.1.2 to provide offsetting improvements to the vehicular and/or non-vehicular transportation system.



VI CIRCULATION ELEMENT

Cross reference:
S.9.1.8

- **Action C.1.3.1** - On a regular basis, monitor existing traffic on roadways within and adjacent to the City.
- **Action C.1.3.2** - Continue to update and refine the citywide traffic model and use the model to project future traffic conditions based on existing and planned land uses within the City and in the region.
- **Action C.1.3.3** - Adopt, and update as necessary, a list of roadways on which the City will not seek to achieve Level of Service D. This list may designate the Level of Service which will be accepted on each roadway.

Policy C.1.4 - Discourage the creation of private roadways, except when the roadways are constructed to public roadway standards and private maintenance is assured, or are used in an affordable residential development.

Policy C.1.5 - Design the circulation system serving the City's industrial areas to safely accommodate heavy truck traffic.

Cross reference:
AQ.2.1,
AQ.3.4.2

Policy C.1.6 - Strongly discourage the use of cul-de-sacs on local roads, except where they are necessary due to site-specific concerns, such as habitat areas, that preclude construction of through routes. When cul-de-sacs are used, they should include bicycle and pedestrian connections to trail systems or adjacent major or connector streets.

Policy C.1.7 - Require the installation of traffic pre-emption devices for emergency vehicles (police and fire) at all newly constructed intersections and seek to retrofit all existing intersections to incorporate these features.

Policy C.1.8 - Ensure that where traffic calming devices or techniques are employed, adequate access is provided for police and fire vehicles.

- **Action C.1.8.1** – Implement, and update as necessary, the Neighborhood Traffic Management Plan and the tools for implementing traffic calming in neighborhoods.

Cross reference:
AQ.2.1,
AQ.3.4.2

Policy C.1.9 – In an effort to reduce automobile traffic and congestion and increase use of other travel modes, support the use of trip reduction programs.

- **Action C.1.9.1** – Consider the preparation of a Trip Reduction Program that identifies ways in which automobile traffic and congestion can be reduced as a way to improve mobility within the City.



VI CIRCULATION ELEMENT

- **Action C.1.9.2** – Encourage development projects, major employers, and schools to incorporate/participate in trip reduction programs.

Policy C.1.10 – Encourage maximum block lengths that provide multiple vehicular paths and increase pedestrian circulation around the City at the neighborhood level. The City's preferred block length is less than 600 feet. Block lengths between 600 and 800 feet may be acceptable on a case-by-case basis, and block lengths greater than 800 feet are generally considered unacceptable.

- **Action C.1.10.1** – Incorporate maximum block length standards into the City's street design and/or improvement standards.
- **Action C.1.10.2** – When blocks are designed at lengths greater than 800 feet, design shall include mid-block pedestrian and emergency vehicle connections.

Policy C.1.11 – As part of major individual roadway enhancement projects (e.g., intersection redesign, signalization of a previously un-signalized intersection), enhance and upgrade pedestrian and bicycle facilities within one-quarter mile of the project

- **Action C.1.11.1** – Include funding in the City's Capital Improvement Plan (CIP) to construct the pedestrian and bicycle components of the roadway improvement.

GOAL C.2 - ESTABLISH AN EXTENSIVE, COMPLETE, SMOOTH, INTERCONNECTED, AND CONTINUOUS PEDESTRIAN AND BICYCLE NETWORK THAT IS A SAFE AND ATTRACTIVE OPTION FOR LOCAL OR REGIONAL TRIPS OR RECREATION AND THAT CONNECTS TO THE CITY'S NEIGHBORHOODS, PARKS AND SCHOOLS, EMPLOYMENT AREAS, AND RETAIL CENTERS.

Policy C.2.1 - Create a system of on- and off-street trails and multi-use paths, as generally illustrated on Figure C-2, that are used for walking and bicycling and that are attractive, natural, and safe transportation corridors.

Policy C.2.2 – Require bicycle and pedestrian connections to public transit systems at stops, stations, and terminals; carpool/vanpool park-and-ride lots; and activity centers (e.g., schools, community centers, medical facilities, senior residences, parks, employment centers, high-density residential areas, commercial centers).

Policy C.2.3 - In designing development projects, design for the pedestrian first.

Cross reference:
OSPT.3.1

Cross reference:
OSPT.3.1

Cross reference:
AQ.3.1

Cross reference:
LU.2.4,
UD.1.3.1,
UD.3.2.2,
AQ.3.1



VI CIRCULATION ELEMENT

- **Action C.2.3.1** – Require pedestrian circulation routes to be designed into all land plans and subdivisions to ensure that access for the pedestrian is provided. Pedestrian routes shall be interconnected and may include open spaces, parks, and trails as otherwise required by the City.
- **Action C.2.3.2** – Require and site pedestrian crossings of major roads at key intersections and at locations that provide priority and efficiency to the pedestrian, even at the expense of improved vehicular circulation.
- **Action C.2.3.3** – Ensure safe, efficient pedestrian connections are made between the sidewalk, parking areas, and entrances to stores, offices, and other uses as part of development design review.

Policy C.2.4 - Provide sidewalks throughout the City. Meandering sidewalks are discouraged, except where necessary to accommodate site-specific features such as trees or habitat.

- **Action C.2.4.1** - Prepare and adopt a Pedestrian Master Plan that sets forth a comprehensive pedestrian system and support facilities, as well as plans education, marketing, and enforcement programs. Identify detailed and ranked improvements in the Master Plan, and update the plan every three to five years. Include minimum sidewalk widths based on development type.
- **Action C.2.4.2** – Coordinate the Pedestrian Master Plan and the circulation-related components of the City Open Space Standards.

Policy C.2.5 - Provide safe and convenient bicycle access to all parts of the community.

- **Action C.2.5.1** – Prepare and adopt a Bikeway Master Plan that sets forth a comprehensive bicycle system and support facilities over the next 20 years, as well as plans education, marketing, and enforcement programs. Identify detailed and ranked circulation improvements in the Master Plan, and update the plan every three to five years.
- **Action C.2.5.2** – Coordinate the Bikeway Master Plan with the circulation-related components of the City Open Space Standards.
- **Action C.2.5.3** - Pursue all available sources of funding for the development and improvement of bicycle facilities. Develop projects and secure funding to improve pedestrian and bicycle safety and access around schools and transit stations.

Cross reference:
AQ.3.1,
UD.1.2.1,
UD.3.2.4,
OSPT 3.1



VI CIRCULATION ELEMENT

- **Action C.2.5.4** - Establish a Bicycle Advisory Committee to oversee creation and implementation of the Bicycle Master Plan and ensure consistency with existing policy documents, such as the General Plan.
- **Action C.2.5.5** - Coordinate City departments with stakeholders such as the County of Sacramento, Sacramento Area Council of Governments, Folsom South Canal Development Team, American River Parkway Committee, Cordova Recreation and Park District, Sacramento City/County Bicycle Advisory Committee, air quality agencies, Sacramento Regional Transit District, 50 Corridor Transportation Management Association, employers, residents, and cyclists in order to design, implement, and maintain the proposed bikeway system.
- **Action C.2.5.6** - Provide staff resources focused on review of proposed bicycle and related facilities and their implementation and operation.

Policy C.2.6 – Provide on-street bike lanes along all connector roadways and on local and major roadways when necessary to provide for interconnected routes. On-street bike routes may be provided on local, connector, and major roadways as deemed necessary by the City.

Policy C.2.7 - Require grade-separated crossings or enhanced at-grade crossings at key locations as identified in the Bikeway Master Plan, Trails Master Plan, and Pedestrian Master Plan to maximize the safety and attractiveness of bicycling and walking routes. Locations for grade-separated crossings include Highway 50 in the vicinity of Olson Drive, an additional crossing of Highway 50 generally west of Mather Field Road, and crossings associated with the Folsom South Canal.

- **Action C.2.7.1** - Include grade-separated crossings in the City's Capital Improvement Plan, and collect fees to assist in the construction of these facilities.
- **Action C.2.7.2** – Develop standards for grade separated pedestrian and bicycle crossings that take the pedestrian/bicycle crossing either above or below the road. When the crossing goes under the road, development standards should specify that a change in elevation is required of both the crossing and roadway, thereby splitting the necessary vertical clearance. Doing so will make the crossing safer and more attractive to users by allowing them to see the horizon as they make the crossing.
- **Action C.2.7.3** – Identify grade separated crossings and enhanced intersection improvements for bikeways and trails as part of the Bicycle Master Plan, Trails Master Plan, Pedestrian Master Plan, and in conjunction with development review.

Cross reference:
UD.2.3.3,
OSPT.3.3

Cross reference:
OSPT.3.3



VI CIRCULATION ELEMENT

Cross reference:
LU.2.4

Policy C.2.8 - Promote bicycling and walking as a safe and attractive activity. Educate all road users to share the road and interact safely.

- **Action C.2.8.1** - Develop programs to encourage bicycle use in communities where significant segments of the population do not drive and where short trips are most common (e.g., through Safe Routes to Schools programs).
- **Action C.2.8.2** - Maintain roadways and bicycle-related facilities so they provide safe and comfortable conditions for the bike rider, including establishing a routine street sweeping program and maintaining lane striping for bike lanes and routes.
- **Action C.2.8.3** - Minimize road construction impacts by coordinating bike, and pedestrian facilities with roadway construction whenever feasible.
- **Action C.2.8.4** - Ensure traffic-calming projects are appropriate for bicycle and pedestrian users (e.g., address bulb-out or roundabout designs that push cyclists into traffic).
- **Action C.2.8.5** - Provide signage, alternative routes, etc. during construction activities affecting bikeways to ensure the safety of cyclists.
- **Action C.2.8.6** - Enforce traffic laws to improve the safety and comfort of all road users, with a particular focus on behaviors and attitudes that cause motor vehicle/bicycle crashes.
- **Action C.2.8.7** - Use available accident data to monitor bicycle-related accident levels annually and focus on a reduction of fifty percent on a per capita basis over the next 20 years.
- **Action C.2.8.8** - Improve pedestrian crossings in areas of high pedestrian activity where safety is an issue.
- **Action C.2.8.9** - Adopt a target level of bicycle use (e.g. percent of trips) and safety to be achieved within a specific timeframe, and improve data collection necessary to monitor progress.
- **Action C.2.8.10** – Identify a funding source that will provide at least one crossing guard for each elementary and middle school in the City. Work with school districts to identify joint funding solutions and other partnership opportunities that facilitate pedestrian safety around schools



VI CIRCULATION ELEMENT

Policy C.2.9 – Establish the City as a model employer by encouraging bicycle use among its employees. Potential strategies for encouraging bicycle use include providing parking, showers, and lockers in City facilities and establishing a City bicycle fleet.

Policy C.2.10 – Create safe and efficient at-grade crossings of roadways for pedestrian and bicyclists.

- **Action C.2.10.1** – As part of the Pedestrian Master Plan, Bicycle Master Plan, and/or City Street Standards, develop improvement standards for at-grade pedestrian crossings (e.g., pedestrian bulb outs, markings, special paving, lighting, signage) with performance standards for location and frequency.

GOAL C.3 – ESTABLISH A VIABLE TRANSIT SYSTEM THAT CONNECTS ALL PARTS OF THE CITY AND LINKS WITH REGIONAL DESTINATIONS.

Policy C.3.1 - Advocate and develop transit services which meet the needs of residents and employees in Rancho Cordova.

- **Action C.3.1.1** - Create, implement, and update regularly a Transit Master Plan for Rancho Cordova that identifies the type of system desired for the City. Transit routes should coincide with major destinations for employment and shopping, the location of major institutions, concentrations of multi-family housing, and other land uses likely to attract public transit ridership. Bus routes should follow major roads with service to residential neighborhoods from connector streets. Figure C-3 identifies the City's preferred transit system.
- **Action C.3.1.2** - Work with transit providers to develop and implement the Transit Master Plan and any additional transit services within the City that are timely, cost-effective, and responsive to growth patterns and existing and future transit demand.
- **Action C.3.1.3** - Pursue all available sources of funding for transit services.
- **Action C.3.1.4** - Ensure that transit service is provided in accordance with regional plans and policies, including identified transit improvements developed as part of the Sacramento County Mobility Study.
- **Action C.3.1.5** – Review the need for additional transit lines/service in new development and require installation of needed stops through the project review process.

Cross reference:
AQ.3.2



VI CIRCULATION ELEMENT

Policy C.3.2 - Maintain and improve access and mobility for seniors, youth, and the disabled with programs that meet their mobility needs.

- **Action C.3.2.1** - Encourage paratransit service within the City by working with service providers to better identify service gaps and resources, and to improve response times.

Policy C.3.3 - Promote the integration of transit facilities into new development.

- **Action C.3.3.1** - Require new development and redevelopment to include public transit stations, especially light rail stations, and to promote pedestrian activity and connection between public transit and retail, office, and residential uses.
- **Action C.3.3.2** – Consistent with the Transit section of the Circulation Plan and the Transit Master Plan, require development to dedicate the necessary right-of-way needed to accommodate planned transit services.

Policy C.3.4 - Promote the establishment and use of employee shuttles that help reduce trips on City roads.

- **Action C.3.4.1** - Encourage and accept employee shuttles as a viable mitigation measure for trip reduction when proposed development cannot otherwise mitigate potential impacts to City streets.

GOAL C.4 - ACCEPT AND SUPPORT OTHER TRANSPORTATION MODES OF BENEFIT TO THE CITY, INCLUDING AIR AND RAIL TRANSIT.

Policy C.4.1 - Support continued air operations at Mather Airport.

- **Action C.4.1.1** - Work with the Sacramento County Airport System and the Airport Land Use Commission to improve operations at Mather Airport, consistent with the City's vision.

Policy C.4.2 - Support continued heavy rail operations within the City so long as they do not impact other modes of circulation or cause a negative impact (e.g., noise, light, vibration) on adjacent land uses.

Cross reference:
AQ.3.2.2

Cross reference:
S.6.1

Cross reference:
ISF.2.3, S.4.1



VI CIRCULATION ELEMENT

GOAL C.5 - FUND THE CIRCULATION SYSTEM ADEQUATELY TO PROVIDE ALL DESIRED SERVICES.

Policy C.5.1 - Aggressively pursue State and federal funding to implement all aspects of the City's Circulation Plan.

Policy C.5.2 - Require proposed new development projects to analyze their contribution to increased traffic and to implement improvements necessary to address their impact on facilities not covered by a fee program.

Policy C.5.3 - Assess fees sufficient to cover the fair share portion of all new development impacts on the local and regional transportation system.

- **Action C.5.3.1** - Periodically undertake a detailed analysis of the improvements needed as growth occurs and the costs associated with those improvements. Update fees as necessary to ensure full funding of all required improvements.
- **Action C.5.3.2** – Establish a road maintenance assessment district to provide a funding source to maintain road improvements, new roads, and bicycle/pedestrian facilities as a result of new development.

Cross reference:
ISF.2.3

GOAL C.6 - PROVIDE A CIRCULATION SYSTEM THAT IS PROPERLY MAINTAINED AND MAXIMIZES SAFETY FOR ALL USERS.

Policy C.6.1 - Maintain and repair streets, trails, and other circulation components according to priorities established on an annual basis.

- **Action C.6.1.1** - Develop and implement a comprehensive system to monitor and evaluate the conditions and maintenance needs of the existing transportation network. Inventory and categorize the City-maintained roads by road type and condition using a pavement management system.
- **Action C.6.1.2** - Work with SACOG to ensure that the Metropolitan Transportation Plan is coordinated with the City's Capital Improvement Plan to facilitate access to federal and state funds for circulation maintenance and improvements.

VI CIRCULATION ELEMENT



TABLE OF CONTENTS

Introduction.....

Purpose

Related Plans and Programs

Relationship to Other General Plan Elements

Issues and Considerations.....

Circulation Setting.....

Roadways.....

Public Transit

Pedestrian and Bicycle Routes

Issues this Element Attempts to Solve

The Circulation Plan

Roadways

Freeways/Expressways.....

Major Roads.....

Connector Roads

Local Roads

Intersection Improvements.....

Special Treatments.....

Bikeways and Trails.....

1

1

2

4

4

4

4

5

5

6

7

8

9

9

10

10

13

13

1413



VI CIRCULATION ELEMENT

Pedestrian	Pathways/Walkability
.....	17
.....	17
Goals, Policies, and Actions	21

VI CIRCULATION ELEMENT



VISION STATEMENT

Rancho Cordova will offer a vast, interconnected network of transportation and mobility options that allows for the efficient and effective movement of people and goods around the City. The City's roadway network will be designed to provide many route options while discouraging excessive traffic within local neighborhoods. Streets will be inviting, multi-modal public spaces. Neighborhood, village, and district design will start with the pedestrian and work its way up to the cars. Bikeways and trails will be integrated throughout the community connecting residents, jobs, services, activities, and open spaces. Public transit will provide a viable transportation option for everyone, with local, Citywide, and regional services. Implementation of this Element will result in an improved circulation system for all modes of travel within the community.

INTRODUCTION

Circulation refers to the ability of people and goods to safely and efficiently move about the community. Mobility is essential to a community's success and quality of life for its residents. Rancho Cordova faces many circulation challenges with regional congestion on Highway 50 and Sunrise Boulevard, limited north-south and east-west connections, and disconnected or uninviting pedestrian and bicycle facilities. The City will build a circulation system that makes it easier to move throughout the City by focusing on an improved network of major and connector roadways on a modified grid system, expanding transit opportunities, and developing a network of pedestrian and bicycle routes throughout the community.

PURPOSE

The Circulation Element describes existing and future transportation conditions and systems. The Element establishes goals, policies, and actions that will guide the City's circulation system, including the roadway network, transit facilities and services, and bicycle and pedestrian facilities. The text, maps, and diagrams are a basis for the development of the City's transportation network.





VI CIRCULATION ELEMENT

RELATED PLANS AND PROGRAMS

The Circulation Element relates closely to several other plans and programs, including the following:

- **Sacramento Area Council of Governments (SACOG) Blueprint Plan.** SACOG adopted its Preferred Blueprint Scenario in December 2004, which is a regional vision to accommodate the projected growth and long-term needs of the region over the next 50 years. The Blueprint Plan is intended to guide land use and transportation choices as the region's population is projected to grow from its current population of 2 million to over 3.8 million and the amount of jobs is projected to double to nearly 1.9 million by 2050.
- **The Regional Metropolitan Transportation Plan (MTP).** The MTP is a 23-year long-range plan for transportation improvements in the greater six-county Sacramento region. The MTP establishes goals, policies, programs, and projects that will meet the mobility needs of the Sacramento region. SACOG is the metropolitan planning organization responsible for developing the MTP every three years.
- **Sacramento Regional Transit – planning and operational activities.** Sacramento Regional Transit is the public transit service provider in Rancho Cordova, the County of Sacramento, and the City of Sacramento. They currently operate a fleet of buses and a light rail network with facilities and services in the City of Rancho Cordova.
- **Mather Field Airport Land Use Plan.** SACOG develops and maintains the comprehensive land use plan (CLUP/ALUP) for Mather Field, which is developed to protect public health and safety and ensure compatible land uses in the areas around the airport. Mather Airport is owned and operated by the Sacramento County Department of Airports.
- **Caltrans standards.** Caltrans establishes State minimum standards for several types of transportation facilities including roadways, trails, and bicycle paths.
- **Rancho Cordova Transit Master Plan.** This Plan designates the City's preferred transit system and is an implementing plan of the General Plan.

VI CIRCULATION ELEMENT



- **Rancho Cordova Pedestrian Master Plan.** The Pedestrian Master Plan will establish policies, programs, and projects to improve the pedestrian system with the City of Rancho Cordova.
- **Rancho Cordova Bikeway Study.** The Bikeway Study analyzed existing bicycle facilities and contributed to the development of the bikeway network for the General Plan.
- **Rancho Cordova Bicycle Master Plan.** The Bicycle Master Plan will guide implementation of the bicycle network in the General Plan. This implementation document provides additional detail about the existing facilities, planned improvements, priorities, phasing, and funding to build the bicycle network.
- **Rancho Cordova Street Design Standards.** The Street Design Standards establish details regarding the design of all types of roadways within the City consistent with the General Plan.
- **Rancho Cordova Improvement Standards.** The Improvement Standards establish detailed design and construction requirements for the City's transportation system consistent with the General Plan and Street Design Standards.
- **Rancho Cordova Design Guidelines.** The Citywide Design Guidelines identify objectives, standards, and guidelines that are intended to encourage, promote, and require high-quality, pedestrian-oriented development while allowing flexibility in the design solutions
- **Rancho Cordova Roadway Phasing Study (2005-2006).** The Roadway Phasing Study analyzes the phasing of roadway improvements consistent with the City's Circulation Plan to determine the relationship of development phasing to roadway demand, impacts, and needs.
- **Rancho Cordova Americans with Disabilities Act (ADA) Transition Plan.** The ADA Transition Plan focuses on ensuring the provision of safe and usable pedestrian facilities for all and maintaining compliance with all federal, state, and local regulations and standards.
- ~~Elk Grove-Rancho Cordova-El Dorado Connector Study.~~ Capital SouthEast Connector JPA (CSC) Project Design Guidelines. The Metropolitan Transportation Plan (MTP) includes a multi-modal transportation corridor that connects Elk Grove, Rancho Cordova, and El Dorado Hills. ~~The Elk Grove-Rancho Cordova El Dorado Connector will link~~ The Capital SouthEast Connector



VI CIRCULATION ELEMENT

Project will serve as a regional expressway linking residential areas and employment centers in the Elk Grove, Rancho Cordova, El Dorado Hills corridor, relieving congestion on the heavily congested existing two-lane roadways that currently serve the corridor. The CSC Project Design Guidelines will establish details regarding the design and construction requirements of the CSC project.

- **Neighborhood Traffic Management Plan.** The NTMP provides the framework and guidelines for systematically selecting and prioritizing streets and neighborhood areas for treatment, selection and application of traffic calming devices, and design of new neighborhoods to minimize the future need for traffic calming. The guidelines are primarily intended for use by City staff and neighborhood residents developing a traffic calming plan, and developers concerned with avoiding future traffic-related concerns in new neighborhoods.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The Circulation Element is a mandatory element of the General Plan that is closely related to several of the other elements of this General Plan. It addresses the circulation system as necessitated by the increase in development described in the Land Use Element. Trails, bikeways, and pedestrian paths are discussed in conjunction with the Open Space, Parks, and Trails Element. This Element is also related to the Urban Design Element, with regard to streetscape design. The Circulation Element also relates to the Safety Element with regard to increasing safety for pedestrians, bicyclists, and motorists. Issues, goals, policies, and actions related to infrastructure (e.g. utilities) as required by the State General Plan Guidelines are addressed in the Infrastructure, Services, and Finance Element. Where appropriate, cross-references are provided to alert the reader to the applicable policies of actions in other elements.

ISSUES AND CONSIDERATIONS

CIRCULATION SETTING

Roadways

The City of Rancho Cordova straddles U.S. Highway 50, a major eight-lane highway that serves local, regional, and interstate commuters. The General Plan Planning Area also contains several other major roadways used both by residents of the City and regional commuters traveling to and from the greater Sacramento area. These roadways include

VI CIRCULATION ELEMENT



Sunrise Boulevard, a major north-south arterial for the eastern part of Sacramento County and Placer County; Zinfandel Drive, another north-south arterial that connects the northern residential areas of Rancho Cordova with the commercial and industrial areas south of Highway 50; Folsom Boulevard, a major east-west arterial running from Folsom to Sacramento; and Jackson Highway (SR 16), connecting the Planning Area with Amador County and other areas south-east of the City.

A few of the City's roadways are currently operating at or near capacity and will see additional demand as the General Plan Planning Area is built out. Some segments can be improved or redesigned or have parallel capacity created to offset the demand; however, as in the case of Highway 50 and Sunrise Boulevard, there are no obvious solutions to increasing capacity along those roadways with physical roadway improvements, given current commuter travel patterns. These facilities will continue to be impacted whether or not any development occurs within the General Plan Planning Area. A limited number of crossings over the American River connect north and south Sacramento County and no new crossings are planned. The existing river crossings are already impacted and though improvements may be made to the roadway, achieving the City's desired level of service is likely not possible.

Public Transit

Public transit is provided by the Sacramento Regional Transit District, includes bus service and light rail. The light rail service parallels Folsom Boulevard, connecting downtown Sacramento with the City of Folsom, including several transit stations in the City of Rancho Cordova. Buses connect light rail passengers with the office/ retail and residential areas of the City. Bus service also connects residents and employees of Rancho Cordova with surrounding and nearby communities in the region.

Pedestrian and Bicycle Routes

The American River Parkway, the most scenic and heavily used off-street bikeways in the region, follows the American River in the northern part of the City and provides recreation opportunities for residents and visitors to the City. The Folsom South Canal, which runs generally north-south through the center of the Planning Area, includes a bicycle path that is separated from traffic, with both at-grade and grade-separated crossings at major roads. This bicycle path is lightly used, most likely due to its limited accessibility.

Existing sidewalks and bicycle facilities throughout the community provide connections to services and recreational areas. Some of the existing sidewalks, bike lanes, and trails are disconnected, substandard, or require maintenance.



VI CIRCULATION ELEMENT

ISSUES THIS ELEMENT ATTEMPTS TO SOLVE

The Circulation Element must address a wide variety of issues in order to improve the circulation conditions in Rancho Cordova. The primary issues that this Element attempts to solve, which were identified during the preparation of the General Plan, are listed below.

- Creating a complete transportation network that link all parts of the Planning Area together with a variety of interconnected and overlapping modes and travel options.
- Improving east-west and north-south connectivity throughout the City for all modes of transportation.
- Strengthening regional connections, specifically working with Caltrans to identify potential improvements to Highway 50 and working with neighboring communities, the County, and ~~SACOG on development of the Elk Grove-Rancho Cordova-El Dorado Hills connector~~ the Capital SouthEast Connector JPA on development of the CSC project.
- Developing a road system that is easily navigated and sensible to visitors through intelligent project design, road naming systems, and similar features. Avoid street designs that create meandering roadways that do not have a clear and direct path and “skewed” intersections where roads come together at angles that are not perpendicular to each other.
- Maintaining and improving the ability of employees to reach their jobs. As one of the largest employment centers in the Sacramento region, Rancho Cordova must accommodate major daily influxes of employees. This is key to the long-term economic vitality of the community.
- Providing efficient movement, in addition to employee access, for the City’s business sector so that it may remain competitive and successful.
- Making the City’s streets more pedestrian-friendly by improving sidewalks and corresponding streetscapes.
- Creating bikeways that are more desirable to a wide range of cyclists, especially families with young children.

VI CIRCULATION ELEMENT



- Ensuring that local roads through residential neighborhoods are properly designed for connectivity and slower speeds.
- Reducing vehicle congestion on the City's roadways by promoting other modes of transportation.
- Increasing the number and convenience of transit opportunities within the Planning Area, by expanding routes, increasing frequency, and reducing safety concerns.
- Enhancing the functionality of light rail as an employee commuter option by providing convenient transit extensions from light rail to job centers.
- Providing better integration or expansion of the existing regional bus transit and light rail system that yields opportunities for increased transit use.
- Improving pedestrian and bicycle connections between light rail stations and local retail uses, especially retail uses along Folsom Boulevard.
- Creating safe and convenient freeway crossings for bicyclists and pedestrians traveling north-south, especially near the Downtown.
- Promoting pedestrian activity along Folsom Boulevard, while balancing the need to accommodate some through-traffic.
- Implementing appropriate signage and connectivity at access points to the American River Parkway and the Folsom South Canal bicycle trails.
- Improving traffic flow on existing roadways, possibly by pursuing high-tech improvements that maintain the traffic flow and increase safety for both motorists and pedestrians/bicyclists (e.g. Intelligent Transportation Systems, signal timing, bus priority strategies, and red light cameras).
- Managing traffic at the existing American River crossings, with the goal of reducing traffic congestion at or near the crossings.
- Implementing a Neighborhood Traffic Management Program

THE CIRCULATION PLAN



VI CIRCULATION ELEMENT

The future circulation system of Rancho Cordova is comprised of both the text of this Element and the accompanying circulation maps (Figure C-1, Circulation Plan with Roadway System and Sizing; C-2, Bikeway and Trails; and C-3, Transit System), which describe the major roadways, bikeways and trails, and transit plans within the General Plan Planning Area. While some of the development standards for these facilities are left to implementation plans and studies, the Circulation Element lays the groundwork and defines the role various modes of transportation will play in the movement of people and goods around the City. The Circulation Plan also addresses pedestrian and bicycle mobility in Rancho Cordova.

Modified grid - A network of streets that is similar to a grid street pattern, except that it is modified to incorporate curves in roadways or diagonally directed streets. This pattern is useful in areas where the roadway design must be sensitive to topography, existing development or other pre-existing constraints.

ROADWAYS

The future roadway pattern in Rancho Cordova is based on a “modified grid” system of major roadways at approximate one-mile spacing and connector roads at approximate quarter-mile spacing for improved connectivity and route choice. This Circulation Plan establishes a framework for local roadways and land use planning that respects natural features while connecting neighborhoods, villages, and districts.

Table C-1 lists the categories of roadways addressed in this General Plan and describes how these roadway categories relate to the City’s street types. Each of the General Plan roadway categories is explained as part of the Circulation Plan.

Figure C-1 illustrates the City’s primary roadway network system, including freeways/expressways, major roads, and connector roads. This figure only shows the major roadways of the City that provide north-south and east-west connectivity. It does not illustrate the many local and smaller connector roads that provide circulation within neighborhoods and villages. These roadways will be designed at the neighborhood/local level with subsequent Planning Area reviews. The roadway system and sizing diagram has been designed in conjunction with the planned land uses and corresponding development capacity identified in the Land Use Element. Grade-separated crossings identified on the map are conceptual in nature only and are further addressed in the Bikeways and Trails section of the Circulation Plan.

VI CIRCULATION ELEMENT



TABLE C-1
ROADWAYS IN RANCHO CORDOVA

General Plan Roadway Category	City Street Types
Freeways/Expressways	Freeways Expressways
Major Roads	Thoroughfares Arterials Major Collector Street
Connector Roads	Collector Streets Residential Collector Streets Non-Residential Collector Streets
Local Roads	Non-Residential Local Streets (Commercial, Industrial) Primary Residential Streets Minor Residential Streets

Freeways/Expressways

Freeways and expressways are the largest roadway types in the City. The objective of these roadways is to move the greatest number of vehicles as efficiently and safely as possible. All freeway crossings with other roadways are grade-separated, access is limited, and development does not open directly onto the freeway or expressway. The only existing freeway in the General Plan Planning Area is U.S. Highway 50, and no additional freeways are planned. Construction and improvements to freeways are the responsibility of the State of California.



Limited access expressways within the General Plan Planning Area include Sunrise Boulevard, ~~Grant Line Road~~, Jackson Highway, ~~and Bradshaw Road~~, ~~and Grant Line Road~~. Limited access expressways are illustrated on Figure C-1 as 6 Lane Expressways. The Capital SouthEast Connector follows Grant Line Road adjacent to city limits. The CSC is illustrated on Figure C-1 as a 4 Lane Expressway.

Major Roads

Major roads provide for cross-town and regional travel and carry heavy volumes of traffic, typically more than 13,000 average daily trips. Major roads are four to six lanes wide and may include a





VI CIRCULATION ELEMENT

median for landscape buffering and dedicated turn lanes. Their primary purpose is to connect villages and districts with one another. Major roads are spaced approximately one-mile apart. Zinfandel Drive and White Rock Road are examples of major roads. Major roads may also include enhanced transit corridors as discussed in the Transit component of this Circulation Plan.



Connector Roads

Connector roads link neighborhoods and villages with one another and may connect neighborhoods and villages to districts. They are usually two to four lanes in width and include wide sidewalks, bicycle lanes, landscaped island medians, landscaping between the back of the curb and sidewalk and/or behind the sidewalk, along with other features that make them accessible and inviting to pedestrians. Generally, connector roads carry light to moderate traffic volumes and have speed limits in the 25 to 35 mile-per-hour range. Their average daily trip count is usually less than 13,000 trips. Connector roads are spaced approximately one-half mile apart. Coloma Road is an example of an existing connector road.



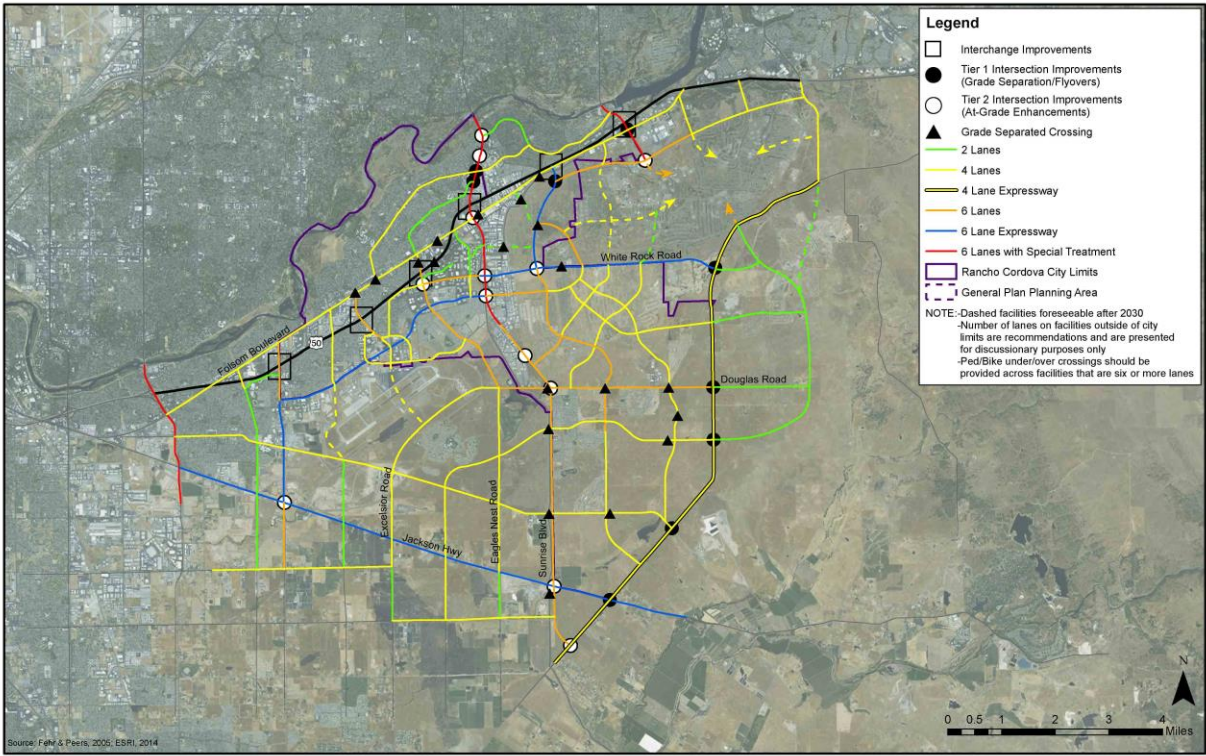
Local Roads

Local roads are commonly referred to as neighborhood streets. They are small in scale – no more than two lanes wide – and have sidewalks, landscaping, pedestrian-scale lighting, and other features that make them inviting to walk along. Parking is typically provided on both sides of local roads and sidewalks may be attached or detached. Speed limits on local roadways usually do not exceed 25 miles per hour and traffic volumes are generally less than 5,000 average daily trips. The use of cul-de-sacs is highly discouraged; rather, streets should connect with other local roads using a “modified grid” system for improved connectivity and way finding.

In non-residential areas of the City, local roads are used to connect businesses to connector and major roadways, much like they do in neighborhoods. Local roads in non-residential areas may be larger than their residential counterparts in order to facilitate the larger vehicles that may travel down them. Streets are still designed for lower speeds than connector or major roads and feature landscaping and vertical curbs. Parking may or may not be provided on one or both sides of the street.

VI CIRCULATION ELEMENT

FIGURE C-1
CIRCULATION PLAN
WITH ROADWAY SYSTEM AND SIZING



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VI CIRCULATION ELEMENT

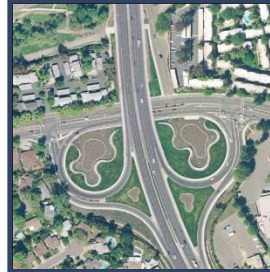
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VI CIRCULATION ELEMENT



Intersection Improvements

The Circulation Plan (Figure C-1) shows a series of intersection improvements (Tier 1 and Tier 2). Tier 1 improvements are characterized as grade-separation improvements that separate opposing flows of traffic to better increase throughput. This could be accomplished by using flyovers that remove one or more direction of travel from an intersection or by using full “urban interchanges.” Urban interchanges are freeway-like grade-separated intersections that feature bridges and on- and off-ramps similar to freeway-type interchanges, and provide for uninterrupted flow of traffic on the intersecting streets. An example of an urban interchange in the General Plan Planning Area would be the intersection of Watt Avenue and La Riveria Drive, where the heavier traffic on Watt Avenue passes, uninterrupted, above La Riveria Drive. On-ramps connect traffic on La Riveria Drive with Watt Avenue. Tier 1 improvements will likely be implemented in the long term.



Tier 2 improvements are characterized as at-grade enhancements that increase traffic flow and/or make the intersection safer for pedestrians and bicyclists. This may include adjusting signal timing, signal preemption, and other Intelligent Transportation Systems enhancements.

The Capital SouthEast Connector project, along Grant Line Road, will be initially constructed with at-grade signalized intersections. The project anticipates that future level of service requirements will drive the need to build “tight diamond” interchanges at most intersection locations. The CSC JPA intends to guide future planning and development efforts to accommodate these long term improvements. The CSC interchanges are expected to minimize land area requirements and visual impacts. It is expected that the Connector through lanes will be depressed so that the top of the interchanges will be at the level of the surrounding lands.

Special Treatments

Figure C-1 includes roadways with “special treatments.” These are roadways that have been designed or redesigned to accommodate large volumes of traffic while still retaining access to adjacent businesses. Potential improvements to the corridors illustrated include the addition of high occupancy vehicle (HOV) lanes or bus-only lanes, continuous right turn lanes, continuous-flow intersections





VI CIRCULATION ELEMENT

where the majority of traffic bypasses the intersection through some form of grade separation, or other methods that increases the through-put of traffic along the corridor.

BIKEWAYS AND TRAILS

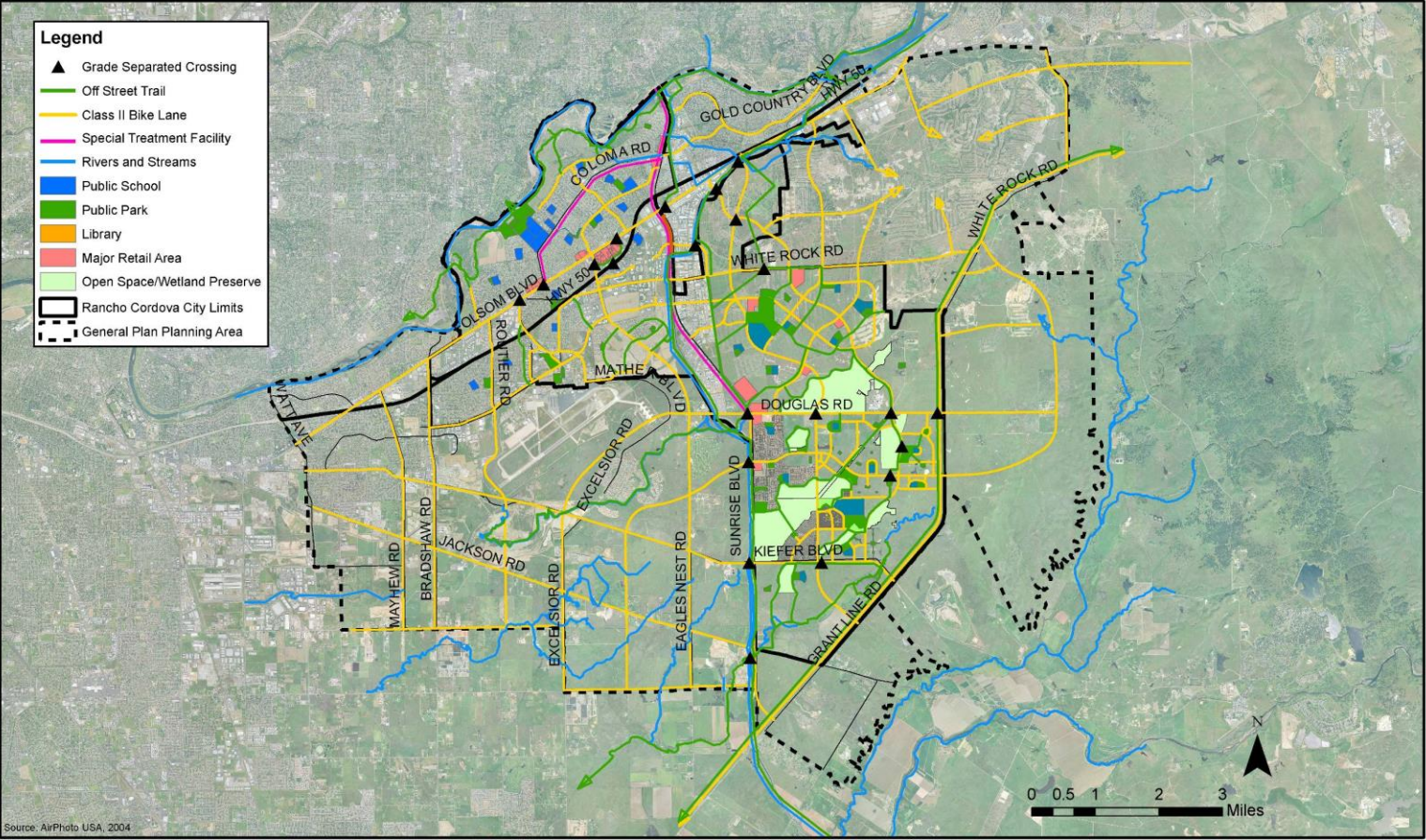
The City's vision is to become a bicycle-friendly community, where cycling is a viable mode of transportation. To achieve this goal, the City will provide a safe and convenient network of bike paths and lanes that connect residential, commercial, transit, and recreational destinations. The City's trail network will also link to existing and planned regional trail systems. Grade-separated crossings, such as bridges or under crossings, will be provided where necessary to provide a safe, seamless bike network. Regional trails will link the City to facilities such as Lake Natoma and Laguna Creek.

Figure C-2 shows the City's major network of bikeways and trails. Grade separated crossings identified on the map are conceptual in nature will be finalized with development of the Bikeway Master Plan, Trails Master Plan, and Pedestrian Master Plan. Neighborhood level pedestrian and bicycle planning and design will take place as part of project plan review.

Special Treatment Facilities, as described on the Bikeways and Trails map, are corridors with a variety of unique circumstances that require a range of treatments options and actions that remove barriers to efficient bicycle circulation and improve the quality of the facility. The identified facilities are important corridors in the community and region, providing major connectivity to homes and businesses. Solutions for these corridors will be explored as part of the Bikeway Master Plan, but may include the use of both on- and off-street facilities, special or additional signalization specifically for bicycles, and other features as deemed appropriate as part of subsequent planning activities.

VI CIRCULATION ELEMENT

FIGURE C-2
BIKEWAY AND TRAILS PLAN



VI CIRCULATION ELEMENT

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VI CIRCULATION ELEMENT



PEDESTRIAN PATHWAYS/WALKABILITY

The City seeks to become a premier walkable community and places a high emphasis on creating a pedestrian environment. To achieve this, development will provide exceptional places and paths for people to walk. Neighborhoods, villages, and districts will be inviting places that allow people to walk from their homes to the village center to buy a carton of milk. Sidewalks will be provided along streets; where they intersect a major street, special treatments will be provided to help reduce the potential conflict between vehicles and pedestrians.

Generally, big, wide streets inhibit pedestrian circulation by increasing the distance the pedestrian must travel in order to cross the street. Pedestrians are also less inclined to use a pathway when it is located adjacent to a soundwall. The preferred solution is to orient uses and buildings close to the street to create an inviting atmosphere that promotes pedestrian circulation.

As identified in Dan Burden's *Sharpening Our Tools* report for Rancho Cordova, at-grade roadway crossings are the best, most efficient way for pedestrians to circulation throughout the community. Midblock crossings need to be provided for longer blocks to facilitate continued, uninterrupted pedestrian movement.

Pedestrian paths are primarily developed as part of the roadway and trail systems of the City and reflect the interconnected nature of circulation and transportation in Rancho Cordova. The development of sidewalk standards and provisions for crosswalk and grade separated crossings will be further defined through the creation of the Pedestrian Master Plan and Street Design Standards.

TRANSIT

Transit is a key component of the City's Circulation Plan and it involves moving people within and through the City and the neighboring communities and connecting to the greater region. Currently, the primary transit provider is the Sacramento Regional Transit District, which operates bus and light rail service in and around Rancho Cordova, although the City may establish transit services in addition to Regional Transit.

As the City grows, new routes will need to be developed to connect residential, commercial, office, and industrial areas. Potential new transit services include "bus rapid transit," jitneys, trolleys/streetcars, and other services that connect to the existing system.



VI CIRCULATION ELEMENT

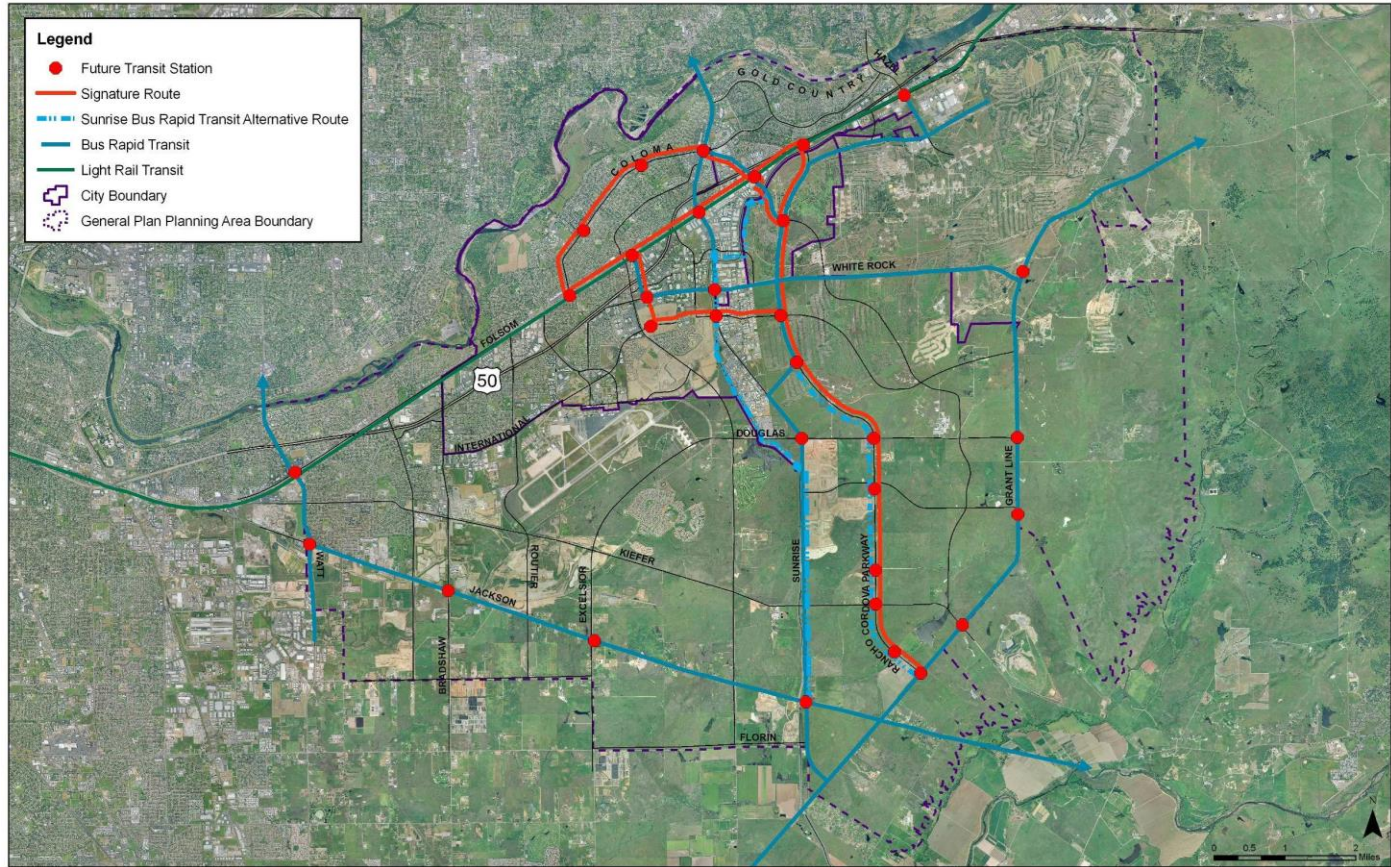
The Transit Master Plan identifies potential routes and modes for the future transit system(s) in Rancho Cordova. The objectives of the Transit Master Plan are to:

- Join existing and future areas of the City together and create a sense of unity with regard to transit services.
- Foster north/south, east/west connectivity that allows citizens to leave their cars at home and utilize an attractive transit system..
- Simplify current and future transit routes to provide more frequent and efficient services.
- Clarify and identify the system to riders through the use of public awareness campaigns and other communications with the public.
- Make service fun, fast, and frequent so that it attracts riders.

The Transit Master Plan is partially described through the Transit System Map, Figure C-3. It identifies the regional and major citywide services planned for the City, including bus rapid transit lines along most of the major roads and a signature transit route. Other, more conventional local, city-, and region-wide services are planned but not illustrated on the map. The Transit Master Plan will develop these ideas and other transit-related concepts in greater detail.

VI CIRCULATION ELEMENT

FIGURE C-3
TRANSIT SYSTEM MAP





VI CIRCULATION ELEMENT

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VI CIRCULATION ELEMENT



GOALS, POLICIES, AND ACTIONS

The goals of this element are as follows and are listed subsequently with corresponding policies and actions.

- **Goal C.1:** Develop a roadway system that accommodates future land uses at the City's desired level of service, provides multiple options for travel routes, protects residential areas from excessive traffic, coexists with other travel modes, and contributes to the quality of the City's residential, commercial, office, and industrial areas.
- **Goal C.2:** Establish an extensive, complete, smooth, interconnected, and continuous pedestrian and bicycle network that is a safe and attractive option for local or regional trips or recreation and that connects to the City's neighborhoods, parks and schools, employment areas, and retail centers.
- **Goal C.3:** Establish a viable transit system that connects all parts of the City and links with regional destinations.
- **Goal C.4:** Accept and support other transportation modes of benefit to the City, including air and rail transit.
- **Goal C.5:** Fund the circulation system adequately to provide all desired services.
- **Goal C.6:** Provide a circulation system that is properly maintained and maximizes safety for all users.



VI CIRCULATION ELEMENT

GOAL C.1 - DEVELOP A ROADWAY SYSTEM THAT ACCOMMODATES FUTURE LAND USES AT THE CITY'S DESIRED LEVEL OF SERVICE, PROVIDES MULTIPLE OPTIONS FOR TRAVEL ROUTES, PROTECTS RESIDENTIAL AREAS FROM EXCESSIVE TRAFFIC, COEXISTS WITH OTHER TRAVEL MODES, AND CONTRIBUTES TO THE QUALITY OF THE CITY'S RESIDENTIAL, COMMERCIAL, OFFICE, AND INDUSTRIAL AREAS.

Cross reference:
ISF.2.1.2

Policy C.1.1 - Implement the Circulation Plan with the Roadway System and Sizing Diagram, shown as Figure C-1, as a modified grid network.

Cross reference:
UD.1.21

- **Action C.1.1.1** - Review and update the City's roadway cross-sections and design standards that implement the roadway types shown in the Circulation Plan.
- **Action C.1.1.2** - Require the dedication of right-of-way and the installation of roadway improvements as part of the review and approval of development projects. Require the dedication of major road rights-of-way (generally, for major roads and thoroughfares) at the earliest opportunity in the development process.
- **Action C.1.1.3** - Require the dedication of additional right-of-way for intersection improvements where features such as grade separations are planned, unless otherwise approved by the City Engineer.
- **Action C.1.1.4** - Require all development projects that must perform new roadway construction or road widening to complete the entire roadway to its planned width from curb-to-curb prior to the operation of the project for which the improvements were constructed, unless otherwise approved by the City Engineer. Such roadway construction must also provide facilities adequate to ensure pedestrian safety as determined by the City Engineer.
- **Action C.1.1.5** - Require development projects to provide funding or to construct roadway/intersection improvements to implement the City's Circulation Plan. At the City's discretion, consider the payment of established traffic impact or similar fees to provide compliance with the requirements of this policy with regard to those facilities included in the fee program, provided that the City finds that the fee adequately funds all required roadway and intersection improvements. If payment of established fees is used to provide compliance with this policy, the City may also require the payment of additional fees if necessary to cover the fair share cost of facilities not included in or fully funded by the fee program.
- **Action C.1.1.6** - Space major roadways approximately one mile apart and connector roads one-half mile apart to increase route choice and improve vehicular circulation.

Cross reference:
ISF 2.3

VI CIRCULATION ELEMENT



Policy C.1.2 - Seek to maintain operations on all roadways and intersections at Level of Service D or better at all times, including peak travel times, unless maintaining this Level of Service would, in the City's judgment, be infeasible and/or conflict with the achievement of other goals. Congestion in excess of Level of Service D may be accepted in these cases, provided that provisions are made to improve traffic flow and/or promote non-vehicular transportation as part of a development project or a City-initiated project. Please see Policy C.1.3 for additional policy guidance related to this issue.

Examples of system improvements which may be accepted when Level of Service D cannot be maintained include the following, where the improvement or funding is in excess of standard City requirements:

- Development of on- or off-street bicycle or pedestrian circulation (not including sidewalks that are constructed as part of roadway improvements);
- Providing or funding public transportation facilities or services;
- Other features as determined appropriate by the City.
- **Action C.1.2.1** - Adopt, and update as necessary, guidelines for the preparation of traffic impact analysis for proposed development projects. Items to be addressed may include the following:
 - Guidelines for determining when traffic analysis is required;
 - Guidelines for the preparation of traffic analysis; and
 - Significance criteria for use in CEQA analysis of proposed projects.
- **Action C.1.2.2** - Adopt, and update as necessary, a list of circulation improvements, including roadway improvements, pedestrian and bicycle facilities, and transit-related improvements, which the City will accept as offsets for congestion in accordance with this policy.

Policy C.1.3 - Recognize that regional traffic beyond the City's control, as well as circulation system decisions made prior to incorporation or by other agencies, will make it infeasible to achieve the City's desired Level of Service on all roadways. Subject development projects which affect these roadways to the provisions of Policy C.1.2 to provide offsetting improvements to the vehicular and/or non-vehicular transportation system.



VI CIRCULATION ELEMENT

Cross reference:
S.9.1.8

- **Action C.1.3.1** - On a regular basis, monitor existing traffic on roadways within and adjacent to the City.
- **Action C.1.3.2** - Continue to update and refine the citywide traffic model and use the model to project future traffic conditions based on existing and planned land uses within the City and in the region.
- **Action C.1.3.3** - Adopt, and update as necessary, a list of roadways on which the City will not seek to achieve Level of Service D. This list may designate the Level of Service which will be accepted on each roadway.

Policy C.1.4 - Discourage the creation of private roadways, except when the roadways are constructed to public roadway standards and private maintenance is assured, or are used in an affordable residential development.

Policy C.1.5 - Design the circulation system serving the City's industrial areas to safely accommodate heavy truck traffic.

Cross reference:
AQ.2.1,
AQ.3.4.2

Policy C.1.6 - Strongly discourage the use of cul-de-sacs on local roads, except where they are necessary due to site-specific concerns, such as habitat areas, that preclude construction of through routes. When cul-de-sacs are used, they should include bicycle and pedestrian connections to trail systems or adjacent major or connector streets.

Policy C.1.7 - Require the installation of traffic pre-emption devices for emergency vehicles (police and fire) at all newly constructed intersections and seek to retrofit all existing intersections to incorporate these features.

Policy C.1.8 - Ensure that where traffic calming devices or techniques are employed, adequate access is provided for police and fire vehicles.

- **Action C.1.8.1** – Implement, and update as necessary, the Neighborhood Traffic Management Plan and the tools for implementing traffic calming in neighborhoods.

Cross reference:
AQ.2.1,
AQ.3.4.2

Policy C.1.9 – In an effort to reduce automobile traffic and congestion and increase use of other travel modes, support the use of trip reduction programs.

- **Action C.1.9.1** – Consider the preparation of a Trip Reduction Program that identifies ways in which automobile traffic and congestion can be reduced as a way to improve mobility within the City.

VI CIRCULATION ELEMENT



- **Action C.1.9.2** – Encourage development projects, major employers, and schools to incorporate/participate in trip reduction programs.

Policy C.1.10 – Encourage maximum block lengths that provide multiple vehicular paths and increase pedestrian circulation around the City at the neighborhood level. The City's preferred block length is less than 600 feet. Block lengths between 600 and 800 feet may be acceptable on a case-by-case basis, and block lengths greater than 800 feet are generally considered unacceptable.

- **Action C.1.10.1** – Incorporate maximum block length standards into the City's street design and/or improvement standards.
- **Action C.1.10.2** – When blocks are designed at lengths greater than 800 feet, design shall include mid-block pedestrian and emergency vehicle connections.

Policy C.1.11 – As part of major individual roadway enhancement projects (e.g., intersection redesign, signalization of a previously un-signalized intersection), enhance and upgrade pedestrian and bicycle facilities within one-quarter mile of the project

- **Action C.1.11.1** – Include funding in the City's Capital Improvement Plan (CIP) to construct the pedestrian and bicycle components of the roadway improvement.

Cross reference:
OSPT.3.1

GOAL C.2 - ESTABLISH AN EXTENSIVE, COMPLETE, SMOOTH, INTERCONNECTED, AND CONTINUOUS PEDESTRIAN AND BICYCLE NETWORK THAT IS A SAFE AND ATTRACTIVE OPTION FOR LOCAL OR REGIONAL TRIPS OR RECREATION AND THAT CONNECTS TO THE CITY'S NEIGHBORHOODS, PARKS AND SCHOOLS, EMPLOYMENT AREAS, AND RETAIL CENTERS.

Policy C.2.1 - Create a system of on- and off-street trails and multi-use paths, as generally illustrated on Figure C-2, that are used for walking and bicycling and that are attractive, natural, and safe transportation corridors.

Cross reference:
OSPT.3.1

Policy C.2.2 – Require bicycle and pedestrian connections to public transit systems at stops, stations, and terminals; carpool/vanpool park-and-ride lots; and activity centers (e.g., schools, community centers, medical facilities, senior residences, parks, employment centers, high-density residential areas, commercial centers).

Cross reference:
AQ.3.1

Policy C.2.3 - In designing development projects, design for the pedestrian first.

Cross reference:
LU.2.4,
UD.1.3.1,
UD.3.2.2,
AQ.3.1



VI CIRCULATION ELEMENT

- **Action C.2.3.1** – Require pedestrian circulation routes to be designed into all land plans and subdivisions to ensure that access for the pedestrian is provided. Pedestrian routes shall be interconnected and may include open spaces, parks, and trails as otherwise required by the City.
- **Action C.2.3.2** – Require and site pedestrian crossings of major roads at key intersections and at locations that provide priority and efficiency to the pedestrian, even at the expense of improved vehicular circulation.
- **Action C.2.3.3** – Ensure safe, efficient pedestrian connections are made between the sidewalk, parking areas, and entrances to stores, offices, and other uses as part of development design review.

Policy C.2.4 - Provide sidewalks throughout the City. Meandering sidewalks are discouraged, except where necessary to accommodate site-specific features such as trees or habitat.

- **Action C.2.4.1** - Prepare and adopt a Pedestrian Master Plan that sets forth a comprehensive pedestrian system and support facilities, as well as plans education, marketing, and enforcement programs. Identify detailed and ranked improvements in the Master Plan, and update the plan every three to five years. Include minimum sidewalk widths based on development type.
- **Action C.2.4.2** – Coordinate the Pedestrian Master Plan and the circulation-related components of the City Open Space Standards.

Policy C.2.5 - Provide safe and convenient bicycle access to all parts of the community.

- **Action C.2.5.1** – Prepare and adopt a Bikeway Master Plan that sets forth a comprehensive bicycle system and support facilities over the next 20 years, as well as plans education, marketing, and enforcement programs. Identify detailed and ranked circulation improvements in the Master Plan, and update the plan every three to five years.
- **Action C.2.5.2** – Coordinate the Bikeway Master Plan with the circulation-related components of the City Open Space Standards.
- **Action C.2.5.3** - Pursue all available sources of funding for the development and improvement of bicycle facilities. Develop projects and secure funding to improve pedestrian and bicycle safety and access around schools and transit stations.

Cross reference:
AQ.3.1,
UD.1.2.1,
UD.3.2.4,
OSPT 3.1

VI CIRCULATION ELEMENT



- **Action C.2.5.4** - Establish a Bicycle Advisory Committee to oversee creation and implementation of the Bicycle Master Plan and ensure consistency with existing policy documents, such as the General Plan.
- **Action C.2.5.5** - Coordinate City departments with stakeholders such as the County of Sacramento, Sacramento Area Council of Governments, Folsom South Canal Development Team, American River Parkway Committee, Cordova Recreation and Park District, Sacramento City/County Bicycle Advisory Committee, air quality agencies, Sacramento Regional Transit District, 50 Corridor Transportation Management Association, employers, residents, and cyclists in order to design, implement, and maintain the proposed bikeway system.
- **Action C.2.5.6** - Provide staff resources focused on review of proposed bicycle and related facilities and their implementation and operation.

Cross reference:
UD.2.3.3,
OSPT.3.3

Policy C.2.6 – Provide on-street bike lanes along all connector roadways and on local and major roadways when necessary to provide for interconnected routes. On-street bike routes may be provided on local, connector, and major roadways as deemed necessary by the City.

Policy C.2.7 - Require grade-separated crossings or enhanced at-grade crossings at key locations as identified in the Biekway Master Plan, Trails Master Plan, and Pedestrian Master Plan to maximize the safety and attractiveness of bicycling and walking routes. Locations for grade-separated crossings include Highway 50 in the vicinity of Olson Drive, an additional crossing of Highway 50 generally west of Mather Field Road, and crossings associated with the Folsom South Canal.

Cross reference:
OSPT.3.3

- **Action C.2.7.1** - Include grade-separated crossings in the City's Capital Improvement Plan, and collect fees to assist in the construction of these facilities.
- **Action C.2.7.2** – Develop standards for grade separated pedestrian and bicycle crossings that take the pedestrian/bicycle crossing either above or below the road. When the crossing goes under the road, development standards should specify that a change in elevation is required of both the crossing and roadway, thereby splitting the necessary vertical clearance. Doing so will make the crossing safer and more attractive to users by allowing them to see the horizon as they make the crossing.
- **Action C.2.7.3** – Identify grade separated crossings and enhanced intersection improvements for bikeways and trails as part of the Bicycle Master Plan, Trails Master Plan, Pedestrian Master Plan, and in conjunction with development review.



VI CIRCULATION ELEMENT

Cross reference:
LU.2.4

Policy C.2.8 - Promote bicycling and walking as a safe and attractive activity. Educate all road users to share the road and interact safely.

- **Action C.2.8.1** - Develop programs to encourage bicycle use in communities where significant segments of the population do not drive and where short trips are most common (e.g., through Safe Routes to Schools programs).
- **Action C.2.8.2** - Maintain roadways and bicycle-related facilities so they provide safe and comfortable conditions for the bike rider, including establishing a routine street sweeping program and maintaining lane striping for bike lanes and routes.
- **Action C.2.8.3** - Minimize road construction impacts by coordinating bike, and pedestrian facilities with roadway construction whenever feasible.
- **Action C.2.8.4** - Ensure traffic-calming projects are appropriate for bicycle and pedestrian users (e.g., address bulb-out or roundabout designs that push cyclists into traffic).
- **Action C.2.8.5** - Provide signage, alternative routes, etc. during construction activities affecting bikeways to ensure the safety of cyclists.
- **Action C.2.8.6** - Enforce traffic laws to improve the safety and comfort of all road users, with a particular focus on behaviors and attitudes that cause motor vehicle/bicycle crashes.
- **Action C.2.8.7** - Use available accident data to monitor bicycle-related accident levels annually and focus on a reduction of fifty percent on a per capita basis over the next 20 years.
- **Action C.2.8.8** - Improve pedestrian crossings in areas of high pedestrian activity where safety is an issue.
- **Action C.2.8.9** - Adopt a target level of bicycle use (e.g. percent of trips) and safety to be achieved within a specific timeframe, and improve data collection necessary to monitor progress.
- **Action C.2.8.10** – Identify a funding source that will provide at least one crossing guard for each elementary and middle school in the City. Work with school districts to identify joint funding solutions and other partnership opportunities that facilitate pedestrian safety around schools

VI CIRCULATION ELEMENT



Policy C.2.9 – Establish the City as a model employer by encouraging bicycle use among its employees. Potential strategies for encouraging bicycle use include providing parking, showers, and lockers in City facilities and establishing a City bicycle fleet.

Policy C.2.10 – Create safe and efficient at-grade crossings of roadways for pedestrian and bicyclists.

- **Action C.2.10.1** – As part of the Pedestrian Master Plan, Bicycle Master Plan, and/or City Street Standards, develop improvement standards for at-grade pedestrian crossings (e.g., pedestrian bulb outs, markings, special paving, lighting, signage) with performance standards for location and frequency.

GOAL C.3 – ESTABLISH A VIABLE TRANSIT SYSTEM THAT CONNECTS ALL PARTS OF THE CITY AND LINKS WITH REGIONAL DESTINATIONS.

Policy C.3.1 - Advocate and develop transit services which meet the needs of residents and employees in Rancho Cordova.

Cross reference:
AQ.3.2

- **Action C.3.1.1** - Create, implement, and update regularly a Transit Master Plan for Rancho Cordova that identifies the type of system desired for the City. Transit routes should coincide with major destinations for employment and shopping, the location of major institutions, concentrations of multi-family housing, and other land uses likely to attract public transit ridership. Bus routes should follow major roads with service to residential neighborhoods from connector streets. Figure C-3 identifies the City's preferred transit system.
- **Action C.3.1.2** - Work with transit providers to develop and implement the Transit Master Plan and any additional transit services within the City that are timely, cost-effective, and responsive to growth patterns and existing and future transit demand.
- **Action C.3.1.3** - Pursue all available sources of funding for transit services.
- **Action C.3.1.4** - Ensure that transit service is provided in accordance with regional plans and policies, including identified transit improvements developed as part of the Sacramento County Mobility Study.
- **Action C.3.1.5** – Review the need for additional transit lines/service in new development and require installation of needed stops through the project review process.



VI CIRCULATION ELEMENT

Cross reference:
AQ.3.2.2

Policy C.3.2 - Maintain and improve access and mobility for seniors, youth, and the disabled with programs that meet their mobility needs.

- **Action C.3.2.1** - Encourage paratransit service within the City by working with service providers to better identify service gaps and resources, and to improve response times.

Policy C.3.3 - Promote the integration of transit facilities into new development.

- **Action C.3.3.1** - Require new development and redevelopment to include public transit stations, especially light rail stations, and to promote pedestrian activity and connection between public transit and retail, office, and residential uses.
- **Action C.3.3.2** – Consistent with the Transit section of the Circulation Plan and the Transit Master Plan, require development to dedicate the necessary right-of-way needed to accommodate planned transit services.

Policy C.3.4 - Promote the establishment and use of employee shuttles that help reduce trips on City roads.

- **Action C.3.4.1** - Encourage and accept employee shuttles as a viable mitigation measure for trip reduction when proposed development cannot otherwise mitigate potential impacts to City streets.

GOAL C.4 - ACCEPT AND SUPPORT OTHER TRANSPORTATION MODES OF BENEFIT TO THE CITY, INCLUDING AIR AND RAIL TRANSIT.

Cross reference:
S.6.1

Policy C.4.1 - Support continued air operations at Mather Airport.

- **Action C.4.1.1** - Work with the Sacramento County Airport System and the Airport Land Use Commission to improve operations at Mather Airport, consistent with the City's vision.

Cross reference:
ISF.2.3, S.4.1

Policy C.4.2 - Support continued heavy rail operations within the City so long as they do not impact other modes of circulation or cause a negative impact (e.g., noise, light, vibration) on adjacent land uses.

VI CIRCULATION ELEMENT



GOAL C.5 - FUND THE CIRCULATION SYSTEM ADEQUATELY TO PROVIDE ALL DESIRED SERVICES.

Policy C.5.1 - Aggressively pursue State and federal funding to implement all aspects of the City's Circulation Plan.

Policy C.5.2 - Require proposed new development projects to analyze their contribution to increased traffic and to implement improvements necessary to address their impact on facilities not covered by a fee program.

Policy C.5.3 - Assess fees sufficient to cover the fair share portion of all new development impacts on the local and regional transportation system.

- **Action C.5.3.1** - Periodically undertake a detailed analysis of the improvements needed as growth occurs and the costs associated with those improvements. Update fees as necessary to ensure full funding of all required improvements.
- **Action C.5.3.2** – Establish a road maintenance assessment district to provide a funding source to maintain road improvements, new roads, and bicycle/pedestrian facilities as a result of new development.

Cross reference:
ISF.2.3

GOAL C.6 - PROVIDE A CIRCULATION SYSTEM THAT IS PROPERLY MAINTAINED AND MAXIMIZES SAFETY FOR ALL USERS.

Policy C.6.1 - Maintain and repair streets, trails, and other circulation components according to priorities established on an annual basis.

- **Action C.6.1.1** - Develop and implement a comprehensive system to monitor and evaluate the conditions and maintenance needs of the existing transportation network. Inventory and categorize the City-maintained roads by road type and condition using a pavement management system.
- **Action C.6.1.2** - Work with SACOG to ensure that the Metropolitan Transportation Plan is coordinated with the City's Capital Improvement Plan to facilitate access to federal and state funds for circulation maintenance and improvements.

MEMORANDUM

DATE: May 4, 2015

TO: Honorable Mayor and Council Members

FROM: Jessica Jordan, Principal Planner



SUBJECT: CLEAR CHANNEL OUTDOOR DIGITAL FREEWAY SIGN CONDITIONAL USE PERMIT AND OPERATING AGREEMENT; PROJECT NO. DD8480 – LOCATED AT 12137 FOLSOM BOULEVARD.

PROPERTY OWNERS: John & Susan Hansen Mr. John Hansen 2201 Francisco Drive El Dorado Hills, CA 95762	APPLICANT/DEVELOPERS: Clear Channel Outdoor Mr. John Thompson 401 Slobe Avenue Sacramento, CA 95815
PROJECT: The applicant requests a Conditional Use Permit and Operating Agreement for the installation of a digital freeway sign at 12137 Folsom Boulevard (APN 069-0160-004-0000). The proposed digital freeway sign would be 60 feet in height and would have two digital display areas measuring 14 feet by 48 feet, for a sign area of 672 square feet on each side. Decorative pole cladding would surround the center-mounted pole base. The ten existing redwood trees along Highway 50 in this location will be removed and replaced by a substantial hedgerow. The project also includes the removal of two existing traditional billboards located at 2300 Mine Shaft Lane and 2286 Sunrise Boulevard. FILE: DD8480 LOCATION: 12137 Folsom Boulevard APN: 069-0160-004-0000 PLANNER: Jessica Jordan	

RECOMMENDATION

Staff recommends the City Council take one of the following actions:

1. Consistent with Council direction received on December 15, 2014, adopt Resolution 3-2015 denying the Clear Channel Outdoor Conditional Use Permit and Operating Agreement; OR
2. Consider the additional information included within the staff report and provide staff with alternative direction as desired.

RESULT OF RECOMMENDED ACTION

Adoption of the Resolution would deny the Clear Channel Outdoor project. Alternatively, the City Council can provide other direction regarding preparation of alternate Resolutions or conducting additional research to be brought back for consideration in the future.

BACKGROUND

This item as well as Agenda Item 14.2 from Sierra Outdoor/Outfront Media were first presented to the City Council on November 17, 2014. Since that date, both proposals were presented to the Council on multiple occasions with the recommendations for denial of the Clear Channel proposal and approval of the Sierra Outdoor/Outfront Media proposal. For details concerning prior milestones of the subject application, please refer to the attached February 17, 2015 Council staff report included in **Attachment 1**.

At the February 17, 2015 Council meeting, the Council received testimony from both applicants and multiple concerned residents about the proposed billboard applications. Following receipt of the testimony, the Councilmembers discussed the project along with Agenda Item 14.2. Council raised questions regarding the technological capabilities of digital freeway signs as well as a desire to better understand the costs to advertise on these sign types in more detail. In order to obtain this information, the City Council voted to continue the item to the April 6, 2015 City Council meeting. A subsequent continuance was affirmed at the April 6th meeting to schedule the item for the May 4, 2015 City Council meeting.

ADDITIONAL INFORMATION

No additional information has been provided by the Applicant at this time. A letter from the property owner is included in **Attachment 2**.

RECOMMENDATION

Staff recommends the City Council adopt Resolution 3-2015 denying the Clear Channel Outdoor Conditional Use Permit and Operating Agreement or direct staff to prepare an alternate Resolution or conduct further research as desired.

ATTACHMENTS

1. February 17, 2015 Staff Report package with Attachments.
2. April 28, 2015 Letter from Mr. John Hanson.

MEMORANDUM

DATE: February 17, 2015

TO: Honorable Mayor and Council Members

FROM: Jessica Jordan, Principal Planner



SUBJECT: CLEAR CHANNEL OUTDOOR DIGITAL FREEWAY SIGN CONDITIONAL USE PERMIT AND OPERATING AGREEMENT; PROJECT NO. DD8480 – LOCATED AT 12137 FOLSOM BOULEVARD.

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RECOMMENDATION

The following recommendations provide the City Council with alternative approaches to address the proposed Digital Freeway Sign application:

1. Consistent with Council direction received on December 15, 2014, adopt Resolution 3-2015 denying the Clear Channel Outdoor Conditional Use Permit and Operating Agreement; OR
2. Consider additional information included within the staff report and the public testimony and provide staff with alternative direction as desired.

RESULT OF RECOMMENDED ACTION

Adoption of the Resolution would deny the Clear Channel Outdoor project. Alternatively, the City Council can provide other direction regarding preparation of alternate Resolutions or conducting additional research to be brought back for consideration in the future.

BACKGROUND

This item as well as Agenda Item 14.2 from Sierra Outdoor/Outfront Media were first presented to the City Council on November 17, 2014. A second public hearing was held on December 15, 2014. During the public hearing, staff presented further details of the project and answered questions. The applicants provided information to the City Council as well. At the conclusion of the discussion, the City Council directed staff to prepare documents denying the Clear Channel Outdoor project as proposed and return the item to the City Council at their January 20, 2015 meeting. The Resolution for denial is provided herein as **Attachment 1**. The City Council also continued the Sierra Outdoor/Outfront Media item and directed staff to prepare documents for approval of that request.

At the January 20, 2015 City Council meeting, the City Council expressed a desire to hear additional testimony before taking action. Since the prior public hearing was previously closed, the City Council directed staff to re-notice the public hearing for this item for February 17, 2015 to allow for consideration of new information. The City Council opened the hearing and briefly discussed the item. The City Council specifically requested that staff provide an ownership map/inventory of all existing billboards within the City limits. Said map is provided herein as **Attachment 2**. Additionally, the past Council actions on the digital freeway signs Code amendments in 2012 were discussed. Councilmember Terry requested any minutes or materials from 2012, specifically from the Council ad-hoc committee, be provided within this staff report. In turn, Councilmember Budge provided a summary of the ad-hoc committee's actions from 2012. Staff has reviewed the 2012 materials and meeting videos and has found no record beyond Councilmember Budge's summary of the ad-hoc committee's work therefore, no attachments responding to this request are provided. In addition to the Council's direction to re-notice this item, the City Council advised members of the public who were interested in the two different proposals to submit any information on these items to staff ten days prior to the new Council meeting date.

Following the meeting, staff requested that the applicant, citizens, or other interested parties submit materials or additional information by February 9, 2015 for analysis prior to the public hearing. The items that were received are attached and summarized below.

ADDITIONAL INFORMATION

Staff received the following new information regarding the project: 1) letter from Clear Channel Outdoor; 2) letters from Clear Channel Outdoor subject property owner; and 3) letters from neighborhood associations. Provided below is a brief overview of these submittals.

Clear Channel Outdoor letter

The following table provides a summary of the project as proposed by the applicant today. In short, since the January 2015 meeting, Clear Channel Outdoor has committed to not removing any trees within their project site. Clear Channel does not have any additional signs within the City limits to propose for removal. Further details are provided in **Attachment 3**.

Clear Channel Proposal

Installation	12137 Folsom Boulevard
Removals	2300 Mine Shaft Lane 2286 Sunrise Boulevard
Conditional Signing Bonus	\$75,000
Additional Monies	\$25,000
Annual Payments	Years 1-5: \$60,000 Years 6-10: \$80,000 Years 11-25: \$100,000

Petition from Bluff City, Inc. Homeowners Association, et al

Prior to the January 20, 2015 City Council meeting, the City received a petition from the Bluff City, Inc. Homeowners Association, Lake Natoma Heights Neighborhood Association, Rollingwood Unit #6 Homeowners Association, Save the American River Association, and The Classics at Gold River requesting the City Council reject the Mitigated Negative Declaration prepared for this project on the grounds that adequate notice did not occur. Staff has reviewed this petition and found that the noticing was legally adequate. The petition is provided as **Attachment 4**.

Clear Channel Outdoor Subject Property Owner Letters

Mr. John Hansen provided several letters prior to this staff report and the January 20th City Council hearing, included as **Attachment 5**. These letters contain numerous questions, of which staff can only respond to a limited few. In short, Mr. Hansen is requesting that the City Council reconsider the Clear Channel proposal and reverse the decision to deny the application. Mr. Hansen's letter makes inquiries regarding the application process, location of sign removals, safety concerns voiced by the City Council, and landscape modifications at the Naturewood site. Both this application and the proposal by Sierra Outdoor/Outfront Media have been handled in the typical, legally mandated fashion. The City Council has provided many comments on the record regarding the proposed projects, expressing their opinion, and directing staff to prepare resolutions in a clear manner. The various signs proposed for removal by both applicants are located within the city limits. Safety concerns associated with digital freeway signs were discussed during the prior Council meeting and included distance between digital signs and freeway directional signs and the possible driver confusion that may result. Sierra Outdoor/Outfront Media has responded to Mr. Hansen's concerned regarding onsite trees within their letter (**See Agenda Item 14.2 Attachment 3**). Staff has reviewed this information and while the tree removal at Naturwood does not appear to be associated with the digital freeway sign project, it would have likely required Minor Design Review. There are no records that this review was conducted in the past. It would be quite difficult to conduct such a review at this point in time but, could be pursued if Council so desired.

Memorandum from Bluff City, Inc. Homeowners Association

The Bluff City, Inc. Homeowners Association, Lake Natoma Heights Neighborhood Association, Rollingwood Unit #6 Homeowners Association, and Save the American River Association, prepared a document entitled "Why the City of Rancho Cordova Should Not Approve Digital Billboards at This Time – A Proposal for Planning", included as **Attachment 6**. The Memorandum was prepared by the neighborhood associations with the assistance of Mr. Jerry Wachtel. The memorandum and reference documents contain extensive information regarding digital freeway sign operation and safety. The group requests that the City Council pause and conduct more comprehensive research into various aspects of digital freeway signs prior to taking action on either the Clear Channel Outdoor or Sierra Outdoor/Outfront Media projects.

The memorandum cites several deficiencies within the Mitigated Negative Declaration prepared for the project including how it has or has not addressed sign brightness and message dwell time, future capabilities of this sign type and adverse impacts on traffic safety, and misstatements within the document itself. Staff believes the originally prepared Mitigated Negative Declaration adequately addresses the anticipated impacts of the proposed project and is consistent with the City's Code standards. However, should the Council so desire, additional study of the issues raised in **Attachment 6** could be conducted.

RECOMMENDATION

Staff recommends the City Council adopt Resolution 3-2015 denying the Clear Channel Outdoor Conditional Use Permit and Operating Agreement or direct staff to prepare an alternate Resolution or conduct further research as desired.

ATTACHMENT(S)

Please note, with the exception of Attachments 1 and 3, attachments provided herein are duplicate of the Sierra Outdoor/Outfront Media staff report package.

1. Resolution 3-2015
2. City map of existing traditional and digital billboards and ownership
3. Letter from Clear Channel Outdoor dated February 3, 2015
4. Petition to Reject the August 2014 Mitigated Negative Declaration from Bluff City, Inc. Homeowners Association, et al dated January 19, 2015
5. Letters from Mr. John Hansen dated January 6, 2015, January 19, 2015, and February 6, 2015
6. Memorandum from Residents of Rancho Cordova, Bluff City Inc. Homeowners Association, Lake Natoma Heights Neighborhood Association, Rollingwood Unit #6 Homeowners Association, Save the American River Association, and other good neighbors dated February 6, 2015

CITY OF RANCHO CORDOVA

RESOLUTION NO. 3-2015

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF RANCHO CORDOVA DENYING
THE CLEAR CHANNEL OUTDOOR DIGITAL FREEWAY SIGN CONDITIONAL USE PERMIT
AND OPERATING AGREEMENT – DD8480**

WHEREAS, the applicant for the Clear Channel Outdoor Digital Freeway Sign project (“Project”) has applied to the City of Rancho Cordova (“City”) for a Conditional Use Permit and Operating Agreement for the installation of a Digital Freeway Sign, located at 12137 Folsom Boulevard; and

WHEREAS, the City’s Zoning Code allows for the installation of Digital Freeway Signs in certain specified locations and subject to specific development standards; and

WHEREAS, the proposed project has been analyzed and complies with all applicable development standards identified in the City’s Zoning Code; and

WHEREAS, the City determined that the project was subject to the California Environmental Quality Act (CEQA) and prepared an Initial Study pursuant to CEQA evaluating the potential environmental effects of the project; and

WHEREAS, the City determined the project would not result in any environmental impacts as identified in the Mitigated Negative Declaration/Initial Study; and

WHEREAS, the City distributed the Notice of Intent to Adopt the Mitigated Negative Declaration on August 15, 2014 and the Notice was published in the *Grapevine Independent*, posted at the Sacramento County Clerk’s Office, distributed through the State Clearinghouse, and posted at the City offices, pursuant to CEQA Guidelines, Section 15072. A 30-day review and comment period for the Mitigated Negative Declaration opened on August 15, 2014 and closed September 15, 2014. The Mitigated Negative Declaration was made available to the public during this review period; and

WHEREAS, the City received two written comment letters within the 30-day public review period and responded to the comment in the project staff report; and

WHEREAS, the City has considered the comments received during the public review period and it does not alter the conclusions in the Initial Study and Mitigated Negative Declaration; and

WHEREAS, the City Council has reviewed the Initial Study, and the Mitigated Negative Declaration and find that these documents reflect its independent judgment; and

WHEREAS, on November 17, 2014 and December 15, 2014, the City Council held a properly noticed public hearing at which it received a report from City staff, oral and written testimony from the public, and deliberated on the item.

NOW, THEREFORE, BE IT HEREBY RESOLVED THE CITY COUNCIL OF THE CITY OF RANCHO CORDOVA does resolve:

Section 1. Recitals. The foregoing recitals are true and correct and made a part of this Resolution.

Section 2. Findings. The City Council hereby finds that:

A. **CEQA Compliance.** The Mitigated Negative Declaration prepared for the project will not be adopted because the project is denied. The document may be used for technical data in the future as appropriate.

B. **Conditional Use Permit.** In order for a CUP to be granted for the Digital Freeway Sign, the project must meet the required findings documented in Code Section 23.134.030. The following are each of the required findings and the evidence to support them:

- a. Finding: The site size, dimensions, location, topography, and access are adequate for the needs of the proposed use, considering the proposed building mass, parking, traffic, noise, vibration, exhaust/emissions, light, glare, erosion, odor, dust, visibility, safety, and aesthetic considerations.

Evidence: The subject property is located adjacent to the Hazel Avenue off-ramp on State Route 50, between two freeway directional signs. A digital freeway sign in this location may potentially cause a distraction or safety hazard to drivers making lane choices in close proximity to the freeway exit. Additionally, landscape modifications to the existing stand of redwood trees along the northern property boundary would be required to accommodate the visibility needs of the proposed sign. Both of these circumstances of the proposed project are undesirable because they oversaturate the particular area with signs and would substantially modify and/or eliminate the area's natural landscaping. The project would also remove a one-sided traditional billboard within the State Route 50 corridor and install a double-sided digital freeway sign, resulting in a net increase of sign faces in this area. As such, the subject property and overall project proposal is not appropriate or desirable and the finding cannot be demonstrated in the affirmative.

- b. Finding: The negative impacts of the proposed use on adjacent properties and on the public can be mitigated through application of other Code standards or other reasonable conditions of approval.

Evidence: The location of the proposed sign between two freeway directional signs for the Hazel Avenue off-ramp may negatively impact a driver's decision-making process when exiting State Route 50 in this location. Additionally, the proposed modification to the landscaping and elimination of trees along the subject property boundary would alter the viewshed from State Route 50. There are no additional conditions of approval that could be applied to the project that would mitigate these concerns. Therefore, the site is not appropriate for this project and the finding cannot be demonstrated in the affirmative.

- c. Finding: All required public facilities have adequate capacity to serve the proposal.

Evidence: The site is currently served with electricity, which would be extended to provide support to the proposed Digital Freeway Sign. No additional public facilities are required by the project.

- d. Finding: The project meets the requirements of the Zoning Code including development standards, design guidelines, and special use provisions.

Evidence: The proposed project has been analyzed and is consistent with all applicable Code standards. The Applicant's proposed Operating Agreement would cause the Digital Freeway Sign to comply with the applicable standards. The project would result in the removal of two traditional billboards within the City limits: one within the State Route 50 corridor and one within the City proper. The Operating Agreement establishes a schedule and duty to provide the City with additional community benefits, mainly monetary contributions, to be used throughout the community to offset the aesthetic impacts of the project.

- e. Finding: If structures and site plans are considered nonconforming, the elements of a project that are nonconforming have been brought into compliance with the Zoning Code.

Evidence: The project is not considered nonconforming.

- C. **Operating Agreement.** The Applicant voluntarily proposed to enter into an Operating Agreement with the City to memorialize the proposed sign and regulate usage of the sign. The Applicant's proposed Operating Agreement will not be adopted because the project is denied.

PASSED AND ADOPTED by the City Council of the City of Rancho Cordova on the _____ day of _____ 2015 by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

Robert J. McGarvey, Mayor

ATTEST:

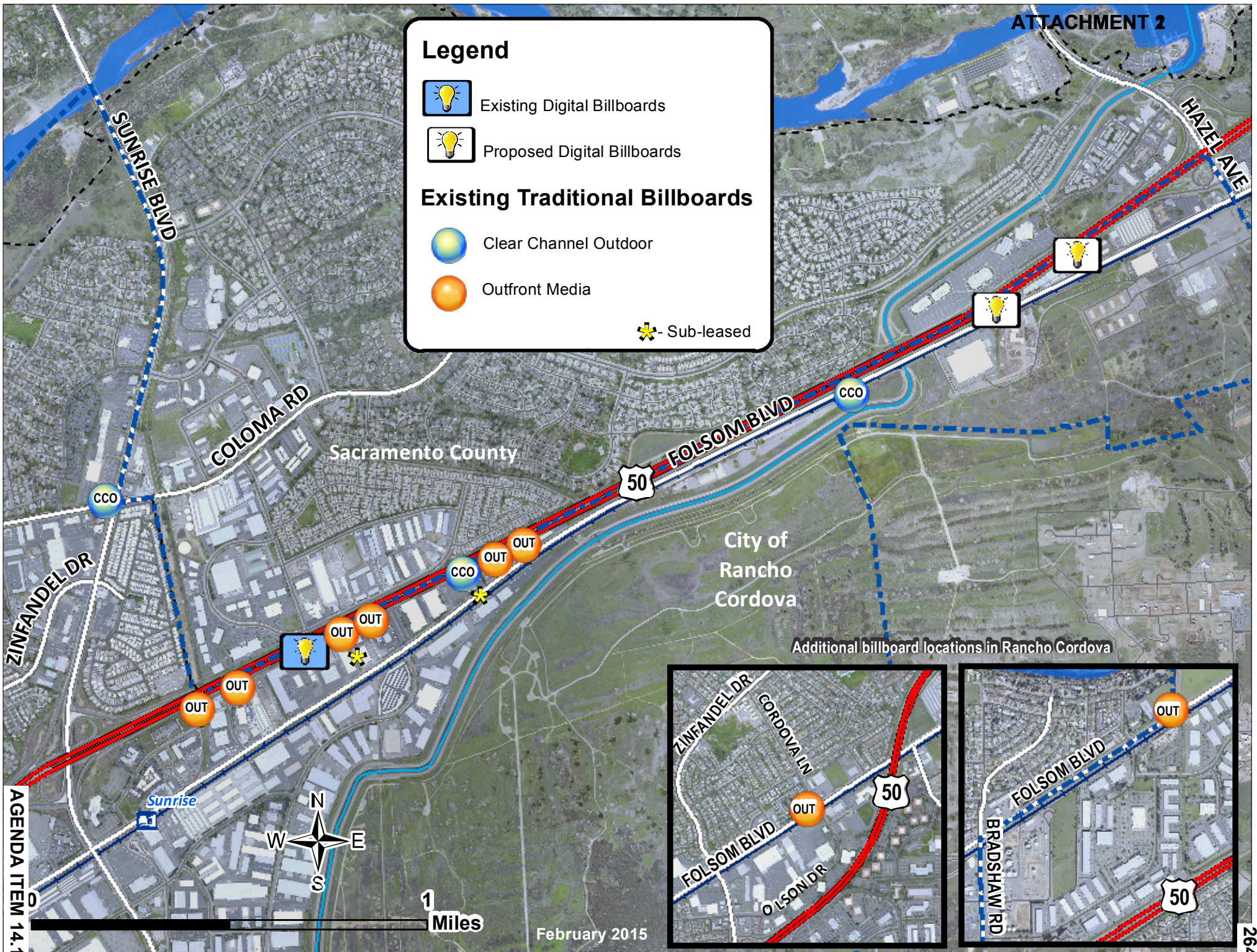
Mindy Cuppy, MMC, City Clerk

Legend

-  Existing Digital Billboards
-  Proposed Digital Billboards

Existing Traditional Billboards

-  Clear Channel Outdoor
-  Outfront Media
-  Sub-leased



February 3, 2015

City of Rancho Cordova
Mayor McGarvey and City Council Members
2729 Prospect Park Dr.
Rancho Cordova, Ca. 95670

RE: Request for Clear Channel Outdoor Application to be reconsidered

Dear Mayor and Members of City Council:

I am writing this letter on behalf of Clear Channel Outdoor (CCO) to request the application for a digital billboard at 12137 Folsom Boulevard in Rancho Cordova be reconsidered and removed as an item on council agenda recommended for denial. I want to clearly state the following details regarding revisions in CCO's original application:

NO TREE REMOVAL submitted December 15, 2014 (Presentation):

Council was advised on December 15, 2014 during Michael Wagener's presentation that the original proposal to remove 10 redwood trees would be rescinded and NO trees would be removed.

REVISED FEES submitted December 12, 2014:

Annual Fee increases were revised pursuant to the attached EXHIBIT. The Conditional Signing Bonus in the amount of \$75,000.00 will remain the same, and in addition to the increased Operating Fees, we fully support the City of Rancho Cordova's efforts to beautify the Folsom corridor and are willing to make a one-time contribution of \$25,000.00 to those improvements or other projects.

In a letter dated December 16, 2014, to Brian Nakamura, I referenced details concerning CCO's digital sign application, whereby council directed staff to deny said application stating it preferred the Sierra Outdoor/CBS Naturwood site at 12125 Folsom Blvd. I want to reiterate; the Naturwood site was proposed to the City of Rancho Cordova by Clear Channel Outdoor in 2012 as part of an application for two digital billboard locations. However, Clear Channel Outdoor was directed by a Council ad hoc committee (Linda Budge and Robert McGarvey) to abandon the Naturwood site because it was too highly visible from the Bluffs neighborhoods and a more industrial site with less public access would be preferable. At the direction of the hoc committee Clear Channel Outdoor approached John & Susan Hansen about their business site at 12137 Folsom Boulevard.

Page Two
February 3, 2015

Clear Channel Outdoor proposed a digital sign at Naturwood in 2012. Your council did not like this location and asked us to find an alternate site. That was accomplished and now we are told Naturwood is the preferred site; the financial proposals no longer matter, even though the Clear Channel Outdoor offer is far superior to that of Sierra Outdoor/CBS. Councilmembers stated billboard removals should be the main focus; our proposal removes **ALL** Clear Channel billboards owned within Rancho Cordova's jurisdiction and Sierra Outdoor/CBS has a large inventory remaining.

We look forward to a continued long term relationship with the City of Rancho Cordova and again, ask that our digital billboard application for 12137 Folsom Boulevard in Rancho Cordova be reconsidered.

Sincerely,

A handwritten signature in cursive script, appearing to read "Susan Holshouser".

Susan Holshouser
President-Sacramento/Reno/Tahoe

25 Yr Term	Clear Channel Outdoor Original Proposed Annual OA Fee	Clear Channel Outdoor New Proposed Annual OA Fee		Sierra Outdoor/CBS Original Proposed Annual OA Fee	Sierra Outdoor/CBS New Proposed Annual OA Fee
1	\$ 50,000.00	\$ 60,000.00		\$ 50,000.00	\$ 130,000.00
2	\$ 50,000.00	\$ 60,000.00		\$ 50,000.00	\$ 50,000.00
3	\$ 50,000.00	\$ 60,000.00		\$ 50,000.00	\$ 50,000.00
4	\$ 50,000.00	\$ 60,000.00		\$ 50,000.00	\$ 50,000.00
5	\$ 50,000.00	\$ 60,000.00		\$ 50,000.00	\$ 50,000.00
6	\$ 50,000.00	\$ 80,000.00		\$ 50,000.00	\$ 50,000.00
7	\$ 50,000.00	\$ 80,000.00		\$ 50,000.00	\$ 50,000.00
8	\$ 50,000.00	\$ 80,000.00		\$ 50,000.00	\$ 50,000.00
9	\$ 50,000.00	\$ 80,000.00		\$ 50,000.00	\$ 50,000.00
10	\$ 50,000.00	\$ 80,000.00		\$ 50,000.00	\$ 50,000.00
11	\$ 50,000.00	\$ 100,000.00		\$ 50,000.00	\$ 50,000.00
12	\$ 50,000.00	\$ 100,000.00		\$ 50,000.00	\$ 50,000.00
13	\$ 50,000.00	\$ 100,000.00		\$ 50,000.00	\$ 50,000.00
14	\$ 50,000.00	\$ 100,000.00		\$ 50,000.00	\$ 50,000.00
15	\$ 50,000.00	\$ 100,000.00		\$ 50,000.00	\$ 50,000.00
16	\$ 50,000.00	\$ 100,000.00		\$ 50,000.00	\$ 50,000.00
17	\$ 50,000.00	\$ 100,000.00		\$ 50,000.00	\$ 50,000.00
18	\$ 50,000.00	\$ 100,000.00		\$ 50,000.00	\$ 50,000.00
19	\$ 50,000.00	\$ 100,000.00		\$ 50,000.00	\$ 50,000.00
20	\$ 50,000.00	\$ 100,000.00		\$ 50,000.00	\$ 50,000.00
21	\$ 50,000.00	\$ 100,000.00		\$ 50,000.00	\$ 50,000.00
22	\$ 50,000.00	\$ 100,000.00		\$ 50,000.00	\$ 50,000.00
23	\$ 50,000.00	\$ 100,000.00		\$ 50,000.00	\$ 50,000.00
24	\$ 50,000.00	\$ 100,000.00		\$ 50,000.00	\$ 50,000.00
25	\$ 50,000.00	\$ 100,000.00		\$ 50,000.00	\$ 50,000.00
	\$ 1,250,000.00	\$ 2,200,000.00		\$ 1,250,000.00	\$ 1,330,000.00
	\$ 75,000.00	\$ 75,000.00		\$ 75,000.00	\$ 100,000.00
	\$ 25,000.00	\$ 25,000.00		None	None
	\$ 1,350,000.00	\$ 2,300,000.00		\$ 1,325,000.00	\$ 1,430,000.00
	Signing Bonus	Signing Bonus		Signing Bonus	Signing Bonus
	Landscaping	Landscaping		Landscaping	Landscaping
	8 Second Slot / Space Available	8 Second Slot / Space Available			Designated 8 Second Slot

MEMORANDUM

TO: Rancho Cordova City Council

CC: Adam Lindgren, City Attorney
Paul Junker, Planning Director

FROM: Bluff City, Inc. Homeowners Association, Lake Natoma Heights Neighborhood Association, Rollingwood Unit #6 Homeowners Association, Save the American River Association, The Classics at Gold River

RE: Petition to Reject the August 2014 Mitigated Negative Declarations for Sierra/CBS Outdoor at Naturwood Digital Sign and Clear Channel Outdoor Digital Freeway Sign due to Violation of CEQA Guidelines §15072 – Insufficient Public Notification

DATE: JANUARY 19, 2015

The California Environmental Quality Act (CEQA) (Public Resources Code §21000, et seq.) includes many procedural requirements including those for public notice and review.

The goal of fully informing the public of the effects of development is at the heart of CEQA. Public involvement in the CEQA process aims to ensure that the public has a voice in the decision-making process - specifically, that public concerns about environmental issues and the potential effect of development on the physical environment are addressed prior to project approval.¹

Pursuant to CEQA Guidelines Section 15072, Notice of Intent to Adopt a Negative Declaration or Mitigated Negative Declaration, specific minimum requirements to ensure public notification are outlined, as follows:

(b) The lead agency shall mail a notice of intent to adopt a negative declaration or mitigated negative declaration to the last known name and address of all organizations and individuals who have previously requested such notice in writing and shall also give notice of intent to adopt a negative declaration or mitigated negative declaration by at least one of the following procedures to allow the public the review period provided under Section 15105:

(1) Publication at least one time by the lead agency in a newspaper of general circulation in the area affected by the proposed project. *If more than one area is*

¹ UC CEQA Handbook: Chapter 4.1 - Formal Requirements

affected, the notice shall be published in the newspaper of largest circulation from among the newspapers of general circulation in those areas. (Emphasis added.)

(2) Posting of notice by the lead agency on and off site in the area where the project is to be located.

(3) Direct mailing to the owners and occupants of property contiguous to the project. Owners of such property shall be identified as shown on the latest equalized assessment roll.

The abovementioned Mitigated Negative Declarations (MNDs) were noticed *only* in the Rancho Cordova *Grapevine* and on the City's website.² Sections 15072(b)(2) and (b)(3) were not utilized as a means of notification, thus Section 15072(b)(1) stands as the procedure chosen by the city of Rancho Cordova to allow the public the review period provided under Section 15105.

The undersigned respectfully submit that the City of Rancho Cordova was aware that homeowners on the bluffs would be affected by the construction of a large digital sign(s) located directly within the line of sight of homes on the bluffs. If the City did not know, they should have known. That impression was amplified by a member of the Rancho Cordova Council during the City Council meeting on December 15, 2014 when he stated that the concerns expressed by a speaker that evening were similar to those expressed by homeowners on the bluffs during hearings for the construction of the Mormon Temple. Further, the City of Rancho Cordova was a partner with many of the abovementioned homeowner associations and with SARA in 2011 when a concerted effort was made to oppose the construction of a Joint Operations Center near the fish hatchery just below Nimbus Dam. Several of the most significant concerns were the impacts on traffic safety, scenic views and light pollution. It is therefore logical to suggest that the City of Rancho Cordova should have known that interest in the digital sign proposals would extend beyond the city limits of Rancho Cordova. Traffic safety and congestion are continuing concerns at the Highway 50 & Hazel interchange. Residents of many communities who drive this route frequently understand how challenging these problems are. The addition of a large digital billboard at this already-chaotic interchange will affect thousands of people outside of the City of Rancho Cordova. Further, The MNDs address several critical environmental questions about scenic vistas, light and glare. Specifically, the environmental documents ask if the project(s) will "Have a substantial adverse effect on a scenic vista?" and will the project(s) "Create a new source of substantial light or glare that would adversely affect day or nighttime views in the area?" Citizens outside of Rancho Cordova were not notified to provide comment on the above-referenced MNDs. Yet, the impacts would directly affect them. Adverse impacts on scenic vistas, a new source of substantial light and glare, and traffic safety are substantive and have such standing that residents of Fair Oaks, Gold River, Orangevale and Folsom, at a minimum, should have been noticed.

² Per telephone conversation with member of Rancho Cordova City Planning Department, January 9, 2015.

We submit that the notification procedure for the Mitigated Negative Declarations for the abovementioned projects was insufficient and does not meet the minimum standards required by CEQA. The legislature has spoken on the issue of noncompliance in Public Resources Code, Division 13, Chapter 1, Section 21005(a): "The Legislature finds and declares that it is the policy of the state that noncompliance with the information disclosure provisions of this division which precludes relevant information from being presented to the public agency, or noncompliance with substantive requirements of this division, may constitute a prejudicial abuse of discretion within the meaning of Sections 21168 and 21168.5, regardless of whether a different outcome would have resulted if the public agency had complied with those provisions."

Thank you for your consideration of our concerns. We appreciate the city's recent efforts to reduce signage along Folsom Boulevard and laud the direction it has taken to improve its commercial development, such as the Zinfandel and White Rock Road area. It is with this kind of foresight that we urge this City Council to consider its legacy and begin creating a truly scenic section of Highway 50 along the Sunrise Boulevard to Hazel Avenue corridor—in part by keeping it billboard free.

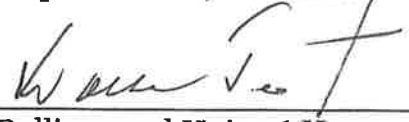
Respectfully Submitted,



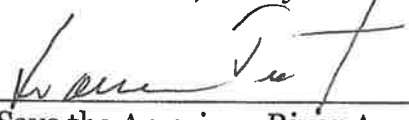
Bluff City, Inc. Homeowners Association
James Kangas, President



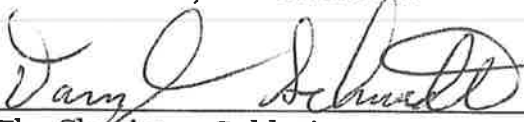
Lake Natoma Heights Neighborhood Association
Stephen Green, Immediate Past President



Rollingwood Unit #6 Homeowners Association
Warren Truitt, Safety Coordinator



Save the American River Association
Warren Truitt, Vice President



The Classics at Gold River
Darryl Schmidt, Volunteer Coordinator, Neighborhood Safety

Digital freeway sign conditional use permit**01-06-2015**

Dear Mayor McGarvey, Vice Mayor Sander, City Council Members Budge, Terry, Skoglund, City Attorney Lingren, and City Manager Nakamura.

I would like to thank all of you for your service, dedication and loyalty to the city of Rancho Cordova. It was an honor to witness the recent swearing in ceremony of Mayor McGarvey, and Vice Mayor Sander. I can appreciate and fully understand what it takes to serve the public. I have been a Police Officer for over 15 years. I understand that you have to first and foremost be unbiased, possess qualities such as integrity, empathy, morals, values, honesty, and most importantly to do the right thing. I began a career in Law enforcement to help people, to give back to the community. I learned most of these values right here in Rancho Cordova. In the late 1970's my grandfather and Grandmother purchased the property located at 12137 Folsom Blvd. There were huge mountains of dredger tailings, rock, sand and gravel on the property. My father just got out of the military after serving eight years in the US Air Force during the Viet Nam War. His degree at American River College was in Business Management. My father and mother partnered with his parents and Started Nimbus Landscaping Materials. They imported decorative bulk landscaping and building supplies from all over the area. We and Rudy's Hideaway were the first business in the area, even before Naturewood. With a lot of hard, back breaking work we became a destination location for surrounding residents, businesses and municipalities to acquire bulk landscaping and building materials to construct their projects. I started helping my family at a young age with the business. I began bagging coal to heat resident's homes in the early 1980's, bagging sand to help with winter flooding. I was 12 years old. My father and grandfather taught me strong work ethics, and values. My grandfather would always tell me at a young age, treat people with respect, do unto to others as you would have them do unto you, don't be lazy, put in an honest day's work and help people. The list goes on. I learned so much at a young age from my grandfather and father. Fast forward, working full time at Nimbus, and going to college part time I earned a BS in Criminal Justice from CSUS. I then went on to enter my career in Law Enforcement, to achieve my dream, to help people in need, to protect and serve, to give back to the community. The reason I give you this small Bio of myself and family is because I want you to understand that we are real, honest, hardworking, genuine people who have owned and operated three businesses in the Rancho Cordova area for a very long time. We have provided numerous jobs for residents in the Rancho Cordova area over the years. We have contributed thousands of dollars in tax revenue in the City of Rancho Cordova. We have partnered with the city and residents in Rancho Cordova for over 30 years helping to beautify the community. My brother, Mark with Nimbus Pond Inc. built the water feature at Hagen Community Center on Chase Dr. Most recently Nimbus stayed open late and partnered with City employees to provide sand bags to the public during the recent storm. We have been doing things such as this for over 30 years.

My family and I feel that we were completely taken advantage of by CBS. As you know CBS entered in contract with us almost two years ago (1-24-2013) to place a sign on our property. They kept us in contract for almost a year and a half (5-28-2014), meeting with us, phone conversations, Emails, stating that the project was on its way. They continued to say they were just waiting on the City of Rancho Cordova to finalize a few things before they broke ground with construction. They, Kevin Johnson (CBS) kept promising us, next month, next month, the revenue will be coming in. This was obviously during the time of the recession, decline in the housing and building market. Our businesses took a huge hit as they were all tied to the building and construction industry. Building almost came to a stop. We, like many others took a huge financial hit with the economy. My parents actually lost their house and home equity of 40 years trying to stay afloat. They were barely able to retain the property, 12137 Folsom Blvd. We had no idea CBS was working with Naturewood behind our backs. We asked CBS if there was anything we could do, perhaps talk to the City, and write a letter. They told us no, that they had it handled, not to make contact with the City. My father still wrote the City a letter, and on his own met with Planner Jessica Jordan. It finally became apparent when CBS stopped staying in touch as often as they use to. When we tried to make contact with CBS's representative Kevin Johnson, he was always out of town, on vacation, numerous excuses, all while telling us things were still in motion, it would be soon, It became evident this was far from the truth. We knew something just wasn't right. We put our trust in Kevin Johnson and CBS. After spending thousands of dollars for legal advice, reviewing, establishing lease agreements, addendums and hundreds of hours of personal time, we finally realized CBS was leading us on. They had no plans on breaking ground or starting the project. We emailed them and requested a letter, allowing us to opt out of their contract, which was binding us from virtually doing anything with our property, tying it up for over 17 months. We were completely taken advantage of, and mislead by CBS and Kevin Johnson. They continually lied to us and led us on; keeping us from doing business with another company, all the while they were secretly working on a deal next door with Naturewood. This business practice was completely unethical and wrong in every way. Makes me sick to my stomach when I think of what they put my elderly parents through in times such as this. I ask myself, why in the world would the City of Rancho Cordova want to do business, potentially enter a 25 year Partnership with a company like this?

Finally after 16 months 05-28-2014, we received a contract release letter from CBS Outdoor. We talked to Clear Channel about a digital sign and entered into contract with them (6-27-2014). We were advised that Clear Channel was trying to put a sign up at the Naturewood property a couple years prior but Rancho Cordova City Counsel told them that they would not approve a sign at that location, that Clear Channel had to find a more industrial location. Well, our property is 2 acres, rectangular, approx. 400' of Freeway frontage and 200' wide and zoned light industrial. It is a clear open slate for a project such as this.

Realistically the sign could go anywhere on our property and it would not affect business, the building, or Folsom Blvd. It would not obscure anything. The sign would not stretch from Folsom Blvd. to Hwy 50 like it would on Naturewood's triangular shaped property.

Between 8-13-2013 and 2-21-2014, as per Google Earth pictures, Naturewood or someone removed two old growth, 100 year plus, Black Walnut trees at the western tip of their property, plus numerous trees in their western parking lot planter barriers near where they would like to put the sign. Did they have City approval; was it CBS that advised them to do this? Drive by; look at the area on the west end of their property, clearly exposed stumps and empty planters. Did Michael Wagner bring this up, No, he remained completely professional. Our Coastal Redwoods are not indigenous to the area as the Walnut trees were; they thrive in the coastal regions, consuming hundreds of gallons of water each day. Both of my grandfathers and grandmother are World War two Veterans. My father is a Vietnam era Veteran serving 8 years in the Air Force. I put the uniform on every day, sacrificing my safety for the good of the public. For over 25 years we raised and lowered an American flag every day adjacent to highway 50 on our property; allowing it to soar above the freeway, paying respect to Americans and America. We are a very proud, patriotic family. Two of the Redwoods have overgrown and blocked the flag pole. It would be a blessing to re-plant more indigenous trees and let the American flag soar again, bringing back my late grandfathers tradition. There are over 1000 Redwoods from Bradshaw to Hazel along the freeway corridor, many trimmed high from the ground, such as the Redwoods around 2729 Prospect Drive (City Hall). There are no redwood trees along the City of Folsom and El Dorado Hills Highway 50 corridor east of Hazel Ave. as they are not indigenous to the area. To five or all of the Redwood trees on our property would be less than 1/2 of 1% of the Redwoods along the Highway 50 corridor through Rancho Cordova. This would clearly having a minimal impact on the Coastal Redwood population in Rancho Cordova. Neither Clear Channel nor do we want to eradicate the landscaping or trees on our property. It is the complete opposite. We want to beautify the 400' of freeway frontage, encompassing the City of Rancho Cordova's vision. This is an opportunity to plant indigenous trees, shrubs, and plants, beautifying this highly traveled corridor. It is our goal, that if any trees are removed, to replace them two fold with indigenous trees, plants and shrubs. Clear Channel will pay for whatever landscape design and installation the City wants. I believe this area is in great need of updating and beautifying. A few hundred thousand vehicles drive by this location daily.

Something else that struck me odd with CBS is that they hired an attorney to represent them. An attorney that stated negative things about the Hansen family, negative things about our location, negative things about Clear Channel and the rumor the of threatening legal actions against the City of Rancho Cordova. Why is this? Kevin Johnson surely didn't represent and present their proposition, because he is as unethical as they come. Clear Channel had humble, respectful,

Michael Wagner, a sales representative, that spoke nothing but positively about the City of Rancho Cordova and Clear Channels proposal. He didn't speak negatively about the Key's family, Naturewood, or CBS for that matter. Clear Channel has proven themselves throughout their prior and current relationship with the City of Rancho Cordova. They voluntarily removed profitable signs in effort to assist the City in beautifying the City. They donated benches, bus stops, City advertising. They didn't place an unrealistic value on any advertising they were offering the City. It was a gift, for the betterment of the community. As Michael Wagner stated, Clear Channel is all in, they would provide the City whatever they needed, whatever was fair, whatever it takes to continue the mutual, positive Partnership. If the City needs advertisement space, a designated click, for an emergency, a city function, or event, it wouldn't be a problem; Clear Channel would accommodate the City. An unrealistic value wouldn't be placed on the donated advertisement space. Clear Channel is a true proven Partner to the City of Rancho Cordova. They would proudly continue to remove signs along Highway 50 in the city of Rancho Cordova if they had them.

It is so ironic that CBS was claiming Monopoly, speaking of fair competition. It is they who are a Monopoly. They have 6 double sided signs from Sunrise to Hazel along the south side of highway 50, far exceeding Clear Channel's 2 1/2. Did CBS offer to remove one, or all of their signs along Highway 50? No, they offered to remove one sign and another sign not even in the city limits. If you take a drive, CBS\Outdoor owns 95%, or more, of the signs in the city of Folsom, El Dorado Hills along Highway 50, all the way to South Lake Tahoe along Highway 50. They own 99% of all signs along Highway 50 to Interstate 80 towards San Francisco. All you see is there newly attached large "OUTFRONT" placards pasted on the signs. It is completely ridiculous that this attorney would even bring this up; it is they who are monopolizing on the region. Again, what a terribly unethical tactic. Clear Channel also has a sign in the County of Sacramento, North of highway 50 that they could remove if that is what the City is allowing, and asking for? Is it policy that a company can remove signs outside of City jurisdiction and still be counted as inside?

I also did some research on CBS/OUTFRONT. They are now the world's largest outdoor media company in the world, having signs throughout the US, Canada, Mexico, South America and Europe. CBS Outdoor or OUTFRONT is a sister company to CBS corporation, a multi-billion dollar organization, far from the minority anywhere in the world. "OUTFRONT Media Inc. (NYSE: OUT) is the US leader in out-of-home advertising. From Sunset Boulevard to Times Square, our diverse portfolio includes more than 400,000 digital and static displays in the most iconic and high-traffic locations in the top 25 markets across the U.S." CBS owns or acquired the following Outdoor Media companies, 3M National, Whiteco, Gannett Outdoor, Outdoor Systems, Infinity Outdoor, Viacom Outdoor, and CBS Outdoor. CBS Outdoor, now "OUTFRONT" recently purchased Van Wagner Communications for \$690 million. I noticed Wells Fargo has partnered with

CBS/OUTFRONT and is their committed fiancée and support for the acquisition. OUTFRONT MEDIA shares began trading on the New York Stock Exchange on March 28, 2014; the CEO of CBS Corporation was present. Wells Fargo Bank will also serve as the company's election and disbursing agent. CBS/OUTFRONT has partnered with Wells Fargo. I truly hope there is no conflict of interest.

CBS Outdoor changed their name to OUTFRONT because of their new vision. It seems they are trying to take over the industry and get OUTFRONT of their competition. Which again, with this in mind I can't believe their attorney has the audacity to claim Clear Channel was forming a monopoly, they are clearly trying to take over using unethical tactics and politics. The ploys and strategies of CBS are clearly under the belt and I hope they don't go unnoticed. CBS clearly has more signs along the highway 50 corridor in Rancho Cordova, the entire region for that matter.

In regards to the comment about the Hazel off ramp sign having anything to do with the placement of a sign, I believe the argument is inaccurate and made up. Being an expert in traffic, and thinking logically, if the billboard was before the Hazel off ramp sign it would tend to pull people's attention to the billboard, causing them to not focus on the off ramp sign, possibly missing the exit, or causing them to make a last second lane change to not miss the exit. This could quite possibly be more dangerous. However if the Hazel off ramp sign was before the billboard this would not occur, people would see the off ramp sign prior to the billboard, and make their appropriate lane change. There are actually two exit signs. With both locations being so close to one another, I don't even think this an arguable issue. There are Cal Trans directional signs in the middle of the freeway, on both sides of the freeway, ground mounted, pole mounted, L shape mounts above traffic, attached to center medians, billboards within 1000' from one another. I truly don't think there is any proof that any of the signs are the cause of accidents. I have not been able to find any research supporting that theory. There are also two Cal Trans exit signs just prior to Naturewood. The Hazel off ramp sign that was spoken of is right in the middle of Naturewood's building. If you are traveling W/B Highway 50 just prior to the Folsom Blvd. exit, there is a Folsom exit off ramp sign, then a large OUTFRONT sign as you exit. They are in very close proximity.

If the city is now going to allow CBS to place a sign on Naturewood's property when Clear Channel was told the City will not approve a sign at that location, that equates to millions of dollars of lost revenue by Clear Channel based on the City's decision. It also doesn't go well with the dedication, loyalty, respect, and commitment Clear Channel has given the city of Rancho Cordova over the past years. Clear Channel took the City's advice and found what they asked for, an industrial piece of property. We have worked with both companies and for obvious reasons I mentioned above we believe that Clear Channel is a far better choice to continue partnering with. What CBS did to us was just not right. What

CBS did to the City of Rancho Cordova was not right, bad business and politics.

The City stated it wasn't about the money, the "Chump Change." However I disagree. The 2.2 Million dollars Clear Channel offered equates to a lot of jobs within the city. This is far more than CBS offered. Clear Channel also wanted to donate money towards the Folsom Blvd. revitalization project. Did CBS, do they care about Rancho Cordova and the community, the vision? Clear Channel offered to pay for Landscaping and modernizing over 400' of Freeway frontage that thousands of people see every day. Did CBS offer to do any landscaping or beautifications of the Folsom Blvd. or Highway 50 corridor, the trees that were illegally removed at Naturewood? If the City mainly wants signs removed and it's not about the money or anything else, I think they should allow Clear Channel the opportunity to remove signs in the County, on the other side of the Freeway and assist with beautifying the Rancho Cordova corridor's. The Naturewood location shouldn't even be on the table, it was already decided against years ago. Also even in light of all the unethical treatment we received from CBS, tying our hands, We and Clear Channel were still able to get our completed application into the City first. I think the City should go with who they know, what they know, proven past practice, go with who they trust, who has been loyal to the City, and go with the ones who share the same vision as Rancho Cordova. Don't go with some unethical, giant company that just care about getting their large OUTFRONT placards all over the place at any means possible without due regard for others.

We ask one thing, that you go to your hearts, that you do the right thing, and that you don't let this company bully you into a decision by fear of legal action. We ask that you continue to work with Clear Channel and the Hansen family, we truly believe in the same vision, "to update, and beautify the City, something we have been greatly involved with for the past 30 plus years.

Respectfully,
Steven Hansen



1/19/2015

RE: Project# DD8490

12125 FOLSOM BLVD RANCHO CORDOVA

SIGN PROJECT

Dear; Mayor, City Council, City Manager, and City Attorney & Public;

There are several issues that have risen since the onset of this project. We believe the city and the public have been misled regarding City of Rancho Cordova resolution No. 4-2015 section 2 B. b. Evidence; which states "no vegetation shall be removed from the property to accommodate the sign." We have compiled this small 2 page visual to illustrate the complete removal of mature trees. As you can see there are several trees that mysteriously have been removed according to Google Earth around the time of the impending Naturewood sign application.

The Illustrations below are actual pictures taken from Google Earth of the NATUREWOOD LOT located at 12125 Folsom Blvd Rancho Cordova, CA 95670.

TREE AND VEGETATION PICTURES

The following illustrations we will identify a photo progression of no less than 9 large mature trees were removed from the west end of the Naturewood parking lot. These trees were eradicated which violates the City of Rancho Cordova resolution No. 4-2015 section 2 B. b. Evidence.



HWY 50 & FOLWSOM BLVD OVERVIEW INTO NATUREWOOD PARKING LOT WEST END MAY 31, 2007



HWY 50 & FOLWSOM BLVD OVERVIEW INTO NATUREWOOD PARKING LOT WEST END APRIL 18, 2014

Digital freeway sign conditional use permit DD8480**02-06-2015****Rancho Cordova City Council and Attorney**

We request that you **reverse** the denial for the Clear Channel Digital Billboard Application No. DD8480 and **reverse** the approval of CBS\Outfronts Application No. DD8490.

- As you all know, recently Clear Channel was proposing Naturewoods parking lot as a location for a digital billboard when few of your City Council Members told Clear Channel to find a different location because the Council would not approve this location. Council Member Budge even stated they were against this location during the first City Council meeting. Why is Council considering Naturewoods location for CBS\Outfront? What changed between the first Council meeting and now? Did CBS threaten legal action?
- CBS\Outfront offered to remove only one sign in Rancho's city limits and another possibly outside the city boundaries. Pryor to the meeting, when and where was it stated that either company could take down square footage outside the city limits? CBS\Outfront hired an attorney and spokesman to present their case and accused Clear Channel of advertising monopoly. They are the monopoly with signs in the area.
- Council Member Mr. Terry mentioned the Hazel off ramp sign was a negative issue against the Clear Channel location, what evidence supports this? There is no documentation supporting that digital billboards cause accidents. There are no California vehicle codes stating such.
- It is the goal of Clear Channel to beautify and landscape the 400' of freeway frontage, working toward the Cities vision to beautify the corridor.

- **CONCURRENT MEETING
CITY COUNCIL/SUCCESSOR AGENCY TO THE CRA/RCFC**

Tuesday, January 20, 2015

5:30 PM – Regular Meeting

Recommendation: Adopt Resolution No. 4-2015, Proposal DD8490

Result of Recommended Action: Adoption of Resolution No. 4-2015 would allow for the construction of a new digital Freeway Sign located at 12125 Folsom Boulevard. The sign would be located within an existing landscape planter in the existing Naturewood Home Furnishings parking lot. No vegetation would be removed to accommodate the new sign. Two existing traditional billboards located at 11373 Folsom Boulevard and near 9847 Folsom Boulevard would be removed as part of the project. Additionally, the Applicant will enter into an Operating Agreement with the City, requiring additional community benefits of the project.

Note:

1. At the West end of Naturewoods property, the parking lot and CBS's proposed sign location; numerous trees were removed in preparation of a digital sign installation. Two, approximately 50 foot tall, 125 plus year old black Walnut Trees were cut to the ground. Stumps are still there as evidence. Numerous other large trees were **recently** removed in the parking lot adjacent to the parking spaces in the proposed sign location. See previously submitted Google Earth photos. Planning can research the approximate removal times. Did CBS or Naturewood get approval from the City Council for eradication? The above Adopt Resolution No.4-2015 clearly states, (No vegetation would be removed to accommodate the new sign). No problem now. CBS\Outfront offered to remove only one sign in Rancho's city limits and another just outside the city boundaries. Pryor to the meeting, when and where was it stated that either company could take down signs outside the city limits? Did CBS offer to landscape or beautify either a Folsom Blvd. streetscape or footage along the H-50 corridor? I recommend that, for the above reasons, the City Council's recommendation to adopt Resolution No. 4-2015, Proposal DD8490 be **reversed** and changed to **deny** Resolution No 4-2015, Proposal DD8490.

CITY COUNCIL/SUCCESSOR AGENCY TO THE CRA/RCFC

Tuesday, January 20, 2015

5:30 PM – Regular Meeting

A. Evidence for denial of sign Proposal DD8480: The subject property is located adjacent to the Hazel Avenue off-ramp on State Route 50, between two freeway directional signs. A digital freeway sign in this location may potentially cause a distraction or safety hazard to drivers making lane choices in close proximity to the freeway exit. Additionally, landscape modifications to the existing stand of redwood trees along the northern property boundary would be required to accommodate the visibility needs of the proposed sign. Both of these circumstances of the proposed project are undesirable because they oversaturate the particular area with signs and would substantially modify and/or eliminate the area's natural landscaping. The project would also remove a one-sided traditional billboard within the State Route 50 corridor and install a double-sided digital freeway sign, resulting in a net increase of sign faces in this area. As such, the subject property and overall project proposal is not appropriate or desirable and the finding cannot be demonstrated in the affirmative.

Please reconsider the above denial of Proposal DD8480.

1. Council Member Mr. Terry mentioned the Hazel off ramp sign was a negative issue against our location. What evidence supports this? Both sign proposals are in such close proximity they would have the same effect. There is no legal documentation supporting that signs cause a distraction or safety hazard to drivers making lane choices in close proximity to the freeway exit. The articles below state the opposite. This should not be an issue.
 2. The issue of oversaturating the area with signs. There's only one other sign in the area and it's the one Clear Channel is proposing to remove. Signs are not considered single sided or double sided, they are just signs. It's inevitable that these signs are going to come up in the surrounding areas. They are going to have the same visual effect on Rancho Cordova whether they are across the freeway on the Gold River side in Sacramento County, or a short distance down the freeway in Folsom. What happens when Sac. County allows a digital just across the freeway? Rancho Cordova will lose out on income revenue, landscape beautification and advertising possibilities.
 3. The issue of modifying and/or eliminate the area's natural landscaping. The trees in question are Coastal Redwoods and are not indigenous or natural to this area. There are thousands in Rancho Cordova and along Highway 50. Indigenous plants and trees of the City Councils recommendation would beautify the property's freeway frontage.
 4. The issue of sign removal. Clear Channel has already removed almost all of their signs in Rancho Cordova area and would remove the two stated for this proposal. Rancho Cordova would be compensated for signs three and four not being removed. Clear Channel would enter into an Operating Agreement with the City, requiring additional community and monetary benefits. If CBS\Outfronts digital were to be approved it would just **add** another sign along the Highway 50 corridor.
- Clear Channels sign application was submitted first, does this hold any merit?
 - Shouldn't the City benefit from a sign so close? The addition of revenue to the general fund, added city advertisement, added landscaping and the beautification of the Folsom Blvd. and Highway 50 corridors.
 - Council Members, Clear Channel has been a dedicated longtime community partner for years. What has CBS\Outfront done for the city except allegedly threaten legal action and demand an even larger piece of the advertising market? We believe the Clear Channel proposal meets all of the City Councils criteria of being more industrial, less visible and with more signage removed within Rancho Cordova City limits.
 - In closing, I would like to request that Clear Channels Application No. DD8480 **not be denied**. It seems that a lot of facts still need to be discussed. I request a motion to **reverse** the motion for denial of Application No. DD8480 due to lack of Just Cause.

Sincerely,

John Hansen
Property owner
12137 Folsom Blvd, Rancho Cordova, Ca.

<http://www.calsign.org/2014/07/federal-highway-administration-confirms-emc-digital-sign-safety/>

Federal Highway Study Confirms Digital Billboard Safety

The U.S. Department of Transportation Federal Highway Administration has released a landmark study declaring that digital billboards do not pose a safety risk to passing motorists. Within the sign industry, the results of this study come as no surprise. Numerous traffic studies and analyses performed in the last couple of decades have reached similar conclusions.

Certainly, real-world experience from around the country reveals that digital billboard displays simply do not cause accidents, to wit:

“[IN] MY CONVERSATIONS WITH THE DEPUTY CHIEF IN CHARGE OF OUR TRAFFIC UNITS, CERTAINLY OVER THE LAST FIVE YEARS THAT WE’VE DONE RESEARCH, WE HAVE FOUND NO INSTANCES OF TRAFFIC COLLISIONS BEING CAUSED AS A RESULT OF INATTENTIVENESS FOR BILLBOARDS. THE ELECTRONIC BILLBOARDS HAVE GONE UP ON CITY STREETS, EIGHT OF THEM, AND SINCE THEY’VE BEEN UP OVER THE LAST SEVERAL MONTHS, WE HAVE HAD NO INSTANCES THAT THEY HAVE CONTRIBUTED TO ANY DRIVER INATTENTION THAT HAS RESULTED IN A COLLISION. SO I DON’T BELIEVE THAT THAT’S AN ISSUE.” – RICHARD WILES, CHIEF OF POLICE, EL PASO, TX, TESTIMONY BEFORE THE TEXAS TRANSPORTATION COMMISSION, 12/6/07.

This new peer-reviewed FHWA study should help put to rest concerns that digital billboards, and other outdoor digital signs, pose a hazard to passing motorists. The study will also help pave the way for communities to bring this powerful outdoor advertising medium to their communities, benefiting not just local operators and advertisers but the entire local economy as well. The report, actually divided into two studies, is officially titled "Driver Visual Behavior In The Presence of Commercial Electronic Variable Message Signs." For the purposes of the studies, the FHWA refers to digital billboards as Commercial Electronic Variable Message Signs. The studies sought to address three specific questions:

1. Do CEVMS attract drivers' attention away from the forward roadway and other driving-relevant stimuli?
2. Do glances to CEVMS occur that would suggest a decrease in safety?
3. Do drivers look at CEVMS more than at standard billboards?

To conduct the study, the FHWA tracked participant's eye movements with an eye-tracking camera device mounted in the vehicle. This device was able to track the driver's eyeball movement and determine if the driver was looking ahead at the roadway or off to the side of the roadway at a static billboard or CEVMS.

Drivers in Richmond, Va., and Reading, Pa., participated in the study, and the research concluded that drivers do indeed look at digital billboards longer than they do at static billboards. Glance duration toward digital billboards averaged 0.379 seconds, while glances at static billboards were at 0.335 seconds at both test sites. Both of these measurements fall far below the two-second benchmark, which would constitute a hazard, according to the National Highway Traffic Safety Administration.

The results showed that drivers did look at CEVMS a greater percentage of time than at standard billboards; however, the time spent looking at off-premise advertising was less than 5 percent when the signs were visible to the participants across the two experiments. Long glances at off-premises advertising were not evident. The longest glance at a CEVMS was less than 1.3 seconds and glances greater than 1 second were rare events. The percentage of time that drivers dedicated to the road ahead was not significantly affected by the presence of CEVMS or standard billboards. Rather, the overall clutter and complexity of the visual scene appeared to be the principal driver of glance time away from the road ahead. This was the case regardless of the presence or absence of off-premise advertising. The results suggest that overall visual complexity of the highway environment needs to be taken into account when considering driver glance behavior.

In conclusion, the study states, "The results did not provide evidence indicating that CEVMS, as deployed and tested in the two selected cities, were associated with unacceptably long glances away from the road. When dwell times longer than the currently accepted threshold of 2,000 ms

[milliseconds] occurred, the road ahead was still in the driver's field of view. This was the case for both CEVMS and standard billboards."

Photo credit: "Digital billboard" by Dwight Burdette - Own work. Licensed under Creative Commons

Article in "THE HILL"

Behind the signs of the times

By Jonathan Easley - 11/19/13 06:00 AM EST

Nancy Fletcher arrived in Washington in 1990 to work for the Outdoor Advertising Association of America, the country's largest billboard trade group, at the most critical juncture for the industry in decades.

At the time, Congress was considering a highway bill that would effectively ban billboards nationwide. The measure had 10 Senate co-sponsors, more than two-dozen House co-sponsors and was riding a wave of support from advocates pushing to eliminate "visual pollution" along the nation's highways.

Fletcher, a Minnesota native with a law degree who happened into the outdoor advertising industry in 1978, led the fight against the measure but couldn't have done it without a little help from two freshman senators who formed an unlikely alliance.

Sens. Harry Reid (D-Nev.) and Trent Lott (R-Miss.) joined forces to have the measure struck from the final bill in 1991.

That victory has allowed Fletcher to focus her pursuant 20-plus years as the president and CEO of the OAAA on less existential matters, like shepherding the industry into the digital age.

"It's amazing," she told The Hill in a recent interview. "These last 21 years, we have a whole generation now who sees it in a different way. They never saw the tobacco ads, never saw the fights in '70s or '80s. They actually think [billboards are] trendy."

In 1990, the idea of a shape-shifting digital advertisement seemed like something out of a hardly imaginable futuristic metropolis. In 2013, the medium is quickly becoming the standard.

The OAAA is presently focused on converting static billboards to digital ones that change every eight seconds.

There are currently about 4,400 nationwide.

"These are not just billboards," Fletcher explains. "Now they're on buses, the Metro, airports, Times Square – the medium is 'out of home' really. It's not just something that's outdoors that defines a billboard."

Of course, if it was just the cigarette ads Fletcher mentioned, it's unlikely the medium would have seen its trend quotient spike.

The outdoor advertising industry has blossomed into a multi-billion dollar revenue generator. When Fletcher entered the industry in the late 1970s, the industry generated \$700 million in revenue. That ran up to \$2.6 billion by the time she became president of the OAAA in the early 1990s. Today, the industry generates \$6.7 billion.

Fletcher pointed out that part of billboards' appeal has come from her commitment to using them for the betterment of society.

"We provide millions of free advertising for public services, and we've been doing it since war bonds were for sale in the early 1900s," she said.

The most high profile example of this came on 9/11, when more than 1,000 OAAA members had gathered at the Marriot Marquis ballroom in Times Square for the group's annual convention, when terrorists struck the World Trade Center a few miles south.

In addition to vacating the hall to make way for a makeshift residency for those affected by the lethal attacks, many members donated blood, and the group had its "United We Stand" campaign erected on billboards within hours.

The OAAA now has partnerships with the FBI, the Federal Emergency Management Agency, and the Department of Justice's Amber Alert system, which has been triggered more than 850 times since 2008.

These broadcasts override paid advertisements on digital billboards in an emergency, as they did during the Boston Marathon bombing, when they warned citizens what high-risk neighborhoods to avoid during the manhunt.

Fletcher says the FBI has caught 51 fugitives because their faces were plastered on billboards across the country.

One of these, a rapist who had been on the run for years, was finally brought to justice after his picture went up on 150 billboards along the East Coast.

"One fugitive turned himself in because his mother didn't want to see him on the sign anymore," Fletcher said.

"The immediacy of the digital basis is really changing the industry."

It's almost comical, she said, to think back on the changes the industry has undergone since the OAAA formed in 1891.

"Think about what a billboard is – it's a bill of advertisement placed on a wooden board," Fletcher said. "It started with circus posters; then went up on the early stage coaches, then the railroads; then in the early 1900s, the auto industry caused a need to standardize, to have rules and regulations on where they can go."

The regulations at first came at the local level, but the feds finally got involved in 1958. By 1965, President Lyndon B. Johnson had signed into law the Highway Beautification Act, championed by his wife Lady Bird Johnson, which mandated that ads could only go in spots where business takes place, not in residential, scenic or agricultural areas.

In 2013, only four states – Maine, Alaska, Hawaii and Vermont – have outlawed billboards, but those states have digital ads up in bus shelters and in other formats. Many municipalities, most notably Chicago under the direction of Mayor Rahm Emanuel, are forming partnerships with the industry to convert old billboards to digital through revenue-sharing deals.

While Fletcher is quick to talk about the progress her industry has made, there's one area of progress she sought to downplay.

After arriving in Washington in 1990 to join the OAAA, she became president and CEO in 1992. That makes her one of the earliest women to lead a Washington trade group.

Fletcher says there was nothing special about her career arc, arguing instead that it was more a product of having the right experience and being at the right place at the right time.

"If you follow my career, it wouldn't be dissimilar to what happened on the Hill, in Congress or academia," she said.

"The numbers certainly haven't changed enough to the point where I'd like to see them today, but my industry has followed a lot of those same trends."

Fletcher points to Clear Channel President and COO Suzanne Grimes as evidence women are gaining traction in Washington trade group management. Clear Channel is one of the big three companies, along with Lamar and CBS, on the OAAA board.

Still, being one of the earliest women to head a Washington trade group will lead to another impressive accomplishment. Fletcher just signed an extension with the OAAA through 2017.

At that point, she'll have led the group for 25 years, making her one of the longest serving female heads of a Washington trade association.

MEMORANDUM

TO: Rancho Cordova City Council

CC: Brian Nakamura, City Manager; Adam Lindgren, City Attorney; Aaron Busch, Community Development Director

FROM: Residents of Rancho Cordova, Bluff City, Inc. Homeowners Association, Lake Natoma Heights Neighborhood Association, Rollingwood Unit #6 Homeowners Association, Save the American River Association and other good neighbors

RE: Why the City of Rancho Cordova Should Not Approve Digital Billboards at This Time – A Proposal for Planning

DATE: FEBRUARY 6, 2015

The City of Rancho Cordova is a young and vibrant city. It is a city which deservedly has a reputation for caring about its image, following its vision, doing the right thing and making thoughtful decisions, based upon best practices and which serve the public's best interest. Wise and prudent long-term decisions will continue to guide Rancho Cordova into the future as a progressive family-friendly, safe, beautiful, eco-friendly and financially sustainable city.

As city residents and good neighbors of Rancho Cordova, we have volunteered our time and finances to research issues of public interest as they relate to digital billboards. Based upon our research and the discovery of new information, we urge the council to pause and take the requisite time to conduct a more comprehensive and educated look at all of the issues related to digital billboards: safety, changing technologies, uncertain legal outcomes and long-term financial impacts. Attached is our Proposal for Planning for your review.

Also, on January 30th, we asked Jerry Wachtel, an established expert in the field of traffic and highway safety for more than 40 years, if he would have time to provide us with an overview of significant issues relating to digital billboards. We further sought his opinion on the proposals before the Council. Mr. Wachtel's letter to us and his Curriculum Vitae are attached.

Thank you for the opportunity to present this information to you for your consideration.

11137 Nile River Court - Rancho Cordova, CA 95760

**Why the City of Rancho Cordova Should Not Approve Digital Billboards
A Proposal for Planning
February 6, 2015**

Background

Before September 2007, the Federal Highway Administration (FHWA) rules barred intermittently changing commercial billboards. In 2007, FHWA reversed the ban. This decision opened the door for a proliferation of digital billboards. In 2008 there were an estimated 800 digital billboards in the United States; by 2012 that number increased to about 3600.

The result is a nationwide concern that our country's thoroughfares are becoming steadily less attractive and more dangerous. A number of studies worldwide show that digital billboards, *designed* to be distracting, are actually causing more traffic accidents. Because of these concerns, a number of U.S. cities have banned digital signs. In turn, billboard companies have sued, claiming they have a right to put up digital signs. Another group is suing the FHWA for improperly changing their policy in 2007.

The current environment is one of uncertainty and lack of clarity.

New Information Exists Not Referenced In Proposals

The City's documents for the two new digital billboard proposals in the Highway 50 corridor approaching the Hazel Avenue off-ramp reference a single traffic study, a 2009 Federal Highway Administration study (FHWA). Of interest, the Minimum Negative Declarations for both proposed projects, dated August 2014, are virtually identical to the Minimum Negative Declaration, dated December 2012, for a digital billboard approved by the City near Highway 50 and Sunrise. Almost 18 months separate those documents, yet they continue to reference only the 2009 FHWA report.

Since the 2009 FHWA report, important new information, in the form of studies, reports and newspaper articles, has been published. The following examples are a sample of what we have learned:

- 1) A Peer-Reviewed Critique of the Federal Highway Administration Report Titled: "Driver Visual Behavior in the Presence of Commercial Electronic Variable Message Signs (CEVMS),"¹ The Veridian Group, Wachtel, 2015. This critique is a comprehensive review of an FHWA study, which was published in December 2013.² This critique was independently reviewed by 14 international

¹ <https://www.enotrans.org/eno-brief/fhwas-2013-research-report-on-digital-billboards-cevms-seriously-flawed>

² http://www.fhwa.dot.gov/real_estate/oac/visual_behavior_report/final/cevmsfinal.pdf

professionals (13 of whom hold doctorates) who are experts in human factors and traffic safety. The report concludes that the FHWA study's conclusions are seriously flawed and recommends that, "State and local governments ... adopt a cautious and conservative approach to digital billboard control and regulation until such time as a definitive study is available."

- 2) Effects of Electronic Billboards on Driver Distraction, Swedish National Road and Transport Research Institute; Light Technology Institute, Karlsruhe Institute of Technology; Duckic, Ahlstrom, Patten, Kettwich, Kircher, July 8, 2012. This study, published in the peer-reviewed journal *Traffic Injury Prevention*, concludes that digital billboards attract and hold the gazes of drivers for far longer than a threshold that previous studies have shown to be dangerous. The Swedish government nonetheless ordered the removal of all digital billboards based upon the results of this and related studies.³
- 3) Impact of Roadside Advertising on Road Safety, Austroads, Roberts, et. al., January 2013. This review is focused on distraction from an external source, specifically advertising billboards. "The fundamental logic of roadside advertising is to attract attention to something that is not part of the driving task."⁴
- 4) Roadside Advertising Affects Driver Attention and Road Safety, Herrstedt, Greibe, Andersson, September 2013. This highly-regarded Danish study concluded that, "The overall results of the empirical studies show that advertising signs do affect driver attention to the extent that road safety is compromised."⁵
- 5) Roadside Advertising and Driver Distraction – Recent Research, presented to American Association of State Highway and Transportation Officials/Subcommittee on Traffic Engineering, The Veridian Group, Inc., Wachtel, June 25, 2013, "Every study in the past 5 years has produced consistent findings – that roadside billboards, especially digital and video, cause significant levels of driver distraction."⁶
- 6) Safety Impacts of the Emerging Digital Display Technology for Outdoor Advertising Signs, Research for AASHTO Standing Committee on Highways Project 20-7 (256), Wachtel, National Cooperative Highway Research Program, Washington, DC, 2009. "The newest digital billboards are also increasingly capable of 'interacting' with approaching drivers. In some cases, the Radio Frequency Identification Device (RFID) embedded in a vehicle's key or on-board computer system, can trigger a personalized message on a digital billboard; in other cases, the billboard can display a message tailored to the radio frequency of

³ <http://www.scenic.org/storage/PDFs/eebdd.pdf>

⁴ <http://scenic.org/storage/PDFs/austroads%20research%20report%20on%20impact%20of%20roadside%20advertising%20on%20road%20safety.pdf>; pg. 10.

⁵ http://www.researchgate.net/publication/259592621_Roadside_Advertising_Affects_Driver_Attention_and_Road_Safety

⁶ <http://scote.transportation.org/Documents/Issues%20Related%20to%20Digital%20Sign%20Usage.pdf>

passing vehicles. Still other billboards encourage drivers to interact with the sign by 'texting' a message or calling a number displayed on the billboard."⁷

- 7) In Cities across Texas, Activists Battle Billboard Companies, NPR, Burnett, September 6, 2014. "More and more cities consider billboards as visual blight. In Texas 388 cities, including most large and medium-sized ones, have ordinances prohibiting new billboards and the list keeps growing."⁸ Following are several cities which have banned digital billboards, universally citing such concerns as blight, light pollution and roadway safety:

- Denver, Colorado⁹
- Ann Arbor¹¹
- Austin, Texas¹³
- Knoxville, Tennessee¹⁵
- St. Paul, Minnesota¹⁷
- Los Angeles, California¹⁰
- Anaheim, California¹²
- Walker, Michigan¹⁴
- Franklin Township, New Jersey¹⁶
- And Others ...

- 8) Veridian Comment Letter in response to City of Vista, California. Minimum Negative Declaration, The Veridian Group, Inc., Wachtel, July 2, 2013. "Digital billboards, even when dimmed for nighttime use, are visible for distances of six miles or more ... appear as the brightest objects in the environment."¹⁸

- 9) Digital LED Billboard Luminance Recommendations - How Bright Is Bright Enough? Draft, November 9, 2010. This draft document discusses the difference between the Outdoor Advertising of America's proposed luminance levels and the recommendations of the Illuminating Engineering Society of America, stating that "The OAAA proposed luminance levels are too high, about ten or more times as bright as recommended in most IESNA recommended practices, and three or more times as bright as current accepted practice reflected in billboard floodlighting. This is unnecessary for advertising effectiveness and unnecessarily risks roadway safety."¹⁹

⁷ Wachtel, J 2009, Research for AASHTO Standing Committee on Highways task 256: safety impacts of the emerging digital display technology for outdoor advertising signs, National Cooperative Highway Research Program, Washington, DC, USA. [http://rightofway.transportation.org/Documents/NCHRP%20Reports/20-7\(256\)%20digital%20outdoor%20advertising_aashto.pdf](http://rightofway.transportation.org/Documents/NCHRP%20Reports/20-7(256)%20digital%20outdoor%20advertising_aashto.pdf)

⁸ <http://www.npr.org/2014/09/06/346153394/in-cities-across-texas-activists-battle-billboard-companies>

⁹ http://www.denverpost.com/headlines/ci_14638259

¹⁰ <http://www.latimes.com/local/california/la-me-1023-billboard-20141023-story.html>

¹¹ <http://www.scenic.org/blog/177-city-of-ann-arbor-passes-ban-on-digital-billboards>

¹² <http://www.ocregister.com/articles/city-640752-digital-anaheim.html>

¹³ <http://www.npr.org/2014/09/06/346153394/in-cities-across-texas-activists-battle-billboard-companies>

¹⁴ http://www.mlive.com/business/west-michigan/index.ssf/2011/07/judge_sides_with_walker_in_lam.html

¹⁵ http://www.knoxnews.com/news/local-news/judge-rules-against-digital-billboards-in-knoxville_60592419

¹⁶ http://www.nj.com/somerset/index.ssf/2014/10/court_nj_towns_can_ban_electroinc_billboards.html

¹⁷ http://www.twincities.com/localnews/ci_25321032/minnesotas-4-3m-billboard-settlement-criticized-by-group

¹⁸ <http://www.scenic.org/storage/PDFs/mnd%20comment%20jerry%20wachtel%20veridian%20group.pdf>

¹⁹ Luginbuhl, CB, Israel, H., Scowen, P., Polakis, J., & Polakis, T. (2010). Digital LED Billboard Luminance Recommendations: How Bright is Bright Enough? Unpublished Draft Report. Flagstaff, AZ: U.S. Naval Observatory Flagstaff Station.

Financial Sustainability

City of Rancho Cordova Ballot Measure H, November 4, 2014. Passed by Rancho Cordova electorate 61% - 38%. This additional ½ cent sales tax will provide from \$5 million to \$7-1/2 million annually to the city's coffers. These funds, which will help provide financial sustainability for Rancho Cordova, will be used for a variety of purposes, including the removal of blight, enhancing safety and beautifying the city.²⁰

Legal Uncertainties

Scenic America v. FHWA Department of Transportation and Outdoor Advertising Association of America²¹

September 25, 2007. The Federal Highway Administration (FHWA) issued a memorandum, entitled "Guidance On Off-Premise Changeable Message Signs,"²² which reversed the agency's long-held position that barred intermittently changing commercial billboards.

January 23, 2013, Scenic America filed suit with the U.S. District Court for the District of Columbia seeking to overturn the Federal Highway Administration's September 2007 ruling which suddenly allowed formerly-banned intermittently changing commercial billboards. Scenic America argued that it violated the lighting standards established in the 1965 Highway Beautification Act and that the FHWA did not follow the federal government's rulemaking procedures.²³ In March 2013, the Outdoor Advertising Association of America, Inc. (OAAA) joined the lawsuit as an Intervenor-Defendant.²⁴ On June 20, 2014, the District Court Judge dismissed Scenic America's lawsuit, stating that FHWA's Guidance might not have offered the best reading of lighting standards by stating that digital billboards are not "flashing, intermittent, or moving" lights, but it did constitute an interpretation rather than a substantive change.²⁵

²⁰ [http://ballotpedia.org/City_of_Rancho_Cordova_General_Sales_Tax_Measure_H_\(November_2014\)](http://ballotpedia.org/City_of_Rancho_Cordova_General_Sales_Tax_Measure_H_(November_2014))

²¹ Longest, R., Wangu, L., Duke School of Law, Scenic America Lawsuit Seeks to Overturn FHWA Ruling on Digital Billboards. <http://www.scenic.org/storage/PDFs/scenic%20america%20lawsuit%20summary.pdf>. The Legal Uncertainties section liberally references from this paper.

²² <http://www.scenic.org/storage/PDFs/FHWA/fhwa%20guidance%20memorandum%20cvems%209-25-07%20final.pdf>

²³ Complaint against Federal Highway Administration, Ray Lahood, Victor Mendez, United States Department of Transportation, Scenic America Inc. v. Dept. of Transportation et al, No. 1:13-cv-00093 (D.D.C. Jan 23, 2013). <http://www.scenic.org/storage/PDFs/FHWA/scenic%20america%20complaint.pdf>

²⁴ Memorandum in Opposition by Outdoor Advertising Association on America, Inc., and Memorandum in opposition by Federal Highway Administration, United States Department of Transportation, entered on Mar. 21, 2014, Scenic America Inc. v. Dept. of Transportation et al, Docket No. 1:13-cv-00093, 2013 BL 293609.

²⁵ See Memorandum Opinion filed by United States District Court for the District of Columbia on June 20, 2014, Scenic America Inc. v. Dept. of Transportation et al, No. 1:13-cv-00093 (D.D.C. Jan 23, 2013). <http://www.scenic.org/storage/PDFs/memorandum%20opinion-6-20-14.pdf>

December 22, 2014. Scenic America filed an appeal in the United States Court of Appeals for the District of Columbia Circuit.²⁶ The American Planning Association and others filed an amicus curiae brief in support of Scenic America's position on December 30, 2014.²⁷

Scenic America and Neighborhood Coalition of Greater Phoenix v. City of Phoenix Board of Adjustment and Outdoor Advertising Association of America

November 17, 2011. In a separate case in Arizona, an Arizona appellate court unanimously agreed with the Scenic America position that a dwell time (the length of time that a given message is displayed on a digital billboard before changing to the next message) of eight seconds constitutes intermittent light, and found that this is something expressly prohibited by the Arizona Highway Beautification Act.²⁸

Minnesota Billboard Settlement

January 11, 2014, Twin Cities.com, Minnesota's \$4.3M billboard settlement criticized by group. The first-ever case of a state exercising eminent domain to remove digital billboards for freeway widening project. Following three years of "legal haggling", the Minnesota Department of Transportation wound up paying \$4.3 million for one digital billboard.²⁹

Conclusion

Rancho Cordova's decision about these digital billboard proposals will have long-term consequences on the overall image and feel of the city. We, therefore, recommend the City take the time to comprehensively research the issues noted above, and conduct a more thorough and educated look at all of the issues related to digital billboards, including safety, changing technologies, uncertain legal outcomes and long-term financial impacts.

We thank you for your consideration of our proposal and respectfully ask that you not consider the digital billboard proposals currently before you.

²⁶ Scenic America, Inc. v. United States Dept. of Transportation, et. al., and Outdoor Advertising Association of America, Inc., United States Court of Appeals for the District of Columbia Circuit, December 22, 2014. <http://scenic.org/storage/PDFs/sa%20versus%20fhwa%20appeal.pdf>

²⁷ Corrected Brief of Amici Curiae The American Planning Assn., The Garden Club of America, The Sierra Club, Inc., and The International Dark-Sky Assn., Inc. in Support of Petitioner and Reversal of Judgment. United States Court of Appeals for the District of Columbia Circuit, December 30, 2014.

²⁸ Scenic America and Neighborhood Coalition of Greater Phoenix v. City of Phoenix Board of Adjustment and Outdoor Advertising Association of America, Arizona Court of Appeals Division One, November 11, 2011, Cause No. LC2008-000497-001 DT

²⁹ http://www.twincities.com/localnews/ci_25321032/minnesotas-4-3m-billboard-settlement-criticized-by-group



DATE: February 6, 2015

TO: Residents of Rancho Cordova, Bluff City, Inc. Homeowners Association, Lake Natoma Heights Neighborhood Association, Rollingwood Unit #6 Homeowners Association, Save the American River Association, and other good neighbors.

Thank you for inviting me to provide some context and background from the human factors, environmental psychology, and traffic safety perspectives concerning digital billboards. Two such signs, known as **Commercial Electronic Variable Message Signs or CEVMS** by the Federal Highway Administration (FHWA) are discussed in recently issued Initial Study/Mitigated Negative Declarations (MND) by the City of Rancho Cordova. One MND addresses a proposed Clear Channel CEVMS, and the other concerns a proposed CEVMS from Outfront Media. Because of the similarity of the two MNDs and their citations of the same references, I have concentrated my remarks in this letter on the Clear Channel proposal. I will, however, note where specific concerns are relevant to the Outfront Media MND as well.

Before offering my comments on this topic, please allow me to provide some background about my consulting firm, The Veridian Group, Inc. and myself.

I am an Engineering and Environmental Psychologist, and have worked in the field of traffic and highway safety for more than 40 years. While serving as Director of the Highway Aesthetics Laboratory at the Federal Highway Administration (FHWA) in Washington, D.C., I was the senior author of a report about the safety and environmental impacts of CEVMS. This report, published in 1980, was the first comprehensive review of this new technology, and it was awarded the "Outstanding Technical Achievement of the Year" at FHWA. Soon after its publication, the report was used as evidence by the U.S. Department of Justice in an Amicus brief in a U.S. Supreme Court case concerning digital billboards (*Metromedia v. City of San Diego*).

Since the publication of that report, my services as a consultant, researcher, and expert witness have been retained in jurisdictions throughout the U.S. I have worked on behalf of the three largest outdoor advertising companies in the country (currently known as Clear Channel, Lamar, and Outfront) and many smaller companies, as well as the industry trade groups representing both the on- and off-premise advertising industries. I have also worked on behalf of state and local government agencies in developing or modernizing their sign codes and ordinances. And, I have been hired by private roadway and tollway operating authorities to help them determine where such advertising signs might be appropriately placed and operated.

Finally, I have served as an expert witness in numerous legal cases, and have never been denied acceptance as an expert in human factors and traffic safety. Although some billboard companies and organizations try to paint me as "anti-billboard," that is simply not the case. As my record shows, I have *never* been an opponent of digital billboards; rather I have tried to argue in favor of taking into account the time, place, and manner of their operation such that they will have the

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- 2 -

February 6, 2015

least adverse effect on traffic safety and environmental considerations. I am a Fellow of the Human Factors and Ergonomics Society, a Certified Professional Ergonomist, and the Chair of the Digital Billboards Subcommittee of the Transportation Research Board of the National Academy of Sciences.

My review of the City of Rancho Cordova's MND leads to several areas of concern. I have divided my major concerns into three basic areas. These are:

- The document does not adequately address the two CEVMS characteristics that cause the greatest concern and the strongest opposition from road users and nearby residents alike – sign brightness (properly called “luminance”) and message dwell time (also known as the message change interval).
- The document does not look ahead to the likely useful life of the proposed CEVMS and, as a result, fails to take advantage of the opportunity to address, via regulation, the capabilities inherent in such signs which, when implemented, could serve as powerful new sources of driver distraction.
- The document contains a series of misleading and inaccurate statements and representations, which lead to concerns about the depth to which the authors investigated the relevant issues before preparing the MND.

Permit me to address these issues in turn.

1A. CEVMS BRIGHTNESS. Sign luminance, which the human eye and brain interpret as “brightness,” is an issue of both traffic safety and quality of life.

For drivers, signs that are too bright, particularly at night, can cause temporary, but nonetheless impactful, *discomfort or disability glare*. The former causes the driver to turn his or her eyes away from the light source (in this case, the billboard). When such a billboard is positioned close to the roadway edge, as is the case with the sign addressed in the MND, the driver can fail to observe time-critical traffic information (e.g. sudden braking or lane-changing vehicles). The latter actually causes the driver to be temporarily blinded, unable to see potentially important visual cues ahead (such as brake lights).

Outdoor advertising companies generally want their signs to be as bright as they can be, on the mistaken basis that a brighter sign is easier to read. Extensive traffic safety research, conducted over many decades, has clearly demonstrated that optimum sign luminance levels are far lower than those sought by the industry. This research has resulted in standards and requirements for official traffic signs (warning, regulatory, and other) that are far lower than billboards that may be quite near to them. In fact, similar research has been conducted on behalf of outdoor advertising groups, and the recommendations have been the same – specifically, that far lower lighting levels (further discussed below) are not only appropriate, but superior for sign readability, than the levels promulgated by billboard companies and their national trade organizations. In short, the billboard industry has ignored the extensive research suggesting reduced luminance levels of their signs – even when such research has been conducted on behalf of sign companies themselves.

- 3 -

February 6, 2015

In addition to adverse effects on drivers, residents who can see digital billboards from their windows are particularly affected by CEVMS that are excessively bright. This annoyance, over which such residents have no control, is exacerbated by signs that change their message (with an accompanying change in color and brightness) every few seconds. Complaints about loss of sleep, interruption of circadian rhythms, and other quality of life issues generally have been met by the refusal of billboard owners/operators to adequately address this issue. The most recent example is a case in Pennsylvania that has received considerable attention in the press. It concerns an elderly couple who have lived in their home for 37 years and came home one evening to find that a digital billboard had been erected nearby, flooding their bedroom with bright light and preventing them from sleeping. Multiple lawsuits are now pending in this matter. It is my understanding that a number of individuals live in homes on a bluff near Rancho Cordova and will be directly and adversely impacted by the brightness of the proposed sign. I have measured sign luminance in many locations around the country, and it is my experience that, even when digital billboards conform to the OAAA's guidelines, they can present excessive levels of brightness. I have personally measured one particular CEVMS that can be seen from a distance of six (6) miles and, even at that distance, appears to be the brightest object in the field of view (See Figure 1).

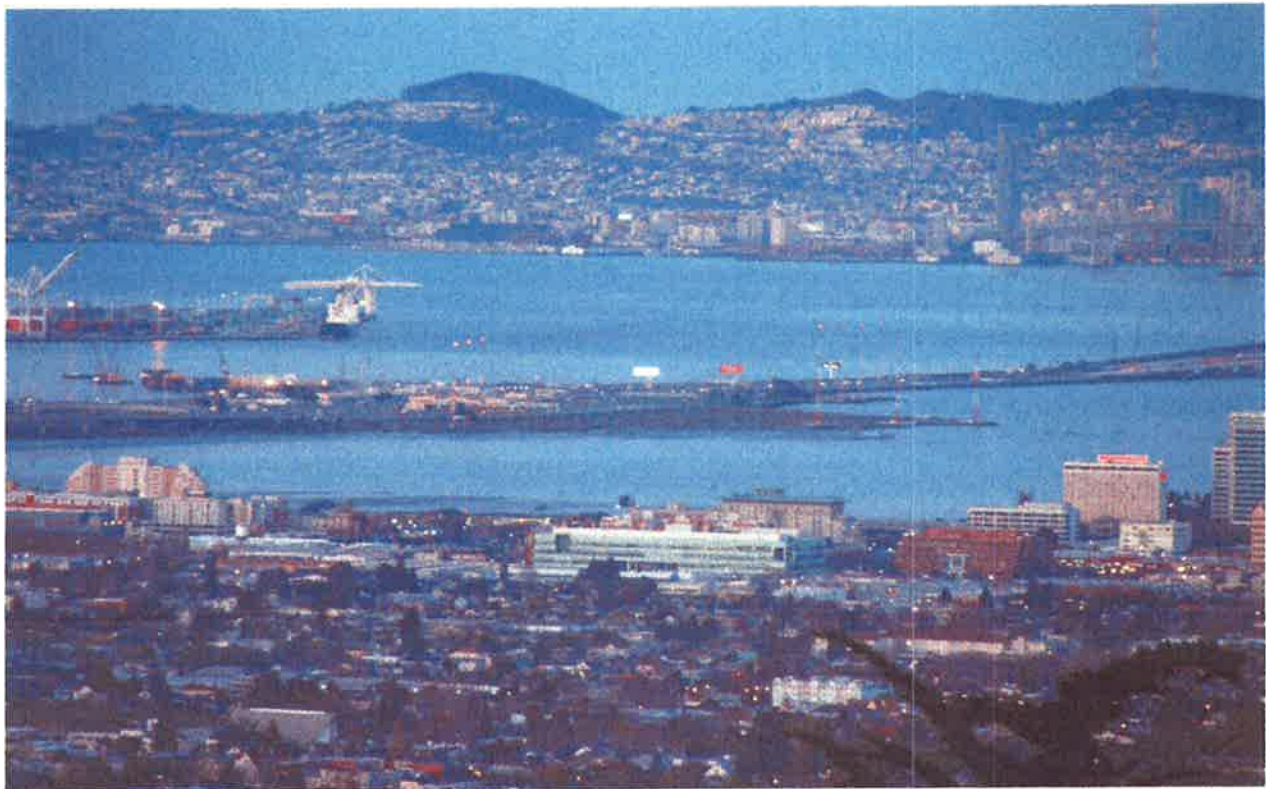


Figure 1. One of three digital billboards at the eastern end of the Oakland Bay Bridge viewed from a distance of six miles.

The billboard industry retained the services of a lighting expert, Dr. Ian Lewin, to develop a set of "guidelines" that the industry trade group (the OAAA) has adopted and promotes to government regulatory agencies nationwide. Independent lighting experts not employed by the billboard

– 4 –

February 6, 2015

industry disagree both with the brightness levels allowed by these guidelines, and by the measurement methods proposed to achieve them. I have written extensively about these issues, and I recommend that the City of Rancho Cordova, which has adopted the industry-recommended guidelines in its *Digital Freeway Signs Overlay* to the City's Zoning Code (Overlay), review the relevant technical literature (which I would be pleased to provide) and consider revising its guidelines to reduce the excessive lighting levels now permitted and the inappropriate and incomplete measurement methods required in the Overlay (further discussed below).

1B. DWELL TIME. Dwell time is the industry term used to measure the length of time that a message remains displayed prior to changing to the next message. Members of the outdoor advertising community claim that a driver needs approximately 5-6 seconds to observe and "take in" a message, and so they typically request a 6-second dwell time. CEVMS operators will often, however, accept a dwell time of 8-seconds or longer if the local government demands this. The mathematics are quite clear. The shorter the dwell time, the more advertising messages can be displayed within a given time interval (e.g. one minute or one hour) and the greater the revenue that accrues to the billboard owner. But thousands of driver comments and interviews, in the U.S. and abroad, demonstrate that the "flashing effect" of these shorter dwell times are highly distracting, causing these drivers to (involuntarily) continue looking at the sign because of these visual characteristics. In addition, drivers report that they are tempted to continue looking at the billboard if the message changes frequently, in order to see "what comes next." In a report that I wrote for the American Association of State Highway and Transportation Officials (AASHTO) in 2009, I presented a formula that I believed would satisfy both the desires of the billboard owners and the safety obligations of the road authorities, by tying the required minimum dwell time of a CEVMS to the prevailing roadway speed, combined with the sight distance to the sign. I believe that the City would do well to consider such an approach to setting dwell time for the proposed billboard.

2. FUTURE TECHNOLOGY. Digital billboards are, for all practical purposes, large, high-definition, flat screen televisions. The technology used for these signs is the same as that used in major sports arenas, and in entertainment districts such as Times Square, Las Vegas and Hollywood. CEVMS have far greater display and communication capabilities built-in than what they currently employ in roadside settings; their current limitations are those enforced by legislation, not technology.

I wrote extensively about several of these technologies in my 2009 AASHTO report. Since that time, these technologies have become more widespread and more sophisticated. I believe that any sign code should be proactive in addressing them given the anticipated life of the sign. I note with concern that the Overlay contains a "Development Standard" (1.xii) titled "Future Technologies," that addresses only "technologies available in the future to illuminate Digital Freeway Signs," while it ignores those technologies, several of which are already in use, that can enable such signs to be far more distracting to drivers than is currently the case.

These technologies all have essentially the same purpose – that is, to more deeply and completely engage the viewer (the driver) in an effort to increase brand recognition, product awareness, and sales. These technologies may use one or a combination of methods to accomplish these goals, and we can group them into a small number of categories.

– 5 –

February 6, 2015

a. Message sequencing. Message sequencing has been used in advertising for decades. On U.S. roadways, from the 1920's through the 1960's, the ads for a company called "Burma Shave" set the standard with a series of hand-painted signs, each displaying only a small part of the message, installed every few hundred feet along the roadside. To read the complete message, which always ended with the company's logo on the final sign, the driver had to read each part of the message as he or she drove past it. The same technique is used today in ads in magazines, where the reader must turn the page to see the second part of the message, and on late-night television, with the announcer proclaiming – "But wait, there's more."

Message sequencing is based on a concept discovered in the 1920s by the Russian psychologist Bluma Zeigarnik, which is now known as the Zeigarnik Effect. It demonstrates that human observers experience stress and discomfort when performing a task when that task cannot be completed for some reason. In other words, we are "wired" to seek closure, and so we will keep attending to unfolding messages until we can get to the end of the sequence. Advertising experts have written extensively about their use of this technique, and digital billboards make it easier than ever to apply it to the roadside environment, where drivers are a captive audience. By displaying only part of a message on the sign at a time, the advertiser can keep the driver's gaze directed at the sign long enough for successive parts of the message to be displayed (See Figure 2).



Figure 2. A single "frame" from a longer sequenced message. The intent is to keep the driver looking at the sign, anticipating the next frame display.

(Although not specifically relevant to the present case, which involves only a single CEVMS, there may, in the future, be locations where two digital billboards are located in sequence, or opposite one another on a highway. In that case, a message can be "sequenced" with part displayed on the one sign, and part on the other [See Figure 3]).

- 6 -

February 6, 2015



Figure 3. A pair of digital billboards spanning a 4-lane highway in London. The signs are used together to display parts of a message that encourage the driver to look at both signs sequentially.

b. Asking the driver to call, scan, or text the billboard for more information. Increasingly, digital billboards are displaying phone numbers, text message addresses and QR codes, and suggesting or directly requesting drivers to contact the displayed service to obtain additional information (See Figures 4 and 5).



Figure 4. A billboard suggesting that the driver send a text message to obtain the latest information on waiting time at the local hospital emergency room.

- 7 -

February 6, 2015



Figure 5. A billboard implicitly suggesting that the driver scan the QR code for more information.

C. RECOGNITION/IDENTIFICATION OF THE DRIVER AND/OR VEHICLE TO PROVIDE PERSONALIZED MESSAGES. Advertisers generally want to know the demographic of the audience to which they are advertising, so that they can tailor the message to those most likely to be receptive. There are, to our knowledge, four current technologies available, some of which are already in use by advertisers, to personalize billboard messages to intended drivers.

1. RFID tags. RFID stands for Radio Frequency Identification. It is the technology widely in use for keyless entry systems and keyless starting ability for many current vehicles. The “receiver,” located in the vehicle, reads the specific frequency being broadcast by the key, to open the door or start the car. Advertisers, including the manufacturer of the Mini Cooper automobile, have extended this technology to roadside billboards, so that when the billboard reads the RFID being broadcast from an approaching Mini Cooper automobile, the sign can send a unique, personalized message to the driver of that vehicle. (See Figure 6).

- 8 -

February 6, 2015



Figure 6. When a Mini Cooper drives by with an RFID tag that can be “read” by the roadside billboard, the billboard posts a personalized message to the driver.

2. *Automated License Plate Readers (ALPR)*. ALPR technology has been, until recently, available only to law enforcement personnel. These specialized computers can quickly (hundreds of plates per minute) scan license plates of vehicles being passed by the police car in which they are mounted, compare those license plate numbers against a data base of stolen vehicles, or vehicles wanted in relation to a crime, and alert the officer to the vehicle bearing the identified plate. But recently the technology has become available on the commercial market, and outdoor advertisers have been among the first to use it.

A California company has publicized plans to mount ALPR devices onto buildings or billboards adjacent to freeways, scan the license plates of passing vehicles, and use their proprietary technology to personalize ads on the billboards or to send personalized messages to the vehicles directly. (See Figure 7). In England, a newspaper headline reading “UK Billboards Equipped with License Plate Spy Cameras” reported on the use of this technology on billboards as early as 2009.

- 9 -

February 6, 2015

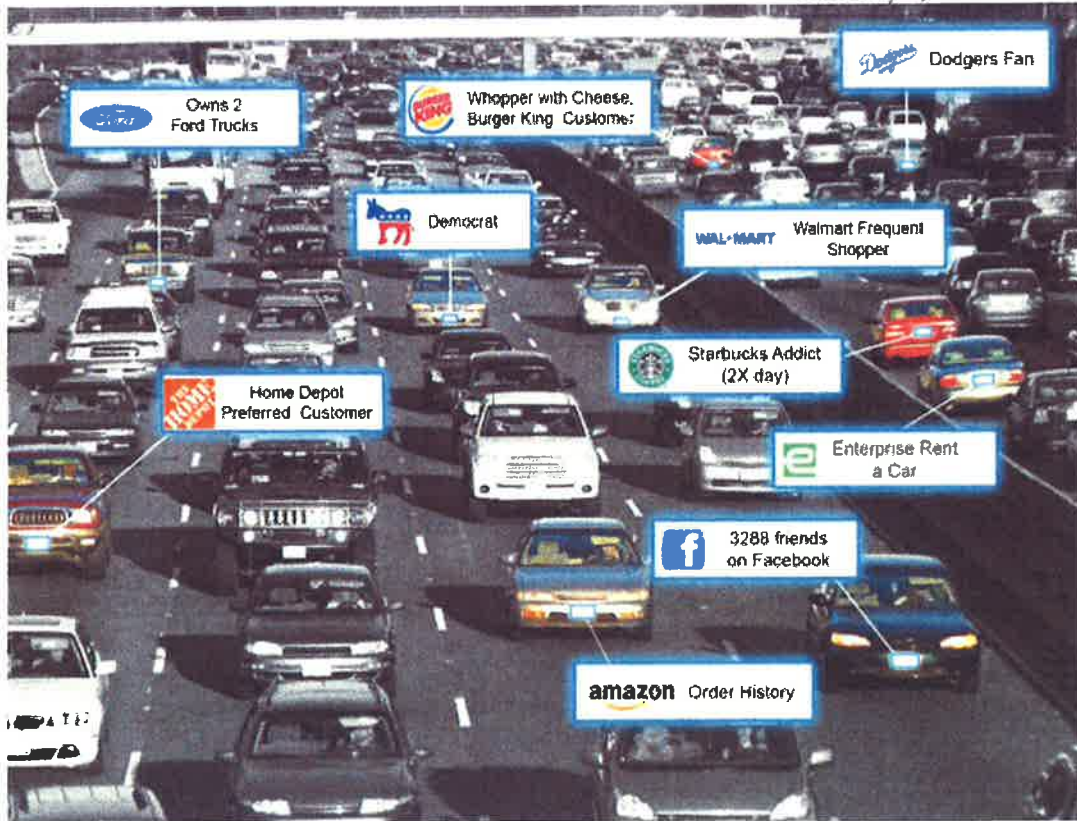


Figure 7. A depiction, from a company website, of the application of its ALPR technology for sending personalized messages to approaching drivers.

3. *Billboards that read "local oscillator" signals from radios in passing vehicles.* A company named "Smart Sign Media" has developed a technology that uses billboard mounted sensors to capture specific, real-time demographic information about motorists approaching the sign, which then can display advertising messages targeted to that demographic. An exemplar of this technology has been installed along Highway 99 in Turlock, California (See Figure 8).

- 10 -

February 6, 2015



Figure 8. A “smart sign” on Highway 99 in Turlock, California

4. *Billboard mounted face- and eye-recognition cameras.* Most digital billboards have video cameras mounted on their structures. These cameras serve primarily to view the sign itself to send a message back to the remote control centers about its functioning; they also can serve to monitor the ambient lighting conditions to trigger adjustments of the sign’s luminance levels. But some digital billboards have begun to sprout second cameras – aimed at approaching traffic. One supplier of such cameras has stated that the purpose of the cameras is to record the faces of approaching drivers to learn what percentage of them are looking at the billboard, and for how long. With the rapid improvement of camera speed and resolution, it is quite likely that this technology will soon be used (if it is not already) to identify driver demographics (age, gender, and more) and respond with real-time targeted ads. (See Figure 9).

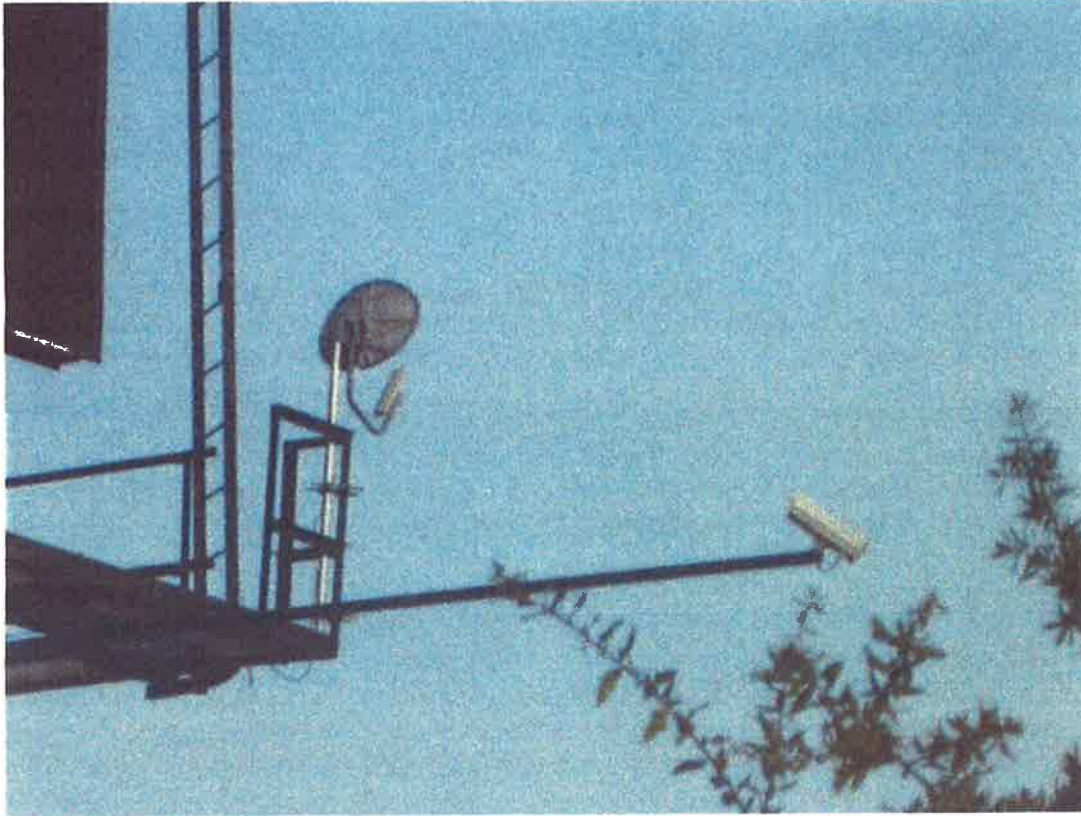


Figure 9. A typical billboard-mounted camera.

4. GENERAL CONCERNS WITH THE MND AND SPECIFIC STATEMENTS MADE WITHIN THE DOCUMENT.

4a. CEVMS relationship to official traffic control signs. The sign as proposed will be larger, taller, and brighter than any of the four official traffic control signs in the immediate area. These signs are: (a) the advance exit sign for Hazel Avenue, (b) a warning sign reading "Thru Traffic Merge Left," (c) the regulatory sign reading "Right Lane Must Exit," and (d) the actual Hazel Avenue exit sign. Because the "simulated view" of the proposed sign, shown in Figure 4 of the MND, was presented from Lane 3 and not Lane 4, there is no way to know whether the view of one or more of these official signs from the viewpoint of an approaching driver traveling in Lane 4 would be obstructed.

In addition, the proposed sign is to be located immediately adjacent to the Hazel Avenue interchange (see Section 4b below), where two of the required warning and regulatory signs address unsafe and improper lane changing. This raises the question, for which there seems to

– 12 –

February 6, 2015

have been no analysis performed, of whether the sign will “obstruct or physically interfere with the vision of drivers in approaching, merging, or intersecting traffic,” which is prohibited under the California’s Federal-State Agreement (FSA) with FHWA.

4b. CEVMS location in relation to the Hazel Avenue exit. Although the application states that the sign will be located “approximately 1,500 feet west of the Hazel Avenue/US-50 eastbound off-ramp,” this is misleading, and is in conflict with the FHWA definition of an interchange (of which the off-ramp is a part). In actuality, Figure 4 of the MND shows that the sign is located immediately adjacent to the point where the roadway begins to widen, i.e. “the point of beginning ... of pavement widening at the exit from the main-traveled way.” Therefore, the proposed sign is, according to FHWA, *at* the Hazel Avenue interchange.

4c. Consideration of the “Transportation/Traffic” environmental factor. In the section of the MND titled: “Environmental Factors Potentially Affected,” under the “Transportation/Traffic” section, the report states, in part: “The project would not adversely impact traffic” Given the preponderance of evidence from research studies in the past five years that demonstrate that the presence of roadside digital billboards adversely affects driver performance, including factors such as lane placement, speed maintenance, following behavior and anticipation of and response to hazards, and given that the proposed sign is to be located immediately adjacent to the official start of an interchange and within the immediate vicinity of four official traffic signs, it seems unreasonable that this statement can be made, especially given the authors’ apparent failure to examine any of the recent research in this field.

Sections 4d through 4g, below (with the exception of 4f2 and 4h), are applicable to both the Clear Channel and Outfront Media proposals.

4d. MND discussion of the FHWA 2009 report. Later in the discussion in this same section, the authors discuss, in some detail, a 2009 FHWA report titled: “The Effects of Commercial Electronic Variable Message Signs (CEVMS) on Driver Attention and Distraction: An Update.” As one of the authors of that report, I can note that the authors of the MND misunderstood or misinterpreted what that FHWA report accomplished. Further, the citation to the FHWA report provided in the MND’s “References” section is incorrect. The correct link is: http://www.fhwa.dot.gov/real_estate/oac/possible_effects/

4e. MND discussion of the feasibility of conducting a study of driver attention to a CEVMS. I also disagree with the authors’ statement about the impossibility of “conducting a study of an individual digital billboard to measure and analyze the effects of driver attention to the sign.” Indeed, such studies have been done, and should have been cited by the authors of the MND. In addition, I have designed such a study myself, but its conduct would require the support of a dedicated organization.

4f. MND discussion of actions to reduce safety concerns regarding CEVMS. The authors state: “Regulations on sign brightness, message duration, ... *and continuation of vehicle maneuver requirements at interchanges* (italics added) serve to reduce safety concerns to the fullest known extent.” I am concerned about this claim for several reasons:

– 13 –

February 6, 2015

1. The discussion of sign brightness in this MND is technically incorrect and quite incomplete,
2. The italicized statement concerning vehicle maneuver requirements at interchanges makes no sense as written, and, as discussed above, I believe that there is a high likelihood that the erection of a digital billboard at the exact beginning of this freeway exit will have a direct, and causal effect on an increase in unsafe vehicle maneuvers at this interchange, and
3. There is no disagreement in the driver behavior research literature that the presence of a CEVMS leads to longer and more frequent driver eye glances off the road than matched roadway sections in which a CEVMS is not present. Therefore, it is unreasonable for the authors to state that allowing this sign in this location is consonant with reducing safety concerns “to the fullest known extent.”

4g. Description of brightness and brightness measurement in the MND. As discussed in Section 1a of this letter, I believe that both the allowable brightness of the proposed sign is excessive, and the method required to calculate such brightness (described in the Overlay) is inappropriate and incomplete. For example, there is no requirement in the Overlay that a CEVMS default to a dark screen in the event of a failure anywhere within the sign’s system that controls sign brightness – this is a basic requirement that I have observed in the vast majority of controlling regulations for digital billboards nationwide.

In addition, however, whereas the Overlay establishes an upper limit for sign brightness at “0.3 foot candles above ambient light” at 250 ft from the sign, the MND erroneously deletes the crucial term “ambient light,” rendering the MND statement meaningless.

Finally, as stated above, brightness levels of 0.3 foot candles above ambient can be easily seen by residents of dwellings thousands of feet from the sign. When combined with the frequent, rhythmic changing of brightness and color, the adverse effect on the quality of life for these residents can be quite dramatic.

4h. Removal of ten mature redwood trees. The MND states, “Ten mature redwood trees located at the installation site are proposed for removal. The statement goes on to say that because the trees and the site are not located in a scenic highway corridor, “changes in views due to the removal of trees in this area would result in no impact on scenic resources or scenic highways.” While this statement may be technically correct with regard to CEQA requirements, it begs the larger question. That is, the Rancho Cordova “Digital Freeway Signs Overlay,” expressly prohibits “the substantial trimming or reduction of existing vegetation and landscaping.” Given that the Overlay was written to apply specifically to this very location (and one other), it is of concern that the MND now proposes to violate this requirement of the city’s zoning code.

4i. Distance between signs. Although the two MNDs were silent on this issue, it is clear from the Overlay that “No Digital Freeway Sign shall be located within 2,500 feet of any other Digital Freeway Sign within the City limits.” Since the Overlay employs the word *shall* (italics added) in its statement, it is clear that the intent of this provision is to specifically prohibit CEVMS placement closer than this minimum distance. Using the data provided in the two MNDs, I have calculated

– 14 –

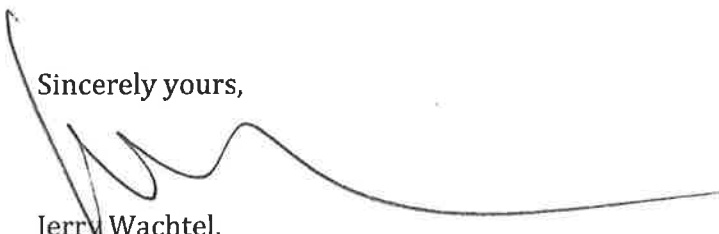
February 6, 2015

that the two proposed CEVMS would be approximately 1,100 feet apart – less than half the minimum distance between signs that is permitted in the Overlay.

In summary, I have reviewed several documents, including: the negative declarations, the City's general plan, its Digital Freeway Signs Overlay of the Zoning Code, and the FHWA-California Federal-State Agreement. In addition, I am familiar with all of the research in this field and have extensive experience with digital billboard technology and applications. As a result, I recommend that the City not approve these two proposed CEVMS until a more comprehensive review and analysis is conducted to ensure that the needs of all stakeholders are addressed, that more reasonable and appropriate measures are applied to the establishment of luminance and dwell time standards, that such signs be brought into compliance with the City's Zoning Code, and that the Code itself be revised as necessary to reflect new technologies and the potential for CEVMS malfunction.

I appreciate the opportunity to have reviewed this MND and presented my opinions and conclusions to you. I am happy to provide any of the references mentioned in this letter, and to discuss my opinions in more detail with you and with city officials and other stakeholders in this matter.

Sincerely yours,



Jerry Wachtel,
President

JERRY A. WACHTEL, C.P.E.
 President, The Veridian Group, Inc.
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Curriculum Vitae

BACKGROUND AND EXPERTISE

The Veridian Group was established in 1982 to provide consulting services to Government, non-profit and corporate clients in areas of human factors and ergonomics, including: human performance; visibility and conspicuity; hazards and warnings; slips and falls; simulation; training and assessment; expectancy and situation awareness, distraction and attention; roadway design and traffic control devices; sign codes and ordinances, hindsight bias and positive guidance. Mr. Wachtel has more than 40 years of experience in research, project management, and regulation at all levels of Government and in private industry.

EXPERT WITNESS QUALIFICATION.

Mr. Wachtel has never been denied qualification as an expert witness in human factors, ergonomics, or engineering psychology. He has served as an expert in Alaska, Arkansas, California, Mississippi, Montana, New Jersey, New York, Oregon, Pennsylvania, Virginia, Washington and Washington, DC.

PARTIAL CLIENT LIST.

In addition to providing services to numerous law firms, our clients have included:

Government: U.S. Department of Transportation; U.S. Nuclear Regulatory Commission; County of Fairfax, VA; Cities of New York, San Francisco, Baltimore, Seattle, Portland, Berkeley, and others; LA Department of Highways; MD State Highway Administration; NJ Department of Law and Public Safety; PA Department of Transportation; Port Authority of NY and NJ (PANY); Atlantic City Expressway Authority; League of Minnesota Cities; Association of Bay Area Governments (ABAG); California Department of Transportation (CALTRANS); California Commission on Peace Officer Standards and Training (POST).

Corporate: Ackerley (Clear Channel) Communications, Inc.; AMFS, Inc.; Arco Chemical Co.; Atari Games Corp.; DriveSafety, Inc.; Drive Square, LLC; Electronic Learning Facilitators, Inc.; Fuel Outdoor; Hyperion Technologies, Inc.; Infinity (CBS) Outdoor; I-Sim Corp.; Lamar Outdoor, Inc.; Medved Autoplex; MORR Transportation Consulting; OTR Media; Parallax, Inc.; PB World; Positive Guidance Applications, Inc.; SAIC; Scientex Corp.; Strategic Media (Toronto); Systems Technology, Inc.; Talisman-International, LLC; Time-Warner Interactive; TransAnalytics, LLC; Vega Vista, Inc.

Educational and Non-Profit: Fondation MAIF, France; International Atomic Energy Agency (IAEA); National Safety Council; Sister Kenney Institute; Stein Gerontological Institute; University of California, Berkeley; University of Iowa; University of Miami Center on Human Factors and Aging; University of Minnesota; Washington University, St. Louis; American Association of State Highway and Transportation Officials (AASHTO); Sharp Memorial Hospital Rehabilitation Center; Outdoor Advertising Association of America (OAAA); International Sign Association (ISA); National Cooperative Highway Research Program (NCHRP).

EMPLOYMENT HISTORY:**DRIVING LAB, LLC**

Co-Founder and Partner, 2007-Present

Driving Lab is a start-up company formed to address the growing need for a practical and valid assessment of driving impairments due to age, injury, or illness. The company is developing a line of standardized, state-of-the-art, affordable driving simulators, complete with proven assessment and training scenarios and protocols, for use in clinical, research, and DMV applications.

U.S. NUCLEAR REGULATORY COMMISSION, Washington, D.C.

Senior Engineering Psychologist, Training & Assessment Specialist, 1982-2000

Author of Federal regulations for fidelity and testing requirements for training simulators. Designed, developed and implemented agency-wide program in workplace ergonomics, and wrote policy paper on "Safety Conscious Work Environment." Managed multi-million dollar research programs in areas related to nuclear power plant simulation, training, procedures, and human factors engineering for advanced control rooms. Initiated, developed and defended research areas; developed contract documents and negotiated with offerors; managed all technical and financial aspects of research and technology transfer; explained and defended programs through the public hearing process; and published results. Developed and performed training and procedures reviews, control room design reviews, examination audits, incident response site-visits, simulator certification audits, and power plant staff interviews. Developed and maintained cooperative working relationship with industry.

Published and presented technical papers, chaired professional conferences, and served as invited keynote speaker. Appointed Chair, U.S. Technical Advisory Committee to International Standards Organization (ISO) Committee 159, SC6/WG8, Ergonomics of Control Centres. Served as NRC representative to American Nuclear Society committee writing the ANSI standard for nuclear power plant simulators. Conducted classes and workshops on human factors in the nuclear industry for international organizations in England, Norway, Sweden and Slovenia.

U.S. DEPARTMENT OF TRANSPORTATION, Washington, D.C.

Research Psychologist, 1973-82.

Developed and staffed a research laboratory using simulators and psycho-physiological recorders to conduct and manage highway safety research related to: accidents under reduced visibility conditions; driver task demands in the presence of roadside distractors; safety and traffic flow at bridge and tunnel entrances; real-time motorist guidance and information systems; adequacy of traffic control devices. Named Laboratory Director in 1980. My research results have been implemented throughout the US and Europe, and have been used as evidence in court cases, including the U.S. Supreme Court. Wrote and presented papers at conferences. Served on international committees concerned with highway safety. Appointed by the Secretary of Transportation to tasks force on Occupational Safety and Health and Transportation System Environmental Design. Chaired the simulation committee of the National Academy of Sciences' Transportation Research Board, and served as Chair of the Board's Human Factors Workshop in Transportation. Served the Human Factors and Ergonomics Society as Alternate Member of the National Committee on Uniform Traffic Control Devices.

Curriculum Vitae of Jerry Wachtel, C.P.E.

GRUMMAN AEROSPACE CORPORATION, Bethpage, New York

Human Factors Psychologist, 1969-73.

Served as NASA-Apollo Lunar Module (LM) Team Leader for simulation and real-time mission support. Developed and implemented man-in-the-loop simulation tests in support of flight crew training, procedures development, verification and validation, display/control design, and on-board maintenance activities. Supervised all corporate life sciences NASA support functions for Apollo flights including direction of a round-the-clock emergency response team of scientists and engineers, and conduct of post-mission astronaut debriefings. Wrote the human factors sections of corporate post-flight reports to NASA for Apollo missions. Researched the LM crew/computer interface, the results of which led to a reduction of in-flight errors during periods of high task demands. Discovered the problem and evaluated the effects of distance perception illusions experienced by astronauts on the lunar surface, which led to new equipment and procedures to reduce these effects. Wrote technical papers, and served as Grumman's representative to NASA lunar surface operations planning meetings. Consulted on other corporate projects, and contributed to the design of Grumman health care delivery systems and emergency medical treatment devices.

PROFESSIONAL APPOINTMENTS AND AFFILIATIONS

Fellow, Human Factors and Ergonomics Society

Member, Technical Groups on Forensics, Surface Transportation, Product Design,
Visual Performance, Computer Systems, Health Care

Member Emeritus, National Academy of Sciences, Transportation Research Board

Chair, Subcommittee on Roadside Digital Signage

Member, TRB Leadership Group

Past Chair, Committee on Simulation and Measurement of Vehicle and Operator Performance

Member, Committee on User Information Systems

Member, Committee on Vehicle User Characteristics

Member, Committee on Eminent Domain and Land Use

Chair, Fifteenth and Thirtieth Annual Workshop on Human Factors in Transportation

Member, Human Factors Workshop Planning Committee

Member or past member of the following Scientific and Technical Committees:

Human Factors Resource, An Advisory Body to the National Committee on Uniform
Traffic Control Devices, Authors of the MUTCD.

Intelligent Transportation System (ITS) America, Committee on Safety and Human Factors.

Society of Automotive Engineers (SAE), Committee on Safety and Human Factors.

Advisory Board, Center on Human Factors and Aging Research – University of Miami School
of Medicine.

U.S. Technical Advisory Group to International Standards Organization (ISO) TC159

Ergonomics, and its Subcommittee 4, Ergonomics of Human-System Interaction.

Chair, U.S. Technical Advisory Group to ISO TC159/SC6, Ergonomics of Control Centres.

Guest Lecturer. Graduate Class in Ergonomics and Engineering Psychology, San Jose State University.

Curriculum Vitae of Jerry Wachtel, C.P.E.

CERTIFICATIONS, HONORS AND AWARDS

Certified Professional Ergonomist (CPE), Board of Certification in Professional Ergonomics

Fellow, Human Factors and Ergonomics Society

Member Emeritus, Transportation Research Board, National Academy of Sciences

High Quality Performance Awards, U.S. Nuclear Regulatory Commission.

NASA Apollo Achievement Award for outstanding contributions to manned space flight.

Outstanding Technical Achievement by the Federal Highway Administration for report titled: "Safety and Environmental Design Considerations in the Use of Commercial Electronic Variable Message Signage." (This publication was used as evidence by the Attorney General of the United States in a case heard before the U.S. Supreme Court).

Member of Psi Chi, the National Honor Society in Psychology.

EDUCATION.

Brooklyn College, Brooklyn, NY, B.A., Psychology, 1965

The City University of New York, New York, NY, M.B.A., Engineering/Industrial Psychology, 1969

The Stevens Institute of Technology, Hoboken, NJ, Advanced Graduate Studies in Engineering and Environmental Psychology

The Catholic University of America, Washington, DC, Advanced Graduate Studies in Human Factors and Engineering Psychology

COMMUNITY SERVICE.

Past-President, Member of the Executive Board, Panoramic Hill Association, a 501-C-4 organization in Berkeley, California.

Member of the Board, Friends of the Havens House, Berkeley, California

Past Director and Public Safety Chair, Berkeley Path Wanderers Association

Past President and Chairman, Federal Hill Neighborhood Association, Inc., a 501-C-3 organization representing a community of 3000 listed on the National Register of Historic Places.

Appointed by several Mayors of Baltimore City to membership on planning committees and tasks force, including: City Master Plan for the Year 2000 and Beyond; Downtown Stadium Committee; Key Highway Waterfront Advisory Committee.

SELECTED PUBLICATIONS, PRESENTATIONS, AND PROFESSIONAL ACTIVITIES.

Reviewer: *Simulation: Transactions of the Society for Modeling and Simulation*. 2014 - Present.

“FHWA’s 2013 Research Report on Digital Billboards (CEVMS) – Seriously Flawed.” *Eno Brief Newsletter*. Washington, DC: The Eno Center for Transportation. 1/13/2015.

“A Peer-Reviewed Critique of the Federal Highway Administration (FHWA) Report Titled: ‘Driver Visual Behavior in the Presence of Commercial Electronic Variable Message Signs,’” January 2015.

“Code 3: The Impact of In-Vehicle Technologies on Performance and Distraction of First Responders. With Andrew Kun, University of New Hampshire. Invited Human Factors Workshop to be conducted at the 94th Annual Meeting of the Transportation Research Board of The National Academies. Washington, DC, January 2015.

“Shedding Light on Billboard ‘Brightness.’” Invited Presentation to the Scenic America Annual Symposium. San Francisco: May 2013.

“The United States Version of the Stroke Drivers’ Screening Assessment: A Pilot Study.” With Abiodun Akinwuntan, Nadina Lincoln, Diana Gantt, Gina Gibson, Kurt Kimmons, and Valerie Ross. *Topics in Stroke Rehabilitation*. 2013; 20(1), 87-92.

Member, Scientific Review Committee. International Driving Symposium on Human Factors in Driving Assessment, Training and Vehicle Design, 2011-Present.

“Ironies of Automation.” With Judith Burki-Cohen. Invited Human Factors Workshop conducted at the 92nd Annual Meeting of the Transportation Research Board of The National Academies. Washington, DC, January 2013.

“Human, Organizational, and Cultural Factors in Accidents.” Convener and Chair of Special Symposium held at the 92nd Annual Meeting of the Transportation Research Board of The National Academies. Washington, DC, January 2013.

Reviewer, *Journal of Traffic Injury Prevention*, 2012 - present.

“Visual Clutter and Roadside Distractions: The Challenge to Good Traffic Engineering and Human Factors Practice.” Invited Presentation to the 5th International Conference on Traffic and Transport Psychology, Groningen, The Netherlands, August 2012.

“Stroke Driver Screening Assessment predicts driving in individuals with Relapsing-Remitting Multiple Sclerosis.” With A. Akinwuntan, T. O’Connor, K. Turchi, E. McGonegal, and S. Smith. *International Journal of MS Care*, Paper #2012-010R, accepted for publication. March 2012.

“Whodunit? – Human Factors in the Courtroom.” With Alison Smiley. Human Factors Workshop conducted at the 91st Annual Meeting of the Transportation Research Board of The National Academies. Washington, DC, January 2012.

Curriculum Vitae of Jerry Wachtel, C.P.E.

“Driver Fitness in Patients with Cognitive Impairment and Glaucoma.” With Peter Rosen, Abiodun Akinwuntan, Erwin Boer, Robert Weinreb, and Felipe Medeiros. *Proceedings of the 6th International Driving Symposium on Human Factors in Driver Assessment, Training, and Vehicle Design*. June 2011.

“The United States Version of the Stroke Drivers’ Screening Assessment Battery: A Report of Preliminary Findings.” With Abiodun Akinwuntan, Diana Gantt, Gina Gibson, Kurt Kimmons, Valerie Ross, and Peter Rosen. *Proceedings of the 6th International Driving Symposium on Human Factors in Driver Assessment, Training, and Vehicle Design*. June 2011.

Member, Scientific Review Committee, 3rd International Conference of Road Safety and Simulation, 2011.

“Driving Simulation for Evaluation and Rehabilitation of Driving After Stroke.” (2011) With Abiodun Emmanuel Akinwuntan and Peter Newman Rosen. *Journal of Stroke and Cerebrovascular Diseases*.

“Digital Billboards, Distracted Drivers.” *Planning: The Magazine of the American Planning Association*, 25-27. March 2011.

Reviewer: Grant Proposals Submitted to National Institutes of Health – National Institute of Child Health and Human Development: “Experimental Research on the Effects of Teenage Passengers on Driving Performance Among Teenagers.” March 2010.

Consultant: National Institutes of Health STTR Grant: “Driving Simulation for Assessment and Training After Stroke.”

“The State of the Art and the State of the Knowledge About Digital Billboards and Traffic Safety.” Invited Webinar Presented to the Motorist Information and Services Association, March 18, 2010.

“Safety Impacts of Emerging Digital Display Technology.” Invited Presentation to the American Planning Association, Pennsylvania Chapter, Southeast Section, December 4, 2009.

“The Relationship Between New Roadside Advertising Technologies and Driver Distraction: an International Assessment.” Proceedings of the First International Conference on Driver Distraction and Inattention. Gothenburg, Sweden, September 28-29, 2009.

“Safety Impacts of the Emerging Digital Display Technology for Outdoor Advertising Signs.” Report No. 20-7 (256). Washington, DC: National Cooperative Highway Research Program, April 2009.

“The Effect of Commercial Electronic Variable Message Signs (CEVMS) on Driver Attention and Distraction: An Update.” With J.A. Molino, J.E. Farbry, M.B. Hermosillo, and T.M. Granda. Report No. FHWA-HRT-09-018. Washington, DC: US Department of Transportation, Federal Highway Administration. February 2009.

“Digital Billboards: The Hype, The Facts, The Solutions.” Invited Presentation to the Annual Meeting of the Intelligent Transportation Society of California. Sacramento: December 2008.

Curriculum Vitae of Jerry Wachtel, C.P.E.

“Safety Impacts of Emerging Digital Display Technology for Outdoor Advertising Signs: An Overview of NCHRP Project 20-7 (256).” Paper presented at the 11th Annual NAHBA Conference. Kalispell, Montana, August 11, 2008.

“Review of Two Billboard Industry Reports.” Paper presented at the 11th Annual NAHBA Conference. Kalispell, Montana, August 12, 2008.

“Digital Billboards on the Highway – Who’s Watching?” Human Factors Workshop conducted at the 87th Annual Meeting of the Transportation Research Board of The National Academies. Washington, DC, January 2008.

“Programs and Practices to Reduce Simulator Sickness: Lessons Learned from the Field.” *Proceedings of the International Conference on Road Safety and Simulation, 2007*. Rome, Italy: University of Roma Tre.

Reviewer: “Changeable Message Sign Displays During Non-Incident, Non-Roadwork Periods.” National Cooperative Highway Research Program (NCHRP), Project 20-5, Topic 38-11, July 2007.

Principal Developer – International Standards Organization (ISO) Warning Symbol No. 21482, a symbol to warn the public of radiation dangers, February 2007.
(<http://www.iaea.org/NewsCenter/News/2007/radiationsymbol.html>)

Reviewer: *Preventing Teen Motor Crashes: Contributions from the Behavioral and Social Sciences: Workshop Report*. Washington, DC: The National Academies, January 2007.

“A Protocol for Avoiding Simulator Sickness.” With E. Stern, V. Barth, W. Durfee, M. Rosen, T. Rosenthal, E. Schold-Davis, C. Schaffer, M. Watson, & J. Zola. Paper presented at the Conference on New Approaches to Simulation and the Older Operator, MIT AgeLab & New England University Transportation Center, October 27, 2006.

“Survey of Standards and Practices toward the Reduction of Simulator Sickness.” Paper presented at the Conference on New Approaches to Simulation and the Older Operator, MIT AgeLab & New England University Transportation Center, October 27, 2006.

Invited Participant. U.S. Institute for Environmental Conflict Resolution: National Outdoor Advertising Control Program Assessment. Sacramento, California, August 2006. U.S. Department of Transportation, Federal Highway Administration.

Invited Presenter, “Hindsight Bias in Attribution of Crash Causes,” Workshop on *Why Crashes Happen: Factors Associated with Crash Causation - Human Factors Insights from In-Depth Investigations*, 85th Annual Meeting of the Transportation Research Board, Washington, DC, January 2006.

“The Use of a Driving Simulator to Assess Senior Driver Performance: Increasing Situational Awareness Through Post-Drive One-on-One Advisement,” with M. Romoser, D.L Fisher, R. Mourant, & K. Sizov. *Proceedings of the 3rd International Driving Symposium on Human Factors in Driver Assessment, Training, and Vehicle Design*. Rockport, Maine: June 27-30, 2005.

Curriculum Vitae of Jerry Wachtel, C.P.E.

Invited Moderator, Human Factors Issues. *The Crossing Zone – A Decade of Progress: Western Regional Safety Grade-Crossing Training Conference*. Organized by Federal Railroad Administration and University of California, Berkeley. May 2005.

“The Potential to Enhance Older Drivers’ Critical Driving Skills Through Simulator-Based Advice,” with M. Romoser, D.L. Fisher, K.A. Sizov, & R.R. Mourant. In *Driver Behaviour and Training: Vol. II*, L. Dorn, Ed. pp. 105-120. Hampshire, England: Ashgate.

“Safety Challenges Facing Tomorrow’s Commercial Drivers and the Role of New Simulation Technology to Meet Them.” Proceedings of the *Conference on Future Truck and Bus Safety Research Opportunities*. Washington, DC: Transportation Research Board of the National Academy of Sciences, March 2005.

“Use of a Driving Simulator to Assess Older Adults’ Critical Driving Skills,” with M. Romoser, D.L. Fisher, R. Mourant, K. Sizov, S. Kennedy, & M. Andra. Paper presented at the 84th Annual Meeting of the Transportation Research Board, Washington, DC, January 2005.

“Making Vehicles and Roads Safer for Older Drivers: A Human Factors Approach.” Paper presented at the Symposium on Safe Mobility for the Aging, Sacramento, California, November 2004.

“Discriminating Between Brain Injured and Non-Disabled Persons: a PC-Based Interactive Driving Simulator Pilot Project,” with E.B. Stern, E. Schold Davis, W.K. Durfee, and T.J. Rosenthal. *Advances in Transportation Studies: An International Journal*, 2004 Special Issue, pp. 67-78

“Driving Simulation in the Clinical Setting: Utility for Testing and Treatment,” with P.N. Rosen. *Advances in Transportation Studies: An International Journal*, 2004 Special Issue, pp. 91-96

Invited Panelist, The Santa Monica Crash: Strategies to Reduce Future Occurrences. Joint Conference of the American Society on Aging and the National Council on Aging, April 2004.

Invited Participant, “International Consensus Conference: How to Assess Road Driving Skills and Abilities,” Sponsored by U.S. Public Health Service, Centers for Disease Control, December 2003.

“Assessment of Cognitively Impaired Persons Who Wish to Resume Driving.” The First STISIM Drive Users Group Meeting, Cranfield University, United Kingdom, September 2003.

“Driver Education for Pre-Teens: A New Approach Toward Reducing Crashes Among Young Novice Drivers.” In *Contemporary Ergonomics 2003*, P.T. McCabe (Ed.). London: Taylor & Francis.

“Pilot Study of Driving Simulation with Persons with Brain Injury and Cognitive Deficit,” with E.B. Stern, W.K. Durfee, T.J. Rosenthal, and E. Schold Davis. Presented at *World Federation of Occupational Therapy (13th World Congress of Occupational Therapists)*, Stockholm, Sweden, 2002.

“Program for Development of a New Warning Sign for Hazardous Radioactive Materials,” Consultant’s Report Prepared for the International Atomic Energy Agency (IAEA), March 2002.

Curriculum Vitae of Jerry Wachtel, C.P.E.

“Drivers’ Responses to Changeable Message Signs of Differing Message Length, and Traffic Conditions,” with J.H. Guerrier and D.L. Budenz. In *Contemporary Ergonomics 2002*, P.T. McCabe (Ed.). London: Taylor & Francis, pp 223-228.

“Low Cost Simulation as a Tool to Assess the Driving Ability of Persons with Cognitive Impairments from Brain Injury,” with E.B. Stern, W.K. Durfee, T.J. Rosenthal, and E. Schold Davis. In *Contemporary Ergonomics 2002*, P.T. McCabe (Ed.). London: Taylor & Francis, pp. 229-234.

Ergonomics and the Prevention and Reduction of Injuries in the Workplace – Office Ergonomics 101-103. U.S. Nuclear Regulatory Commission BR-0269, 0270, 0271, February 2002.

“Evaluation of a Low-Cost, PC-Based Driving Simulator to Assess Persons with Cognitive Impairments Due to Brain Injury,” with W.K. Durfee, T.J. Rosenthal, E. Schold-Davis and E.B. Stern. *Proceedings of the International Driving Symposium on Human Factors in Driver Assessment, Training and Vehicle Design*, Aspen, Colorado, August 2001, 293-294.

“A Simulator Study of Driver Responses to Changeable Message Signs of Differing Message Length and Format,” with J. Guerrier. *Proceedings of the International Driving Symposium on Human Factors in Driver Assessment, Training and Vehicle Design*, Aspen, Colorado, August 2001, 164-165.

Invited Participant, *Federal Motor Carrier Safety Administration Meeting on Research and Technology*. Washington, DC, U.S. Department of Transportation, January 2001.

Invited Participant, “Conference on Partnering for Safety-Human Centered Systems – Operator Fatigue Management.” Tysons Corner, Virginia, U.S. Department of Transportation, August 2000.

“Human Factors Guidance for Control Room Evaluation,” with J. O’Hara, W. Brown, W. Stubler, J. Higgins and J.J. Persensky. In *Proceedings of the IEA 2000/HFES 2000 Congress*, San Diego, California, August 2000, 3-519 – 3-522.

Chair, Technical Session on “Human Factors Engineering Methods in Power Systems.” *IEA 2000/HFES 2000 Congress*, San Diego, California, August 2000.

Single Point Urban Diamond Intersections in Maryland: A Review and Human Factors Analysis. Maryland State Highway Administration, Office of Traffic Safety, June 2000.

Invited Participant, *Specialists’ Meeting on “Integrated Information Presentation in Control Rooms and Technical Offices at Nuclear Power Plants.”* Stockholm, Sweden, International Atomic Energy Agency (IAEA), May 2000.

Co-Chair, Workshop on “Signs that Confuse, Signs that Distract – The Impact of Official and Commercial Signs on Driver Behavior and Performance,” with M. Pietrucha. *33rd Annual Human Factors in Transportation Workshop*. Washington, DC, Transportation Research Board of the National Research Council, January 2000.

Curriculum Vitae of Jerry Wachtel, C.P.E.

"Interactive Driving Simulation as a Tool for Insight Development and Motivation in a Rehabilitation Setting," with Elin Schold-Davis. Paper presented at *The 8th Annual Medicine Meets Virtual Reality Conference*, Newport Beach, California, January 2000.

The Towson Roundabout: Human Factors Considerations. Maryland State Highway Administration, Office of Traffic Safety, August 1999.

Chair, Workshop on "Approaches for the Integration of Human Factors into the Upgrading and Refurbishment of Control Rooms." Organization for Economic Cooperation and Development of Europe (OECD). Halden, Norway, August 1999.

Chair, Workshop on "Safety Assessment of Plant Modifications with Special Emphasis on I&C Modernization and HMI Issues." International Atomic Energy Agency (IAEA). Ljubljana, Slovenia, May 1999.

Invited Presenter. *Corporate Traffic Safety Symposium*. Ft. Lauderdale, Florida: National Safety Council, South Florida Chapter, September 1997.

"Innovations in Low-Cost Simulation Technology for the Training and Testing of 'High Risk' Drivers," in *Global Perspectives of Human Factors in Power Generation: Proceedings of the 1977 IEEE Sixth Conference on Human Factors and Power Plants*. New York: Institute of Electrical and Electronic Engineers, June 1997.

Member, Expert Peer Review Panel. *Validation of Truck Driver Simulator for Driver Training, Testing and Licensing*. U.S. Department of Transportation, Office of Motor Carriers, June 1997.

"Applications of Appropriate Simulator Technology for Driver Training, Licensing and Assessment." In *Vision in Vehicles - V*, A.G. Gale, et al, Eds. Amsterdam: Elsevier, pp. 3-10, 1996.

"A Comprehensive Evaluation of a Low Cost Driving Simulator for Use in the Training of Police Officers," with J. Berner. Presented at the *International Conference on Traffic and Transport Psychology*, Valencia, Spain, May 1996.

"An Enhanced Commentary Driving Technique for Real-Time Data Collection with Untrained Subjects," with J.H. Guerrier and P. Manivannan. Paper presented at the *International Conference on Traffic and Transport Psychology*, Valencia, Spain, May 1996.

"Human Factors Study of Traffic Control in Construction and Maintenance Zones," Three Working Papers Submitted to the Federal Highway Administration, U.S. Department of Transportation, under Contract No. DTFH61-95-C-00064, 1996.

"Human-System Interface Design Review Guideline, Final Report." *NUREG-0700, Rev. 1*. Washington, DC: U.S. Nuclear Regulatory Commission, June 1996.

"Technology and the Older Traveler." *Second National Forum for Advanced Public Transportation (APTS): New Thinking in Transit Management Concepts*, 8-11. Knoxville: The University of Tennessee Transportation Center, 1996.

Curriculum Vitae of Jerry Wachtel, C.P.E.

"A Brief History of Driving Simulators." *TR News*, Number 179, July-August, pp. 26-27, 45, 1995.

"Human Factors in Process Control: Developing Criteria for the Review of Advanced Human-System Interface Designs." *CSERIAC Gateway VI*(4), pp. 10-12, 1995.

"Methodological Issues in the Validation of Complex Human-Machine Systems," with J. O'Hara and W. Stubler. *Proceedings of the Topical Meeting on Computer-Based Human Support Systems: Technology, Methods, Future*. Philadelphia, PA, June 26-29, 1995, pp. 339-344.

Positive Guidance in Maryland: Guidelines and Case Studies. Contributing Author and Task Force Leader. Hanover, Maryland: Maryland State Highway Administration, 1995.

"The Importance of Simulation Facilities for the Development of Review Criteria for Advanced Human System Interfaces," with J.M. O'Hara. *Proceedings of the 1994 Simulation Multiconference*, J. Olmos and A. Sharon, Eds., pp. 200-205. San Diego: The Society for Computer Simulation, 1994.

"Development of Comprehensive Human Factors Engineering Guidelines for the Evaluation of Human Systems Interfaces," with J. O'Hara and W. Brown. *Proceedings of the 12th Triennial Congress of the International Ergonomics Association, Volume 5: Ergonomics of the Workplace*, Ontario, Canada: Human Factors Association of Canada, 1994, pp. 407-409.

"Driving Simulators - Serious Tools or Frivolous Toys? - Overview of a Symposium and Panel Discussion." *Proceedings of the Human Factors and Ergonomics Society 37th Annual Meeting*, Seattle: 1993, pp. 600-601, 622-624.

"The State of Practice of Computerized Operating Procedures in the Commercial Nuclear Power Industry," with A.J. Spurgin and P. Moieni. *Proceedings of the Human Factors and Ergonomics Society 37th Annual Meeting*, Seattle: 1993, pp. 1014-1018.

"The Role of New Simulation Technology in a Systematic Approach to Novice Driver Education." Paper presented at the *Working Conference on Novice Driver Education*, Edmonton, Alberta, Canada: April 1993.

"New Technology for an Old Problem: A Report of a Prospective Study to Evaluate a Simulator-Based Approach to Driver Licensing," with R.C. Peck. Paper presented at the 1993 Annual Meeting of the Transportation Research Board, Washington, DC: January 1993.

"An Introduction to Fitness for Duty." Invited paper presented at the 1993 Annual Meeting of the Transportation Research Board, Washington, DC: January 1993.

"Team Skills Training in Nuclear Power Plant Operations," with C.D. Gaddy, pp. 379-396, in Swezey, R.W. and Salas, E. (eds.) - *Teams: Their Training and Performance*. Norwood, N.J., ALEX Publishing Co., 1992.

"A 'Blue Sky' Approach to the Future of Driver Qualification," with P.W. Nunnenkamp. Invited presentation to the 1992 Driver Licensing and Control Workshop. New Orleans: American Association of Motor Vehicle Administrators, November 1992.

Curriculum Vitae of Jerry Wachtel, C.P.E.

"The Role of Simulators in the Operator Training Environment of the Future." Paper presented at the 2nd International Conference on Training for Operation and Maintenance in the Nuclear Industry, September 23, 1992. Cambridge, England: The Institution of Nuclear Engineers.

Advanced Control Room Design Review Guidelines: Merging Old and New, with R. J. Carter. Proceedings of the Human Factors Society 36th Annual Meeting, 1992.

Invited Participant: Workshop on Human Factors Research in Highway Safety, April 1-3, 1992. Washington, DC: National Academy of Sciences, Transportation Research Board.

"Guide Sign Effectiveness Review: An Assessment for the State of Maryland." March 1992.

"Simulator Technology: Analysis of Applicability to Motor Vehicle Travel." Collaborative author and Editor. *Transportation Research Circular Number 388*. Washington, DC: National Research Council/TRB, February 1992.

"Guidelines for the Review of Advanced Controls and Displays," with J.M. O'Hara. In *Transactions of the Nineteenth Water Reactor Safety Meeting*, - NUREG/CP-0118, October 1991, pp. 11-9, 11-10.

Invited Participant: Workshop on Driver Vision Standards and Testing, October 4-5, 1991. Toronto, Ontario: Canada. Canadian Council of Motor Transport Administrators.

"Are We Training Operators Upside Down?" In *Proceedings of the Ninth Symposium on the Training of Nuclear Facility Personnel*, Denver, Colorado, April 14-18, 1991. Oak Ridge, Tennessee: Oak Ridge National Laboratory Report Number 9104135, pp. IV-B.1.1 - IV-B.1.12.

"The Development of Human Factors Review Criteria for Future Nuclear Power Plant Control Rooms," with J. O'Hara and J. Persensky. *Conference Record 1990 IEEE Nuclear Science Symposium*. Arlington, Virginia, 1990, pp. 909-913.

"Man-in-the-Loop Simulation in the Nuclear Industry: How Did We Get Here - Where Are We Headed?" Invited Keynote Address to The Society for Computer Simulation, Eastern Simulation Conference, Orlando, Florida, 1988.

"Operational Assessment of Simulator Fidelity in the Nuclear Industry," with C. Plott and K.R. Laughery. *Proceedings of the 32nd Meeting of the Human Factors Society*, Los Angeles, 1988.

"Evaluation Procedure for Simulation Facilities Certified Under 10 CFR 55," with C. Plott, K. Laughery and B. Gore. Washington, DC: U.S. Nuclear Regulatory Commission, NUREG-1258, 1987.

"Answers to Questions at Public Meetings Regarding Implementation of Title 10, Code of Federal Regulations, Part 55 on Operators' Licenses." Washington, DC: U.S. Nuclear Regulatory Commission, NUREG-1262, 1987.

"Using Simulators as Examination Tools." Paper presented at the Third IEEE Conference on Human Factors and Power Plants, Monterey, California, 1985.

Curriculum Vitae of Jerry Wachtel, C.P.E.

"Adverse Highway Safety Consequences of New Technology," in *Ergonomics International* 1985, Edited by I.D. Brown, et. al. London: Taylor & Francis, 1985, 517-519.

"Federal Railroad Administration Experience and Rulemaking Activities with Regard to Fitness for Duty." Report to the Chairman and the Commissioners, U.S. Nuclear Regulatory Commission, 1985.

"The Future of Nuclear Power Plant Simulation in the United States," pp. 338-349, in Walton, D.G., *Simulation for Nuclear Reactor Technology*. Cambridge: Cambridge University Press, 1984.

Chair, "Transportation Safety," 27th Meeting of the Human Factors Society, Norfolk, Virginia, 1983.

"The Use of New Technologies for Visual Simulation." Invited Workshop. Washington, DC: Transportation Research Board, 1983.

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ATTACHMENT 2**Digital freeway sign conditional use permit DD8480****04-28-2015**

Dear Rancho Cordova Mayor Robert J McGarvey, Vice Mayor David M. Sander, City Council Members Donald Terry, Linda Budge, Dan Skoglund and City Attorney Adam Lindgren

We again request that you reverse the denial for our and Clear Channel Digital Billboard Application No. DD8480 and reverse the approval of CBS\Outfronts Application No. DD8490 for the following reasons.

As you all know, recently Clear Channel proposed to RC City Council members, Naturewoods west parking lot as a location for a digital billboard. RC City Council Members told Clear Channel representatives that they would not allow or approve a Digital Billboard at that location, to find a different location that was more industrial. Council Member Budge confirmed this and stated they were against this location during the first City Council meeting regarding the proposals. Why and how is Council considering Naturewoods location for CBS\Outfront at this time? Is this right, is this Ethical? Clear Channel and the Hansen's have millions of dollars in taxable income revenue at stake.

CBS\Outfront is the monopoly of billboard signs in this area of the City. There are CBS/Outfront Billboard's stacked up, one after another along the south side of E/B Highway 50 and Folsom Blvd. There are two large CBS/Outfront Billboard's in the area of 6770 Folsom Blvd. Would this be a more beneficial area for CBS/Outfront to remove one or both of these large double sided signs and replace them with one Digital Billboard? This would create the opportunity for both companies to accommodate their newly proposed signs ridding the City of several older signs, complying with CA guidelines and complying with RC Councils original opinion, that Naturewoods location would not be approved by Council for a Digital Billboard.

Clear Channel and the Hansen family's sign location is in a more industrial location as RC Council requested and is much less visible from both directions on Highway 50 and will have absolutely no visible interference with Naturewoods building or Clock. This is one of the last locations in the city of RC that is feasible for a sign on the freeway corridor in the eastern area of the city of RC. Freeway drivers can see the CBS, Naturewoods proposed location for a much longer time when traveling in both directions.

It is the goal of Clear Channel and the Hansen family to beautify and landscape the 400' of freeway frontage, working toward the Cities vision to beautify the corridor. The pruning or removal of five non indigenous redwoods should and can be mitigated. It was our proposal to mitigate, work with the City, if a tree was removed or pruned to plant additional tree's two fold in the same area and on the property. This coupled with Landscaping the entire 400' of freeway frontage along our property and Highway 50, and the \$25,000.00 donation to the Folsom Blvd. Beautification project seems like a more than fair, reasonable mitigating proposal. How many old growth Oaks will be removed for the new Parkway Interchange and other construction projects in the area, the 22 story building Council

ATTACHMENT 2

mentioned proposed to go in the old Mine Shaft's property, 2300 Mine Shaft Ln. Why is it OK for other property owners to mitigate vegetation but not us? We feel that we are being unfairly treated and this decision is keeping us from developing our property in a positive manor.

CONCURRENT MEETING**CITY COUNCIL/SUCCESSOR AGENCY TO THE CRA/RCFC**

Tuesday, January 20, 2015

5:30 PM – Regular Meeting

Recommendation: Adopt Resolution No. 4-2015, Proposal DD8490

Result of Recommended Action: Adoption of Resolution No. 4-2015 would allow for the construction of a new digital Freeway Sign located at 12125 Folsom Boulevard. The sign would be located within an existing landscape planter in the existing Naturewood Home Furnishings parking lot. No vegetation would be removed to accommodate the new sign. Two existing traditional billboards located at 11373 Folsom Boulevard and near 9847 Folsom Boulevard would be removed as part of the project. Additionally, the Applicant will enter into an Operating Agreement with the City, requiring additional community benefits of the project.

Note:

1. At the West end of Naturewoods property, the seldom used parking lot, mostly vacant and CBS's proposed sign location; numerous 20+ yr. old trees were removed. Mr. Tarron demonstrated with a power point picture showing some damage of the Naturewood parking lot. The only damage he could find was approximately 750 feet away from the tree removal site at the opposite end of their three acre location, clearly not justifying the removal of established trees on the opposite end of their property without prior City approval. He also neglected to mention the removal of the two, approximately 50+ foot tall, 125 plus year old, Black Walnut Trees that were cut to the ground on the west end of the property. These trees just happened to be directly in line with the East bound traffic view and their proposed Digital sign location. Stumps are still there as evidence and are now trying to grow back. Did CBS or Naturewood get approval from the City Council for the eradication of the numerous trees? The above Adopt Resolution No.4-2015 clearly states, (No vegetation would be removed to accommodate the new sign). I recommend that, for the above reasons, the City Council's recommendation to adopt Resolution No. 4-2015, Proposal DD8490 be reversed and changed to deny Resolution No 4-2015, Proposal DD8490. We are clearly doing the right thing, requesting City approval to make positive landscaping changes and mitigation.

ATTACHMENT 2

CITY COUNCIL/SUCCESSOR AGENCY TO THE CRA/RCFC

Tuesday, January 20, 2015

5:30 PM – Regular Meeting

A. Evidence for denial of sign Proposal DD8480: The subject property is located adjacent to the Hazel Avenue off-ramp on State Route 50, between two freeway directional signs. A digital freeway sign in this location may potentially cause a distraction or safety hazard to drivers making lane choices in close proximity to the freeway exit. Additionally, landscape modifications to the existing stand of redwood trees along the northern property boundary would be required to accommodate the visibility needs of the proposed sign. Both of these circumstances of the proposed project are undesirable because they oversaturate the particular area with signs and would substantially modify and/or eliminate the area's natural landscaping. The project would also remove a one-sided traditional billboard within the State Route 50 corridor and install a double-sided digital freeway sign, resulting in a net increase of sign faces in this area. As such, the subject property and overall project proposal is not appropriate or desirable and the finding cannot be demonstrated in the affirmative.

Please reconsider the above denial of Proposal DD8480.

1. Council mentioned the Hazel off ramp sign was a negative issue against the Clear Channel location. What evidence supports this personal opinion? There is no documentation or expert opinions supporting that digital billboards cause accidents, cause distractions, or are safety hazards to drivers making lane choices due to their proximity to freeway exits. There are no California vehicle codes stating such, that digital billboards are the primary collision factor or associated factor to vehicle accidents. My son who is a local law Enforcement Supervisor, reviews and approves traffic accident reports on a daily basis, he states in his expert opinion this argument is unsubstantiated and does not exist based on his professional research, and speaking to numerous experts in the subject matter. He has spoken to several experts, to include the California Highway Patrol Special Projects Division who has conducted statistical studies regarding traffic collisions on the freeway in close proximity to newly constructed Digital Billboards. Statistics show that there is absolutely no increase or decrease in vehicle accidents within close proximity of the Digital Billboards. The old Folsom Auto mall Digital sign and its new digital sign are spaced almost identical distances from the Aerojet/Folsom Blvd. freeway off ramp sign as is the Clear Channel's digital sign location from the first, of two, Hazel off ramp signs. The Folsom Auto Mall sign is also about the same distance from the Hazel off ramp as our proposed sign would be. The Sacramento State University Digital sign along westbound Highway 50, owned by CBS is also next to a freeway off-ramp exit sign and is in close proximity to the 65th St. CSUS busy exit. The Cal Expo digital billboard also owned by CBS, eastbound business 80 is almost parallel to a Cal Trans Exposition / Arden Way freeway interchange exit sign, and in very close proximity to the very busy Exposition and Arden way off ramps. With this being said, It is perfectly ok for the State of CA., The city of Sacramento, Cal Expo, California State University, The city of Folsom, The County of Sacramento, but for some reason it is not ok for the city of Rancho Cordova? This makes absolutely no sense and we have several tested and proven experts that can testify to this objection. Again, this should not be an issue or topic for denial.

ATTACHMENT 2

2. The issue of over saturating the area with signs. There's only one other sign in the immediate area of our property (12137 Folsom Blvd.) and it's the one Clear Channel is proposing to remove. It's inevitable that digital signs are going to come up in the surrounding areas. Approving the CBS\Outfronts proposal will add a sign to the immediate area. There will be two signs in the immediate area instead of just the one of Clear Channel.

3. The issue of modifying and/or eliminating the area's natural landscaping. The trees in question are Coastal Redwoods that we purchased and planted. They are not indigenous and definitely not natural to this area. There are thousands of Coastal Redwoods in Rancho Cordova and along Highway 50, the removal or pruning of 3-5 trees will not make a difference, especially if we plant additional trees on our same property to compensate. Indigenous plants and trees of the City Councils recommendation would beautify the property's freeway frontage far benefitting the removal or pruning of the few Redwoods. This issue can be mitigated and should not be an issue.

4. The issue of sign removal. As you know Clear Channel has already removed almost all of their signs in Rancho Cordova area, to include this immediate area and would remove the two stated for this proposal. Rancho Cordova would be monetarily compensated for signs three and four not being removed, or perhaps would remove additional signs in the County of Sacramento as CBS proposed if requested by the City.

Clear Channels sign application was submitted first. Does this hold any merit? The Hansen's and Clear Channel had their application in with the City of RC before CBS/Outfront and Naturewood. The Hansen's also had a similar application in with CBS prior to Naturewoods. Why was the Hansen's application not heard independent from Naturewoods? Is it common for the City to hear applications/proposals together, to put two companies and families against one another?

Council Members, Clear Channel has been a dedicated longtime community partner for years, as we have been active business owners in the community for decades and 3 generations now. We believe the Clear Channel proposal meets all of the City Councils criteria of being more industrial and less visible. Three generations of Hansen's have worked and developed our Nimbus Landscaping Material business since 1980. We have provided landscaping and building materials for thousands of Rancho Cordova residences and business for decades, beautifying the community. We are not a multimillion dollar business like our neighbor. We did not hire a Law Firm to represent us, we believed that the City of Rancho Cordova would do the right thing, would treat us fairly and ethically as we have treated the City of Rancho Cordova and its citizens for decades. Again millions of dollars of revenue for our families are at stake, we would like to be treated fairly and equally.

ATTACHMENT 2

In closing, I would like to request that Clear Channels Application No. DD8480 not be denied. It seems that a lot of facts still need to be discussed, and the truth come out. I request a motion to reverse the motion for denial of Application No. DD8480 due to the lack of Just and Due cause. I request a motion to approve the Clear Channel application proposal DD8480.

Please reread the previous letters from Clear Channel and the Hansen's prior to your decision.

Sincerely,

John Hansen

Property owner

12137 Folsom Blvd,

Rancho Cordova, Ca.

Clear Channel Outdoor CUP and Operating Agreement DD8480 & Sierra Outdoor/CBS Outdoor CUP and Operating Agreement DD8490

**Rancho Cordova City Council
Jessica Jordan, Project Planner
May 4, 2015**

Background

- November 17, 2014 – Initial presentation of projects
- December 15, 2014 – Received direction from City Council
- January 20, 2015 – Council direction to re-notice to allow for additional public comments and consideration
- February 17, 2015 – Review additional information and provide direction as desired

Sierra Outdoor/Outfront Media

- Installation of sign at 12125 Folsom Boulevard
- Removals: 11373, 10833, 9847, and 11369 Folsom Boulevard
- No Conditional Signing Bonus
- No annual payments
- Dedicated “click” every 64 seconds for City PSAs

Clear Channel Outdoor

- Installation at 12137 Folsom Boulevard
- Removals: 2300 Mine Shaft Lane, 2286 Sunrise Boulevard
- \$75,000 Conditional Signing Bonus
- \$25,000 Additional Landscape Monies
- Contract terms:

Contract Years	Annual Amount to City
1-5	\$60,000
6-10	\$80,000
11-25 (currently stated life of contract)	\$100,000
Total Value for 25 years	\$2,200,000

Additional Information

- Technological capabilities of digital freeway signs
 - Sierra Outdoor/Outfront Media do not intend to implement any such technology
 - Extensively regulated by federal and State governments
- Leasing Costs
 - According to applicant information, local businesses represent 82% of advertising space on one local digital sign.
 - Leases can be more flexible and tailored to business financial needs

Environmental Analysis

- Previously received memorandum from Bluff City, Inc. Homeowners Association, et al and Mr. Jerry Wachtel identified concerns with project's MND
- The MND relies upon established thresholds of significance for digital freeway sign impacts
- No issue identified in the memorandum requires revisions to the project MND
- The originally prepared MND is adequate pursuant to CEQA

Recommendation

- Adopt Resolution 3-2015 denying Clear Channel Outdoor CUP and Operating Agreement
- Adopt Resolution 4-2015 approving Sierra Outdoor/Outfront Media CUP and Operating Agreement
- Consider additional information included within the staff report and comments received and provide alternative direction as desired

DATE: May 4, 2015

TO: Honorable Mayor and Council Members

FROM: Jessica Jordan, Principal Planner



PROJECT:	The applicant is requesting a Conditional Use Permit and Operating Agreement for a digital freeway sign in the parking lot of the Naturwood Home Furnishing store, located at 12125 Folsom Boulevard (APN 069-0160-021-0000). The proposed digital freeway sign would be 60 feet in height and would have two digital display areas measuring 14 feet by 48 feet, for a sign area of 672 square feet on each side. Decorative pole cladding will surround the pole base. In addition to the new digital freeway sign, four traditional billboards will be removed at 11373 Folsom Boulevard, near 9847 Folsom Boulevard, 11369 Folsom Boulevard, and 10833 Folsom Boulevard as part of the newly revised proposal.
FILE:	DD8490
LOCATION:	12125 Folsom Boulevard
APN:	069-0160-021-0000
PLANNER:	Jessica Jordan

Staff recommends the City Council take one of the following actions:

1. Consistent with Council direction received on December 15, 2014, adopt Resolution 4-2015 approving the Sierra Outdoor/Outfront Media Conditional Use Permit and Operating Agreement; OR

2. Consider the additional information included within the staff report and provide staff with alternative direction as desired.

RESULT OF RECOMMENDED ACTION

Adoption of the Resolution would allow for Sierra Outdoor/Outfront Media to move forward with obtaining building permits to install and operate a digital freeway sign at 12125 Folsom Boulevard. Alternatively, the City Council can provide other direction regarding preparation of alternate Resolutions or conducting additional research to be brought back for consideration at a future meeting.

BACKGROUND

This item as well as Agenda Item 14.1 from Clear Channel Outdoor were first presented to the City Council on November 17, 2014. Since that date, both proposals were presented to the Council on multiple occasions with the recommendations for denial of the Clear Channel proposal and approval of the Sierra Outdoor/Outfront Media proposal. For details concerning prior milestones of the subject application, please refer to the attached February 17, 2015 Council staff report included in **Attachment 3**.

At the February 17, 2015 Council meeting, the Council received testimony from both applicants and multiple concerned residents about the proposed billboard applications. Following receipt of the testimony, the Council discussed the project along with Agenda Item 14.1. Council raised questions regarding the technological capabilities of digital freeway signs as well as a desire to better understand the costs to advertise on these sign types in more detail. In order to obtain this information, the City Council voted to continue the item to the April 6, 2015 City Council meeting. A subsequent continuance was affirmed at the April 6th meeting to schedule the item for the May 4, 2015 City Council meeting.

ADDITIONAL INFORMATION

Since the last public hearing, the Applicant has been able to commit to additional removals of traditional billboard signs as part of the proposed project. As such, the project proposal has been revised to include the following:

Digital Sign Installation	12125 Folsom Boulevard
Removals	11373 Folsom Boulevard 9847 Folsom Boulevard 10833 Folsom Boulevard (*new) 11369 Folsom Boulevard (*new)
Conditional Signing Bonus	None
Additional Monies	None
Annual Payments	None
Other	Dedicated "click" to City

Due to the additional sign removals, the Applicant is now in compliance with all Code provisions and as such, is no longer obligated to provide any alternative community benefit with the project. However, the Applicant has committed to providing a dedicated "click" to the City regardless. The Operating Agreement included in **Attachment 2** has been modified to reflect these project changes.

In addition to this alternative proposal, the applicant provided a letter responding to the items discussed during the February 17, 2015 City Council meeting (**Attachment 1**). At that time, the City Council identified two items that needed further investigation including: the technological capabilities of digital freeway signs and potential regulation thereof; and, the costs of leasing space on digital freeway signs and whether or not it would be an attainable method of advertising for small businesses in the area.

Technological Capabilities:

As discussed at the previous public hearing, digital freeway signs can be equipped with technologies that “interact” with vehicles passing by. Sierra Outdoor/Outfront Media have indicated they do not intend to implement any such technology on the proposed digital freeway sign. As stated by the applicant on page 5 of the letter in **Attachment 1**, “such technologies are, and will continue to be, extensively regulated by federal, state and local governments.” Moreover, as set forth in Section 6(n) of the Operating Agreement, the Applicant is mandated to comply with all federal, state, and local agency statutes, ordinance, regulations, rules, and orders, whether enacted before or after the project is approved.

Leasing Costs:

The applicant provides data related to lease rates beginning on page 2 of the letter in **Attachment 1**. In summary, local businesses represent 82% of the advertising space on the Outfront Media sign at Cal Expo. Digital sign advertising space can be attained at a cheaper rate and for a shorter time period than the typical contracting requirements on a traditional billboard.

ENVIRONMENTAL ANALYSIS

The City Council received a memorandum from Residents of Rancho Cordova, Bluff City, Inc Homeowners Association, Lake Natoma Heights Neighborhood Association, Rollingwood Unit #6 Homeowners Association, Save the American River Association and other good neighbors with the assistance of Mr. Jerry Wachtel (**Attachment 3, page 163**). The memorandum and reference documents contain extensive information regarding digital freeway sign operation and safety. The group requests that the City Council pause and conduct more comprehensive research into various aspects of digital freeway signs prior to taking action on either the Clear Channel Outdoor or Sierra Outdoor/Outfront Media projects. The memorandum cites several deficiencies within the Mitigated Negative Declaration (MND) prepared for the project.

Mr. Wachtel asserts that the project MND does not adequately address sign brightness and message dwell time. However, light and glare impacts are addressed on pages 3.0-6 and 3.0-7 of the MND. Traffic related safety impacts are addressed on pages 3.0-36 and 3.0-37 of the MND. While the memorandum provides an example in the Bay Area of a digital sign that may cause light and glare impacts to residents living on a hillside 6 miles away, it does not state why the proposed sign evaluated in the MND will adversely affect residences. It is also unclear in the example provided that the Bay Area residences are being adversely affected by light and glare. As proposed, the Sierra Outdoor/Outfront Media digital freeway sign would be located approximately three quarters of a mile away from residences on the bluffs and oriented perpendicular to them, meaning the sign face is not directly visible. The topography and site conditions of the proposed project are vastly different than the example provided and no specific information is provided that contradicts the analysis in the MND.

The analysis in the MND evaluates the proposed project against standards contained in the City's Zoning Code. Page 3.0-37 of the MND states:

Section 23.743.150, Digital Freeway Signs Overlay, of the City's Zoning Code establishes development standards for the proposed digital freeway sign that exceed the requirements enforced by Caltrans. The City's code standards include:

- *8-second minimum message display timing*
- *2,500-foot minimum spacing between digital signs along the US-50 corridor*
- *0.3 foot-candle lighting minimum, including technology that adjusts the light level of the sign as it relates to the changing ambient light level surrounding the sign*
- *Prohibition against flashing, animation, or simulated movement in individual messages to be displayed on the sign.*

Both the minimum message timing and the distance between signs are double that enforced by Caltrans. Because the City's code exceeds the minimum standards associated with digital signs along state highways established by the FHWA and Caltrans, and the sign must meet the City's code, the proposed digital freeway sign would not be located or operated in such a manner as to create hazards along the US-50 corridor.

As proposed, the project is required to achieve the longer dwell time of 8 seconds. The adopted Digital Freeway Signs Overlay contains standards that are a recognized and uncontested "Threshold of Significance" as encouraged by CEQA Guidelines section 15064.7. Therefore, compliance with the adopted code standards ensures less than significant visual and safety impacts.

The Memorandum further states the MND does not look ahead to the likely useful life of the proposed digital freeway signs and, as a result, fails to take advantage of the opportunity to address, via regulation, the capabilities inherent in such signs which, when implemented, could serve as powerful new sources of driver distraction. The Memorandum also concludes that the MND contains a series of misleading and inaccurate statements and representations, which lead to concerns about the depth to which the authors investigated the relevant issues before preparing the MND.

As previously stated, the proposed project must comply with the standards contained in the Digital Freeway Signs Overlay adopted by the City. Regardless of future technologies, the standards listed in the City code must be met. Any change to the City code, specifically the Digital Freeway Sign Overlay, would be subject to CEQA and subsequent analysis. The MND is intended to be a public disclosure document that analyzes the physical impacts of the project on the environment. Speculation on future technologies and how those future technologies could possibly impact the physical environment would be misleading to the public and could result in false conclusions.

The visual simulation presented in the MND is intended to give the public an overall aesthetic impact of the sign in comparison to the surrounding area. Caltrans has approved the location of

the proposed sign and as part of that approval, ensured that official freeway signs would not be obstructed in any way.

The memorandum states that the authors of the MND misunderstood what the FHWA report accomplished, however; no evidence is provided as to how the report was misunderstood. In CEQA analysis, it is a standard practice for a lead agency such as Rancho Cordova to utilize published technical information provided by relevant regulatory agencies such as FHWA and Caltrans. Deviating from industry recognized published information could be construed as misleading and or an attempt to come to conclusions that are not recognized by the regulatory agencies.

Staff believes the originally prepared Mitigated Negative Declaration adequately addresses the anticipated impacts of the proposed project and is consistent with the City's Code standards. No further analysis or modifications are necessary based on the above information.

RECOMMENDATION

Staff recommends the City Council adopt Resolution 4-2015 adopting the Mitigated Negative Declaration and approving the Sierra Outdoor/Outfront Media Conditional Use Permit and Operating Agreement – DD8490, subject to the attached Conditions of Approval, Project Plans and Operating Agreement or direct staff to prepare an alternate Resolution or conduct further research as desired.

ATTACHMENTS

1. April 27, 2015 letters from Sierra Outdoor/Outfront Media representative.
2. Amended Resolution 4-2015, including the Mitigated Negative Declaration (**Exhibit A**), Conditions of Approval (**Exhibit B**), Project Plans (**Exhibit C**), and Operating Agreement (**Exhibit D**).
3. February 17, 2015 Staff Report package with Attachments.



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April 27, 2015

Mayor Robert McGarvey
Members of the Rancho Cordova City Council
2729 Prospect Park Dr.
Rancho Cordova, CA 95670

Re: Proposed Digital Sign at Naturwood

Dear Mayor McGarvey and Members of the City Council:

On behalf of Sierra Outdoor, LLC, who has submitted an application for a digital freeway sign conditional use permit and operating agreement in coordination with its operator, Outfront Media, Inc. (collectively referred to as "Applicants"), we are pleased to submit the following proposal for your consideration.

Consistent with Council's direction during prior hearings on this application, Applicants have expended significant effort to craft a proposal under which the City would not receive annual payments but a total of four billboard removals would be achieved in compliance with the City's digital freeway signs overlay zone ordinance, codified at Rancho Cordova Municipal Code section 23.743.150. Notwithstanding significant financial, logistical, and strategic hurdles, Applicants are now prepared to offer and do hereby propose removing four existing signs from the following locations: (1) 11373 Folsom Boulevard (originally proposed removal); (2) 9847 Folsom Boulevard (originally proposed removal); (3) 11369 Folsom Boulevard; and (4) 10833 Folsom Boulevard. In addition to these four removals, Applicants are still proposing a dedicated "click" to the City for public service announcements.

Should you have any questions regarding Applicants' revised proposal, please do not hesitate to contact us.

Very truly yours,

HEFNER, STARK & MAROIS, LLP

A handwritten signature in blue ink, appearing to read "Timothy D. Taron", written over a horizontal line.

By

Timothy D. Taron

TDI:CER

cc: Mindy Cuppy
Aaron Busch
Jessica Jordan
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April 27, 2015

Mayor Robert McGarvey
Members of the Rancho Cordova City Council
2729 Prospect Park Dr.
Rancho Cordova, CA 95670

Re: Proposed Digital Sign at Naturwood

Dear Mayor McGarvey and Members of the City Council:

On behalf of Sierra Outdoor, LLC, who has submitted an application for a digital freeway sign conditional use permit and operating agreement in coordination with its operator, Outfront Media, Inc. ("Outfront") (collectively referred to as "Applicants"), we submit the following letter in response to a "Proposal for Planning" ("Proposal") dated February 6, 2015 by several homeowner associations located outside the City of Rancho Cordova (the "HOA Group"), as well as comments raised by this same group during the February 17, 2015 hearing.

Rancho Cordova is a Leader in Regulating Digital Signs

The HOA Group's Proposal calls on the City to take an "educated look at all of the issues related to digital billboards." However, the Proposal entirely ignores the fact that the City is already a regional leader in the regulation of digital signs. In 2012, prior to accepting any digital sign applications, the City Council ("Council") committed significant resources to studying and developing a comprehensive policy framework for digital signs within City limits. As part of this process, the Council held two study sessions on February 15, 2012 and May 29, 2012, as well as two public hearings on June 18, 2012 and July 2, 2012. The digital freeway signs overlay ordinance that emerged from this process, codified at Rancho Cordova Municipal Code section 23.743.150 ("Ordinance"), is admirable in its level of detail, and is relied upon by other jurisdictions for guidance in evaluating digital sign applications.

In addition to prohibiting digital signs in all but two small areas in the northeastern portion of the City along US 50, the City's Ordinance imposes stringent development, design, and operation standards with which all digital signs must comply. Moreover, the Ordinance only allows billboard relocations or conversions, thereby ensuring that the overall number of billboards in the City will not increase. Perhaps as a result of this careful planning process and the comprehensive policy it produced, the City did not receive any opposition whatsoever to the

Mayor McGarvey and Members of the City Council
April 27, 2015
Page 2

Ordinance during the numerous opportunities provided for public input during the aforementioned process.

Following adoption of the Ordinance, on February 4, 2013, the Council considered and ultimately approved the first digital sign within City limits, which is owned and operated by Clear Channel. During the hearing on Clear Channel's proposed sign, the City did not receive any opposition whatsoever. More significantly, City staff has confirmed that since its installation in April 2013, the City has not received a single complaint regarding the digital sign from City residents or anyone else, including the associations from Fair Oaks and Orangevale that comprise the HOA Group. See Exhibit 1. Given the success of the existing digital sign approved under the Ordinance, when the City updated its broader sign policy during public hearings on April 21, 2014 and May 19, 2014, no revisions were made or suggested to the Ordinance, and again, no opposition was received whatsoever.

Notwithstanding the foregoing, at the February 17, 2014 hearing, the HOA Group urged the City to "create an outdoor digital billboard overlay policy for Rancho Cordova." It is unclear whether the HOA Group is aware that such a policy already exists, and was adopted following a lengthy public planning process. Regardless, while the HOA Group may now regret not participating in the development of the Ordinance, they had ample opportunity to do so. In fact, the HOA Group had at least seven formal opportunities to address the City's Ordinance in front of the Council since 2012. Moreover, to the extent it had complaints regarding the existing Clear Channel digital sign, the HOA Group has had countless opportunities to file any such complaints during its approximately two (2) years in operation. However, as noted above, the City received no opposition whatsoever while developing its Ordinance, approving the existing digital sign, or updating its broader sign ordinance, and, to date, has not received a single complaint regarding the existing digital sign. If the HOA Group's numerous contentions had any merit, surely the City would have heard from them before the present application.

Local Businesses Depend Upon Affordable Digital Advertising

At the February 17, 2015 hearing, several individuals speaking on behalf of the HOA Group alleged that only national advertisers can afford digital sign advertising, and that they have never seen any local advertising on the existing digital signs in the region. This is simply untrue. In fact, digital signs represent a significant breakthrough in outdoor advertising in that they are much more affordable to local businesses than static signs. By comparison, local businesses pay approximately 30% to 40% less for four weeks of a digital sign click (appearing every 64 seconds) than they would for a static sign. Moreover, digital sign advertising space can be sold in shorter and cheaper increments, e.g., one week, as opposed to static signs, which typically require a year-long contract. Finally, local businesses save even more by advertising on digital signs as opposed to static signs because there are minimal production costs.

Mayor McGarvey and Members of the City Council
April 27, 2015
Page 3

As evidence of the foregoing facts, local businesses dominate digital sign advertising in the region. Outfront presently operates a digital sign at Cal Expo adjacent to Business 80, on which local businesses purchase 82% of the available space. Similarly, local businesses have purchased 100% of the advertising space on Outfront's new digital sign in the City of Stockton. The extent to which local businesses depend upon digital signs in the region further underscores the importance of Outfront operating a digital sign on the US 50 corridor, as competition between Clear Channel and Outfront will help ensure that digital sign advertising rates remain affordable for local businesses.

Digital Signs Provide Significant Public Benefits

Although select members of the public may oppose digital signs on aesthetic grounds, including the HOA Group, it is difficult to overstate the public benefits that are unquestionably derived from the existence of digital signs within a community. Since 2007, the FBI has partnered with Outfront as well as other digital advertisers on its National Digital Billboard Initiative ("Initiative") in an effort to "reach the public with information about fugitives, missing persons, and public safety issues." See Exhibit 2. To date, the FBI has captured 53 individuals as a direct result of the Initiative. *Id.* As stated by Mike Kortan, assistant director for the FBI's Office of Public Affairs, "[t]he companies' willingness to assist us in bringing criminals to justice, as well as the speed in which they are able to publicize the information, is a tribute to their organizations." *Id.* Mr. Kortan additionally declared that "[t]heir efforts have given us an added edge to identify, locate, and apprehend fugitives—and that, in turn, has helped to stop many criminals from further victimizing the public." *Id.* The FBI has further described the Initiative "as an excellent example of how law enforcement, the private sector, and the public can all work together to bring criminals to justice in today's information age." *Id.* "Thanks to our partnerships, the billboard initiative has been a tremendous success," Kortan said. "We look forward to its continued growth." *Id.*

In addition to the FBI's Initiative, Outfront partners with the Center for Missing and Exploited Children to display AMBER Alerts within minutes of notification, which is crucial when time is of the essence. Robert Hoever, an Associate Director at the National Center for Missing & Exploited Children, has explained the importance of digital signs thusly:

The time period immediately following an abduction is critical to law enforcement efforts to locate the child. Therefore, the speed, flexibility and visibility of digital billboards make the outdoor advertising medium an important component of the AMBER Alert network. And, with the ability to post photos of the abducted child and/or suspected abductor, this new high-tech platform complements our efforts to empower the public to help law enforcement on behalf of abducted children.

Mayor McGarvey and Members of the City Council
April 27, 2015
Page 4

See Exhibit 3.

Outfront and other digital advertisers also work with FEMA to provide the public with rapid, disaster-related messages at no cost to taxpayers. See Exhibit 4. For example, during Hurricane Sandy in 2012, FEMA messages ran thousands of times on digital signs in the District of Columbia, New York, New Jersey, Connecticut, Virginia, Maryland, Pennsylvania, Delaware, West Virginia, Massachusetts and Rhode Island to relay vital information to local citizens. *Id.* In each case, the entire process – from request to posting – took less than 15 minutes. *Id.* According to FEMA Administrator Craig Fugate, “[b]eing able to get disaster information out to the public in a highly visible way is absolutely critical to our efforts.” *Id.* Fugate further commended the digital advertising industry’s efforts to help with disaster response and recovery efforts: “[c]ollaboration like this really underscores how the private sector is a vital partner in the emergency management team.” A FEMA case study summarized such collaboration thusly: “[d]igital technology enables quick delivery of emergency messages via high-tech billboards. Public-private partnerships harness these high-tech signs to inform the public about weather warnings, evacuation routes, and safety-related information.” See Exhibit 5.

In addition to the foregoing national programs, Outfront partners with numerous local organizations promoting worthwhile causes that benefit the community at large. For example, in 2014, Outfront donated digital billboard space to the Ad Council to promote important messages to residents of the Sacramento region and beyond, including the following campaigns: “Buzzed Driving is Drunk Driving;” “Stop the Texts Stop the Wrecks;” and “1 in 5 Kids Face Hunger.” See Exhibit 6. As explained by Sarah Kayson, Managing Director of Ad Council’s Northwestern Region, “The Ad Council relies on the generous support of our media partners like Outfront Media to help address important social issues and stimulate action by the public to make a difference in society.” *Id.* Outfront also partners with local governments to display information regarding traffic emergencies. Finally, as part of the proposed operating agreement, Outfront has committed to provide the City a permanent, dedicated “click” appearing every 64 seconds for City messages. Thus, in addition to all of the generally applicable benefits of digital signs, Outfront’s proposal would provide the City a unique opportunity to promote its “Fresh Take” and connect with the citizens of Rancho Cordova as well as the greater Sacramento region.

Federal, State, and Local Governments Control the Use of Future Technologies

Included in the HOA Group’s Proposal is a February 6, 2015 letter to it from the Veridian Group/Jerry Wachtel, the vast majority of which is devoted to vague concerns over future technologies associated with digital signs. Specifically, Mr. Wachtel raises concerns over message sequencing and various recognition technologies. Significantly, Mr. Wachtel himself admits that his concerns regarding message sequencing are “not specifically relevant to the present case, which involves only a single CEVMS.” See Veridian Group letter, p. 5. In regard

Mayor McGarvey and Members of the City Council
April 27, 2015
Page 5

to recognition technologies, Mr. Wachtel declares that digital signs “have far greater display and communication capabilities built-in than what they currently employ in roadside settings,” while simultaneously acknowledging that “their current limitations are those enforced by legislation, not technology.”

We wholeheartedly agree with this last statement. Such technologies are, and will continue to be, extensively regulated by federal, state, and local governments. The City will always have, by virtue of its police power, the ability to regulate the use of future technologies on a city-wide basis, just as it has already done in the Ordinance. Moreover, Outfront has authorized us to convey that the proposed digital sign is not intended to be used with any of the technologies discussed by Mr. Wachtel. To the extent the City wishes to amend the Operating Agreement to restrict such uses, Outfront is amenable to doing so.

Moreover, regardless of the federal government, state government, and City’s ability to regulate future technologies, it is worth noting that many of the concerns regarding future technologies raised by Mr. Wachtel simply do not make sense. For example, Mr. Wachtel warns that technologies may be installed to “personalize ads on the billboards” for each passing driver. However, Mr. Wachtel fails to point out that, given the volume of traffic on US 50 in combination with the 8-second dwell time mandated by the City’s Ordinance, such technology would be impossible to employ. Moreover, from a sales standpoint, such technology is entirely incompatible with the manner in which digital advertising space is sold to local businesses, whereby a “click” is purchased and runs once every 64 seconds.

Rancho Cordova Imposes Strict Luminance Standards

Another issue raised by Mr. Wachtel is the luminance, also known as brightness, of the proposed digital sign. Significantly, nowhere in his argument regarding luminance does Mr. Wachtel acknowledge, much less discuss, the standards set forth in the City’s Ordinance:

- i. Illimination. Digital freeway signs shall not operate at brightness levels of more than 0.3 foot candles above ambient light, as measured using a foot-candle meter at a distance of 250 feet from the sign face. Each digital display area shall have a light sensing device that will adjust the brightness of the sign as ambient light conditions change throughout the day.

Instead, Mr. Wachtel makes grandiose claims, including that digital signs located near roadways “cause[] the driver to be temporarily blinded, unable to see potentially important visual cues...,” without offering any support or citation for his claim whatsoever. Mr. Wachtel additionally observes as follows: “It is my understanding that a number of individuals live in homes on a bluff near Rancho Cordova and will be directly and adversely impacted by the brightness of the

Mayor McGarvey and Members of the City Council
April 27, 2015
Page 6

proposed sign.” It is unclear how Mr. Wachtel gained this “understanding” other than being told by members of the HOA Group, but it should be noted that the existing Clear Channel sign is visible from these same bluffs, yet in the more than two years since its installation, City staff has not received a single complaint regarding its brightness. Additionally, given the extensive development presently planned south of US 50, including over 25,000 new homes and 3 million square feet of retail/commercial space, the visual impact, if any, from the proposed digital sign will soon be trivial, at most. Finally, Mr. Wachtel declares that he has personally observed one particular digital sign at the eastern edge of the Oakland-San Francisco Bay Bridge from a distance of six miles. The relevance of this observation is unknown, as the photograph provided by Mr. Wachtel also depicts numerous sources of light in the Berkeley hills, which are many more miles away from the location from which he took the photograph than the subject digital sign.

Digital Signs are Safe

The HOA Group declares that digital signs make roads “more dangerous,” but simultaneously fails to consider relevant studies controverting this assertion. In 2012, the U.S. Department of Transportation Federal Highway Administration (FHWA) released its study *Driver Visual Behavior in the Presence of Commercial Electronic Variable Message Signs (CEVMS)* (Driver Visual Behavior). See Exhibit 7. The FHWA conducted the study to “investigate the effects of CEVMS used for outdoor advertising on driver visual behavior in a roadway driving environment.” *Id.* at Foreword. The study followed an FHWA literature review on the possible distracting and safety effects of electronic billboards, which revealed that “the published literature indicated that there was no consistent evidence showing a safety or distraction effect due to off-premise advertising.” *Id.* at p. 1. However, the review also enumerated “potential limitations in the prior research that may have resulted in the finding of no distraction effect due to off-premise advertising.” *Id.* Accordingly, the FHWA study team recommended that additional research be conducted using instrumented vehicle research methods with eye tracking technology, which ultimately resulted in the FHWA’s 2012 study.

The FHWA’s 2012 study aimed to address three research questions: (1) Do electronic billboards attract drivers’ attention away from the forward roadway and other driving relevant stimuli? (2) Do glances to electronic billboards occur that would suggest a decrease in safety? (3) Do drivers look at CEVMS more than at standard billboards? In regard to research question no. 1, the FHWA found that “the presence of CEVMS did not appear to be related to a decrease in looking toward the road ahead.” *Id.* at p. 2. In regard to research question no. 2, “[t]he results did not provide evidence indicating that CEVMS, as deployed and tested in the two selected cities, were associated with unacceptable long glances away from the road.” *Id.* at p. 3. In regard to research question no. 3, drivers were generally more likely to gaze at electronic billboards than at standard billboards, however, overall, researchers concluded that “[w]hen

Mayor McGarvey and Members of the City Council
April 27, 2015
Page 7

billboards were present, the drivers in this study sometimes looked at them, but not such that overall attention to the forward roadway decreased.” *Id.* at p. 4.

Two other recent studies by Tantala and Tantala in 2010 and 2011 examined the relationship between the presence of electronic billboards and crash statistics in Richmond, Virginia, and Reading, Pennsylvania, respectively. See Exhibits 8 and 9. For the Richmond area, seven years of crash data at ten locations with electronic billboards were included in the analyses. For Reading, eight years of crash statistics at twenty locations were included. The studies used a before-after methodology where most sites originally contained vinyl billboards (before) that were converted to electronic billboards (after), and employed the Empirical Bayes (EB) method to analyze the data. The results indicated that the total number of crashes observed was consistent with what would be statistically expected with or without the introduction of the electronic billboards.

In another recent and highly relevant study given its proximity to the proposed digital sign, *An Exploratory Study of the Impact of an Electronic Billboard on Freeway Traffic and Safety*, Mahesh Pandey, an employee of the Sacramento County Department of Transportation, and Kevan Shafizadeh, an associate professor of Civil Engineering at California State University, Sacramento (Sacramento State), studied the impacts of an electronic billboard on US 50 near the Sacramento State campus. See Exhibit 10. The study analyzed traffic flow parameters on the eastbound and westbound portions of the freeway, as well as crash and collision records from the California Highway Patrol before and after the new electronic billboard was activated in August 2008. At page 1 of the study, the authors summarize their conclusions thusly: “[t]he results indicate that the presence of an electronic billboard does not appear to have a negative impact in traffic performance (flow, speed, and lane occupancy) nor on the crash rate in the study section of the freeway based on the data analyzed.”

As a testament to the foregoing studies, the National Highway Traffic Safety Administration (“NHTSA”) launched a high-visibility campaign against texting/talking while driving in Hartford, Connecticut, including anti-distraction messages displayed on digital billboards along interstate highways. See Exhibit 11. The results in Hartford were significant, according to the NHTSA, which reported big declines in texting and hand-held cell phone use as a result of the campaign. As declared by NHTSA Administrator David Strickland, “There is no question that high-visibility enforcement combined with effective public advertising works.” Thus, as demonstrated by the NHTSA campaign, digital billboards have actually been relied upon as a tool to reduce distracted driving.

Mayor McGarvey and Members of the City Council
April 27, 2015
Page 8

Should you have any questions, please do not hesitate to contact us.

Very truly yours,

HEFNER, STARK & MAROIS, LLP



By
Timothy D. Taron

TDT:CER

cc: Mindy Cuppy
Aaron Busch
Jessica Jordan
Pat Gardner
Vinton Hawkins
Kevin Johnson

Chad E. Roberts

From: Jessica Jordan <jjordan@cityofranchocordova.org>
Sent: Friday, April 10, 2015 10:53 AM
To: Chad E. Roberts
Subject: Clear Channel Existing Sign Information

Follow Up Flag: Follow up
Flag Status: Flagged

Chad – Per our discussion, the building permit for the existing digital freeway sign was issued on 3/25/2013 and finalized on 4/4/2013. There are no records of any code enforcement cases/complaints related to the existing sign. Please let me know if you need any additional information.

Jessica

Jessica Jordan
Principal Planner
City of Rancho Cordova
2729 Prospect Park Dr.
Rancho Cordova, CA 95670
(916) 851-8756
jjordan@cityofranchocordova.org





Stories

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The FBI's National Digital Billboard Initiative can quickly reach the public with information about fugitives, missing persons, and public safety issues. Above, a billboard at a bus shelter displays details about the newest Top Ten Fugitive, **Yaser Abdel Said**, who is wanted for allegedly murdering his two teenage daughters in Texas.

Story Index

By Date

By Subject

- Art Theft
- Civil Rights
- Counterterrorism
- Crimes Against Children
- Criminal Justice Information Services
- Cyber Crimes
- Director/FBI Leadership
- Field Cases
- Foreign Counterintelligence
- General
- History
- Intelligence
- International
- Lab/Operational Technology
- Linguist/Translation Program
- Major Thefts/Violent Crime
- Organized Crime/Drugs
- Partnerships
- Public/Community Outreach
- Public Corruption
- Recruiting/Diversity
- Responding to Your Concerns
- Technology
- Training
- White-Collar Crime

Digital Billboard Initiative

Catching Fugitives in the Information Age

12/24/14

In April 2013, a Buffalo grand jury indicted 33-year-old Oscar Romero and other suspected members of the Loiza Boys gang, charging them with heroin and cocaine distribution. After nearly a year on the run, investigators received information that Romero had returned to the Buffalo area from Puerto Rico, and the FBI deployed a powerful weapon to help capture the fugitive—digital billboards.

The electronic billboards featuring Romero's face—along with the words "Wanted" and "Drug Charges" and a number to call—were posted in the Buffalo area on March 31, 2014. Four days later, Romero turned himself in.

"When our billboards went live, Oscar Romero had been a federal fugitive for just shy of a year," said Brian Boetig, special agent in charge of the FBI's Buffalo Division. "Our partnership with the local billboard company generated media attention and conversations throughout Romero's West Side neighborhood, which pressured him into safely surrendering."

Similar events have occurred around the country, thanks to the FBI's National Digital Billboard Initiative, which began in 2007 in Philadelphia when a graduate of

the FBI's Citizens Academy—who



In partnership with a number of outdoor advertising companies,

the FBI has access to more than 5,000 digital billboards as part

<http://www.fbi.gov/news/stories/2014/december/digital-billboard-initiative/digital-billboard-initiative>

happened to be an executive with Clear Channel Outdoor—offered to provide free space on the company's digital billboards to help catch criminals and rescue missing children. (See sidebar.)

Since then, the program has recorded impressive growth—and results. To date, the FBI has captured 53 individuals as a direct result of billboard publicity, and the Bureau now has access to more than 5,200 billboards nationwide made available by a number of companies. The billboard initiative is an excellent example of how law enforcement, the private sector, and the public can all work together to bring criminals to justice in today's information age.

"We view the partnership with the FBI as a model of public service," said Nancy Fletcher, president and CEO of the Outdoor Advertising Association of America (OAAA). "The billboard program makes a difference, using the latest technology on behalf of public safety."

The FBI has formal partnerships with OAAA, Clear Channel Outdoor, Lamar Advertising Company, Outfront Media (formerly CBS Outdoor), Adams Outdoor Advertising, the Fairway Media Group, CEMUSA, and the Outdoor Advertising Association of Georgia. All these organizations—including other digital advertisers who informally support the program—have been critical to the success of numerous investigative efforts, because digital billboards are extremely effective in reaching the public with information about fugitives, missing persons, and public safety issues.

"The companies' willingness to assist us in bringing criminals to justice, as well as the speed in which they are able to publicize the information, is a tribute to their organizations," said Mike Kortan, assistant director for the FBI's Office of Public Affairs. "Their efforts have given us an added edge to identify, locate, and apprehend fugitives—and that, in turn, has helped to stop many criminals from further victimizing the public."

of its nationwide program. Fugitive **Daniel Andreas San Diego**, wanted in connection with domestic terrorism, has been featured on a billboard in Times Square in New York City.

A Partnership is Born

In 2007, a vice president at Clear Channel Outdoor joined one of our Citizens Academy classes in Philadelphia to learn more about the FBI. She soon realized how helpful her company's digital billboards could be to the Bureau, and in September of that year, images of 11 violent fugitives were posted on eight city billboards along with a hotline number for the public to call.

By October, two of those fugitives were captured as a direct result of the publicity. Weeks later, when a Philadelphia police officer was killed while responding to an armed robbery, law enforcement was quickly able to publicize the suspect on Clear Channel's digital billboards. (He was later apprehended in Florida.)

Based on the success of the Philadelphia program, the National Digital Billboard Initiative was created, and today—thanks to the participation of other companies who donate space—the FBI has access to more than 5,200 billboards nationwide.

Notable examples of billboard successes include:

- In 2013, aware of a media campaign featuring digital billboards that was focusing on his criminal activities, Antoine Brooks—wanted for drug distribution—turned himself in to the Philadelphia Police Department.
- During a 2013 confrontation with police in Newark, New Jersey, Hassan Kendrick allegedly opened fired on several officers and was wanted for aggravated assault. A citizen viewed Kendrick's image on a digital billboard and provided a tip leading to his capture in Florida in May 2014.
- In 2008, Richard Franklin Wiggins, Jr. was arrested for money laundering and for ties to a drug trafficking organization three weeks after his image appeared on digital billboards in the Norfolk, Virginia area. Wiggins reportedly turned himself in at the insistence of family and friends.
- Billboards have been incorporated into major investigations, including Operation Cross Country—an annual nationwide enforcement action focusing on underage victims of prostitution—and the effort to identify victims of suspected serial child predator William James Vahey.



Digital billboards have helped publicize the case of the serial bank robber known as the **AK-47 Bandit**, who carries an assault rifle during take-over style robberies. The fugitive shot and wounded a California police officer during one robbery and since then has robbed or attempted to rob five more banks.

Because digital billboards can be quickly changed and updated, information about a kidnapped child,

a bank robbery or a matter of public safety can immediately be displayed. And messages can be
<http://www.fbi.gov/news/stories/2014/december/digital-billboard-initiative/digital-billboard-initiative>

a bank robbery, or a matter of public safety can immediately be displayed, and messages can be targeted to specific geographic locations, which is important when time is of the essence.

And as the program expands, we are adding new formats. Fugitive information, for example, is now being displayed on digital bus shelters in Washington, D.C., and digital newsstands in New York City. "Thanks to our partnerships, the billboard initiative has been a tremendous success," Kortan said. "We look forward to its continued growth."

Resources:

- FBI wanted fugitives

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Close



March 26, 2012

Art Brooks
Arizona Broadcasters Association
2302 North 3rd Street
Phoenix, AZ 85004

Dear Mr. Brooks,

Thank you for your continued leadership in Arizona's AMBER Alert program. Your insights and passion in managing the state program have no doubt saved the lives of children in Arizona.

I would also like to thank you for working with outdoor advertising operators in Arizona to post AMBER Alerts on digital billboards. Since June 3, 2008, NCMEC has transmitted 12 AMBER Alerts to digital billboards in Arizona via the industry's national trade association (Outdoor Advertising Association of America, OAAA).

The time period immediately following an abduction is critical to law enforcement efforts to locate the child. Therefore, the speed, flexibility and visibility of digital billboards make the outdoor advertising medium an important component of the AMBER Alert network. And, with the ability to post photos of the abducted child and/or suspected abductor, this new high-tech platform complements our efforts to empower the public to help law enforcement on behalf of abducted children.

The feedback I have received regarding digital billboards has been positive nationwide and I wanted to make sure you know how much I appreciate your efforts in this area. Congratulations on a successful AMBER Alert program, and, on behalf of children throughout Arizona, thank you.

Sincerely,

Robert Hoever
Associate Director,
Special Projects & Forensic Services,
Missing Children's Division
National Center for Missing & Exploited Children
rhoever@ncmec.org
Office (703) 837-6118
Cell (571) 221-5176

Telephone 703.224.2150

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www.missingkids.com

www.cybertipline.com

Charles B. Wang International
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699 Prince Street
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U.S.A.

Other Offices
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[<< Return to List](#)

NEW DIGITAL BILLBOARD PLAN HELPS FEMA DURING SANDY

Contact: Nicole Hayes
(202) 833-5566
nhayes@oaaa.org

For Immediate Release – November 5, 2012 NEW DIGITAL BILLBOARD PLAN HELPS FEMA DURING SANDY

(Washington, DC) – During Hurricane Sandy last week, the Federal Emergency Management Agency (FEMA) and the Outdoor Advertising Association of America (OAAA) worked together closely to provide the public with rapid, disaster-related messages at no cost to taxpayers. The medium for these messages: digital billboards.

As part of a new program initiated during the storm, FEMA officials were able to post emergency messages on digital billboards along the east coast in storm-impacted states. The messages were relayed from FEMA through OAAA thanks to a public-private partnership formally signed by FEMA and OAAA last month.

Thousands of citizens were better and more quickly informed about the destructive storm because of the digital billboard initiative – and without any expense to the taxpayer. FEMA messages ran thousands of times in the District of Columbia and 10 states: New York, New Jersey, Connecticut, Virginia, Maryland, Pennsylvania, Delaware, West Virginia, Massachusetts and Rhode Island.

FEMA and OAAA officials remained in regular, daily contact during Hurricane Sandy. New messages were relayed throughout the storm and then posted under the new system. In each case, the entire process – from request to posting – took less than 15 minutes. Digital billboards, which change messages every eight seconds or so, have also been used as a public service by the Federal Bureau of Investigation to hunt down multi-state criminals.

"Being able to get disaster information out to the public in a highly visible way is absolutely critical to our efforts," said FEMA Administrator Craig Fugate. "We appreciate the work that OAAA and its members are doing to help with disaster response and recovery efforts. Collaboration like this really underscores how the private sector is a vital partner in the emergency management team."

"The best thing about FEMA/OAAA collaboration is that it's providing a critical public service at no additional cost for the taxpayer," said Ken Klein, executive vice president of OAAA. "Our member companies view the partnership as a civic duty and have agreed to provide space on their billboards for free whenever emergencies occur. This is a prime example of a public-private partnership that will help the public when it needs help the most."

FEMA and OAAA began an informal collaboration last year. During the busy tornado season – and again when Hurricane Irene brought horrific floods – FEMA worked with OAAA to use high-tech, digital billboards to relay vital information to local citizens. In some cases, the billboards were the only structures left standing after the storms had passed. After the first collaborations, both FEMA and OAAA agreed that more could be done and that their cooperation

should be streamlined, speeded up and institutionalized for the benefit of the public.

Lamar Advertising, an OAAA-member company, took the initiative and developed a free, online template for FEMA's use. The tool, which is highly secure, gives FEMA the ability to post important emergency information on digital billboards within minutes in the heart of disaster zones.

Here's how it works. A FEMA official in each of the agency's regions is now able to determine the need to distribute information in the midst of or following a disaster. The regional official can use a pass code and login to get into Lamar's secure website and draft a message that would be of immediate use to people in the disaster area.

Once completed, the message is sent online from the regional office to FEMA headquarters in Washington, D.C. There, an official is able to review the message online to alter and/or to approve it. The billboard text and design is then emailed – as a jpeg – from FEMA to OAAA in two formats, one for large billboards and the second for small billboards.

When the jpegs arrive at OAAA, an employee sends both of them to digital billboard operators in the FEMA-designated counties. The operators, in turn, convert the jpegs into images usable on digital billboards and put them immediately into the rotation of images on billboards all over the region. The multiple approvals move quickly, but they're needed to prevent unauthorized usage.

For more information or to schedule an interview, please contact:

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#

OAAA is the national trade association for the out of home (OOH) advertising industry. Founded in 1891, the association represents more than 90 percent of the US industry based on revenues. OAAA is dedicated to leading and uniting a responsible OOH industry committed to serving advertisers, consumers, and communities. The OOH industry generates \$6.4 billion annually in ad revenues and donates more than \$400 million in space each year. For more information, please visit www.oaaa.org.

[<< Return to List](#)

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Contact Us	Video Gallery				The Value of OOH	Upcoming Events	OAAA Code of Industry Principles
					History of OOH	Past Events	Suppliers' Code of Conduct
					Media Comparison	News	Contact Us

Public Private Partnership Case Study:
Digital Billboards Deliver Emergency Messages

Summary

Digital technology enables quick delivery of emergency messages via high-tech billboards. Public-private partnerships harness these high-tech signs to inform the public about weather warnings, evacuation routes, and safety-related information. Partners in this case study are the Florida Division of Emergency Management (FDEM) and the Florida Outdoor Advertising Association (FOAA).

Background

Florida's 18 million+ residents and visitors face hurricanes and other natural disasters. Innovative emergency managers augmented standard (broadcast) emergency communication by also delivering specific, localized messages to the public via digital billboards.

Digital billboards, operated by the private sector, display static images that do not scroll or flash. Under Florida law, these static images may change every six seconds. In 2008, the state (Florida Division of Emergency Management) created a partnership with the outdoor advertising industry (Florida Outdoor Advertising Association). Digital billboards allow emergency managers to reach motorists at no cost to the public. Emergency officials use high-tech billboards to communicate targeted messages on weather warnings, evacuations, shelter locations, and road detours. Via this partnership, emergency authorities have access to more than 100 digital billboards in Florida. Billboard operators post emergency information on a voluntary basis.

Goals and Objectives

The key goals and objectives are to:

- Enhance the State Emergency Response Team's ability to communicate critical information quickly to Floridians during disasters
- Use the latest technology to communicate emergency information to mobile residents and visitors outside the home
- Cultivate public/private partnerships

Description

Evacuations and other disaster responses in a state with 18 million+ residents and millions of visitors annually underscore the critical importance of public communication as a key component on emergency preparedness. Coastal areas are the most developed in the nation, comprising 17 percent of the contiguous U.S. land area which is home to more than 53 percent of the nation's population. Coastal population is projected to increase in Florida and nationwide. Florida – with nearly 1,200 miles of coastline – is vulnerable to hurricanes as well as other natural disasters.

Two key factors motivated the outdoor advertising industry (FOAA) to approach state emergency officials (FDEM) in 2008 to suggest a partnership: a series of devastating hurricanes along with the concurrent advance of digital technology that enables quick, computerized change of billboard copy. By 2008, law enforcement was using digital billboards on behalf of public safety, displaying AMBER Alerts to help locate abducted children and posting “wanted” billboards to help apprehend fugitives. The trade association for the outdoor advertising industry in Florida (FOAA) volunteered to post emergency messages on donated digital billboards as a public service.

The industry and the state created an emergency alert template and policies for posting emergency alerts, to assure uniformity. FOAA is a member of the State Emergency Response Team.

How the alert program works

In an emergency, FDEM contacts FOAA to request digital billboard postings and to provide information for the alert such as geographic area and timeframe. FOAA inserts alert message into a pre-approved template. After sign-off by FDEM, the trade association notifies participating member companies in the affected area, or statewide if necessary. Participating billboard companies track display times and locations in order to quantify the scope of the communication. FDEM notifies FOAA to modify or cancel alerts.

This public-private partnership was first activated in August of 2008 due to widespread flooding caused by Tropical Storm Fay:

- 37 different emergency messages displayed on digital billboards in 11 counties
- 10-day activation
- 75+ digital billboards

Since 2008, the emergency alert notification system has been activated four times in Florida, relaying information on flash flood watches and warnings during severe tropical storms. This public-private partnership enables FDEM to ask FOAA member companies to provide general/widespread information to the public, and-or specific disaster-related details such as locations and directions to shelters, evacuation routes prior to hurricanes, and road openings/closings following a severe storm.

This concept – quick display of emergency information on donated digital billboards – is also used elsewhere. For example, 10 digital billboards in Milwaukee, WI, displayed contact information for FEMA after severe flooding in the fall of 2010 (“FLOOD DAMAGE, Register Today, 1-800-621-FEMA”).

Role of the Florida Division of Emergency Management

FDEM is by statute considered a state agency that reports directly to the Governor. The Division’s role is to plan for and respond to natural and man-made disasters. The Division prepares and implements a statewide Comprehensive Emergency Management Plan and conducts extensive exercises to test state

and county emergency response capabilities. The Division is the state's liaison with federal and local agencies on emergencies. Division staff members provide technical assistance to local governments as they prepare emergency plans and procedures.

The Division operates a statewide Emergency Operations Center (EOC) in Tallahassee, FL. The EOC serves as the communications and command center for reporting emergencies and coordinating state response activities. The center maintains communications with county emergency officials and a broad range of public and private sector entities such as hospitals and homeless shelters. Emergency messages and information are generated from the state's EOC during activation.

About the Florida Outdoor Advertising Association

FOAA works to promote and preserve the business of outdoor advertising with consideration of the public interest and welfare; to provide programs of education, information and research for better understanding and appreciation of the outdoor medium; to cooperate with governing authorities in regulating outdoor advertising within Florida; and to establish and maintain liaison with other professional, governmental, and business organizations. The trade association represents more than 80 percent of the industry in Florida.

FOAA has been a pioneer in public-private partnership. Working with the Florida Department of Law Enforcement (FDLE), FOAA was an original team member in the effort to implement the AMBER Alert system in Florida. Since June of 2008, more than 26 AMBER Alerts have been transmitted to digital billboards in Florida. Other law enforcement partners include the Florida Department of Corrections.

Public service is a long tradition in outdoor advertising. FOAA member companies annually donate hundreds of thousands of dollars worth of advertising space to charity, non-profits, community groups, and to government. Campaigns include public awareness programs for Florida's Department of Health, Department of Education, Department of Transportation, Department of Financial Services, and Department of Highway Safety and Motor Vehicles.

Requirements for Success (No word max given for the next sections)

- Digital billboard inventory (nationally, more than 2,000 digital billboards are operational)
- Willingness of digital billboard operators to donate space for emergency messages, and provide timely postings
- Protocols for uniform operation, such as templates for messages
- Designated staff in government and the private sector to manage the partnership
- Speedy, effective communication between state emergency officials and private

Resources

FOAA has the ability to provide information through its website, and to provide tools and templates to create the alert notification messages on the billboards quickly and easily.

Training and Exercises

FOAA staff conducts workshops and trainings for both members and state emergency management officials on how best to use the alert system and the process for requesting a digital billboard alert.

Communication Tools

FOAA uses the following methods of communication with public/private partners: email alerts; in-person meetings; conferences and other events; member newsletter (3x per year); website; media announcements (news releases and press conferences, as appropriate); public service announcements.

Links

www.foaa.org

www.floridadisaster.org

Contact Information

Charlotte Audie, president and CEO, Florida Outdoor Advertising Association (FOAA)

[Sample documents attached. FOAA Alert Policy; Post-Storm Report; Sample Creatives; Media Advisory; News Release



FOR IMMEDIATE RELEASE
June 4, 2008

CONTACT: JENNIFER ABDELNOUR
(850) 681-3200/ (850)766-8925 cell

**FLORIDA'S OUTDOOR ADVERTISERS AND EMERGENCY MANAGERS TO
USE ELECTRONIC BILLBOARDS TO DELIVER DISASTER INFORMATION**

~ More than 50 FOAA Digital Billboards Statewide Available to Post Emergency Messages ~

TALLAHASSEE – Lt. Governor Jeff Kottkamp, State emergency managers and the Florida Outdoor Advertising Association (FOAA) officials today announced a new partnership to use electronic billboards to quickly post disaster information along Florida roadways. Under the partnership, state emergency managers will be able to communicate with Floridians through the FOAA's member network, which operates more than 50 digital billboards across the state. Today's announcement comes as part of the Annual Statewide Hurricane Exercise at the State Emergency Operations Center (EOC) in Tallahassee.

"Florida's Outdoor Advertisers will be providing a vital information resource to Floridians with this network of digital signage," said Lt. Governor Jeff Kottkamp. "We welcome the FOAA members as part of the State Emergency Response Team, and look forward to building a great partnership that will benefit all Floridians."

Craig Fugate, director of the state Division of Emergency Management, reminded Floridians to prepare for the annual hurricane season that runs from June 1 through November 30, 2008.

"If you call the Sunshine State home, now is the time to get a plan and prepare for the season," said Fugate. "We want to thank our partners from the advertising community who have come to the table to help protect the lives of Floridians."

The FOAA member digital billboards stretch from Pensacola in the Panhandle to Pompano on the Gold Coast. State Emergency Management officials will use the boards to post urgent messages on weather warnings, evacuations, shelter locations, and road detours within approximately four hours of notification about the emergency situation. Amy Bogner, Communications and Public Service Director of the Florida Outdoor Advertising Association, said the FOAA currently provides a similar service to the Department of Law Enforcement to post "Amber Alert" messages.

"We are proud to partner with the state to help our 18 million residents and visitors stay safe during disasters or local emergency events," Bogner said. "Every day thousands of travelers pass by these billboards so they are an excellent tool to help get the urgent word out."

To learn more about the FOAA public service announcement program go to: www.foaa.org. To develop your personalized family or business disaster plan, visit: www.FloridaDisaster.org

###

Media Advisory

Test Emergency Messages will be shown on Digital Billboard locations on Wednesday, June 4, 2008 from 12 pm to 5 pm Eastern Daylight Time. For Capitol Press Corps: The location at North Monroe Street just north of Bradford Road in Tallahassee will run test messages beginning at 12 pm Eastern Daylight Time for B-Roll and Photo Opportunities.

FOAA Member Digital Billboard Market Locations

MARKET	LOCATION DESCRIPTION
DAYTONA	W/S Nova Rd., 150 ft. S/O Granada – F/N & F/S (Daytona Beach) - both sides
	W/S U.S.1 (Yonge St.), S/O Hand Ave.-F/N & F/S (Daytona Beach) – both sides
	N/S Mason, east of U.S.1 – F/W (Daytona Beach)
	W/S of Nova Rd. @ Golf Ave. – F/N & F/S (Daytona Beach) – both sides
FT. MYERS	E/S San Carlos Blvd., S/O Summerlin – F/N
	E/S US-41 @ Brown Rd. – F/N
	W/S US-41 @ Beacon Manor Dr. – F/N
	N/S College Parkway, E/O McGregor – F/W
	E/S US-41, S/O Daniels Pkwy. – F/S
FT. WALTON	S/S 98 E/O Mid-Bay Bridge Rd. – F/W (Destin)
	N/S 98, .2 miles W/O Skylark – F/W (Navarre)
	N/S 85 W/O SR 20 – F/W (Niceville)
	N/S John Sims, .1 mile east of Davis Rd. – F/W (Niceville)
	N/S Hwy. 20, E/O Range Rd. – F/W & F/E (Niceville) – both sides
	N/S Racetrack, E/O Mar-Walt Dr. – F/W (Ft. Walton Beach)
	E/S Beal @ Oak – F/S (Ft. Walton Beach)
	W/S Beal @ Green Acres – F/S (Ft. Walton Beach)
LAKELAND	E/S S. FL Ave., S/O School House Rd. (intersection of Fitzgerald and School House) - F/N
	E/S US-98, 500 ft. N/O I-4
	S/S SR-540, E/O 540A – F/W
	E/S US-98, N/O 540 – F/S
OCALA	S/S SR-200, .3 miles E/O I-75 – F/W
	W/S US-441, .6 miles S/O CR-42 – F/N
	17 th St., 500 ft. E/O Lake Weir Rd. – F/W & F/E – both sides
ORLANDO	E/S US 17-92, 565 ft., N/O SR-434 – F/S (Longwood)
	S/S SR-408, .6 miles E/O Kirkman Rd.-F/W
	S/S I-4, 110 ft. E/O Fairbanks Ave. -F/W
	S/S I-4, 200 ft. N/O Kennedy Avenue -F/W
PANAMA CITY	E/S US-231, S/O 23 rd St. – F/N
	N/S Hwy. 98 @ Thomas Dr. – F/E
	E/S 23 rd St. @ Hwy. 98 – F/N & F/S – both sides
	N/S 23 rd St., E/O Stanford – F/W & F/E – both sides
PENSACOLA	S/S Alt. 98 @ Middle Beach Rd.
	W/S I-110 @ Blount St.
	N/S US-98 @ Redfish Pt. – F/E
	SWC 9 th Ave. @ Creighton – F/N

	W/S US-29 @ Airport Blvd.
	S/S Cervantes E/O Palafox St.
	Chase St. @ Bayfront Dr.
	S/S Sorrento Rd., W/O Blue Angel Pkwy.
	N/S Airport, W/O I-110 – F/E
POMPANO	E/S I-95, 100 ft. S/O Hallandale Blvd. – F/S (Miami/Ft. Lauderdale)
TALLAHASSEE	W/S Thomasville Rd. @ Capitol Circle NE-F/N & F/S (Tallahassee) – both sides
	E/S N. Monroe, 556 ft. N/O Bradford Rd. F/NW & F/SE – both sides
TAMPA/ CLEARWATER	S/S 751 Brandon Blvd., .3 miles W/O King Avenue – F/W
	W/S 9204 Veterans Exp, 1.8 miles N/O Courtney Campbell Causeway – F/N
	S/S 762 Ulmerton Rd., 350 ft. E/O 49 th St.-F/W
	W/S 369 Dale Mabry Hwy., 200 ft. S/O Waters – F/S
	W/S U.S.19, 275 ft., S/O 150 th Ave. N.-F/N
	N/S Tyrone Blvd., 600 ft., E/O Park St. – F/W
	W/S US-19, 25 ft., N/O Alderman Rd.-F/N
	W/S of I-75, 0.5 miles N/O SR-60 – F/N (Brandon, FL)
	N/S of Hillsborough Ave., .60 miles E/O Race Track Rd. – F/W
TOTAL	52 DIGITAL BILLBOARDS (61 Faces)



Florida Outdoor Advertising Association

STATEWIDE EMERGENCY ALERT POLICY FOR DIGITAL BILLBOARDS

As part of a joint partnership between FOAA and the State of Florida Division of Emergency Management (FDEM), member companies will now have an opportunity to serve an important public interest by providing crucial emergency alert information via donated space on digital billboards. This statewide partnership will provide an additional resource to the state's emergency operations plan and allow them to allocate all available resources more effectively when providing relevant information to the state's residents and visitors (not everyone is a citizen).

Florida has a multitude of hazards which could cause potential disaster situations, from hurricanes and wildfires to terrorist attacks and infectious diseases. When any such disaster is imminent or occurs, it is imperative to relay timely, accurate and helpful information to the general public. For example, FDEM may ask members to provide locations and directions to shelters or list evacuation routes prior to a hurricane strike or road openings/closings following a storm. The information will be targeted to the individual digital billboard and area in which it is located, unless a general message is preferred to cover a more widespread area.

Public safety in Florida is a shared concern of everyone and FOAA members can play a major role in helping the general public receive vital information before or after any type of disaster. All FOAA member companies with digital billboard inventory are encouraged to participate.

Emergency Alert Activations:

ACTIVATION REQUEST – A FDEM representative will liaison directly with FOAA to request member assistance for digital billboard postings. The FDEM will include all digital billboard locations as part of their Geographic Information Systems mapping software to pinpoint the exact location(s) suitable for a specific disaster-related emergency alert request.

After a request is received from the FDEM, FOAA will then notify the designated statewide digital market coordinator from each participating member company. The coordinator will be provided with the digital billboards targeted for the request. Multiple companies may be asked to participate based on information received by FDEM. These requests may come at any time of the day or week, as the nature of these alerts is deemed extremely important to the safety of the general public.

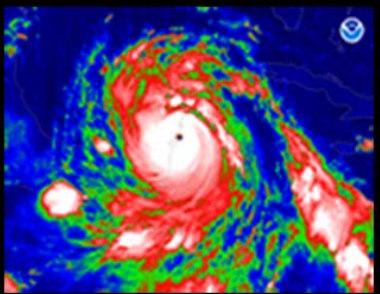
ALERT ARTWORK - FDEM and FOAA will work together to create templates for those hazards designated as most likely to occur based on previous disaster history. These templates will be provided to all participating member companies. When a disaster request is received, the FDEM representative will provide all pertinent information to the FOAA liaison who will distribute it to the appropriate member company coordinator. The company inserting the alert information will place it into the correct template and return a proof to FOAA via email. FOAA will submit a copy to the FDEM for review and after receiving final approval, notify the member company's coordinator to proceed with posting the artwork.

POSTINGS - It will be the responsibility of each participating company to notify FOAA when the alert is posted and provide the tentative duration of that posting. Depending on the member company's individual policy, the emergency alert could be posted exclusively for a designated time and then rotated into the normal rotation of advertisements or posted in another manner. This is solely at the discretion of each member company.

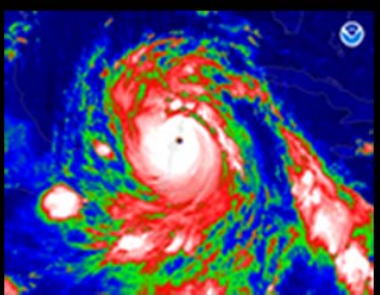
MODIFICATIONS/CANCELLATIONS – FDEM will notify FOAA should an alert need modifications based on new information or if the alert has been cancelled and should be removed from the digital billboard. The FOAA liaison will promptly notify all participating member company coordinators.

PRESS RELEASE - FOAA will coordinate with FDEM to evaluate each emergency alert and determine if a news release would provide additional awareness about industry efforts. Each participating member company would be recognized in the news release.

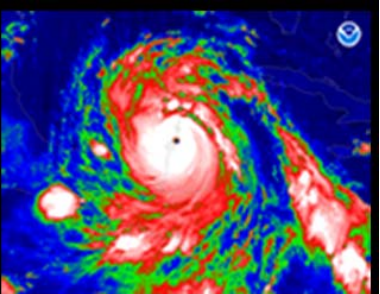
Emergency Alert Templates

EMERGENCY ALERT Hurricane Dean Update Category 5 Winds of 165 mph Expected Landfall: Tuesday 4pm Yucatan Peninsula	
---	--

EAS—Hurricane Update

EMERGENCY ALERT Hurricane Dean Update CONTRAFLOW NOW IN AFFECT: 1-10 East & Westbound are being used as Westbound lanes.	
---	--

EAS—Contraflow

EMERGENCY ALERT Hurricane Safety Tips -Prepare an evacuation plan -Gather supplies -Prepare for high winds	
--	--

EAS—Hurricane Safety Tips

EMERGENCY ALERT Chemical Spill in Geismer Avoid I-10 Geismer Exit Highway 22 East bound is SHUT DOWN

EAS—Chemical Spill

Sarah Kayson
Managing Director, Northwestern Region

March 13, 2015

Mr. Brad Grover
Outfront Media
2050 West Fremont Street
Stockton, CA 95203

Dear Mr. Grover:

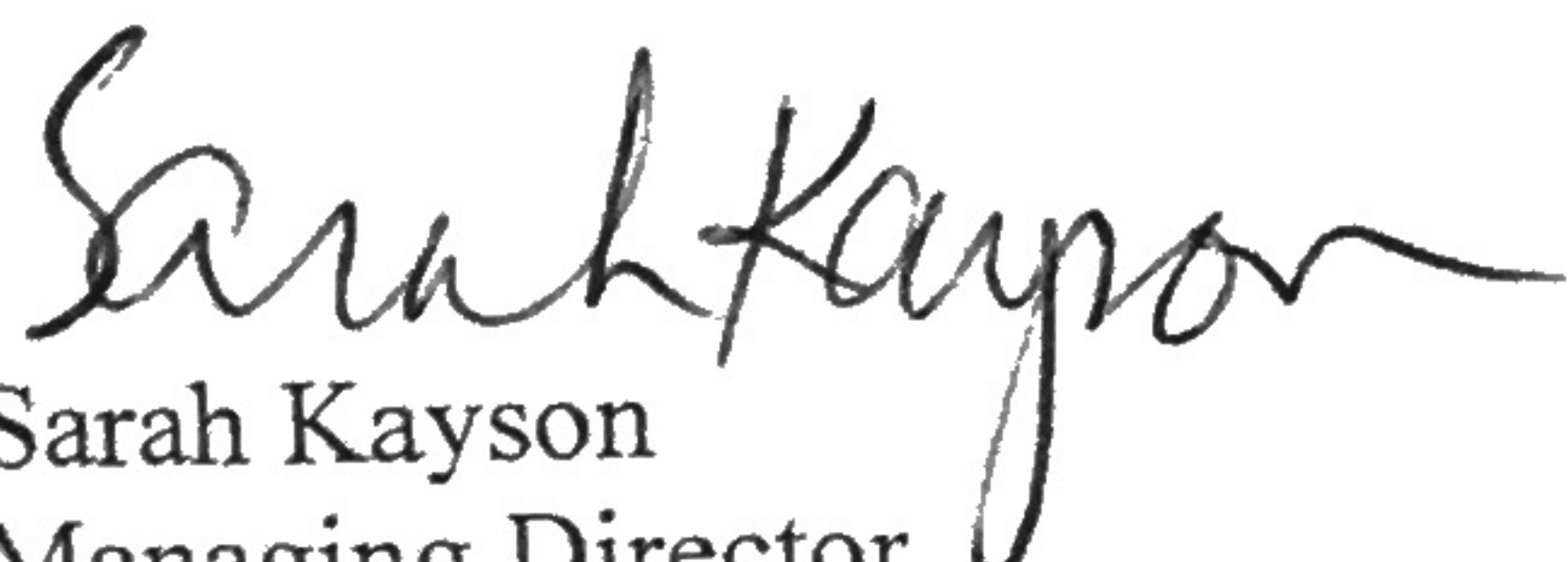
The Ad Council would like to take this opportunity to thank you for Outfront Media's support of public service efforts in general and the Ad Council campaigns in particular.

The Ad Council relies on the generous support of our media partners like Outfront Media to help address important social issues and stimulate action by the public to make a difference in society.

In 2014, your donated support on your digital billboards provided almost 600,000 views – over 1,600 per day – to the residents of Sacramento and beyond. Outfront Media helped remind people that “Buzzed Driving is Drunk Driving,” “Stop the Texts Stop the Wrecks,” and “1 in 5 Kids Face Hunger,” among other important issues. We also estimate that you posted over 270 eco posters and bulletins with Ad Council PSAs without cost to the Ad Council or our sponsors. This contribution demonstrates Outfront Media's leadership position and commitment to serving the public good.

For over 65 years, the Ad Council's mission has been to educate and change behavior for the greater good of our nation. We are proud to have you as a partner in our collective effort to raise awareness, stimulate action and save lives in California.

Sincerely,



Sarah Kayson
Managing Director
Northwestern Region

**DRIVER VISUAL BEHAVIOR IN THE PRESENCE OF COMMERCIAL
ELECTRONIC VARIABLE MESSAGE SIGNS (CEVMS)**

SEPTEMBER 2012

FOREWORD

The advent of electronic billboard technologies, in particular the digital Light-Emitting Diode (LED) billboard, has necessitated a reevaluation of current legislation and regulation for controlling outdoor advertising. In this case, one of the concerns is possible driver distraction. In the context of the present report, outdoor advertising signs employing this new advertising technology are referred to as Commercial Electronic Variable Message Signs (CEVMS). They are also commonly referred to as Digital Billboards and Electronic Billboards.

The present report documents the results of a study conducted to investigate the effects of CEVMS used for outdoor advertising on driver visual behavior in a roadway driving environment. The report consists of a brief review of the relevant published literature related to billboards and visual distraction, the rationale for the Federal Highway Administration research study, the methods by which the study was conducted, and the results of the study, which used an eye tracking system to measure driver glances while driving on roadways in the presence of CEVMS, standard billboards, and other roadside elements. The report should be of interest to highway engineers, traffic engineers, highway safety specialists, the outdoor advertising industry, environmental advocates, Federal policymakers, and State and local regulators of outdoor advertising.

Monique R. Evans
Director, Office of Safety
Research and Development

Nelson Castellanos
Director, Office of Real Estate
Services

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The Federal Highway Administration (FHWA) provides high-quality information to serve government, industry, and the public in a manner that promotes public understanding. Standards and policies are used to ensure and maximize the quality, objectivity, utility, and integrity of its information. The FHWA periodically reviews quality issues and adjusts its programs and processes to ensure continuous quality improvement.

TECHNICAL DOCUMENTATION PAGE

1. Report No. FHWA-HRT-	2. Government Accession No.	3. Recipient's Catalog No.	
4. Title and Subtitle Driver Visual Behavior in the Presence of Commercial Electronic Variable Message Signs (CEVMS)		5. Report Date	
		6. Performing Organization Code	
7. Author(s) William A. Perez, Mary Anne Bertola, Jason F. Kennedy, and John A. Molino		8. Performing Organization Report No.	
9. Performing Organization Name and Address SAIC 6300 Georgetown Pike McLean, VA 22101		10. Work Unit No. (TRAIS)	
		11. Contract or Grant No.	
12. Sponsoring Agency Name and Address Office of Real Estate Services Federal Highway Administration 1200 New Jersey Avenue SE Washington, DC 20590		13. Type of Report and Period Covered	
		14. Sponsoring Agency Code	
15. Supplementary Notes The Contracting Officer's Technical Representatives (COTR) were Christopher Monk and Thomas Granda.			
16. Abstract This study was conducted to investigate the effect of CEVMS on driver visual behavior in a roadway driving environment. An instrumented vehicle with an eye tracking system was used. Roads containing CEVMS, standard billboards, and control areas with no off-premise advertising were selected. Data were collected on arterials and freeways in the day and nighttime. Field studies were conducted in two cities where the same methodology was used but there were differences in the roadway visual environment. The gazes to the road ahead were high across the conditions; however, the CEVMS and billboard conditions resulted in a lower probability of gazes as compared to the control conditions (roadways not containing off-premise advertising) with the exception of arterials in Richmond where none of the conditions differed from each other. Examination of where drivers gazed in the CEVMS and standard billboard conditions showed that gazes away from the road ahead were not primarily to the billboards. Average and maximum fixations to CEVMS and standard billboards were similar across all conditions. However, four long dwell times were found (sequential and multiple fixations) that were greater than 2,000 ms. One was to a CEVMS on a freeway in the day time, two were to the same standard billboard on a freeway once in the day and once at night; and one was to a standard billboard on an arterial at night. In Richmond, the results showed that drivers gazed more at CEVMS than at standard billboards at night; however, in Reading the drivers were equally likely to gaze towards CEVMS or standard billboards in day and night. The results of the study are consistent with research and theory on the control of gaze behavior in natural environments. The demands of the driving task tend to affect the driver's self-regulation of gaze behavior.			
17. Key Words Driver visual behavior, visual environment, billboards, eye tracking system, commercial electronic variable message signs, CEVMS, visual complexity		18. Distribution Statement No restrictions.	
19. Security Classif. (of this report) Unclassified	20. Security Classif. (of this page) Unclassified	21. No. of Pages	22. Price

Form DOT F 1700.7 (8-72)

Reproduction of completed page authorized

SI* (MODERN METRIC) CONVERSION FACTORS				
APPROXIMATE CONVERSIONS TO SI UNITS				
Symbol	When You Know	Multiply By	To Find	Symbol
LENGTH				
in	inches	25.4	millimeters	mm
ft	feet	0.305	meters	m
yd	yards	0.914	meters	m
mi	miles	1.61	kilometers	km
AREA				
in ²	square inches	645.2	square millimeters	mm ²
ft ²	square feet	0.093	square meters	m ²
yd ²	square yard	0.836	square meters	m ²
ac	acres	0.405	hectares	ha
mi ²	square miles	2.59	square kilometers	km ²
VOLUME				
fl oz	fluid ounces	29.57	milliliters	mL
gal	gallons	3.785	liters	L
ft ³	cubic feet	0.028	cubic meters	m ³
yd ³	cubic yards	0.765	cubic meters	m ³
NOTE: volumes greater than 1000 L shall be shown in m ³				
MASS				
oz	ounces	28.35	grams	g
lb	pounds	0.454	kilograms	kg
T	short tons (2000 lb)	0.907	megagrams (or "metric ton")	Mg (or "t")
TEMPERATURE (exact degrees)				
°F	Fahrenheit	5 (F-32)/9 or (F-32)/1.8	Celsius	°C
ILLUMINATION				
fc	foot-candles	10.76	lux	lx
fl	foot-Lamberts	3.426	candela/m ²	cd/m ²
FORCE and PRESSURE or STRESS				
lbf	poundforce	4.45	newtons	N
lbf/in ²	poundforce per square inch	6.89	kilopascals	kPa
APPROXIMATE CONVERSIONS FROM SI UNITS				
Symbol	When You Know	Multiply By	To Find	Symbol
LENGTH				
mm	millimeters	0.039	inches	in
m	meters	3.28	feet	ft
m	meters	1.09	yards	yd
km	kilometers	0.621	miles	mi
AREA				
mm ²	square millimeters	0.0016	square inches	in ²
m ²	square meters	10.764	square feet	ft ²
m ²	square meters	1.195	square yards	yd ²
ha	hectares	2.47	acres	ac
km ²	square kilometers	0.386	square miles	mi ²
VOLUME				
mL	milliliters	0.034	fluid ounces	fl oz
L	liters	0.264	gallons	gal
m ³	cubic meters	35.314	cubic feet	ft ³
m ³	cubic meters	1.307	cubic yards	yd ³
MASS				
g	grams	0.035	ounces	oz
kg	kilograms	2.202	pounds	lb
Mg (or "t")	megagrams (or "metric ton")	1.103	short tons (2000 lb)	T
TEMPERATURE (exact degrees)				
°C	Celsius	1.8C+32	Fahrenheit	°F
ILLUMINATION				
lx	lux	0.0929	foot-candles	fc
cd/m ²	candela/m ²	0.2919	foot-Lamberts	fl
FORCE and PRESSURE or STRESS				
N	newtons	0.225	poundforce	lbf
kPa	kilopascals	0.145	poundforce per square inch	lbf/in ²
*SI is the symbol for the International System of Units. Appropriate rounding should be made to comply with Section 4 of ASTM E380. (Revised March 2003)				

TABLE OF CONTENTS

EXECUTIVE SUMMARY	1
INTRODUCTION	5
BACKGROUND	5
Post-Hoc Crash Studies	5
Field Investigations	6
Laboratory Studies	8
Summary	9
STUDY APPROACH	9
Research Questions	12
EXPERIMENTAL APPROACH	13
EXPERIMENTAL DESIGN OVERVIEW	14
Site Selection	14
READING	16
METHOD	16
Selection of Data Collection Zone Limits	16
Advertising Conditions	16
Photometric Measurement of Signs	19
Visual Complexity	20
Participants	21
Procedures	21
DATA REDUCTION	23
Eye Tracking Measures	23
Other Measures	25
RESULTS	26
Photometric Measurements	26
Visual Complexity	27
Effects of Billboards on Gazes to the Road Ahead	28
Fixations to CEVMS and Standard Billboards	30
Comparison of Gazes to CEVMS and Standard Billboards	36
Observation of Driver Behavior	36
Level of Service	36
DISCUSSION OF READING RESULTS	37
RICHMOND	40
METHOD	40
Selection of DCZ Limits	40
Advertising Type	40
Photometric Measurement of Signs	42
Visual Complexity	42
Participants	43
Procedures	43
DATA REDUCTION	44
Eye Tracking Measures	44

Other Measures _____	44
RESULTS _____	44
Photometric Measurement of Signs _____	44
Visual Complexity _____	45
Effects of Billboards on Gazes to the Road Ahead _____	45
Fixations to CEVMS and Standard Billboards _____	47
Comparison of Gazes to CEVMS and Standard Billboards _____	50
Observation of Driver Behavior _____	51
Level of Service _____	51
DISCUSSION OF RICHMOND RESULTS _____	51
GENERAL DISCUSSION _____	53
CONCLUSIONS _____	53
Do CEVMS attract drivers' attention away from the forward roadway and other driving relevant stimuli? _____	53
Do glances to CEVMS occur that would suggest a decrease in safety? _____	54
Do drivers look at CEVMS more than at standard billboards? _____	54
SUMMARY _____	55
LIMITATIONS OF THE RESEARCH _____	55
REFERENCES _____	57

LIST OF FIGURES

Figure 1. Eye tracking system camera placement. _____	13
Figure 2. FHWA's field research vehicle. _____	14
Figure 3. DCZ with a target CEVMS on a freeway. _____	17
Figure 4. DCZ with a target CEVMS on an arterial. _____	18
Figure 5. DCZ with a target standard billboard on a freeway. _____	18
Figure 6. DCZ with a target standard billboard on an arterial. _____	18
Figure 7. DCZ for the control condition on a freeway. _____	19
Figure 8. DCZ for the control condition on an arterial. _____	19
Figure 9. Screen capture showing static ROIs on a scene video output. _____	23
Figure 10. Mean feature congestion as a function of advertising condition and road type (standard errors for the mean are included in the graph). _____	27
Figure 11. Distribution of fixation duration for CEVMS in the daytime and nighttime. _____	30
Figure 12. Distribution of fixation duration for standard billboards in the daytime and nighttime. _____	31
Figure 13. Distribution of fixation duration for road ahead (i.e., top and bottom road ahead ROIs) in the daytime and nighttime. _____	31
Figure 14. Heat map for the start of a DCZ for a standard billboard at night on an arterial. _____	33
Figure 15. Heat map for the middle of a DCZ for a standard billboard at night on an arterial. _____	33
Figure 16. Heat map near the end of a DCZ for a standard billboard at night on an arterial. _____	33
Figure 17. Heat map for start of a DCZ for a standard billboard at night on a freeway. _____	34
Figure 18. Heat map for middle of a DCZ for a standard billboard at night on a freeway. _____	34
Figure 19. Heat map near the end of a DCZ for a standard billboard at night on a freeway. _____	34
Figure 20. Heat map for the start of a DCZ for a standard billboard in the daytime on a freeway. _____	35
Figure 21. Heat map near the middle of a DCZ for a standard billboard in the daytime on a freeway. _____	35
Figure 22. Heat map near the end of DCZ for standard billboard in the daytime on a freeway. _____	35
Figure 23. Heat map at the end of DCZ for standard billboard in the daytime on a freeway. _____	35
Figure 24. Example of identified salient areas in a road scene based on bottom-up analysis. _____	38
Figure 25. Example of a CEVMS DCZ on a freeway. _____	41
Figure 26. Example of CEVMS DCZ an arterial. _____	41
Figure 27. Example of a standard billboard DCZ on a freeway. _____	41
Figure 28. Example of a standard billboard DCZ on an arterial. _____	42
Figure 29. Example of a control DCZ on a freeway. _____	42
Figure 30. Example of a control DCZ on an arterial. _____	42

Figure 31. Mean feature congestion as a function of advertising condition and road type.	45
Figure 32. Fixation duration for CEVMS in the day and at night.	47
Figure 33. Fixation duration for standard billboards in the day and at night.	48
Figure 34. Fixation duration for the road ahead in the day and at night.	48
Figure 35. Heat map for first fixation to CEVMS with long dwell time.	49
Figure 36. Heat map for later fixations to CEVMS with long dwell time.	50
Figure 37. Heat map at end of fixations to CEVMS with long dwell time.	50

LIST OF TABLES

Table 1. Distribution of CEVMS by roadway classification for various cities. _____	15
Table 2. Inventory of target billboards with relevant parameters. _____	17
Table 3. Summary of luminance (cd/m^2) and contrast (Weber ratio) measurements. _____	27
Table 4. The probability of gazing at the road ahead as a function of advertising condition and road type. _____	28
Table 5. Probability of gazing at ROIs for the three advertising conditions on arterials and freeways. _____	29
Table 6. Level of service as a function of advertising type, road type, and time of day. _____	37
Table 7. Inventory of target billboards in Richmond with relevant parameters. _____	40
Table 8. Summary of luminance (cd/m^2) and contrast (Weber ratio) measurements. _____	44
Table 9. The probability of gazing at the road ahead as a function of advertising condition and road type. _____	46
Table 10. Probability of gazing at ROIs for the three advertising conditions on arterials and freeways. _____	46
Table 11. Estimated level of service as a function of advertising condition, road type, and time of day. _____	51

LIST OF ACRONYMS AND SYMBOLS

CEVMS	Commercial Electronic Variable Message Sign
EB	Empirical Bayes
DCZ	Data Collection Zone
ROI	Region of Interest
LED	Light-Emitting Diode
IR	Infra-Red
CCD	Charge-Coupled Device
MAPPS	Multiple-Analysis of Psychophysical and Performance Signals
GEE	Generalized Estimating Equations
FHWA	Federal Highway Administration
DOT	Department of Transportation

EXECUTIVE SUMMARY

This study examines where drivers look when driving past commercial electronic variable message signs (CEVMS), standard billboards, or no off-premise advertising. The results and conclusions are presented in response to the three research questions listed below:

1. Do CEVMS attract drivers' attention away from the forward roadway and other driving-relevant stimuli?
2. Do glances to CEVMS occur that would suggest a decrease in safety?
3. Do drivers look at CEVMS more than at standard billboards?

This study follows a Federal Highway Administration (FHWA) review of the literature on the possible distracting and safety effects of off-premise advertising and CEVMS in particular. The review considered laboratory studies, driving simulator studies, field research vehicle studies, and crash studies. The published literature indicated that there was no consistent evidence showing a safety or distraction effect due to off-premise advertising. However, the review also enumerated potential limitations in the previous research that may have resulted in the finding of no distraction effects for off-premise advertising. The study team recommended that additional research be conducted using instrumented vehicle research methods with eye tracking technology.

The eyes are constantly moving and they fixate (focus on a specific object or area), perform saccades (eye movements to change the point of fixation), and engage in pursuit movements (track moving objects). It is during fixations that we take in detailed information about the environment. Eye tracking allows one to determine to what degree off-premise advertising may divert attention away from the forward roadway. A finding that areas containing CEVMS result in significantly more gazes to the billboards at a cost of not gazing toward the forward roadway would suggest a potential safety risk. In addition to measuring the degree to which CEVMS may distract from the forward roadway, an eye tracking device would allow an examination of the duration of fixations and dwell times (multiple sequential fixations) to CEVMS and standard billboards. Previous research conducted by the National Highway Traffic Safety Administration (NHTSA) led to the conclusion that taking your eyes off the road for 2 seconds or more presents a safety risk. Measuring fixations and dwell times to CEVMS and standard billboards would also allow a determination as to the degree to which these advertising signs lead to potentially unsafe gaze behavior.

Most of the literature concerning eye gaze behavior in dynamic environments suggests that task demands tend to override visual salience (an object that stands out because of its physical properties) in determining attention allocation. When extended to driving, it would be expected that visual attention will be directed toward task-relevant areas and objects (e.g., the roadway, other vehicles, speed limit signs) and that other salient objects, such as billboards, would not necessarily capture attention. However, driving is a somewhat automatic process and conditions generally do not require constant, undivided attention. As a result, salient stimuli, such as CEVMS, might capture driver attention and produce an unwanted increase in driver distraction. The present study addresses this concern.

This study used an instrumented vehicle with an eye tracking system to measure where drivers were looking when driving past CEVMS and standard billboards. The CEVMS and standard billboards were measured with respect to luminance, location, size, and other relevant variables to characterize these visual stimuli extensively. Unlike previous studies on digital billboards, the present study examined CEVMS as deployed in two United States cities. These billboards did not contain dynamic video or other dynamic elements, but changed content approximately every 8 to 10 seconds. The eye tracking system had nearly a 2-degree level of resolution that provided significantly more accuracy in determining what objects the drivers were looking at compared to an earlier naturalistic driving study. This study assessed two data collection efforts that employed the same methodology in two cities.

In each city, the study examined eye glance behavior to four CEVMS, two on arterials and two on freeways. There were an equal number of signs on the left and right side of the road for arterials and freeways. The standard billboards were selected for comparison with CEVMS such that one standard billboard environment matched as closely as possible that of each of the CEVMS. Two control locations were selected that did not contain off-premise advertising, one on an arterial and the other on a freeway. This resulted in 10 data collection zones in each city that were approximately 1,000 feet in length (the distance from the start of the data collection zone to the point that the CEVMS or standard billboard disappeared from the data collection video).

In Reading, Pennsylvania, 14 participants drove at night and 17 drove during the day. In Richmond, Virginia, 10 participants drove at night and 14 drove during the day. Calibration of the eye tracking system, practice drive, and the data collection drive took approximately 2 hours per participant to accomplish.

The following is a summary of the study results and conclusions presented in reference to the three research questions the study aimed to address.

Do CEVMS attract drivers' attention away from the forward roadway and other driving relevant stimuli?

- On average, the drivers in this study devoted between 73 and 85 percent of their visual attention to the road ahead for both CEVMS and standard billboards. This range is consistent with earlier field research studies. In the present study, the presence of CEVMS did not appear to be related to a decrease in looking toward the road ahead.

Do glances to CEVMS occur that would suggest a decrease in safety?

- The average fixation duration to CEVMS was 379 ms and to standard billboards it was 335 ms across the two cities. The average fixation durations to CEVMS and standard billboards were similar to the average fixation duration to the road ahead.
- The longest fixation to a CEVMS was 1,335 ms and to a standard billboard it was 1,284 ms. The current widely accepted threshold for durations of glances away from the road ahead that result in higher crash risk is 2,000 ms. This value comes from a NHTSA

naturalistic driving study that showed a significant increase in crash odds when glances away from the road ahead were 2,000 ms or longer.

- Four dwell times (aggregate of consecutive fixations to the same object) greater than 2,000 ms were observed across the two studies. Three were to standard billboards and one was to a CEVMS. The long dwell time to the CEVMS occurred in the daytime to a billboard viewable from a freeway. Review of the video data for these four long dwell times showed that the signs were not far from the forward view while participant's gaze dwelled on them. Therefore, the drivers still had access to information about what was in front of them through peripheral vision.
- The results did not provide evidence indicating that CEVMS, as deployed and tested in the two selected cities, were associated with unacceptably long glances away from the road. When dwell times longer than the currently accepted threshold of 2,000 ms occurred, the road ahead was still in the driver's field of view. This was the case for both CEVMS and standard billboards.

Do drivers look at CEVMS more than at standard billboards?

- When comparing the probability of a gaze at a CEVMS versus a standard billboard, the drivers in this study were generally more likely to gaze at CEVMS than at standard billboards. However, some variability occurred between the two locations and between the types of roadway (arterial or freeway).
- In Reading, when considering the proportion of time spent looking at billboards, the participants looked more often at CEVMS than at standard billboards when on arterials (63 percent to CEVMS and 37 percent to a standard billboard), whereas they looked more often at standard billboards when on freeways (33 percent to CEVMS and 67 percent to a standard billboard). In Richmond, the drivers looked at CEVMS more than standard billboards no matter the type of road they were on, but as in Reading, the preference for gazing at CEVMS was greater on arterials (68 percent to CEVMS and 32 percent to standard billboards) than on freeways (55 percent to CEVMS and 45 percent to standard billboards). When a gaze was to an off-premise advertising sign, the drivers were generally more likely to gaze at a CEVMS than at a standard billboard.
- In Richmond, the drivers showed a preference for gazing at CEVMS versus standard billboards at night, but in Reading the time of day did not affect gaze behavior. In Richmond, drivers gazed at CEVMS 71 percent and at standard billboards 29 percent at night. On the other hand, in the day the drivers gazed at CEVMS 52 percent and at standard billboards 48 percent.
- In Reading, the average gaze dwell time for CEVMS was 981 ms and for standard billboards it was 1,386 ms. The difference in these average dwell times was not statistically significant. In contrast, the average dwell times to CEVMS and standard billboards were significantly different in Richmond (1,096 ms and 674 ms, respectively).

The present data suggest that the drivers in this study directed the majority of their visual attention to areas of the roadway that were relevant to the task at hand (e.g., the driving task). Furthermore, it is possible, and likely, that in the time that the drivers looked away from the forward roadway, they may have elected to glance at other objects in the surrounding environment (in the absence of billboards) that were not relevant to the driving task. When billboards were present, the drivers in this study sometimes looked at them, but not such that overall attention to the forward roadway decreased.

It also should be noted that, like other studies in the available literature, this study adds to the knowledge base on the issues examined, but does not present definitive answers to the research questions investigated.

INTRODUCTION

“The primary responsibility of the driver is to operate a motor vehicle safely. The task of driving requires full attention and focus. Drivers should resist engaging in any activity that takes their eyes and attention off of the road for more than a couple of seconds. In some circumstances even a second or two can make all the difference in a driver being able to avoid a crash.” – US Department of Transportation⁽¹⁾

The advent of electronic billboard technologies, in particular the digital Light-Emitting Diode (LED) billboard, has prompted a reevaluation of regulations for controlling outdoor advertising. An attractive quality of these LED billboards, which are hereafter referred to as Commercial Electronic Variable Message Signs (CEVMS), is that advertisements can change almost instantly. Furthermore, outdoor advertising companies can make these changes from a central remote office. Of concern is whether or not CEVMS may attract drivers' attention away from the primary task (driving) in a way that compromises safety.

The current Federal Highway Administration (FHWA) guidance recommends that CEVMS should not change content more frequently than once every 8 seconds.⁽²⁾ However, according to Scenic America, the basis of the safety concern is that the “...distinguishing trait...” of a CEVMS “... is that it can vary while a driver watches it, in a setting in which that variation is likely to attract the drivers' attention away from the roadway.”⁽³⁾ This study was conducted to provide the FHWA with data to determine if CEVMS capture visual attention differently than standard off-premise advertising billboards.

BACKGROUND

A 2009 review of the literature by Molino et al. for the FHWA failed to find convincing empirical evidence that CEVMS, as currently implemented, constitutes a safety risk greater than that of conventional vinyl billboards.⁽⁴⁾ A great deal of work has been focused in this area, but the findings of these studies have been mixed.^(4,5) A summary of the key past findings is presented here, but the reader is referred to Molino et al. for a comprehensive review of studies prior to 2008.⁽⁴⁾

Post-Hoc Crash Studies

Post-hoc crash studies use reviews of police traffic collision reports or statistical summaries of such reports in an effort to understand the causes of crashes that have taken place in the vicinity of some change to the roadside environment. In the present case, the change of concern is the introduction of CEVMS to the roadside or the replacement of conventional billboards with CEVMS.

The literature review conducted by Molino et al. did not find compelling evidence for a distraction effect attributable to CEVMS.⁽⁴⁾ The authors concluded that all post-hoc crash studies are subject to certain weaknesses, most of which are difficult to overcome. For example, the vast majority of crashes are never reported to police; thus, such studies are likely to underreport crashes. Also, when crashes are caused by factors such as driver distraction or inattention, the involved driver may be unwilling or unable to report these factors to a police investigator.

Another weakness is that police, under time pressure, are rarely able to investigate the true root causes of crashes unless they involve serious injury, death, or extensive property damage. Furthermore, to have confidence in the results, such studies need to collect comparable data before and after the change, and, in the after phase, at equivalent but unaffected roadway sections. Since crashes are infrequent events, data collection needs to span extended periods of time both before and after introduction of the change. Few studies are able to obtain such extensive data.

Two recent studies by Tantala and Tantala examined the relationship between the presence of CEVMS and crash statistics in Richmond, Virginia, and Reading, Pennsylvania.^(6,7) For the Richmond area, 7 years of crash data at 10 locations with CEVMS were included in the analyses. The study used a before-after methodology where most sites originally contained vinyl billboards (before) that were converted to CEVMS (after). The quantity of crash data was not the same for all locations and ranged from 1 year before/after to 3 years before/after. The study employed the Empirical Bayes (EB) method to analyze the data.⁽⁸⁾ The results indicated that the total number of crashes observed was consistent with what would be statistically expected with or without the introduction of CEVMS. The analysis approach for Reading locations was much the same as for Richmond other than there were 20 rather than 10 CEVMS and 8 years of crash statistics. The EB method showed results for Reading that were very similar to those of Richmond.

The studies by Tantala and Tantala appear to address many of the concerns from Molino et al. regarding the weaknesses and issues associated with crash studies.^(4,6,7) For example, they include crash comparisons for locations within multiple distances of each CEVMS to address concerns about the visual range used in previous analyses. They used EB analysis techniques to correct for regression-to-mean bias. Also, the EB method would better reflect crash rate changes due to changes in average daily traffic and the interactions of these with the roadway features that were coded in the model. The studies followed approaches that are commonly used in post-hoc crash studies, though the results would have been strengthened by including before-after results for non-CEVMS locations as a control group.

Field Investigations

Field investigations include unobtrusive observation, naturalistic driving studies, on-road instrumented vehicle investigations, test track experiments, driver interviews, surveys, and questionnaires. The following focuses on relevant studies that employed naturalistic driving and on-road instrumented vehicle research methods.

Lee, McElheny, and Gibbons undertook an on-road instrumented vehicle study on Interstate and local roads near Cleveland, Ohio.⁽⁹⁾ The study looked at driver glance behavior in the vicinity of digital billboards, conventional billboards, comparison sites (sites with buildings and other signs, including digital signs), and control sites (those without similar signage). The results showed that there were no differences in the overall glance patterns (percent eyes-on-road and overall number of glances) between the different sites. Drivers also did not glance more frequently in the direction of digital billboards than in the direction of other event types (conventional billboards, comparison events, and baseline events) but drivers did take longer glances in the direction of digital billboards and comparison sites than in the direction of conventional billboards and baseline sites. However, the mean glance length toward the digital billboards was less than

1,000 ms. It is important to note that this study employed a video-based approach for examining drivers' visual behavior, which has an accuracy of no better than 20 degrees.⁽¹⁰⁾ While this technique is likely to be effective in assessing gross eye movements and looks that are away from the road ahead, it may not have sufficient resolution to discriminate what specific object the driver is looking at outside of the vehicle.

Beijer, Smiley, and Eizenman evaluated driver glances toward four different types of roadside advertising signs on roads in the Toronto, Canada, area.⁽¹¹⁾ The four types of signs were: (a) billboard signs with static advertisements; (b) billboard advertisements placed on vertical rollers that could rotate to show one of three advertisements in succession; (c) scrolling text signs with a minor active component, which usually consisted of a small strip of lights that formed words scrolling across the screen or, in some cases, a larger area capable of displaying text but not video; and (d) signs with video images that had a color screen capable of displaying both moving text and moving images. The study employed an on-road instrumented vehicle with a head-mounted eye tracking device. The researchers found no significant differences in average glance duration or the maximum glance duration for the various sign types; however, the number of glances was significantly lower for billboard signs than for the roller bar, scrolling text, and video signs.

Smiley, Smahel, and Eizenman conducted a field driving study that employed an eye tracking system that recorded drivers' eye movements as participants drove past video signs located at three downtown intersections and along an urban expressway.⁽¹²⁾ The study route included static billboards and video advertising. The results of the study showed that on average 76 percent of glances were to the road ahead. Glances at advertising, including static billboards and video signs, constituted 1.2 percent of total glances. The mean glance durations for advertising signs were between 500 ms and 750 ms, although there were a few glances of about 1,400 ms in duration. Video signs were not more likely than static commercial signs to be looked at when headways were short; in fact, the reverse was the case. Furthermore, the number of glances per individual video sign was small, and statistically significant differences in looking behavior were not found.

Kettwich, Kartsen, Klinger, and Lemmer conducted a field study where drivers' gaze behavior was measured with an eye tracking system.⁽¹³⁾ Sixteen participants drove an 11.5 mile (18.5 km) route comprised of highways, arterial roads, main roads, and one-way streets in Karlsruhe, Germany. The route contained advertising pillars, event posters, company logos, and video screens. Mean gaze duration for the four types of advertising was computed for periods when the vehicle was in motion and when it was stopped. Gaze duration while driving for all types of advertisements was under 1,000 ms. On the other hand, while the vehicle was stopped, the mean gaze duration for video screen advertisements was 2,750 ms. The study showed a significant difference between gaze duration while driving and while stationary: gaze duration was affected by the task at hand. That is, drivers tended to gaze longer while the car was stopped and there were few driving task demands.

The previously mentioned studies estimated the duration of glances to advertising and computed mean values of less than 1,000 ms. Klauer et al., in his analysis of the 100-Car Naturalistic Driving Study, concluded that glances away from the roadway for any purpose lasting more than 2,000 ms increase near-crash/crash risk by at least two times that of normal, baseline driving.⁽¹⁴⁾

Klauer et al. also indicated that short, brief glances away from the forward roadway for the purpose of scanning the driving environment are safe and actually decrease near-crash/crash risk.⁽¹⁴⁾ Using devices in a vehicle that draw visual attention away from the forward roadway for more than 2,000 ms (e.g., texting) is incompatible with safe driving. However, for external stimuli, especially those near the roadway, the evaluation of eye glances with respect to safety is less clear since peripheral vision would allow the driver to still have visual access to the forward roadway.

Laboratory Studies

Laboratory investigations related to roadway safety can be classified into several categories: driving simulations, non-driving-simulator laboratory testing, and focus groups. The review of relevant laboratory studies by Molino et al. did not show conclusive evidence regarding the distracting effects of CEVMS.⁽⁴⁾ Moreover, the authors concluded that present driving simulators do not have sufficient visual dynamic range, image resolution, and contrast ratio capability to produce the compelling visual effect of a bright, photo-realistic LED-based CEVMS against a natural background scene. The following is a discussion of a driving simulator study conducted after the publication of Molino et al.⁽⁴⁾ The study focused on the effects of advertising on driver visual behavior.

Chattington, Reed, Basacik, Flint, and Parkes conducted a driving simulator study in the United Kingdom (UK) to evaluate the effects of static and video advertising on driver glance behavior.⁽¹⁵⁾ The researchers examined the effects of advertisement position relative to the road (left, right, center on an overhead gantry, and in all three locations simultaneously), type of advertisement (static or video), and exposure duration of the advertisement. (The paper does not provide these durations in terms of time or distance. The exposure duration had to do with the amount of time or distance that the sign would be visible to the driver.) For the advertisements presented on the left side of the road (recall that drivers travel in the left lane in the UK), mean glance durations for static and video advertisements were significantly longer (approximately 650 to 750 ms) when drivers experienced long advertisement exposure as opposed to medium and short exposures. Drivers looked more at video advertisements (about 2 percent on average of the total duration recorded) than at static advertisements (about 0.75 percent on average). In addition, the location of the advertisements had an effect on glance behavior. When advertisements were located in the center of the road or in all three positions simultaneously, the glance durations were about 1,000 ms and were significantly longer than for signs placed on the right or left side of the road. For advertisements placed on the left side of the road, there was a significant difference in glance duration between static (about 400 ms) and video (about 800 ms). Advertisement position also had an effect on the proportion of time that a driver spent looking at an advertisement. The percentage of time looking at advertisements was greatest when signs were placed in all three locations, followed by center location signs, then the left location signs, and finally the right location signs. Drivers looked more at the video advertisements relative to the static advertisements when they were placed in all three locations, placed on the left, and placed on the right side of the road. The center placement did not show a significant difference in percent of time spent looking between static and video.

Summary

The results from these key studies offer some insight into whether CEVMS pose a visual distraction threat. However, these same studies also reveal some inconsistent findings and potential methodological issues that are addressed in the current study. The studies conducted by Smiley et al. showed drivers glanced forward at the roadway about 76 percent of the time in the presence of video and dynamic signs where a few long glances of approximately 1,400 ms were observed.⁽¹²⁾ However, the video and dynamic signs used in these studies portray moving objects that are not present in CEVMS as deployed in the United States. In another field study employing eye tracking, Kettwich et al. found that gaze duration while driving for all types of advertisements that they evaluated was less than 1,000 ms; however, when the vehicle was stopped, mean gaze duration for advertising was as high as 2,750 ms.⁽¹⁶⁾ Collectively, these studies did not demonstrate that the advertising signs detracted from drivers' glances forward at the roadway in a substantive manner while the vehicle was moving.

In contrast, the simulator study by Chattington et al. demonstrated that dynamic signs showing moving video or other dynamic elements may draw attention away from the roadway.⁽¹⁵⁾ Furthermore, the location of the advertising sign on the road is an important factor in drawing drivers' visual attention. Advertisements with moving video placed in the center of the roadway on an overhead gantry or in all three positions (right, left, and in the center) simultaneously are very likely to draw glances from drivers.

Finally, in a study that examined CEVMS as deployed in the United States, Lee et al. did not show any significant effects of CEVMS on driver glance behavior.⁽⁹⁾ However, the methodology that was used likely did not employ sufficient sensitivity to determine at what specific object in the environment a driver was looking.

None of these studies combined all necessary factors to address the current CEVMS situation in the United States. Those studies that used eye tracking on real roads had animated and video-based signs, which are not reflective of current off-premise CEVMS practice in the United States.

STUDY APPROACH

Based on an extensive review of the literature, Molino et al. concluded that the most effective method to use in an evaluation of the effects of CEVMS on driver visual behavior was the instrumented field vehicle method that incorporated an eye tracking system.⁽⁴⁾ The present study employed such an instrumented field vehicle with an eye tracking system and examined the degree to which CEVMS attract drivers' attention away from the forward roadway.

The following presents a brief overview and discussion of studies using eye tracking methodology with complex visual stimuli, especially in natural environments (walking, driving, etc.). The review by Molino et al. recommended the use of this type of technology and method; however, a discussion laying out technical and theoretical issues underlying the use of eye tracking methods was not presented.⁽⁴⁾ This background is important for the interpretation of the results of the studies conducted here.

Standard and digital billboards are often salient stimuli in the driving environment, which may make them conspicuous. Cole and Hughes define attention conspicuity as the extent to which a stimulus is sufficiently prominent in the driving environment to capture attention. Further, Cole and Hughes state that attention conspicuity is a function of size, color, brightness, contrast relative to surroundings, and dynamic components such as movement and change.⁽¹⁷⁾ It is clear that under certain circumstances image salience or conspicuity can provide a good explanation of how humans orient their attention.

At any given moment a large number of stimuli reach our senses, but only a limited number of them are selected for further processing. In general, attention can be focused on a stimulus because it is important for achieving some goal, or because the properties of the stimulus can attract the attention of the observer independent of their intentions (e.g., a car horn may elicit an orienting response). When the focus of attention is goal directed, it is referred to as top-down. When the focus of attention is principally a function of stimulus attributes, it is referred to as bottom-up.⁽¹⁸⁾

In general, billboards (either standard or CEVMS) are not relevant to the driving task but are presumably designed to be salient stimuli in the environment where they may draw a driver's attention. The question is to what degree CEVMS draw a driver's attention away from driving-relevant stimuli (e.g., road ahead, mirrors, and speedometer) and is this different from a standard billboard? In his review of the literature Wachtel leads one to consider CEVMS as stimuli in the environment where attention to them would be drawn in a bottom-up manner; that is, the salience of the billboards would make them stand out relative to other stimuli in the environment and drivers would reflexively look at these signs.⁽¹⁹⁾ Wachtel's conclusions were in reference to research by Theeuwes who employed simple letter stimulus arrays in a laboratory task.⁽²⁰⁾ Research using simple visual stimuli in a laboratory environment are very useful for testing different theories of perception, but often lack direct application to tasks such as driving. The following discusses research using complex visual stimuli and tasks that are more relevant to natural vision as experienced in the driving task.

A recent review of stimulus salience and eye guidance by Tatler et al. shows that most of the evidence for the capture of attention by the conspicuity of stimuli comes from research in which the stimulus is a simple visual search array or in which the target is uniquely defined by simple visual features.⁽²¹⁾ In other words, these are laboratory studies that use letters, arrays of letters, or simple geometric patterns as the stimuli. Pure salience-based models are capable of predicting eye movement endpoint in simple displays, but are less successful for more complex scenes that contain task-relevant and task-irrelevant salient areas.^(22,23)

Research by Henderson et al. using photographs of actual scenes showed that subjects looked at non-salient scene regions containing a search target and rarely looked at salient non-task-relevant regions of the scenes.⁽²⁴⁾ Salience of the stimulus alone was not a good predictor of where participants looked. Additional research by Henderson using photographs of real world scenes also showed that subjects fixated on regions of the pictures that provided task-relevant information rather than visually salient regions with no task-relevant information. However, Henderson acknowledges that static pictures have many shortcomings when used as surrogates for real environments.⁽²⁵⁾

Land's review of eye movements in dynamic environments concluded that the eyes are proactive and typically seek out information required in the second before each new activity commences.⁽²⁶⁾ Specific tasks (e.g., driving) have characteristic but flexible patterns of eye movement that accompany them, and these patterns are similar between individuals. Land concluded that the eyes rarely visit objects that are irrelevant to the task, and the conspicuity of objects is less important than the objects' roles in the task. In a subsequent review of eye movement and natural behavior, Land concluded that in a task that requires fixation on a sequence of specific objects, the capture of gaze by irrelevant salient objects would, in general, be an obtrusive nuisance.⁽²²⁾

The literature examining gaze control under natural behavior suggests that it is principally top-down driven, or intentional.^(24,25,26,22,21,27) However, top-down processing does not explain all gaze control or eye movements. For example, imagine driving down a two-lane country road and a deer jumps into the road. It is most likely that you will attend and react to this deer. Unplanned or unexpected stimuli capture our attention as we engage in complex natural tasks. Research by Jovancevic-Misic and Hayhoe showed that human gaze patterns are sensitive to the probabilistic nature of the environment.⁽²⁸⁾ In this study, participants' eye movement behavior was observed while walking among other pedestrians. The other pedestrians were confederates and were either safe, risky, or rogue pedestrians. When the study began, the risky pedestrian took a collision course with the participant 50 percent of the time, and the rogue pedestrian always assumed a collision course as he approached the participant, whereas the safe pedestrian never took a collision course. Midway through the study the rogue and safe pedestrians exchanged roles but the risky pedestrian role remained the same. The participants were not informed about the behavior of the other pedestrians. Participants were asked to follow a circular path for several laps and to avoid other pedestrians. The study showed that the participants modified their gaze behavior in response to the change in the other pedestrians' behavior. Jovancevic-Misic concluded that participants learned new priorities for gaze allocation within a few encounters and looked both sooner and longer at potentially dangerous pedestrians.⁽²⁸⁾

Gaze behavior in natural environments is affected by expectations that are derived through long-term learning. Using a virtual driving environment, Shinoda et al. asked participants to look for stop signs while driving an urban route.⁽²⁹⁾ Approximately 45 percent of the fixations fell in the general area of intersections during the simulated drive, and participants were more likely to detect stop signs placed near intersections than those placed in the middle of a block. Over time, drivers have learned that stop signs are more likely to appear near intersections and, as a result, drivers prioritize their allocation of gazes to these areas of the roadway.

The Tatler et al. review of the literature concludes that in natural vision, a consistent set of principles underlies eye guidance. These principles include relevance or reward potential, uncertainty about the state of the environment, and learned models of the environment.⁽²¹⁾ Salience of environmental stimuli alone typically does not explain most eye gaze behavior in naturalistic environments.

In sum, most of the literature concerning eye gaze behavior in dynamic environments suggests that task demands tend to override visual salience in determining attention allocation. When extended to driving, it would be expected that visual attention will be directed toward task-relevant areas and objects (e.g., the roadway, other vehicles, speed limit signs, etc.) and other

salient objects, such as billboards, will not necessarily capture attention. However, driving is a somewhat automatic process and conditions generally do not require constant undivided attention. As a result, salient stimuli, such as CEVMS, might capture driver attention and provide an unwarranted increase in driver distraction. The present study addresses this concern.

Research Questions

The present research evaluated the effects of CEVMS on driver visual behavior under actual roadway conditions in the daytime and at night. Roads containing CEVMS, standard billboards, and areas not containing off-premise advertising were selected. The CEVMS and standard billboards were measured with respect to luminance, location, size, and other relevant visual characteristics. The present study examined CEVMS as deployed in two United States cities. Unlike previous studies, the signs did not contain dynamic video or other dynamic elements. In addition, the eye tracking system used in this study has approximately a 2-degree level of resolution. This provided significantly more accuracy in determining what objects the drivers were looking at than in previous on-road studies examining looking behavior (recall that Lee et al. used video recordings of drivers' faces that, at best, examined gross eye movements).⁽⁹⁾

Two studies are reported. Each study was conducted in a different city. The two studies employed the same methodology. The studies' primary research questions were:

1. Do CEVMS attract drivers' attention away from the forward roadway and other driving relevant stimuli?
2. Do glances to CEVMS occur that would suggest a decrease in safety?
3. Do drivers look at CEVMS more than at standard billboards?

EXPERIMENTAL APPROACH

The study used a field research vehicle equipped with a non-intrusive eye tracking system. The vehicle was a 2007 Jeep® Grand Cherokee Sport Utility Vehicle. The eye tracking system used (SmartEye® vehicle-mounted infrared (IR) eye-movement measuring system) is shown in figure 1.⁽³⁰⁾ The system consists of two IR light sources and three face cameras mounted on the dashboard of the vehicle. The cameras and light sources are small in size, and are not attached to the driver in any manner. The face cameras are synchronized to the IR light sources and are used to determine the head position and gaze direction of the driver.



Figure 1. Eye tracking system camera placement.

As a part of this eye tracking system, the vehicle was outfitted with a three-camera panoramic scene monitoring system for capturing the forward driving scene. The scene cameras were mounted on the roof of the vehicle directly above the driver's head position. The three cameras together provided an 80-degree wide by 40-degree high field of forward view. The scene cameras captured the forward view area available to the driver through the left side of the windshield and a portion of the right side of the windshield. The area visible to the driver through the rightmost area of the windshield was not captured by the scene cameras.

The vehicle was also outfitted with equipment to record GPS position, vehicle speed, and vehicle acceleration. The equipment also recorded events entered by an experimenter and synchronized those events with the eye tracking and vehicle data. The research vehicle is pictured in figure 2.



Figure 2. FHWA's field research vehicle.

EXPERIMENTAL DESIGN OVERVIEW

The approach entailed the use of the instrumented vehicle in which drivers navigated routes in cities that presented CEVMS and standard billboards as well as areas without off-premise advertising. The participants were instructed to drive the routes as they normally would. The drivers were not informed that the study was about outdoor advertising, but rather that it was about examining drivers' glance behavior as they followed route guidance directions.

Site Selection

More than 40 cities were evaluated in the selection of the test sites. Locations with CEVMS displays were identified using a variety of resources that included State department of transportation contacts, advertising company Web sites, and a popular geographic information system. A matrix was developed that listed the number of CEVMS in each city. For each site, the number of CEVMS along limited access and arterial roadways was determined.

One criterion for site selection was whether the location had practical routes that pass by a number of CEVMS as well as standard off-premise billboards and could be driven in about 30 minutes. Other considerations included access to vehicle maintenance personnel/facilities, proximity to research facilities, and ease of participant recruitment. Two cities were selected: Reading, and Richmond.

Table 1 presents the 16 cities that were included on the final list of potential study sites.

Table 1. Distribution of CEVMS by roadway classification for various cities.

<i>State</i>	<i>Area</i>	<i>Limited Access</i>	<i>Arterial</i>	<i>Other ⁽¹⁾</i>	<i>Total</i>
VA	Richmond	4	7	0	11
PA	Reading	7	11	0	18
VA	Roanoke	0	11	0	11
PA	Pittsburgh	0	0	15	15
TX	San Antonio	7	2	6	15
WI	Milwaukee	14	2	0	16
AZ	Phoenix	10	6	0	16
MN	St. Paul/Minneapolis	8	5	3	16
TN	Nashville	7	10	0	17
FL	Tampa-St. Petersburg	7	11	0	18
NM	Albuquerque	0	19	1	20
PA	Scranton-Wilkes Barre	7	14	1	22
OH	Columbus	1	22	0	23
GA	Atlanta	13	11	0	24
IL	Chicago	22	2	1	25
CA	Los Angeles	3	71	4	78

(1) Other includes roadways classified as both limited access and arterial or instances where the road classification was unknown. *Source:* www.lamar.com and www.clearchannel.com

In both test cities, the following independent variables were evaluated:

- **The type of advertising.** This included CEVMS, standard billboards, and no off-premise advertising. (It should be noted that in areas with no off-premise advertising, it was still possible to encounter on-premise advertising; e.g., for gas stations, restaurants, and other miscellaneous stores and shops.)
- **Time of day.** This included driving in the daytime and at night.
- **The functional class of roadways in which off-premise advertising signs were located.** Roads were classified as either freeway or arterial. It was observed that the different road classes were correlated with the presence of other visual information that could affect the driver's glance behavior. For example, the visual environment on arterials may be more complex or cluttered than on freeways because of the close proximity of buildings, driveways, and on-premise advertising, etc.

READING

The first on-road study was conducted in Reading. This study examined the type of advertising (CEVMS, standard billboard, or no off-premise advertising), time of day (day or night) and road type (freeway or arterial) as independent variables. Eye tracking was used to assess where participants gazed and for how long while driving. The luminance and contrast of the advertising signs were measured to characterize the billboards in the current study.

METHOD

Selection of Data Collection Zone Limits

Data collection zones (DCZ) were defined on the routes that participants drove where detailed analyses of the eye tracking data were planned. The DCZ were identified that contained a CEVMS, a standard billboard, or no off-premise advertising.

The rationale for selecting the DCZ limits took into account the geometry of the roadway (e.g., road curvature or obstructions that blocked view of billboards) and the capabilities of the eye tracking system (2 degrees of resolution). At a distance of 960 ft (292.61 m), the average billboard in Reading was 12.8 ft (3.90 m) by 36.9 ft (11.25 m) and would subtend a horizontal visual angle of 2.20 degrees and a vertical visual angle of 0.76 degrees, and thus glances to the billboard would just be resolvable by an eye tracking system with 2 degrees of accuracy. Therefore 960 ft was chosen as the maximum distance from billboards at which a DCZ would begin. If the target billboard was not visible from 960 ft (292.61 m) due to roadway geometry or other visual obstructions, such as trees or an overpass, the DCZ was shortened to a distance that prevented these objects from interfering with the driver's vision of the billboard. In DCZs with target off-premise billboards, the end of the DCZ was marked when the target billboard left the view of the scene camera. If the area contained no off-premise advertising, the end of the DCZ was defined by a physical landmark leaving the view of the eye tracking systems' scene camera.

Table 2 shows the data collection zone limits used in this study.

Advertising Conditions

The type of advertising present in DCZs was examined as an independent variable. DCZs fell into one of the following categories, which are listed in the second column of table 2:

- **CEVMS.** These were DCZs that contained one target CEVMS. Two CEVMS DCZs were located on freeways and two were located on arterials. Figure 3 and figure 4 show examples of CEVMS DCZs with the CEVMS highlighted in the pictures.
- **Standard billboard.** These were DCZs that contained one target standard billboard. Two standard billboard DCZs were located on freeways and two were located on arterials. Figure 5 and figure 6 show examples of standard billboard DCZs; the standard billboards are highlighted in the pictures.

- **No off-premise advertising conditions.** These DCZs contained no off-premise advertising. One of these DCZs was on a freeway (see figure 7) and the other was on an arterial (see figure 8).

Table 2. Inventory of target billboards with relevant parameters.

DCZ	Advertising Type	Copy Dimensions (ft)	Side of Road	Setback from Road (ft)	Other Standard Billboards	Approach Length (ft)	Type of Roadway
1	CONTROL	N/A	N/A	N/A	N/A	786	Freeway
6	CONTROL	N/A	N/A	N/A	N/A	308	Arterial
3	CEVMS	10'6" x 22'9"	L	12	0	375	Arterial
5	CEVMS	14'0" x 48'0"	L	133	1	853	Freeway
9	CEVMS	10'6" x 22'9"	R	43	0	537	Arterial
10	CEVMS	14'0" x 48'0"	R	133	1	991	Freeway
2	Standard	14'0" x 48'0"	L	20	0	644	Arterial
7	Standard	14'0" x 48'0"	R	35	1	774	Freeway
8	Standard	10'6" x 22'9"	R	40	1	833	Arterial
4	Standard	14'0" x 48'0"	L	10	0	770	Freeway

**N/A indicates that there were no off-premise advertising in these areas and these values are undefined.*



Figure 3. DCZ with a target CEVMS on a freeway.



Figure 4. DCZ with a target CEVMS on an arterial.



Figure 5. DCZ with a target standard billboard on a freeway.



Figure 6. DCZ with a target standard billboard on an arterial.



Figure 7. DCZ for the control condition on a freeway.



Figure 8. DCZ for the control condition on an arterial.

Photometric Measurement of Signs

Two primary metrics were used to describe the photometric characteristics of a sample of the CEVMS and standard billboards present at each location: luminance (cd/m^2) and contrast (Weber contrast ratio).

Photometric Equipment

Luminance was measured with a Radiant Imaging ProMetric 1600 Charge-Coupled Device (CCD) photometer with both a 50 mm and a 300 mm lenses. The CCD photometer provided a method of capturing the luminance of an entire scene at one time.

The photometric sensors were mounted in a vehicle of similar size to the eye tracking research vehicle. The photometer was located in the experimental vehicle as close to the driver's position as possible and was connected to a laptop computer that stored data as the images were acquired.

Measurement Methodology

Images of the billboards were acquired using the photometer manufacturer's software. The software provided the mean luminance of each billboard message. To prevent overexposure of

images in daylight, neutral density filters were manually affixed to the photometer lens and the luminance values were scaled appropriately. Standard billboards were typically measured only once; however, for CEVMS multiple measures were taken to account for changing content.

Photometric measurements were taken during day and night. Measurements were taken by centering the billboard in the photometer's field of view with approximately the equivalent of the width of the billboard on each side and the equivalent of the billboard height above and below the sign. The areas outside of the billboards were included to enable contrast calculations.

Standard billboards were assessed at a mean distance of 284 ft (ranging from 570 ft to 43 ft). The CEVMS were assessed at a mean distance of 479 ft (ranging from 972 ft to 220 ft). To include the background regions of appropriate size, the close measurement distances required the use of the 50 mm lens whereas measurements made from longer distances required the 300 mm lens. A significant determinant of the measurement locations was the availability of accessible and safe places from which to measure.

The Weber contrast ratio was used because it characterizes a billboard as having negative or positive contrast when compared to its background area.⁽³¹⁾ A negative contrast indicates the background areas have a higher mean luminance than the target billboard. A positive contrast indicates the target billboard has a higher mean luminance than the background. Overall, the absolute value of a contrast ratio simply indicates a difference in luminance between an item and its background. From a perceptual perspective luminance and contrast are directly related to the perception of brightness. For example, two signs with equal luminance may be perceived differently with respect to brightness because of differences in contrast.

Visual Complexity

Regan, Young, Lee and Gordon presented a taxonomic description of the various sources of driver distraction.⁽³²⁾ Potential sources of distraction were discussed in terms of: things brought into the vehicle; vehicle systems; vehicle occupants; moving objects or animals in the vehicle; internalized activity; and external objects, events, or activities. The external objects may include buildings, construction zones, billboards, road signs, vehicles, and so on. Focusing on the potential for information outside the vehicle to attract (or distract) the driver's attention, Horberry and Edquist developed a taxonomy for out-of-the-vehicle visual information. This suggested taxonomy includes four groupings of visual information: built roadway, situational entities, natural environment, and built environment.⁽³³⁾ These two taxonomies provide an organizational structure for conducting research; however, they do not currently provide a systematic or quantitative way of classifying the level of clutter or visual complexity present in a visual scene.

The method proposed by Rozenholtz, Li, and Nakano provides quantitative and perhaps reliable measures of visual clutter.⁽³⁴⁾ Their approach measures the feature congestion in a visual image. The implementation of the feature congestion measure involves four stages: (1) compute local feature covariance at multiple scales and compute the volume of the local covariance ellipsoid, (2) combine clutter across scale, (3) combine clutter across feature types, and (4) pool over space to get a single measure of clutter for each input image. The implementation that was used employed color, orientation and luminance contrast as features. Presumably, less cluttered

images can be visually coded more efficiently than cluttered images. For example, visual clutter can cause decreased recognition performance and greater difficulty in performing visual search.⁽³⁵⁾

Participants

In the present study participants were recruited at public libraries in the Reading area. A table was set up so that recruiters could discuss the requirements of the experiment with candidates. Individuals who expressed interest in participating were asked to complete a pre-screening form, a record of informed consent, and a department of motor vehicles form consenting to release of their driving record.

All participants were between 18 and 64 years of age and held a valid driver's license. The driving record for each volunteer was evaluated to eliminate drivers with excessive violations. The criteria for excluding drivers were as follows: (a) more than one violation in the preceding year; (b) more than three recorded violations; and (c) any driving while intoxicated violation.

Forty-three individuals were recruited to participate. Of these, five did not complete the drive because the eye tracker could not be calibrated to track their eye movements accurately. Data from an additional seven participants were excluded as the result of equipment failures (e.g., loose camera). In the end, usable data was collected from 31 participants (12 males, $M = 46$ years; 19 females, $M = 47$ years). Fourteen participants drove at night and 17 drove during the day.

Procedures

Data were collected from two participants per day (beginning at approximately 12:45 p.m. and 7:00 p.m.). Data collection began on September 18, 2009, and was completed on October 26, 2009.

Pre-Data Collection Activities

Participants were greeted by two researchers and asked to complete a fitness to drive questionnaire. This questionnaire focused on drivers' self-reports of alertness and use of substances that might impair driving (e.g., alcohol). All volunteers appeared fit.

Next, the participant and both researchers moved to the eye tracking calibration location and the test vehicle. The calibration procedure took approximately 20 minutes. Calibration of the eye tracking system entailed development of a profile for each participant. This was accomplished by taking multiple photographs of the participant's face as they slowly rotate their head from side to side. The saved photographs include points on the face for subsequent real-time head and eye tracking. Marked coordinates on the face photographs were edited by the experimenter as needed to improve the real-time face tracking. The procedure also included gaze calibration in which participants gazed at nine points on a wall. These points had been carefully plotted on the wall and correspond to the points in the eye tracking system's world model. Gaze calibration relates the individual participant's gaze vectors to known points in the real world. The eye tracking system uses two pulsating infrared sources mounted on the dashboard to create two corneal glints that are used to calculate gaze direction vectors. The glints were captured at 60 Hz. A second set

of cameras (scene cameras), fixed on top of the car close to the driver's viewpoint, were used to produce a video scene of the area ahead. The scene cameras recorded at 25 Hz. A parallax correction algorithm compensated for the distance between the driver's viewpoint and the scene cameras so that later processing could use the gaze vectors to show where in the forward scene the driver was gazing.

If it was not possible to calibrate the eye tracking system to a participant, the participant was dismissed and paid for their time. Causes of calibration failure included reflections from eye glasses, participant height (which put their eyes outside the range of the system), and eyelids that obscure a portion of the pupil.

Practice

After eye-tracker calibration, a short practice drive was made. Participants were shown a map of the route and written turn-by-turn directions prior to beginning the practice drive. Throughout the drive, verbal directions were provided by a GPS device.

During the practice drive, a researcher in the rear seat of the vehicle monitored the accuracy of eye tracking. If the system was tracking poorly, additional calibration was performed. If the calibration could not be improved, the participant was paid for their time and dismissed.

Data Collection

Participants drove two test routes (referred to as route A and B). Each route required 25 to 30 minutes to complete and included both freeway and arterial segments. Route A was 13 miles long and contained 6 DCZs. Route B was 16 miles long and contained 4 DCZs. Combined, participants drove in a total of 10 DCZs. Similar to the practice drive, participants were shown a map of the route and written turn-by-turn directions. A GPS device provided turn-by-turn guidance during the drive. Roughly one half of the participants drove route A first and the remaining participants began with route B. A 5 minute break followed the completion of the first route.

During the drives, a researcher in the front passenger seat assisted the driver when additional route guidance was required. The researcher was also tasked with recording near misses and driver errors if these occurred. The researcher in the rear seat monitored the performance of the eye tracker. If the eye tracker performance became unacceptable (i.e., loss of calibration), then the researcher in the rear asked the participant to park in a safe location so that the eye tracker could be recalibrated. This recalibration typically took a minute or two to accomplish.

Debriefing

After driving both routes, the participants provided comments regarding their drives. The comments were in reference to the use of a navigation system. No questions were asked about billboards. The participants were given \$120.00 in cash for their participation.

DATA REDUCTION

Eye Tracking Measures

The Multiple-Analysis of Psychophysical and Performance Signals (MAPPS™) software was used to reduce the eye tracking data.⁽³⁶⁾ The software integrates the video output from the scene cameras with the output from the eye tracking software (e.g., gaze vectors). The analysis software provides an interface in which the gaze vectors determined by the eye tracker can be related to areas or objects in the scene camera view of the world. Analysts can indicate regions of interest (ROIs) in the scene camera views and the analysis software then assigns gaze vectors to the ROIs.

Figure 9 shows a screen capture from the analysis software in which static ROIs have been identified. These static ROIs slice up the scene camera views into six areas. The software also allows for the construction of dynamic ROIs. These are ROIs that move in the video because of own-vehicle movement (e.g., a sign changes position on the display as it is approached by the driver) or because the object moves over time independent of own-vehicle movement (e.g., pedestrian walking along the road, vehicle entering or exiting the road).

Static ROIs need only be entered once for the scenario being analyzed whereas dynamic ROIs need to be entered several times for a given DCZ depending on how the object moves along the video scene; however, not every frame needs to be coded with a dynamic ROI since the software interpolates across frames using the 60-Hz data to compute eye movement statistics.

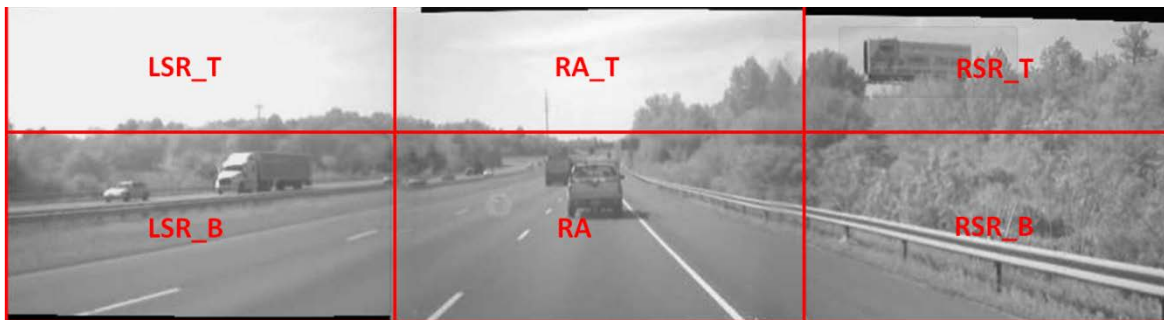


Figure 9. Screen capture showing static ROIs on a scene video output.

The following ROIs were defined with the analysis software:

Static ROIs

These ROIs were entered once into the software for each participant. The static ROIs for the windshield were divided into top and bottom to have more resolution during the coding process. The subsequent analyses in the report combines the top and bottom portion of these ROIs since it appeared that this additional level of resolution was not needed in order to address research questions:

- Road ahead: bottom portion (approximately 2/3) of the area of the forward roadway (center camera).

- Road ahead top: top portion (approximately 1/3) of the area of the forward roadway (center camera).
- Right side of road bottom: bottom portion (approximately 2/3) of the area to the right of the forward roadway (right camera).
- Right side of road top: top portion (approximately 1/3) of the area to the right of the forward roadway (right camera).
- Left side of road bottom (LSR_B): bottom portion (approximately 2/3) of the area to the left of the forward roadway (left camera).
- Left side of road bottom (LSR_T): top portion (approximately 1/3) of the area to the left of the forward roadway (left camera).
- Inside vehicle: below the panoramic video scene (outside of the view of the cameras, but eye tracking is still possible).
- Top: above the panoramic video scene (outside of the view of the cameras, but eye tracking is still possible).

Dynamic ROIs

These ROIs are created multiple times within a DCZ for stimuli that move relative to the driver:

- Driving-related safety risk: vehicle which posed a potential safety risk to the driver, defined as a car that is/may turn into the driver's direction of travel at a non-signalized or non-stop-controlled intersection (e.g., a car making a U-turn, a car waiting to turn right, or a car waiting to turn left). These vehicles were actively turning or entering the roadway or appeared to be in a position to enter the roadway.
- Target standard billboard: target standard billboard that defines the start and end of the DCZ.
- Other standard billboard: standard billboard(s) located in the DCZ, other than the target standard billboard or the target digital billboard.
- CEVMS: target digital billboard that defines the start and end of the DCZ.

The software determines the gaze intersection for each 60 Hz frame and assigns it to an ROI. In subsequent analyses and discussion, gaze intersections are referred to as gazes. Since ROIs may overlap, the software allows for the specification of priority for each ROI such that the ROI with the highest priority gets the gaze vector intersection assigned to it. For example, an ROI for a CEVMS may also be in the static ROI for the road ahead.

The 60 Hz temporal resolution of the eye tracking software does not provide sufficient information to make detailed analysis of saccade characteristics,¹ such as latency or speed. The analysis software uses three parameters in the determination of a fixation: a fixation radius, fixation duration, and a time out. The determination begins with a single-gaze vector intersection. Any subsequent intersection within a specified radius will be considered part of a fixation if the minimum fixation duration criterion is met. The radius parameter used in this study was 2 degrees and the minimum duration was 100 ms. The 2-degree selection was based on the estimated accuracy of the eye tracking system, as recommended by Recarte and Nunes.⁽³⁷⁾ The 100 ms minimum duration is consistent with many other published studies; however, some investigators use minimums of as little as 60 ms.^(37,38) Because of mini-saccades and noise in the eye tracking system, it is possible to have brief excursions outside the 2 degree window for a fixation. In this study, an excursion time outside the 2-degree radius of less than 90 ms was ignored. Once the gaze intersection fell outside the 2-degree radius of a fixation for more than 90 ms, the process of identifying a fixation began anew.

Other Measures

Driving Behavior Measures

During data collection, the front-seat researcher observed the driver's behavior and the driving environment. The researcher used the following subjective categories in observing the participant's driving behavior:

- **Driver Error:** signified any error on behalf of the driver in which the researcher felt slightly uncomfortable, but not to a significant degree (e.g., driving on an exit ramp too quickly, turning too quickly).
- **Near Miss:** signified any event in which the researcher felt uncomfortable due to driver response to external sources (e.g., slamming on brakes, swerving). A near miss is the extreme case of a driver error.
- **Incident:** signified any event in the roadway which may have had a potential impact on the attention of the driver and/or the flow of traffic (e.g., crash, emergency vehicle, animal, construction, train).

These observations were entered into a notebook computer linked to the research vehicle data collection system.

Level of Service Estimates

For each participant and each DCZ the analyst estimated the level of service of the road as they reviewed the scene camera video. One location per DCZ was selected (approximately halfway through the DCZ) where the number of vehicles in front of the research vehicle was counted. The procedure entailed (1) counting the number of travel lanes visible in the video, (2) using the

¹ During visual scanning, the point of gaze alternates between brief pauses (ocular fixations) and rapid shifts (saccades).

skip lines on the road to estimate the approximate distance in front of the vehicle that constituted the analysis zone, and (3) counting the number of vehicles present within the analysis zone. Vehicle density was calculated with the formula:

$$\text{Vehicle Density} = [(\text{Number of Vehicles in Analysis Zone})/(\text{Distance of Analysis Zone in ft}/5280)]/\text{Number of Lanes}.$$

Vehicle density is the number of vehicles per mile per lane.

Vehicle Speed

The speed of the research vehicle was recorded with GPS and a distance measurement instrument. Vehicle speed was used principally to ensure that the eye tracking data was recorded while the vehicle was in motion.

RESULTS

Results are presented with respect to the photometric measures of signs, the visual complexity of the DCZs, and the eye tracking measures. Photometric measurements were taken and analyzed to characterize the billboards in the study based on their luminance and contrasts, which are related to how bright the signs are perceived to be by drivers.

Photometric Measurements

Luminance

The mean daytime luminance of both the standard billboards and CEVMS was greater than at night. Nighttime luminance measurements reflect the fact that CEVMS use illuminating LED components while standard billboards are often illuminated from below by metal halide lamps. At night, CEVMS have a greater average luminance than standard billboards. Table 3 presents summary statistics for luminance as a function of time of day for the CEVMS and standard billboards.

Contrast

The daytime and nighttime Weber contrast ratios for both types of billboards are shown in table 3. Both CEVMS and standard billboards had contrast ratios that were close to zero (the surroundings were about equal in brightness to the signs) during the daytime. On the other hand, at night the CEVMS and standard billboards had positive contrast ratios (the signs were brighter than the surrounding), with the CEVMS having higher contrast than the standard billboards.

Table 3. Summary of luminance (cd/m^2) and contrast (Weber ratio) measurements.

	<i>Luminance (cd/m^2)</i>		<i>Contrast</i>	
	<i>Mean</i>	<i>St. Dev.</i>	<i>Mean</i>	<i>St. Dev.</i>
<i>Day</i>				
CEVMS	2126	798.81	-0.10	0.54
Standard Billboard	2993	2787.22	-0.27	0.84
<i>Night</i>				
CEVMS	56.00	23.16	73.72	56.92
Standard Billboard	17.80	17.11	36.01	30.93

Visual Complexity

The DCZs were characterized by their overall visual complexity or clutter. For each DCZ, five pictures were taken from the driver's viewpoint at various locations within the DCZ. In Reading, the pictures were taken from 2:00 p.m. to 4:00 p.m. In Richmond, one route was photographed from 11:00 a.m. to noon and the other from 2:30 p.m. to 3:30 p.m. The pictures were taken at the start of the DCZ, quarter of the way through, half of the way through, three quarters of the way through, and at the end of the DCZ. The photographs were analyzed with MATLAB® routines that computed a measure of feature congestion for each image. Figure 10 shows the mean feature congestion measures for each of the DCZ environments. The arterial control condition was shown to have the highest level of clutter as measured by feature congestion. An analysis of variance was performed on the feature congestion measure to determine if the conditions differed significantly from each other. The four conditions with off-premise advertising did not differ significantly with respect to feature congestion; $F(3,36) = 1.25, p > 0.05$. Based on the feature congestion measure, the results indicate that the four conditions with off-premise advertising were equated with respect to the overall visual complexity of the driving scenes.

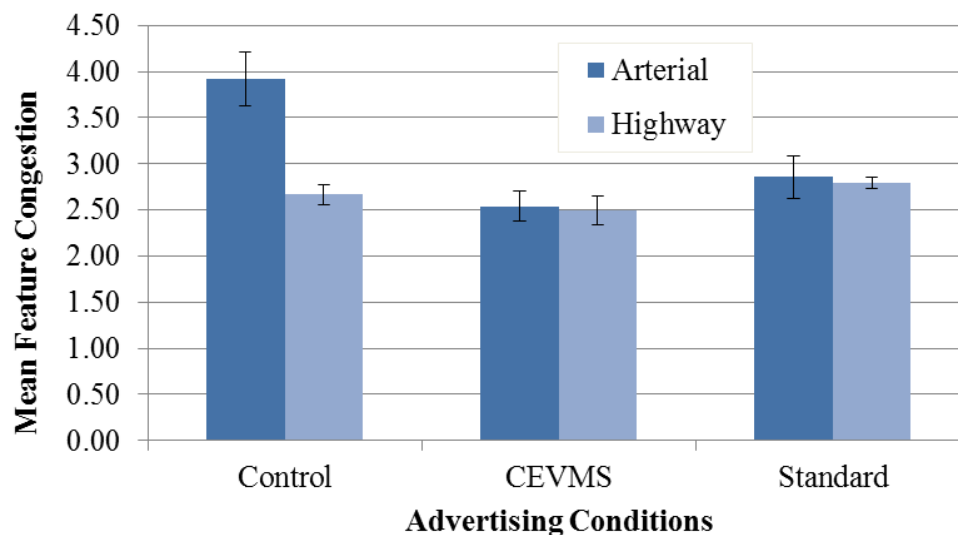


Figure 10. Mean feature congestion as a function of advertising condition and road type (standard errors for the mean are included in the graph).

Effects of Billboards on Gazes to the Road Ahead

For each 60 Hz frame, a determination was made as to the direction of the gaze vector. Previous research has shown that gazes do not need to be separated into saccades and fixations before calculating such measures as percent of time or the probability of looking to the road ahead.⁽³⁹⁾ This analysis examines the degree to which drivers gaze toward the road ahead across the different advertising conditions as a function of road type and time of day. Gazing toward the road ahead is critical for driving, and so the analysis examines the degree to which gazes toward this area are affected by the independent variables (advertising type, type of road, and time of day) and their interactions.

Generalized estimating equations (GEE) were used to analyze the probability of a participant gazing at driving-related information.^(40,41) The data for these analyses were not normally distributed and included repeated measures. The GEE model is appropriate for these types of data and analyses. Note that for all results included in this report, Wald statistics were the chosen alternative to likelihood ratio statistics because GEE uses quasi-likelihood instead of maximum likelihood.⁽⁴²⁾ For this analysis, road ahead included the following ROIs (as previously described and displayed in figure 9): road ahead, road ahead top, and driving-related risks. A logistic regression model for repeated measures was generated by using a binomial response distribution and Logit (i.e., log odds) link function. Only two possible outcomes are allowed when selecting a binomial response distribution. Thus, a variable (RoadAhead) was created to classify a participant's gaze behavior. If the participant gazed toward the road ahead, road ahead top, or driving-related risks, then the value of RoadAhead was set to one. If the participant gazed at any other object in the panoramic scene, then the value of RoadAhead was set to zero. Logistic regression typically models the probability of a success. In the current analysis, a success would be a gaze to road ahead information (RoadAhead = 1) and a failure would be a gaze toward non-road ahead information (RoadAhead = 0). The resultant value was the probability of a participant gazing at road-ahead information.

Time of day (day or night), road type (freeway or arterial), advertising condition (CEVMS, standard billboard, or control), and all corresponding second-order interactions were explanatory variables in the logistic regression model. The interaction of advertising condition by road type was statistically significant, $\chi^2(2) = 6.3, p = 0.043$. Table 4 shows the corresponding probabilities for gazing at the road ahead as a function of advertising condition and road type.

Table 4. The probability of gazing at the road ahead as a function of advertising condition and road type.

<i>Advertising Condition</i>	<i>Arterial</i>	<i>Freeway</i>
Control	0.92	0.86
CEVMS	0.82	0.73
Standard	0.80	0.77

Follow-up analyses for the interaction used Tukey-Kramer adjustments with an alpha level of 0.05. The arterial control condition had the greatest probability of looking at the road ahead ($M = 0.92$). This probability differed significantly from the remaining five probabilities. On

arterials, the probability of gazing at the road ahead did not differ between the CEVMS ($M = 0.82$) and the standard billboard ($M = 0.80$) DCZs. In contrast, there was a significant difference in this probability on freeways, where standard billboard DCZs yielded a higher probability ($M = 0.77$) than CEVMS DCZs ($M = 0.73$). The probability of gazing at the road ahead was also significantly higher in the freeway control DCZ ($M = 0.86$) than in either of the corresponding freeway off-premise advertising DCZs. The probability of gazing at road-ahead information in arterial CEVMS DCZs was not statistically different from the same probability in the freeway control DCZ.

Additional descriptive statistics were computed to determine the probability of gazing at the various ROIs that were defined in the panoramic scene. Some of the ROIs depicted in figure 9 were combined in the following fashion for ease of analysis:

- Road ahead, road ahead top, and driving-related risks combined to form *road ahead*.
- Left side of road bottom and left side of road top combined to form *left side of vehicle*.
- Right side of road bottom and right side of road top combined to form *right side of vehicle*.
- Inside vehicle and top combined to form *participant vehicle*.

Table 5 presents the probability of gazing at the different ROIs.

Table 5. Probability of gazing at ROIs for the three advertising conditions on arterials and freeways.

<i>Road Type</i>	<i>ROI</i>	<i>CEVMS</i>	<i>Standard Billboard</i>	<i>Control</i>
<i>Arterial</i>	<i>CEVMS</i>	0.07	N/A	N/A
	<i>Left Side of Vehicle</i>	0.06	0.06	0.02
	<i>Road ahead</i>	0.82	0.80	0.92
	<i>Right Side of Vehicle</i>	0.03	0.06	0.04
	<i>Standard Billboard</i>	N/A	0.03	N/A
	<i>Participant Vehicle</i>	0.03	0.05	0.02
<i>Freeway</i>	<i>CEVMS</i>	0.05	N/A	N/A
	<i>Left Side of Vehicle</i>	0.08	0.07	0.04
	<i>Road ahead</i>	0.73	0.77	0.86
	<i>Right Side of Vehicle</i>	0.09	0.02	0.05
	<i>Standard Billboard</i>	0.02*	0.09	N/A
	<i>Participant Vehicle</i>	0.04	0.05	0.05

* The CEVMS DCZs on freeways each contained one visible standard billboard.

The probability of gazing away from the forward roadway ranged from 0.08 to 0.27. In particular, the probability of gazing toward a CEVMS was greater on arterials ($M = 0.07$) than on freeways ($M = 0.05$). In contrast, the probability of gazing toward a target standard billboard was greater on freeways ($M = 0.09$) than on arterials ($M = 0.03$).

Fixations to CEVMS and Standard Billboards

About 2.4 percent of the fixations were to CEVMS. The mean fixation duration to a CEVMS was 388 ms and the maximum duration was 1,251 ms. Figure 11 shows the distribution of fixation durations to CEVMS during the day and night. In the daytime, the mean fixation duration to a CEVMS was 389 ms and at night it was 387 ms. Figure 12 shows the distribution of fixation durations to standard billboards. Approximately 2.4 percent of fixations were to standard billboards. The mean fixation duration to standard billboards was 341 ms during the daytime and 370 ms at night. The maximum fixation duration to standard billboards was 1,284 ms (which occurred at night). For comparison purposes, figure 13 shows the distribution of fixation durations to the road ahead (i.e., top and bottom road ahead ROIs) during the day and night. In the daytime, the mean fixation duration to the road ahead was 365 ms and at night it was 390 ms.

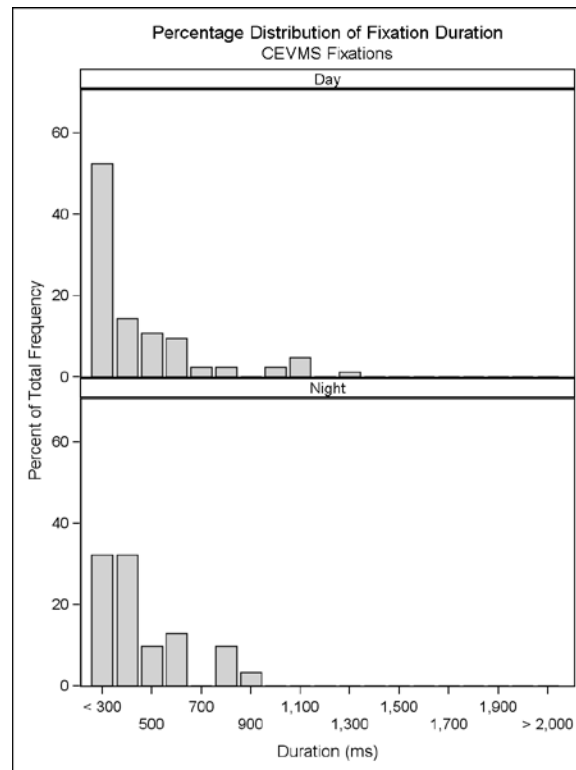


Figure 11. Distribution of fixation duration for CEVMS in the daytime and nighttime.

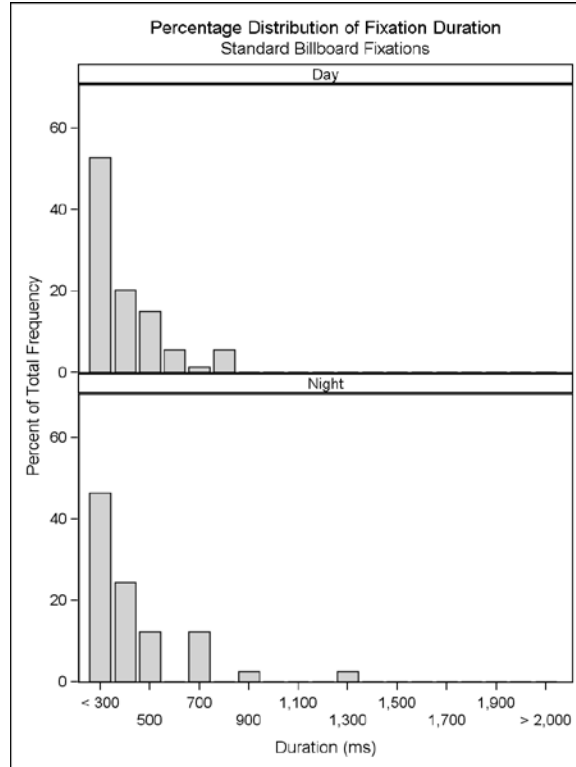


Figure 12. Distribution of fixation duration for standard billboards in the daytime and nighttime.

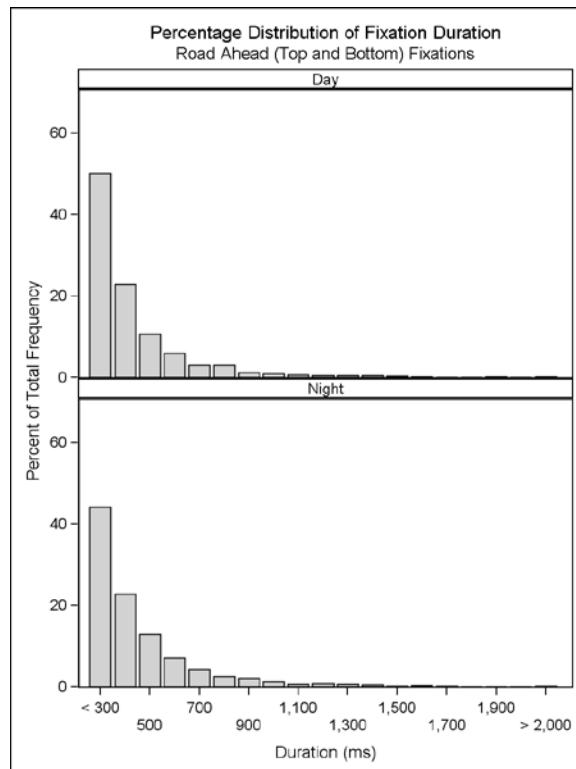


Figure 13. Distribution of fixation duration for road ahead (i.e., top and bottom road ahead ROIs) in the daytime and nighttime.

Dwell times on CEVMS and standard billboards were also examined. Dwell time is the duration of back-to-back fixations to the same ROI.^(43,44) The dwell times represent the cumulative time for the back-to-back fixations. Whereas there may be no long, single fixation to a billboard, there might still be multiple fixations that yield long dwell times. There were a total of 25 separate instances of multiple fixations to CEVMS with a mean of 2.4 fixations (minimum of 2 and maximum of 5). The 25 dwell times came from 15 different participants distributed across four different CEVMS. The mean duration of these dwell times was 994 ms (minimum of 418 ms and maximum of 1,467 ms).

For standard billboards, there were a total of 17 separate dwell times with a mean of 3.47 sequential fixations (minimum of 2 fixations and maximum of 8 fixations). The 17 dwell times came from 11 different participants distributed across 4 different standard billboards. The mean duration of these multiple fixations was 1,172 ms (minimum of 418 ms and maximum of 3,319 ms). There were three dwell-time durations that were greater than 2,000 ms. These are described in more detail below.

In some cases several dwell times came from the same participant. In order to compute a statistic on the difference between dwell times for CEVMS and standard billboards, average dwell times were computed per participant for the CEVMS and standard billboard conditions. These average values were used in a t-test assuming unequal variances. The difference in average dwell time between CEVMS ($M = 981$ ms) and standard billboards ($M = 1,386$ ms) was not statistically significant, $t(12) = -1.40$, $p > .05$.

Figure 14 through figure 23 show heat maps for the dwell-time durations to the standard billboards that were greater than 2,000 ms. These heat maps are snapshots from the DCZ and attempt to convey in two dimensions the pattern of gazes that took place in a three dimensional world. The heat maps are set to look back approximately one to two seconds and integrate over time where the participant was gazing in the scene camera video. The green color in the heat map indicates the concentration of gaze over the past one to two seconds. The blue line indicates the gaze trail over the past one to two seconds.

Figure 14 through figure 16 are for a DCZ on an arterial at night. The standard billboard was on the right side of the road (indicated by a pink rectangle). There were eight fixations to this billboard, and the single fixations were between 200 to 384 ms in duration. The dwell time for this billboard was 2,019 ms. At the start of the DCZ (see figure 14), the driver was directing his/her gaze to the forward roadway. Approaching the standard billboard, the driver began to fixate on the billboard. However, the billboard was still relatively close to the road ahead ROI.

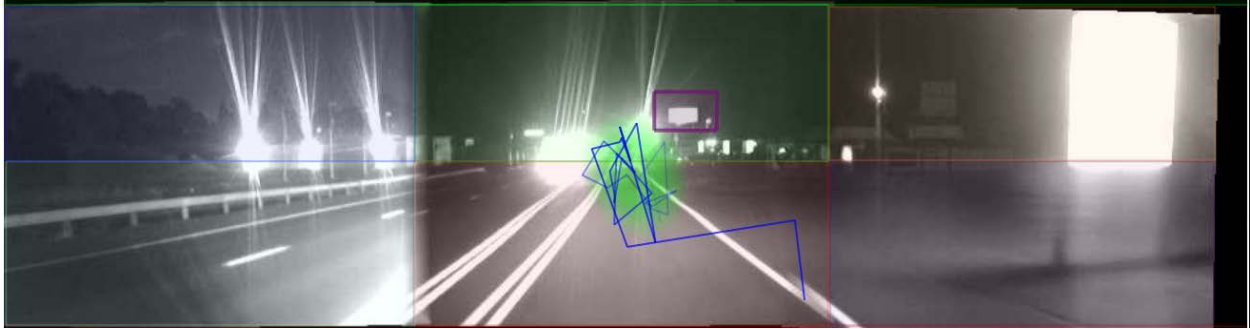


Figure 14. Heat map for the start of a DCZ for a standard billboard at night on an arterial.

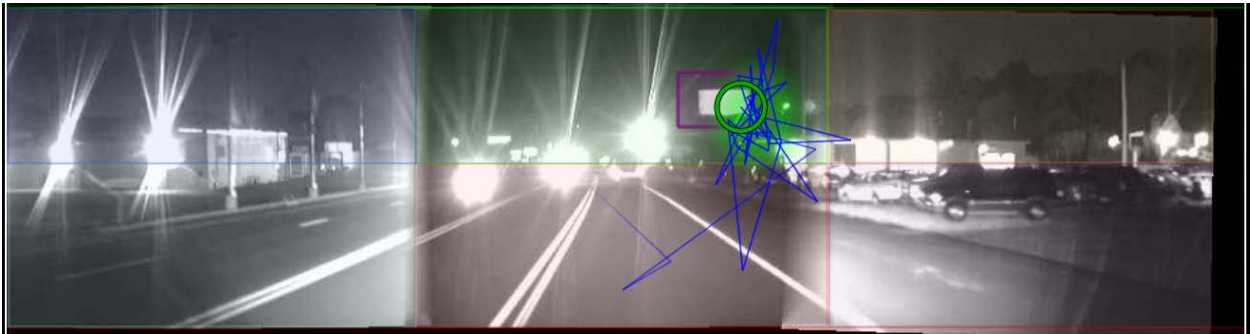


Figure 15. Heat map for the middle of a DCZ for a standard billboard at night on an arterial.



Figure 16. Heat map near the end of a DCZ for a standard billboard at night on an arterial.

Figure 17 through figure 19 are for a DCZ on a freeway at night. The standard billboard was on the right side of the road (indicated by a green rectangle). There were six consecutive fixations to this billboard, and the single fixations were between 200 and 801 ms in duration. The dwell time for this billboard was 2,753 ms. At the start of the DCZ (see figure 17), the driver was directing his/her gaze to a freeway guide sign in the road ahead and the standard billboard was to the left of the freeway guide sign. As the driver approached the standard billboard, his/her gaze was directed toward the billboard. The billboard was relatively close to the top and bottom road ahead ROIs. Near the end of the DCZ (see figure 19), the billboard was accurately portrayed as being on the right side of the road.



Figure 17. Heat map for start of a DCZ for a standard billboard at night on a freeway.

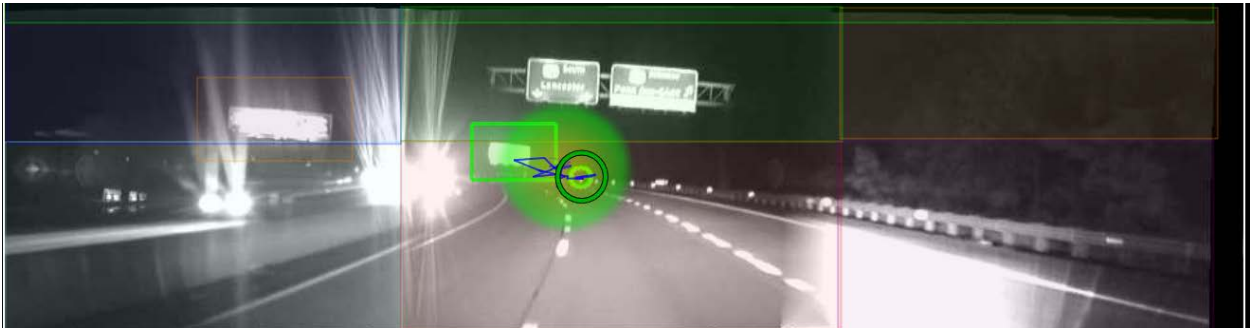


Figure 18. Heat map for middle of a DCZ for a standard billboard at night on a freeway.

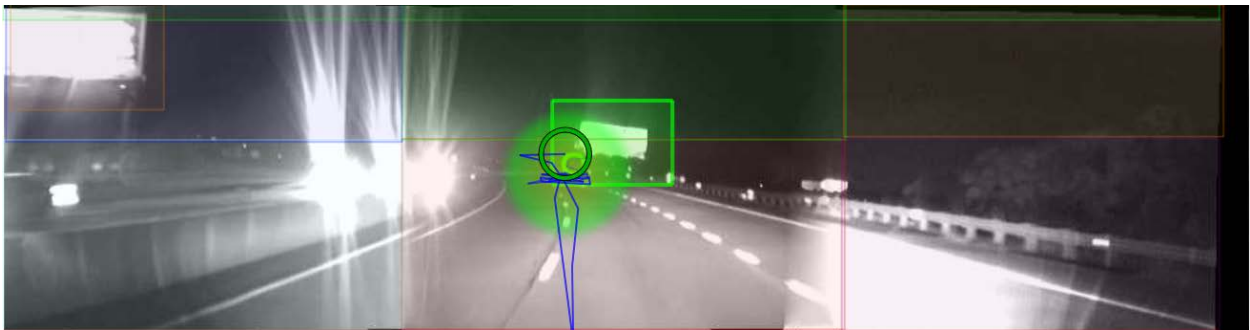


Figure 19. Heat map near the end of a DCZ for a standard billboard at night on a freeway.

Figure 20 through figure 23 are for a DCZ on a freeway during the day. The standard billboard was on the right side of the road (indicated by a pink rectangle). This is the same DCZ that was discussed in figure 17 through figure 19. There were six consecutive fixations to this billboard, and the single fixations were between 217 and 767 ms in duration. The dwell time for this billboard was 3,319 ms. At the start of the DCZ (see figure 20), the driver was principally directing his/her gaze to the road ahead. Figure 21 and figure 22 show the location along the DCZ where gaze was directed toward the standard billboard. The billboard was relatively close to the top and bottom road-ahead ROIs. As the driver passed the standard billboard, his/her gaze returned to the road ahead (see figure 23).

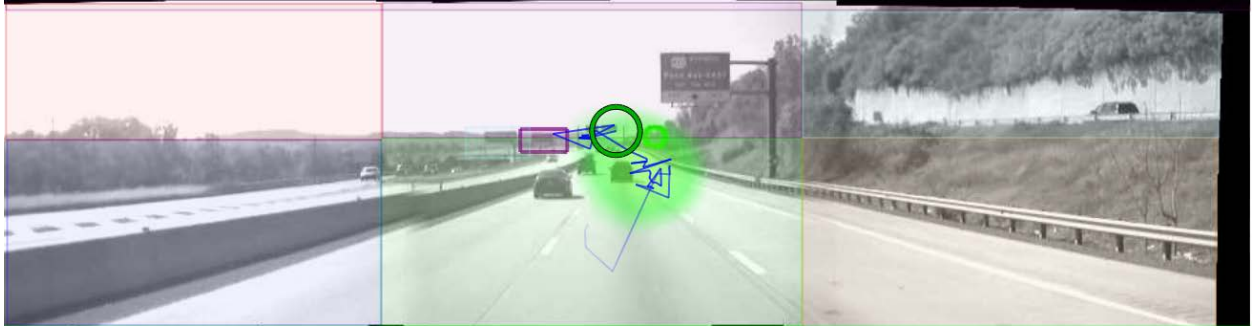


Figure 20. Heat map for the start of a DCZ for a standard billboard in the daytime on a freeway.



Figure 21. Heat map near the middle of a DCZ for a standard billboard in the daytime on a freeway.

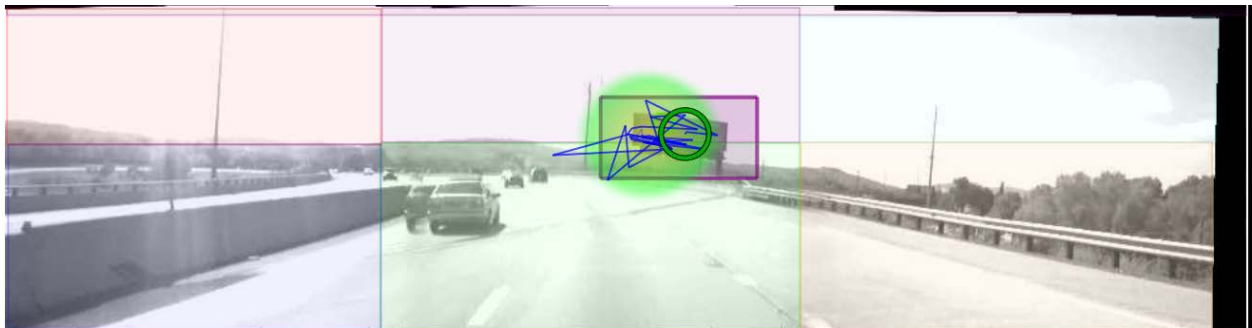


Figure 22. Heat map near the end of DCZ for standard billboard in the daytime on a freeway.

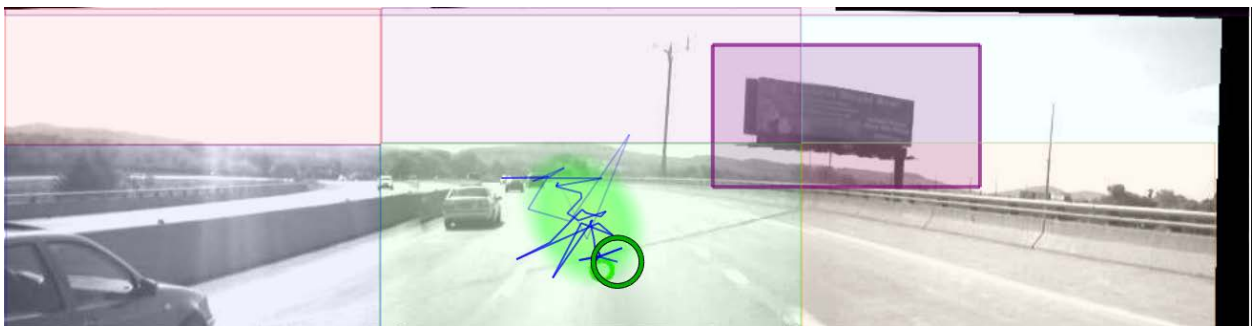


Figure 23. Heat map at the end of DCZ for standard billboard in the daytime on a freeway.

Comparison of Gazes to CEVMS and Standard Billboards

The GEE were used to analyze whether a participant gazed more toward CEVMS than toward standard billboards, given that the participant was gazing at off-premise advertising. With this analysis method, a logistic regression model for repeated measures was generated by using a binomial response distribution and Logit link function. First, the data was partitioned to include only those instances when a participant was gazing toward off-premise advertising (either to a CEVMS or to a standard billboard); all other gaze behavior was excluded from the input data set. Only two possible outcomes are allowed when selecting a binomial response distribution. Thus, a variable (SBB_CEVMS) was created to classify a participant's gaze behavior. If the participant gazed toward a CEVMS, the value of SBB_CEVMS was set to one. If the participant gazed toward a standard billboard, then the value of SBB_CEVMS was set to zero.

Logistic regression typically models the probability of a success. In the current analysis, a success would be a gaze to a CEVMS (SBB_CEVMS = 1) and a failure would be a gaze to a standard billboard (SBB_CEVMS = 0).² A success probability greater than 0.5 indicates there were more successes than failures in the sample. Therefore, if the sample probability of the response variable (i.e., SBB_CEVMS) was greater than 0.5, this would show that participants gazed more toward CEVMS than toward standard billboards when the participants gazed at off-premise advertising. In contrast, if the sample probability of the response variable was less than 0.5, then participants showed a preference to gaze more toward standard billboards than toward CEVMS when directing gazes to off-premise advertising.

Time of day (i.e., day or night), road type (i.e., freeway or arterial), and the corresponding interaction were explanatory variables in the logistic regression model. Road type was the only predictor to have a significant effect, $\chi^2(1) = 13.17, p < 0.001$. On arterials, participants gazed more toward CEVMS than toward standard billboards ($M = 0.63$). In contrast, participants gazed more toward standard billboards than toward CEVMS when driving on freeways ($M = 0.33$).

Observation of Driver Behavior

No near misses or driver errors were observed in Reading.

Level of Service

The mean vehicle densities were converted to level of service as shown in table 6.⁽⁴⁵⁾ As expected, less congestion occurred at night than in the day. In general, there was traffic during the data collection runs. Review of the scene camera data verified that all eye tracking data within the DCZs were recorded while the vehicle was in motion.

² Success and failure are not used to reflect the merits of either type of sign, but only for statistical purposes.

Table 6. Level of service as a function of advertising type, road type, and time of day.

	<i>Arterial</i>		<i>Freeway</i>	
	Day	Night	Day	Night
Control	B	A	C	B
CEVMS	C	A	B	A
Standard	A	A	B	A

DISCUSSION OF READING RESULTS

Overall the probability of gazing at the road ahead was high and similar in magnitude to what has been found in other field studies addressing billboards.^(11,9,12) For the DCZs on freeways, CEVMS showed a lower proportion of gazes to the road ahead than the standard billboard condition, and both off-premise advertising conditions had lower probability of gazes to the road ahead than the control. On the other hand, on the arterials, the CEVMS and standard billboard conditions did not differ from each other but were significantly different from their respective control condition. Though the CEVMS condition on the freeway had the lowest proportion of gazes to the road ahead, in this condition there was a lower proportion of gazes to CEVMS as compared to the arterials (see table 5 for the trade-off of gazes to the different ROIs). A greater proportion of gazes to other ROIs (left side of the road, right side of the road, and participant vehicle) contributed to the decrease in proportion of gazes to the road ahead. Also, for the CEVMS on freeways, there were a few gazes to a standard billboard located in the same DCZ and there were more gazes distributed to the left and right side of the road than in standard billboard and control conditions. The gazes to ROIs other than CEVMS contributed to the lower probability of gazes to the road ahead in this condition.

The control condition on the arterial had buildings along the sides of the road and generally presented a visually cluttered area. As was presented earlier, the feature congestion measure computed on a series of photographs from each DCZ showed a significantly higher feature congestion score for the control condition on arterials as compared to all of the other DCZs. Nevertheless, the highest probability for gazing at the road ahead was seen in the control condition on the arterial.

The area with the highest feature congestion, especially on the sides of the road, had the highest probability for drivers looking at the road ahead. Bottom-up or stimulus driven measures of salience or visual clutter have been useful in predicting visual search and the effects of visual salience in laboratory tasks.^(34,46) These measures of salience basically consider the stimulus characteristics (e.g., size, color, brightness) independent of the requirements of the task or plans that an individual may have. Models of visual salience may predict that buildings and other prominent features on the side of the road may be visually salient objects and thus would attract a driver's attention.⁽⁴⁷⁾ Figure 24 shows an example of a roadway photograph that was analyzed with the Salience Toolbox based on the Itti et al. implementation of a saliency based model of bottom-up attention.^(48,49) The numbered circles in figure 24 are the first through fifth salient areas selected by the software. Based on this software, the most salient areas in the photographs are the buildings on the sides of the road where the road ahead (and a car) is the fifth selected salient area.

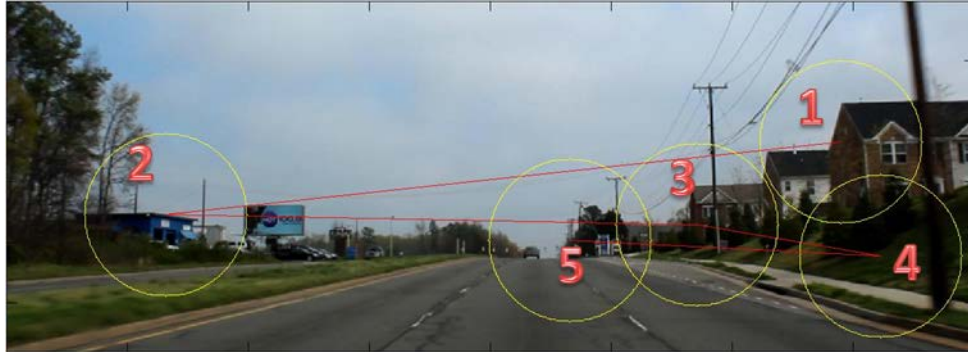


Figure 24. Example of identified salient areas in a road scene based on bottom-up analysis.

It appears that in the present study participants principally kept their eyes on the road even in the presence of visual clutter on the sides of the road, which supports the hypothesis that drivers tend to look toward information relevant to the task at hand.^(50,26,22) In the case of the driving task, visual clutter may be more of an issue with respect to crowding that may affect the driver's ability to detect visual information in the periphery.⁽⁵¹⁾ Crowding is generally defined as the negative effect of nearby objects or features on visual discrimination of a target.⁽⁵²⁾ Crowding impairs the ability to recognize objects in clutter and principally affects perception in peripheral vision. However, crowding effects were not analyzed in the present study.

Stimulus salience, clutter, and the nature of the task at hand interact in visual perception. For tasks such as driving, the task demands tend to outweigh stimulus salience when it comes to gaze control. Clutter may be more of an issue with the detection and recognition of objects in peripheral vision (e.g., detecting a sign on the side of the road) that are surrounded by other stimuli that result in a crowding effect.

The mean fixation durations to CEVMS, standard billboards, and the road ahead were found to be very similar. Also, there were no long fixations (greater than 2,000 ms) to CEVMS or standard billboards. The examination of multiple sequential fixations to CEVMS yielded average dwell times that were less than 1,000 ms. However, when examining the tails of the distribution, there were three dwell times to standard billboards that were in excess of 2,000 ms (the three dwell times came from three different participants to two different billboards). These three standard billboards were dwelled upon when they were near the road ahead area but drivers quit gazing at the signs as they neared them and the signs were no longer near the forward field of view. Though there were three dwell times for standard billboards greater than 2,000 ms, the difference in average dwell times for CEVMS and standard billboards was not significant.

Using a gaze duration of 2,000 ms away from the road ahead as a criterion indicative of increased risk has been developed principally as it relates to looking inside the vehicle to in-vehicle information systems and other devices (e.g., for texting) where the driver is indeed looking completely away from the road ahead.^(14,53,54) The fixations to the standard billboards in the present case showed a long dwell time for a billboard. However, unlike gazing or fixating inside the vehicle, the driver's gaze was within the forward roadway where peripheral vision could be used to monitor for hazards and for vehicle control. Peripheral vision has been shown to be important for lane keeping, visual search orienting, and monitoring of surrounding objects.^(55,56)

The results showed that drivers were more likely to gaze at CEVMS on arterials and at standard billboards on freeways. Though every attempt was made to select CEVMS and standard billboard DCZs that were equated on important parameters (e.g., which side of the road the sign was located on, type of road, level of visual clutter), the CEVMS DCZs on freeways had a greater setback from the road (133 ft for both CEVMS) than the standard billboards (10 and 35 ft). Signs with greater setback from the road would in a sense move out of the forward view (road ahead) more quickly than signs that are closer to the road. The CEVMS and standard billboards on the arterials were more closely matched with respect to setback from the road (12 and 43 ft for CEVMS and 20 and 40 ft for standard billboards).

The differences in setback from the road for CEVMS and standard billboards may also account for differences in dwell times to these two types of billboards. However, on arterials where the CEVMS and standard billboards were more closely matched there was only one long dwell time (greater than 2,000 ms) and it was to a standard billboard at night.

RICHMOND

The objectives of the second study were the same as those in the first study, and the design of the Richmond data collection effort was very similar to that employed in Reading. This study was conducted to replicate as closely as possible the design of Reading in a different driving environment. The independent variables included the type of DCZ (CEVMS, standard billboard, or no off-premise advertising), time of day (day or night) and road type (freeway or arterial). As with Reading, the time of day was a between-subjects variable and the other variables were within subjects.

METHOD

Selection of DCZ Limits

Selection of the DCZ limits procedure was the same as that employed in Reading.

Advertising Type

Three DCZ types (similar to those used in Reading) were used in Richmond:

- **CEVMS.** DCZs contained one target CEVMS.
- **Standard billboard.** DCZs contained one target standard billboard.
- **Control conditions.** DCZs did not contain any off-premise advertising.

There were an equal number of CEVMS and standard billboard DCZs on freeways and arterials. Also, there two DCZ that did not contain off-premise advertising with one located on a freeway and the other on an arterial.

Table 7 is an inventory of the target employed in this second study.

Table 7. Inventory of target billboards in Richmond with relevant parameters.

DCZ	Advertising Type	Copy Dimensions (ft)	Side of Road	Setback from Road (ft)	Other Standard Billboards	Approach Length (ft)	Roadway Type
5	CONTROL	N/A	N/A	N/A	N/A	710	Arterial
3	CONTROL	N/A	N/A	N/A	N/A	845	Freeway
9	CEVMS	14'0" x 28'0"	L	37	0	696	Arterial
13	CEVMS	14'0" x 28'0"	R	37	0	602	Arterial
2	CEVMS	12'5" x 40'0"	R	91	0	297	Freeway
8	CEVMS	11'0" x 23'0"	L	71	0	321	Freeway
10	Standard	14'0" x 48'0"	L	79	1	857	Arterial
12	Standard	10'6" x 45'3"	R	79	2	651	Arterial
1	Standard	14'0" x 48'0"	L	87	0	997	Freeway
7	Standard	14'0" x 48'0"	R	88	0	816	Freeway

* N/A indicates that there were no off-premise advertising in these areas and these values are undefined.

Figure 25 through figure 30 below represent various pairings of DCZ type and road type. Target off-premise billboards are indicated by red rectangles.



Figure 25. Example of a CEVMS DCZ on a freeway.



Figure 26. Example of CEVMS DCZ an arterial.



Figure 27. Example of a standard billboard DCZ on a freeway.



Figure 28. Example of a standard billboard DCZ on an arterial.



Figure 29. Example of a control DCZ on a freeway.



Figure 30. Example of a control DCZ on an arterial.

Photometric Measurement of Signs

The methods and procedures for the photometric measures were the same as for Reading.

Visual Complexity

The methods and procedures for visual complexity measurement were the same as for Reading.

Participants

A total of 41 participants were recruited for the study. Of these, 6 participants did not complete data collection because of an inability to properly calibrate with the eye tracking system, and 11 were excluded because of equipment failures. A total of 24 participants (13 male, M = 28 years; 11 female, M = 25 years) successfully completed the drive. Fourteen people participated during the day and 10 participated at night.

Procedures

Research participants were recruited locally by means of visits to public libraries, student unions, community centers, etc. A large number of the participants were recruited from a nearby university, resulting in a lower mean participant age than in Reading.

Participant Testing

Two people participated each day. One person participated during the day beginning at approximately 12:45 p.m. The second participated at night beginning at around 7:00 p.m. Data collection ran from November 20, 2009, through April 23, 2010. There were several long gaps in the data collection schedule due to holidays and inclement weather.

Pre-Data Collection Activities

This was the same as in Reading.

Practice Drive

Except for location, this was the same as in Reading.

Data Collection

The procedure was much the same as in Reading. On average, each test route required approximately 30 to 35 minutes to complete. As in Reading, the routes included a variety of freeway and arterial driving segments. One route was 15 miles long and contained two target CEVMS, two target standard billboards, and two DCZs with no off-premise advertising. The second route was 20 miles long and had two target CEVMS and two target standard billboards.

The data collection drives in this second study were longer than those in Reading. The eye tracking system had problems dealing with the large files that resulted. To mitigate this technical difficulty, participants were asked to pull over in a safe location during the middle of each data collection drive so that new data files could be initiated.

Upon completion of the data collection, the participant was instructed to return to the designated meeting location for debriefing.

Debriefing

This was the same as in Reading.

DATA REDUCTION

Eye Tracking Measures

The approach and procedures were the same as used in Reading.

Other Measures

The approach and procedures were the same as used in Reading.

RESULTS

Photometric Measurement of Signs

The photometric measurements were performed using the same equipment and procedures that were employed in Reading with a few minor changes. Photometric measurements were taken during the day and at night. Measurements of the standard billboards were taken at an average distance of 284 ft, with maximum and minimum distances of 570 ft and 43 ft, respectively. The average distance of measurements for the CEVMS was 479 ft, with maximum and minimum distances of 972 ft and 220 ft, respectively. Again, the distances employed were significantly affected by the requirement to find a safe location on the road from which to take the measurements.

Luminance

The mean luminance of CEVMS and standard billboards, during daytime and nighttime are shown below in table 8. The results here are similar to those for Reading.

Contrast

The daytime and nighttime Weber contrast ratios for both types of billboards are shown in table 8. During the day, the contrast ratios of both CEVMS and standard billboards were close to zero (the surroundings were about equal in brightness to the signs). At night, the CEVMS and standard billboards had positive contrast ratios. Similar to Reading, the CEVMS showed a higher contrast ratio than the standard billboards at night.

Table 8. Summary of luminance (cd/m^2) and contrast (Weber ratio) measurements.

	<i>Luminance (cd/m^2)</i>		<i>Contrast</i>	
	Mean	St. Dev.	Mean	St. Dev.
<i>Day</i>				
CEVMS	2134	798.70	-0.20	0.53
Standard Billboard	3063	2730.92	0.03	0.32
<i>Night</i>				
CEVMS	56.44	16.61	69.70	59.18
Standard Billboard	8.00	5.10	6.56	3.99

Visual Complexity

As with Reading, the feature congestion measure was used to estimate the level of visual complexity/clutter in the DCZs. The analysis procedures were the same as for Reading.

Figure 31 shows the mean feature congestion measures for each of the advertising types (standard errors are included in the figure). Unlike the results for Reading, the selected off-premise advertising DCZs for Richmond differed in terms of mean feature congestion; $F(3, 36) = 3.95$, $p = 0.016$. Follow up t-tests with an alpha of 0.05 showed that the CEVMS DCZs on arterials had significantly lower feature congestion than all of the other off-premise advertising conditions. None of the remaining DCZs with off-premise advertising differed from each other. The selection of DCZs for the conditions with off-premise advertising took into account the type of road, the side of the road the target billboard was placed, and the perceived level of visual clutter. Based on the feature congestion measure, these results indicated that the conditions with off-premise advertising were not equated with respect to level of visual clutter.

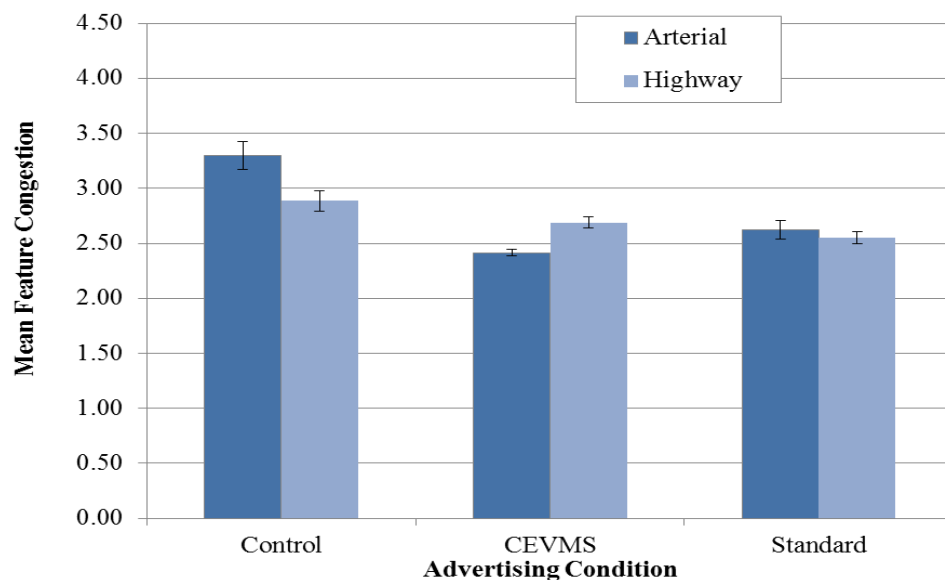


Figure 31. Mean feature congestion as a function of advertising condition and road type.

Effects of Billboards on Gazes to the Road Ahead

As was done for the data from Reading, GEE were used to analyze the probability of a participant gazing at the road ahead. A logistic regression model for repeated measures was generated by using a binomial response distribution and Logit link function. The resultant value was the probability of a participant gazing at the road ahead (as previously defined).

Time of day (day or night), road type (freeway or arterial), advertising type (CEVMS, standard billboard, or control), and all corresponding second-order interactions were explanatory variables in the logistic regression model. The interaction of advertising type by road type was statistically significant, $\chi^2(2) = 14.19$, $p < 0.001$. Table 9 shows the corresponding probability of gazing at the road ahead as a function of advertising condition and road type.

Table 9. The probability of gazing at the road ahead as a function of advertising condition and road type.

<i>Advertising Condition</i>	<i>Arterial</i>	<i>Freeway</i>
Control	0.78	0.92
CEVMS	0.76	0.82
Standard	0.81	0.85

Follow-up analyses for the interaction used Tukey-Kramer adjustments with an alpha level of 0.05. The freeway control had the greatest probability of gazing at the road ahead ($M = 0.92$). This probability differed significantly from the remaining five probabilities. On arterials, there were no significant differences among the probabilities of gazing at the road ahead among the three advertising conditions. On freeways, there was no significant difference between the probability associated with CEVMS DCZs and the probability associated with standard billboard DCZs.

Additional descriptive statistics were computed for the three advertising types to determine the probability of gazing at the ROIs that were defined in the panoramic scene. As was done with the data from Reading, some of the ROIs were combined for ease of analysis. Table 10 presents the probability of gazing at the different ROIs.

Table 10. Probability of gazing at ROIs for the three advertising conditions on arterials and freeways.

<i>Road Type</i>	<i>ROI</i>	<i>CEVMS</i>	<i>Standard Billboard</i>	<i>Control</i>
<i>Arterial</i>	<i>CEVMS</i>	0.06	N/A	N/A
	<i>Left Side of Vehicle</i>	0.03	0.05	0.04
	<i>Road ahead</i>	0.76	0.81	0.78
	<i>Right Side of Vehicle</i>	0.07	0.06	0.09
	<i>Standard Billboard</i>	N/A	0.02	N/A
	<i>Participant Vehicle</i>	0.07	0.06	0.09
<i>Freeway</i>	<i>CEVMS</i>	0.05	N/A	N/A
	<i>Left Side of Vehicle</i>	0.03	0.01	0.01
	<i>Road ahead</i>	0.82	0.85	0.92
	<i>Right Side of Vehicle</i>	0.04	0.04	0.03
	<i>Standard Billboard</i>	N/A	0.04	N/A
	<i>Participant Vehicle</i>	0.06	0.06	0.05

The probability of gazing away from the forward roadway ranged from 0.08 to 0.24. In particular, the probability of gazing toward a CEVMS was slightly greater on arterials ($M = 0.06$) than on freeways ($M = 0.05$). In contrast, the probability of gazing toward a standard billboard was greater on freeways ($M = 0.04$) than on arterials ($M = 0.02$). In both situations, the probability of gazing at the road ahead was greatest on freeways.

Fixations to CEVMS and Standard Billboards

About 2.5 percent of the fixations were to CEVMS. The mean fixation duration to a CEVMS was 371 ms and the maximum fixation duration was 1,335 ms. Figure 32 shows the distribution of fixation durations to CEVMS during the day and at night. In the daytime, the mean fixation duration to a CEVMS was 440 ms and at night it was 333 ms. Approximately 1.5 percent of the fixations were to standard billboards. The mean fixation duration to standard billboards was 318 ms and the maximum fixation duration was 801 ms. Figure 33 shows the distribution of fixation durations for standard billboards. The mean fixation duration to a standard billboard was 313 ms and 325 ms during the day and night, respectively. For comparison purposes, figure 34 shows the distribution of fixation durations to the road ahead during the day and night. In the daytime, the mean fixation duration to the road ahead was 378 ms and at night it was 358 ms.

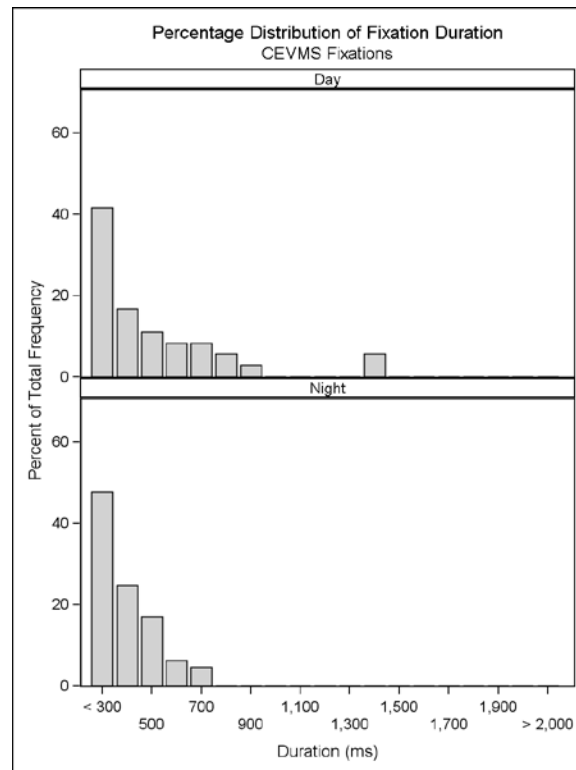


Figure 32. Fixation duration for CEVMS in the day and at night.

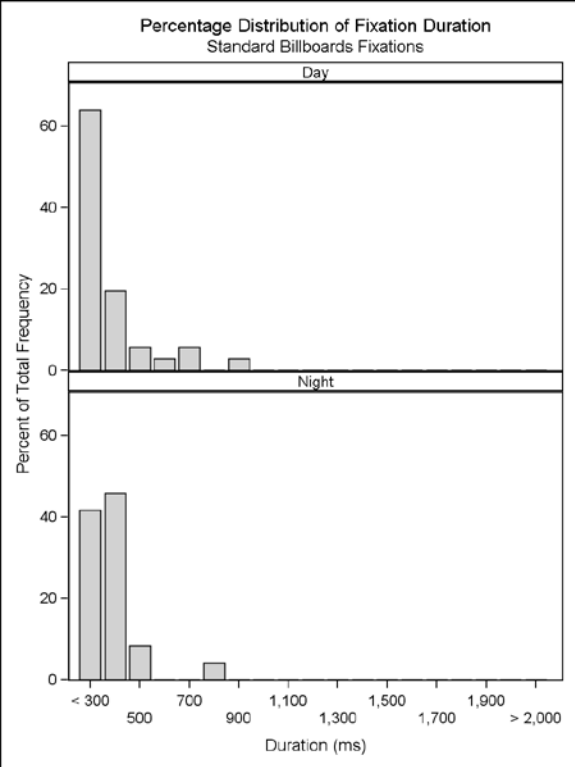


Figure 33. Fixation duration for standard billboards in the day and at night.

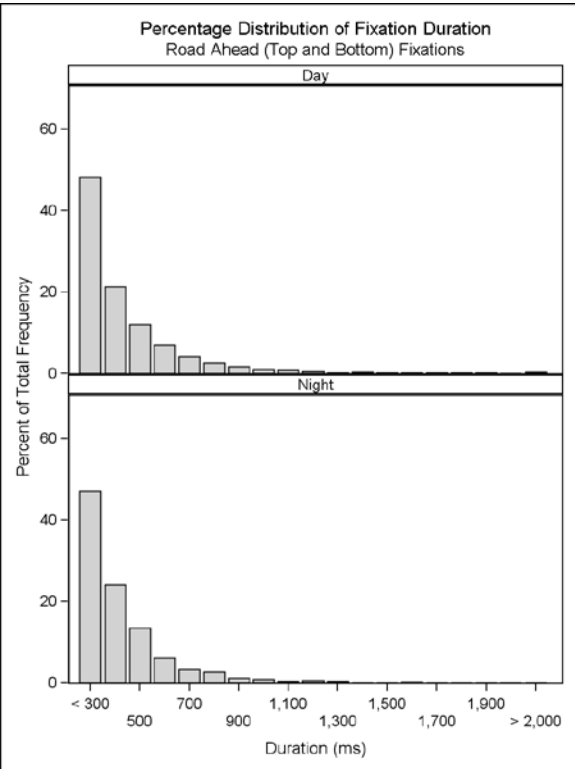


Figure 34. Fixation duration for the road ahead in the day and at night.

As was done with the data for Reading, the record of fixations was examined to determine dwell times to CEVMS and standard billboards. There were a total of 21 separate dwell times to CEVMS with a mean of 2.86 sequential fixations (minimum of 2 fixations and maximum of 6 fixations). The 21 dwell times came from 12 different participants and four different CEVMS. The mean dwell time duration to the CEVMS was 1,039 ms (minimum of 500 ms and maximum of 2,720 ms). There was one dwell time greater than 2,000 ms to CEVMS. To the standard billboards there were 13 separate dwell times with a mean of 2.31 sequential fixations (minimum of 2 fixations and maximum of 3 fixations). The 13 dwell times came from 11 different participants and four different standard billboards. The mean dwell time duration to the standard billboards was 687 ms (minimum of 450 ms and maximum of 1,152 ms). There were no dwell times greater than 2,000 ms to standard billboards.

In some cases several dwell times came from the same participant. To compute a statistic on the difference between dwell times for CEVMS and standard billboards, average dwell times were computed per participant for the CEVMS and standard billboard conditions. These average values were used in a *t*-test assuming unequal variances. The difference in average dwell time between CEVMS ($M = 1,096$ ms) and standard billboards ($M = 674$ ms) was statistically significant, $t(14) = 2.23$, $p = .043$.

Figure 35 through figure 37 show heat maps for the dwell-time durations to the CEVMS that were greater than 2,000 ms. The DCZ was on a freeway during the daytime. The CEVMS is located on the left side of the road (indicated by an orange rectangle). There were three fixations to this billboard, and the single fixations were between 651 ms and 1,335 ms. The dwell time for this billboard was 2,270 ms. Figure 35 shows the first fixation toward the CEVMS. There are no vehicles near the participant in his/her respective travel lane or adjacent lanes. In this situation, the billboard is relatively close to the road ahead ROI. Figure 36 shows a heat map later in the DCZ where the driver continues to look at the CEVMS. The heat map does not overlay the CEVMS in the picture since the heat map has integrated over time where the driver was gazing. The CEVMS has moved out of the area because of the vehicle moving down the road. However, visual inspection of the video and eye tracking statistics showed that the driver was fixating on the CEVMS. Figure 37 shows the end of the sequential fixations to the CEVMS. The driver returns to gaze directly in front of the vehicle. Once the CEVMS was out of the forward field of view, the driver quit looking at the billboard.

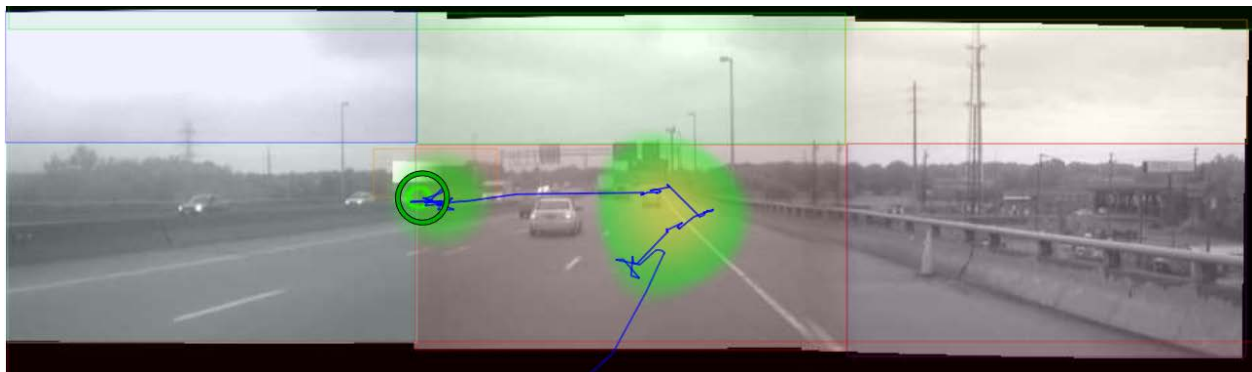


Figure 35. Heat map for first fixation to CEVMS with long dwell time.



Figure 36. Heat map for later fixations to CEVMS with long dwell time.

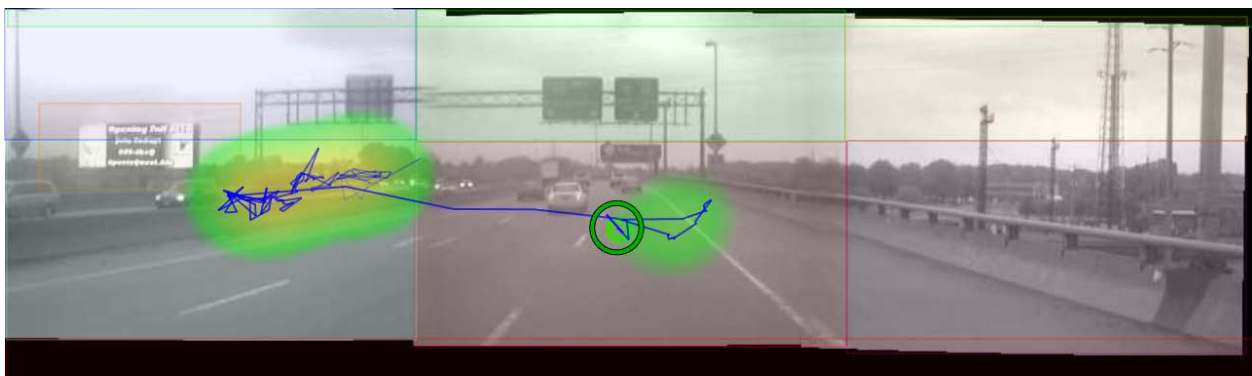


Figure 37. Heat map at end of fixations to CEVMS with long dwell time.

Comparison of Gazes to CEVMS and Standard Billboards

As was done for the data from Reading, GEE were used to analyze whether a participant gazed more toward CEVMS than toward standard billboards, given that the participant was looking at off-premise advertising. Recall that a sample probability greater than 0.5 indicated that participants gazed more toward CEVMS than standard billboards when the participants gazed at off-premise advertising. In contrast, if the sample probability was less than 0.5, participants showed a preference to gaze more toward standard billboards than CEVMS when directing visual attention to off-premise advertising.

Time of day (i.e., day or night), road type (i.e., freeway or arterial), and the corresponding interaction were explanatory variables in the logistic regression model. Time of day had a significant effect on participant gazes toward off-premise advertising, $\chi^2(1) = 4.46, p = 0.035$. Participants showed a preference to gaze more toward CEVMS than toward standard billboards during both times of day. During the day the preference was only slight ($M = 0.52$), but at night the preference was more pronounced ($M = 0.71$). Road type was also a significant predictor of where participants directed their gazes at off-premise advertising, $\chi^2(1) = 3.96, p = 0.047$. Participants gazed more toward CEVMS than toward standard billboards while driving on both types of roadways. However, driving on freeways yielded a slight preference for CEVMS over standard billboards ($M = 0.55$), but driving on arterials resulted in a larger preference in favor of CEVMS ($M = 0.68$).

Observation of Driver Behavior

No near misses or driver errors occurred.

Level of Service

Table 11 shows the level of service as a function of advertising type, type of road, and time of day. As expected, there was less congestion during the nighttime runs than in the daytime. In general, there was traffic during the data collection runs; however, the eye tracking data were recorded while the vehicles were in motion.

Table 11. Estimated level of service as a function of advertising condition, road type, and time of day.

	Arterial		Freeway	
	Day	Night	Day	Night
Control	B	A	C	B
CEVMS	B	A	B	A
Standard	C	A	C	C

DISCUSSION OF RICHMOND RESULTS

Overall the probability of looking at the forward roadway was high across all conditions and consistent with the findings from Reading and previous related research.^(11,9,12) In this second study the CEVMS and standard billboard conditions did not differ from each other. For the DCZs on arterials there were no significant differences among the control, CEVMS, and standard billboard conditions. On the other hand, while the CEVMS and standard billboard conditions on the freeways did not differ from each other, they were significantly different from their respective control conditions. The control condition on the freeway principally had trees along the sides of the road and the signs that were present were freeway signs located in the road ahead ROI.

Measures such as feature congestion rated the three DCZs on freeways as not being statistically different from each other. These types of measures have been useful in predicting visual search and the effects of visual salience in laboratory tasks.⁽³⁴⁾ Models of visual salience may predict that, at least during the daytime, trees on the side of the road may be visually salient objects that would attract a driver's attention.⁽⁴⁷⁾ However, it appears that in the present study, participants principally kept their eyes on the road ahead.

The mean fixations to CEVMS, standard billboards, and the road ahead were found to be similar in magnitude with no long fixations. Examination of dwell times showed that there was one long dwell time for a CEVMS greater than 2,000 ms and it occurred in the daytime on a sign located on the left side of the road on a freeway DCZ. Furthermore, when averaging among participants the mean dwell time for CEVMS was significantly longer than to standard billboards, but still under 2,000 ms. For the dwell time greater than 2,000 ms, examination of the scene camera video and eye tracking heat maps showed that the driver was initially looking toward the forward roadway and made a first fixation to the sign. Three fixations were made to the sign and then the

driver started looking back to the road ahead as the sign moved out of the forward field of view. On the video there were no vehicles near the subject driver's own lane or in adjacent lanes.

Only the central 2 degrees of vision, foveal vision, provide resolution sharp enough for reading or recognizing fine detail.⁽⁵⁷⁾ However, useful information for reading can be extracted from parafoveal vision, which encompasses the central 10 degrees of vision.⁽⁵⁷⁾ More recent research on scene gist recognition³ has shown that peripheral vision (beyond parafoveal vision) is more useful than central vision for recognizing the gist of a scene.⁽⁵⁸⁾ Scene gist recognition is a critically important early stage of scene perception, and influences more complex cognitive processes such as directing attention within a scene and facilitating object recognition, both of which are important in obtaining information while driving.

The results of this study do show one duration of eyes off the forward roadway greater than 2,000 ms, the duration at which Klauer et al. observed near-crash/crash risk at more than twice those of normal, baseline driving.^(14,53) When looking at the tails of the fixation distributions, few fixations were greater than 1,000 ms, with the longest fixation being equal to 1,335 ms.^(53,54) The one long dwell time on a CEVMS that was observed was a rare event in this study, and review of the video and eye tracking data suggests that the driver was effectively managing acquisition of visual information while driving and fixated on the advertising. However, additional work needs to be done to derive criteria for gazing or fixating away from the forward road view where the road scene is still visible in peripheral vision.

The results showed that drivers are more likely to look at CEVMS than standard billboards during the nighttime across the conditions tested (at night the average probability of gazing at CEVMS was $M = 0.71$). CEVMS do have greater luminance than standard billboards at night and also have higher contrast. The CEVMS have the capability of being lit up so that they would appear as very bright signs to drivers (for example, up to about $10,000 \text{ cd/m}^2$ for a white square on the sign.). However, our measurements of these signs showed an average luminance of about 56 cd/m^2 . These signs would be conspicuous in a nighttime driving environment but significantly less so than other light sources such as vehicle headlights. Drivers were also more likely to look at CEVMS than standard billboards on both arterials and freeways, with a higher probability of gazes on arterials.

In this second study, CEVMS and standard billboards were more nearly equated with respect to setback from the road. Gazes to the road ahead were not significantly different between CEVMS and standard billboard DCZs across conditions and the proportion of gazes to the road ahead were consistent with previous research. One long dwell time for a CEVMS was observed in this study; however, it occurred in the daytime where the luminance and contrast (affecting the perceived brightness) of these signs are similar to those for standard billboards.

³ "Scene gist recognition" refers to the element of human cognition that enables us to determine the meaning of a scene and categorize it by type (e.g., a beach, an office) almost immediately upon seeing it.

GENERAL DISCUSSION

This study was conducted to investigate the effect of CEVMS on driver visual behavior in a roadway driving environment. An instrumented vehicle with an eye tracking system was used. Roads containing CEVMS, standard billboards, and control areas with no off-premise advertising were selected. The CEVMS and standard billboards were measured with respect to luminance, location, size, and other relevant variables to characterize these visual stimuli. Unlike previous studies on digital billboards, the present study examined CEVMS as deployed in two United States cities and did not contain dynamic video or other dynamic elements. The CEVMS changed content approximately every 8 to 10 seconds, consistent within the limits provided by FHWA guidance.⁽²⁾ In addition, the eye tracking system used had nearly a 2-degree level of resolution that provided significantly more accuracy in determining what objects the drivers were gazing or fixating on as compared to some previous field studies examining CEVMS.

CONCLUSIONS

Do CEVMS attract drivers' attention away from the forward roadway and other driving relevant stimuli?

Overall, the probability of looking at the road ahead was high across all conditions. In Reading, the CEVMS condition had a lower proportion of gazes to the road ahead than the standard billboard condition on the freeways. Both of the off-premise advertising conditions had a lower proportion of gazes to the road ahead than the control condition on the freeway. The lower proportion of gazes to the road ahead can be attributed to the overall distribution of gazes away from the road ahead and not just to the CEVMS. On the other hand, for the arterials the CEVMS and standard billboard conditions did not differ from each other, but both had a lower proportion of gazes to the road ahead compared to the control. In Richmond there were no differences among the three advertising conditions on the arterials. However, for the freeways the CEVMS and standard billboard conditions did not differ from each other but had a lower proportion of gazes to the road ahead than the control.

The control conditions differed across studies. In Reading, the control condition on arterials showed 92 percent for gazing at the road ahead while on the freeway it was 86 percent. On the other hand, in Richmond the control condition for arterials was 78 percent and for the freeway it was 92 percent. The control conditions on the freeway differed across the two studies. In Reading there were businesses off to the side of the road; whereas in Richmond the sides of the road were mostly covered with trees. The control conditions on the arterials also differed across cities in that both contained businesses and on-premise advertising; however, in Reading arterials had four lanes and in Richmond arterials had six lanes. The reason for these differences across cities was that these control conditions were selected to match the other conditions (CEVMS and standard billboards) that the drivers would experience in the two respective cities. Also, the selection of DCZs was obviously constrained by what was available on the ground in these cities.

The results for the off-premise advertising conditions are consistent with Lee et al., who observed that 76 percent of drivers' time was spent looking at the road ahead in the CEVMS scenario and 75 percent in the standard billboard scenario.⁽⁹⁾ However, it should be kept in mind

that drivers did gaze away from the road ahead even when no off-premise advertising was present and that the presence of clutter or salient visual stimuli did not necessarily control where drivers gazed.

Do glances to CEVMS occur that would suggest a decrease in safety?

In DCZs containing CEVMS, about 2.5 percent of the fixations were to CEVMS (about 2.4 percent to standard billboards). The results for fixations are similar to those reported in other field data collection efforts that included advertising signs.^(12,11,9,13) Fixations greater than 2,000 ms were not observed for CEVMS or standards billboards.

However, an analysis of dwell times to CEVMS showed a mean dwell time of 994 ms (maximum of 1,467 ms) for Reading and a mean of 1,039 ms (maximum of 2,270 ms) for Richmond. Statistical comparisons of average dwell times between CEVMS and standard billboards were not significant in Reading; however, in Richmond the average dwell times to CEVMS were significantly longer than to standard billboards, though below 2,000 ms. There was one dwell time greater than 2,000 ms to a CEVMS across the two cities. On the other hand, for standard billboards there were three long dwell times in Reading; there were no long dwell times to these billboards in Richmond. Review of the video data for these four long dwell times showed that the signs were not far from the forward view when participants were fixating. Therefore, the drivers still had access to information about what was in front of them through peripheral vision.

As the analyses of gazes to the road ahead showed, drivers distributed their gazes away from the road ahead even when there were no off-premise billboards present. Also, drivers gazed and fixated on off-premise signs even though they were generally irrelevant to the driving task. However, the results did not provide evidence indicating that CEVMS were associated with long glances away from the road that may reflect an increase in risk. When long dwell times occurred to CEVMS or standard billboards, the road ahead was still in the driver's field of view.

Do drivers look at CEVMS more than at standard billboards?

The drivers were generally more likely to gaze at CEVMS than at standard billboards. However, there was some variability between the two locations and between type of roadway (arterial or freeway). In Reading, the participants looked more often at CEVMS when on arterials, whereas they looked more often at standard billboards when on freeways. In Richmond, the drivers looked at CEVMS more than standard billboards no matter the type of road they were on, but as in Reading the preference for gazing at CEVMS was greater on arterials (68 percent on arterials and 55 percent on freeways). The slower speed on arterials and sign placement may present drivers with more opportunities to gaze at the signs.

In Richmond, the results showed that drivers gazed more at CEVMS than standard billboards at night; however, for Reading no effect for time of day was found. CEVMS do have higher luminance and contrast than standard billboards at night. The results showed mean luminance of about 56 cd/m² in the two cities where testing was conducted. These signs would appear clearly visible but not overly bright.

SUMMARY

The results of these studies are consistent with a wealth of research that has been conducted on vision in natural environments.^(26,22,21) In the driving environment, gaze allocation is principally controlled by the requirements of the task. Consistent results were shown for the proportion of gazes to the road ahead for off-premise advertising conditions across the two cities. Average fixations were similar to CEVMS and standard billboards with no long single fixations evident for either condition. Across the two cities, four long dwell times were observed: one to a CEVMS on a freeway in the day, two to the same standard billboard on a freeway (once at night and once in the daytime), and one to a standard billboard on an arterial at night. Examination of the scene video and eye tracking data indicated that these long dwell times occurred when the billboards were close to the forward field of view where peripheral vision could still be used to gather visual information on the forward roadway.

The present data suggest that the drivers in this study directed the majority of their visual attention to areas of the roadway that were relevant to the task at hand (i.e., the driving task). Furthermore, it is possible, and likely, that in the time that the drivers looked away from the forward roadway, they may have elected to glance at other objects in the surrounding environment (in the absence of billboards) that were not relevant to the driving task. When billboards were present, the drivers in this study sometimes looked at them, but not such that overall attention to the forward roadway decreased.

LIMITATIONS OF THE RESEARCH

In this study the participants drove a research vehicle with two experimenters on board. The participants were provided with audio turn-by-turn directions and consequently did not have a taxing navigation task to perform. The participants were instructed to drive as they normally would. However, the presence of researchers in the vehicle and the nature of the driving task do limit the degree to which one may generalize the current results to other driving situations. This is a general limitation of instrumented vehicle research.

The two cities employed in the study appeared to follow common practices with respect to the content change frequency (every 8 to 10 seconds) and the brightness of the CEVMS. The current results would not generalize to situations where these guidelines are not being followed.

Participant recruiting was done through libraries, community centers and at a university. This recruiting procedure resulted in a participant demographic distribution that may not be representative of the general driving population.

The study employed a head-free eye tracking device to increase the realism of the driving situation (no head-mounted gear). However, the eye tracker had a sampling rate of 60 Hz, which made determining saccades problematic. The eye tracker and analyses software employed in this effort represents a significant improvement in technology over previous similar efforts in this area.

The study focused on objects that were 1,000 feet or less from the drivers. This was dictated by the accuracy of the eye tracking system and the ability to resolve objects for data reduction. In addition, the geometry of the roadway precluded the consideration of objects at great distances.

The study was performed on actual roadways, and this limited the control of the visual scenes except via the route selection process. In an ideal case, one would have had roadways with CEVMS, standard billboards, and no off-premise advertising and in which the context surrounding digital and standard billboards did not differ. This was not the case in this study, although such an exclusive environment would be inconsistent with the experience of most drivers. This presents issues with the interpretation of the specific contributions made by billboards and the environment to the driver's behavior.

Sign content was not investigated (or controlled) in the present study, but may be an important factor to consider in future studies that investigate the distraction potential of advertising signs. Investigations about the effect of content could potentially be performed in driving simulators where this variable could be systematically controlled and manipulated.

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CONSULTING ENGINEERS

A STUDY OF THE RELATIONSHIP BETWEEN DIGITAL BILLBOARDS AND TRAFFIC SAFETY IN HENRICO COUNTY AND RICHMOND, VIRGINIA

SUBMITTED TO

THE FOUNDATION FOR OUTDOOR ADVERTISING
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29 NOVEMBER 2010



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A STUDY OF THE RELATIONSHIP
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VIRGINIA

KEY POINTS

- More than 7 years of accident data comparisons
- Ten locations with 14 digital billboard faces with 10 second duration times
- Data show no statistically significant increase in accident rates, using before and after comparisons and using an Empirical Bayes Method Analysis for the actual and predicted comparisons
- Comparisons of driver age (young/elderly) and time of day (daytime/nighttime) are neutral factors

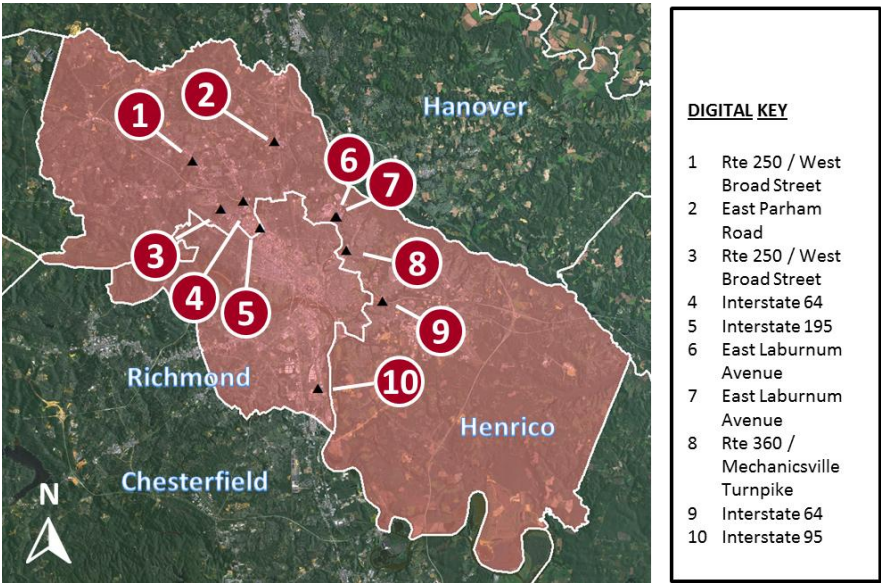


Figure 1.
Digital Billboard Locations analyzed
in Henrico County and Richmond, Virginia

TOC

OVERVIEW, 3

STUDY REGION, 5

BILLBOARD CHARACTERISTICS, 5

TRAFFIC VOLUME DATA, 12

ACCIDENT DATA, 13

ANALYSIS, 15

RESULTS, 20

FINDINGS, 33

REFERENCES, 34

More than 7 years of data ...

*... no statistically significant relationship
with the occurrence of accidents ...*

... 10-second duration times ...

OVERVIEW

The purpose of this study is to **examine the statistical relationship between digital billboards and traffic safety in Henrico County and Richmond, Virginia**. This study analyzes traffic and accident data along routes near **10 locations with 14 digital billboard faces** (see Figure 1) with traffic volumes on roads collectively representing approximately 154 million vehicles per year. The study uses official data as collected, compiled and recorded independently by municipal police departments, Henrico County and the Virginia Department of Transportation.

The study includes more than **seven years of accident data** representing approximately 40 thousand accidents near ten locations in Richmond and Henrico County. The billboards were converted to digital format between 2006 and 2009 and allow periods of comparison as long as 7.3 years (88 months).

Temporal (*when and how frequently*) and spatial (*where and how far*) statistics are summarized near billboards within multiple vicinity ranges as large as one-half mile for areas that are upstream and downstream of the billboards. Subsets of daytime and nighttime accidents and driver age are analyzed for before and after comparisons.

Additionally, an Empirical Bayes Method (EBM) analysis is performed to estimate the number of accidents that could statistically be expected without the introduction of digital signs. This method is the basis of the safety analysis and science-based, predictive models introduced within the 2010 *Highway Safety Manual* of the American Association of State Highway Officials (AASHTO, Reference 14). This report establishes benchmarks for the basis of accident records at pre-digital locations and also uses other comparison sites in Henrico County and Richmond.

The overall conclusion of the study is that **the digital billboards in Richmond, Virginia have no statistically significant relationship with the occurrence of accidents**. This study also finds that the age of drivers (younger/elderly) and the time of day (daytime/nighttime) are neutral factors which show no significant increase in accident rates near the digital billboards. These conclusions are based on Police Department data and an objective statistical analysis; **the data show no significant increase in accident rates**.

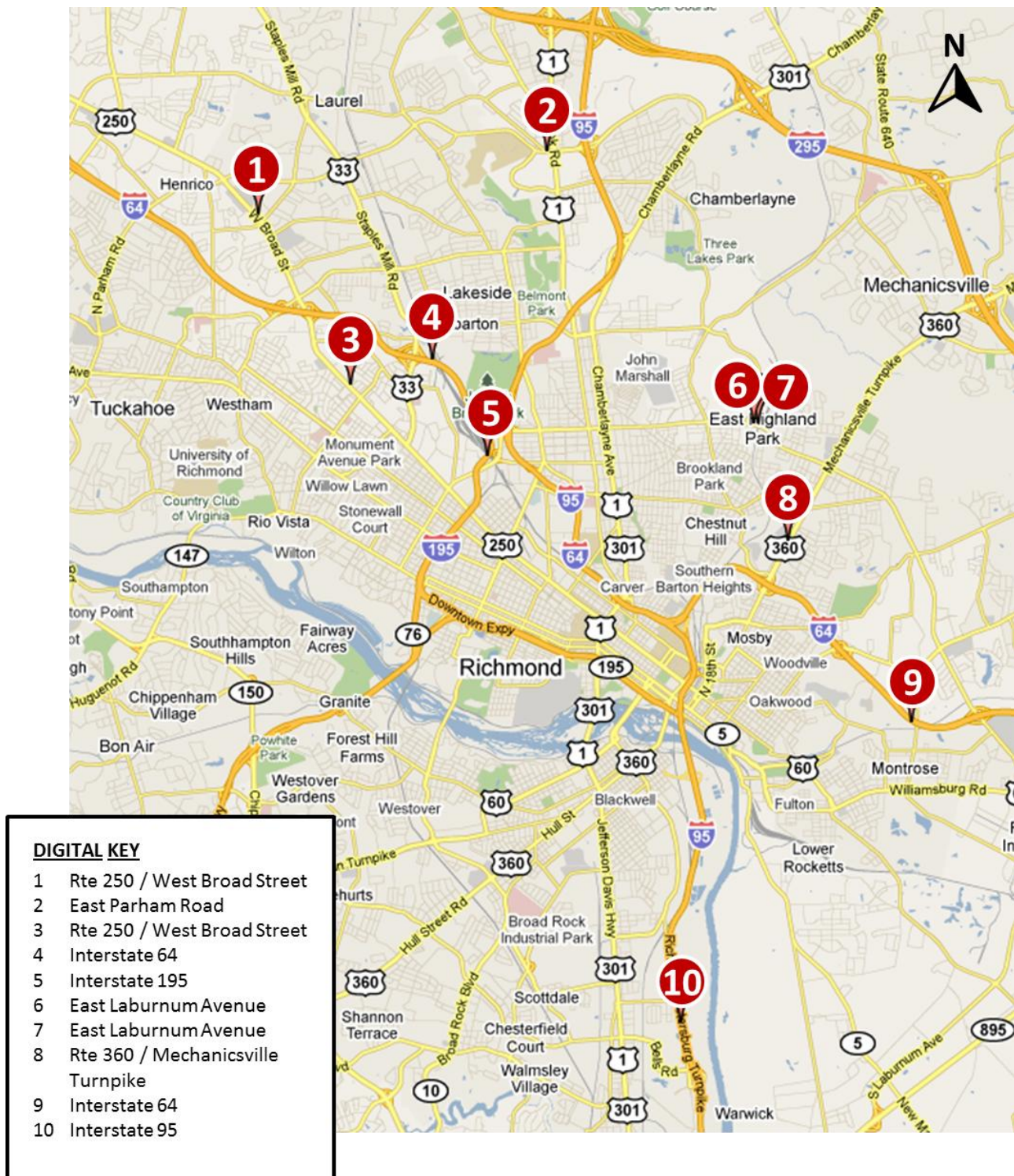


Figure 2.

Digital Billboard Locations analyzed in Henrico County and Richmond, Virginia. Each location studied has a 10 second duration time.

The static display on each of these digital billboards have "duration times" of 10 seconds.

STUDY REGION

This portion of the Greater Richmond Area was chosen as a study region, because it has multiple digital billboards in close proximity that were in service for extended periods of time. The roads adjacent to these billboards are heavily traveled (approximately 423 thousand vehicles traveled per day collectively on the sections of road near the digital billboards in Figure 2).

The study area of Henrico County and the City of Richmond, a portion of the Greater Richmond Area in Virginia, is situated in the central part of the State, and collectively has an area of approximately 308 square miles, has a population of 352 thousand people and has 174 thousand households (2000 census).

Several federal and state highways allow entry to the Greater Richmond Area as it is situated at the junction of east-west Interstate 64 and north-south Interstate 95, two of the most heavily traveled highways in the state. Henrico County is one of only two counties in Virginia that maintain their own roads. Interstate highways include Interstate 64, Interstate 95, and Interstate 295. Interstate 64 runs east-west and overlaps Interstate 95 for several miles in Richmond. Interstate 195 is a short spur from north of downtown Richmond, south into the downtown. Interstate 295 is a bypass to the east of Richmond and extends from Interstate 95 south of Petersburg. Other major highways include U.S. Route 1, U.S. Route 250 and U.S. Route 360.

BILLBOARD CHARACTERISTICS

Digital billboards display static messages which, when viewed, resemble conventional painted or printed billboards. With digital technology, a static copy displays for a duration and includes no animation, flashing lights, scrolling, or full-motion video. The static display of each of these digital billboards has a "duration time" of 10 seconds. The digital billboards use red, green, and blue light-emitting-diode (LED) technology to present text and graphics. The digital billboards compensate for varying light levels, including day and night viewing, by automatically monitoring and adjusting overall display brightness and gamma levels. A photocell is mounted on each digital billboard to measure ambient light. Each of the digital billboards that were studied is owned and operated by *Lamar*.

Billboard Location	Location	Configuration	Side of Road	Digital Facing Direction	Reader Side	Face Size (ft)	Duration Time (seconds)
1	Rte 250 / West Broad Street at 7912 West Broad Street (37° 37' 25.194", -77° 31' 40.515")	Free standing, Flag, Vee	N	E	right	11x23	10
				W	cross	10.5x36	10
2	East Parham Road 0.25 miles west of Interstate 95 (37° 38' 6.7668", -77° 27' 40.381")	Free standing, Flag, Vee	N	W	cross	11x22	10
3	Rte 250 / West Broad Street at 5912 West Broad Street (37° 35' 32.607", -77° 30' 22.834")	Free standing, Center-mount with offset, Vee	N	E	right	11x23	10
4	Interstate 64 0.2 miles east of Staples Mill Road (37° 35' 49.729", -77° 29' 14.935")	Free standing, Center-mount, Vee	N	E	right	12.5x40	10
5	Interstate 195 south of the Interstates 64 and 95 intersection (37° 34' 45.757", -77° 28' 29.744")	Free standing, Flag, Vee	W	S	cross	14x36	10
				N	right	14x36	10
6	East Laburnum Avenue 0.07 miles east of Carolina Avenue (37° 35' 7.3211", -77° 24' 48.898")	Free standing, Center-mount, Vee	N	E	right	10x21	10
7	East Laburnum Avenue 0.12 miles east of Carolina Avenue (37° 35' 7.3427", -77° 24' 45.050")	Free standing, Center-mount, Back-to-Back	N	E	right	10.5x36	10
8	Rte 360 / Mechanicsville Turnpike 0.3 miles north of Interstate 64 (37° 33' 50.011", -77° 24' 19.292")	Free standing, Center-mount, Back-to-Back	W	S	cross	14x28	10
				N	right	14x28	10
9	Interstate 64 0.6 miles west of South Laburnum Avenue (37° 31' 50.091", -77° 22' 36.814")	Free standing, Center-mount, Vee	S	E	cross	12.5x42	10
10	Interstate 95 0.6 miles north of Bells Road / Rte 161 (37° 28' 32.231", -77° 25' 49.227")	Free standing, Center-mount, Vee	W	N	right	14x48	10
				S	cross	14x48	10

Figure 3.
Digital Billboard Direction, Sizes and Other Sign Characteristics

Of the ten, digital-billboard locations studied, nine are located in Henrico County and one is located in the City of Richmond. Several additional digital locations were installed in the study region in 2010. These newer locations are not included as in this study because data collection would be limited to 2009; 2010 accident data was not available at the time of this study.

The digital, billboard locations are numbered 1 to 10 with 14 billboard faces. The ten locations in Henrico County and Richmond are shown in Figures 1, 2 and 3 which summarize direction, configuration and other sign characteristics. The digital boards and their surroundings were observed during day and night conditions. A majority of the digital billboards are freestanding single-pole, structures with one digital face; four locations have two digital boards on the same upright.

Figure 4 summarizes the conversion dates. Nine of the 14 billboard faces were converted to digital format prior to 2008 and the others were converted on various dates in 2008 and 2009. These dates allow for before/after comparisons as long as 7.3 years (or 88 months). Additional billboard-location photos, aerials, and map references for each digital location are included in this report as Figures 5 to 14.

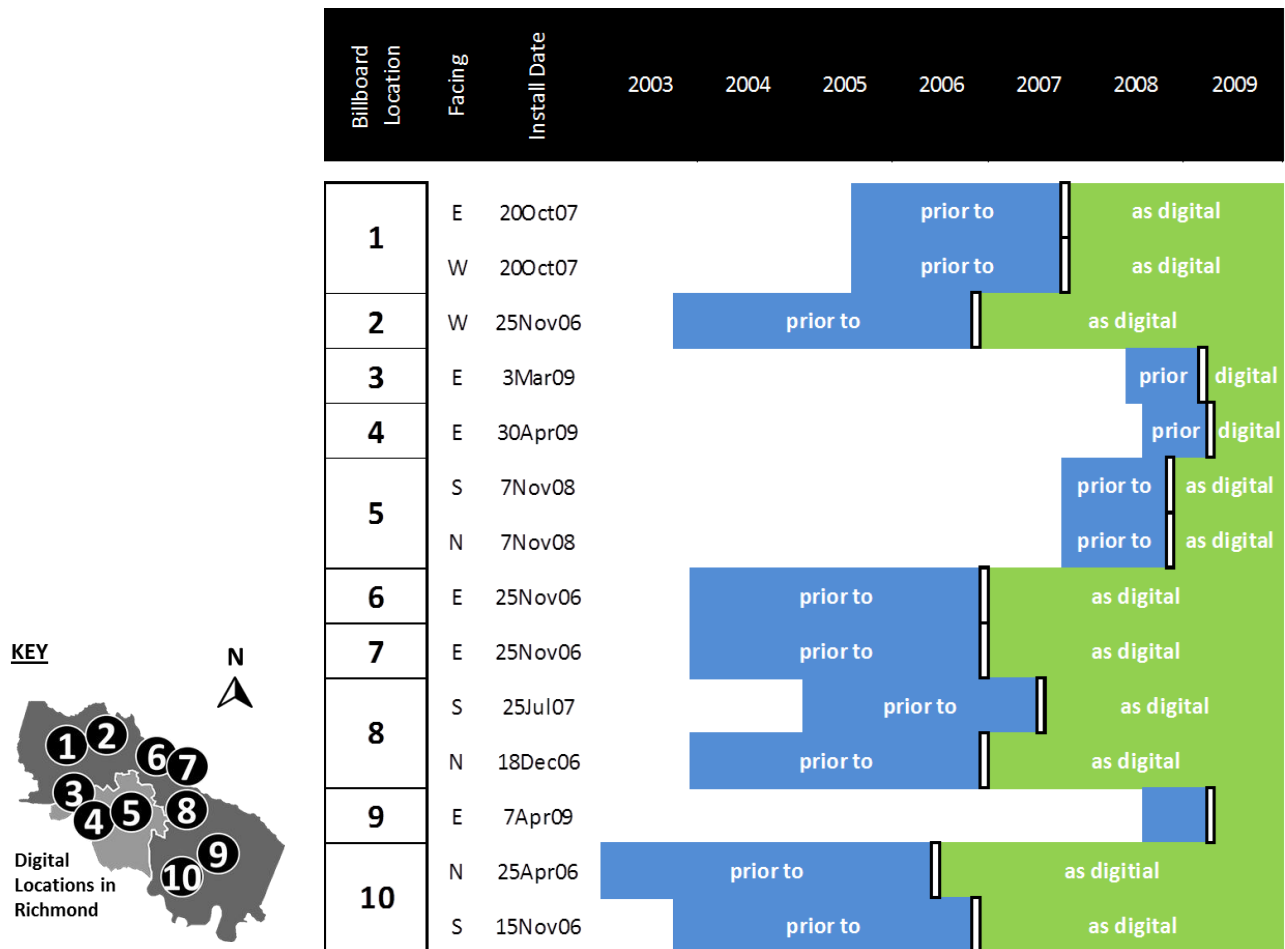


Figure 4.

Digital billboard Conversion Dates and Comparison Timelines for Digital Locations in Henrico County and Richmond, Virginia

Location No. 1 is on the north side of Route 250, at 7912 West Broad Street. The structure is a double-face, free standing, flag, vee configuration. The west face is a digital bulletin and is a right-hand reader. The west face (which faces east) has a 10.5x36 size and was a new build on 27Oct07 at this location. The east face (which faces west) is a digital poster and a cross reader. The east face has an 11x23 size and was a new build on 27Oct07. Each face is operated by Lamar, and has a duration time of 10 seconds. Figure 5a is a photo of the south digital face. Figure 5b shows the location in an oblique aerial.

Figure 5. Location No. 1 (5a, left) View on Route 250; inset shows opposite-face digital, (5b, right) Oblique Aerial of location

Location No. 2 is on the north side of East Parham Road, approximately 0.25 miles west of Interstate 95. The structure is a face, free standing, flag configuration. The east face is a digital poster and a cross reader. The face was converted from a conventional format on 25Nov06 using the existing location. The face is operated by Lamar, and has an 11x22 size with a duration time of 10 seconds. Figure 6a is a photo of the digital face. Figure 6b shows the location in an oblique aerial.

Figure 6. Location No. 2 (6a, left) View on East Parham Road North, (6b, right) Oblique Aerial of location

Location No. 3 is on the north side of Route 250, at 5912 West Broad Street. The structure is a double-face, free standing, center-mount with an offset, vee configuration. The west face is a digital poster and a right-hand reader. The north face was a new build on 3Mar09. The face is operated by Lamar, and has an 11x23 size with a duration time of 10 seconds. Figure 7a is a photo of the digital face. Figure 7b shows the location in an oblique aerial.

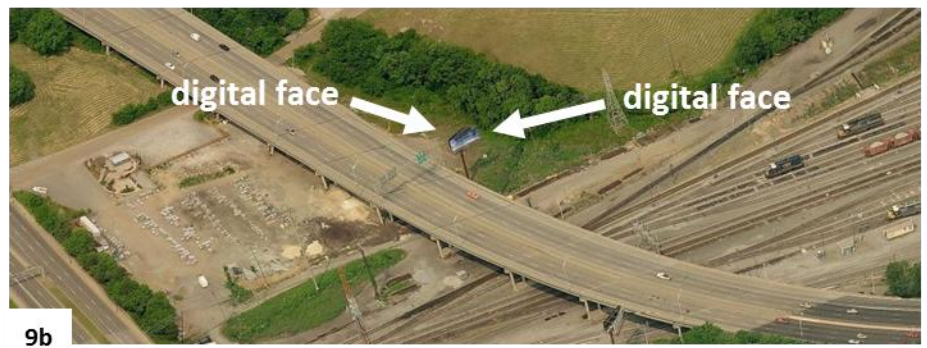
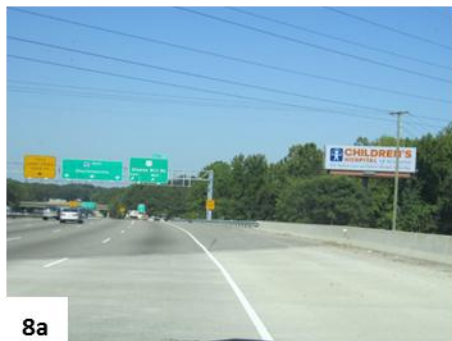
Figure 7. Location No. 3 (7a, left) View on Route 250, (7b, right) Oblique Aerial of location

Location No. 4 is on the north side of Interstate 64, approximately 0.2 miles east of Staples Mill Road. The structure is a double-face, free standing, center-mount, vee configuration. The west face is a digital bulletin and a right-hand reader. The face was a new build on 30Apr09 at this location. The face is operated by Lamar, and has a 12.5x40 size with a duration time of 10 seconds. Figure 8a is a photo of the digital face. Figure 8b shows the location in an oblique aerial.

Figure 8. Location No. 4 (8a, left) View on Interstate 64, (8b, right) Oblique Aerial of location

Location No. 5 is on the west side of Interstate 195 just south of the intersection of the Interstate 64 and Interstate 95. The structure is a double-face, free standing, flag, vee configuration. The north face is a digital bulletin and a cross reader. The north and south faces were converted from conventional format on 7Nov08. Each face is operated by Lamar and has a 14x36 size with a duration time of 10 seconds. Figure 9a is a photo of the digital face. Figure 9b shows the location in an oblique aerial.

Figure 9. Location No. 5 (9a, left) View on Interstate 195, inset shows opposite-face digital (9b, right) Oblique Aerial of location



Location No. 6 is on the north side of East Laburnum Avenue, approximately 0.07 miles east of Carolina Avenue. The structure is a double-face, free standing, center-mount, vee configuration. The west face is a digital poster and a right-hand reader. The face was converted from a conventional format on 25Nov06 using the existing location. The face is operated by Lamar and has a 10x21 size with a duration time of 10 seconds. Figure 10a is a photo of the digital face. Figure 10b shows the location in an oblique aerial.

Figure 10. Location No. 6 (10a, left) View on East Laburnum Avenue, (10b, right) Oblique Aerial of location

Location No. 7 is also on the north side of East Laburnum Avenue, approximately 0.12 miles east of Carolina Avenue. The structure is a double-face, free standing, center-mount, back-to-back configuration. The west face is a digital poster and a right-hand reader. The west face was a new build on 25Nov06 at this location. The face is operated by Lamar and has a 10.5x36 size with a duration time of 10 seconds. Figure 11a is a photo of the digital face. Figure 11b shows the location in an oblique aerial.

Figure 11. Location No. 7 (11a, left) View on East Laburnum Avenue, (11b, right) Oblique Aerial of location

Location No. 8 is on the west side of the Route 360 (Mechanicsville Turnpike), approximately 0.3 miles north of Interstate 64. The structure is a double-face, free standing, back-to-back, center-mount configuration. The north face is a digital poster and a cross reader and was converted from a conventional format on 25Jul07. The south face is a digital poster and a right-hand reader. The south face was converted from a conventional format on 18Dec06. Each face is operated by Lamar and has a 14x28 size with a duration time of 10 seconds. Figure 12a is a photo of the digital face. Figure 12b shows the location in an oblique aerial.

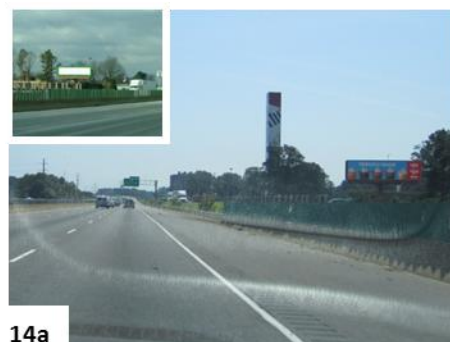
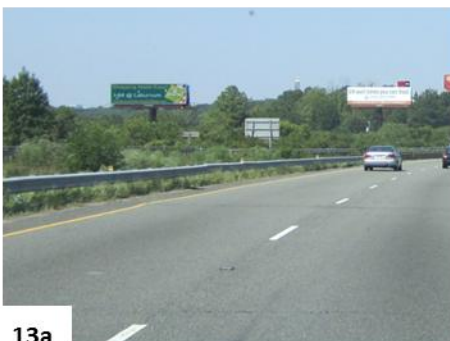
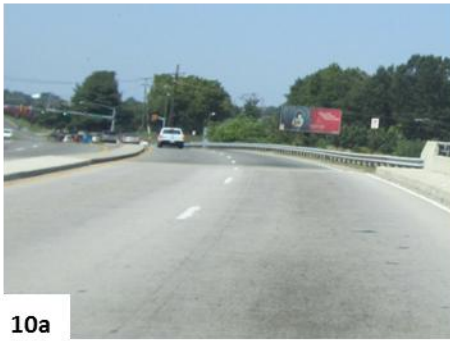
Figure 12. Location No. 8 (12a, left) View at Route 360 (Mechanicsville Turnpike), inset shows opposite-face digital, (12b, right) Oblique Aerial of location

Location No. 9 is on the south side of Interstate 64, approximately 0.6 miles west of South Laburnum Avenue. The structure is a double-face, free standing, center-mount, vee configuration. The west face is a digital poster and a cross reader. The face is operated by Lamar, has a 12.5x42 size with a duration time of 10 seconds, and was converted on 7Apr09. Figure 13a is a photo of the east digital face. Figure 13b shows the location in an oblique aerial.

Figure 13. Location No. 9 (13a, left) View on Interstate 64, (13b, right) Oblique Aerial of location

Location No. 10 is on the west side of Interstate 95, approximately 0.6 miles north of Bells Road (Route 161). The structure is a double-face, free standing, center-mount, vee configuration. The south face is a digital poster and a right-hand reader. The south face was converted from a conventional format on 25Apr06. The north face is a digital poster and a cross reader. The north face was converted from a conventional format on 15Nov06 using the existing location. Each face is operated by Lamar and has a 14x48 size with a duration time of 10 seconds. Figure 14a is a photo of the digital face. Figure 14b shows the location in an oblique aerial.

Figure 14. Location No. 10 (14a, left) View on Interstate 95, inset shows opposite-face digital (14b, right) Oblique Aerial of location



AADT ranges individually near the 10 digital locations from 27 to 100 thousand vehicles per day, or equivalently 9 to 36 million vehicles per year.

TRAFFIC VOLUME DATA

Traffic volume data for Henrico County and Richmond were obtained from the Virginia Department of Transportation (VDOT) and include the annual average daily traffic (AADT), which is the average of 24-hour counts collected throughout the year. The AADT volumes were recorded for the Henrico County and Richmond between 2004 and 2009.

The AADT values are summarized in Figure 15. AADT ranges individually near the 10 digital locations from 27 to 100 thousand vehicles per day, or equivalently 9 to 36 million vehicles per year. For all locations, this collectively represents approximately 423 thousand vehicles per day or 154 million vehicles per year.

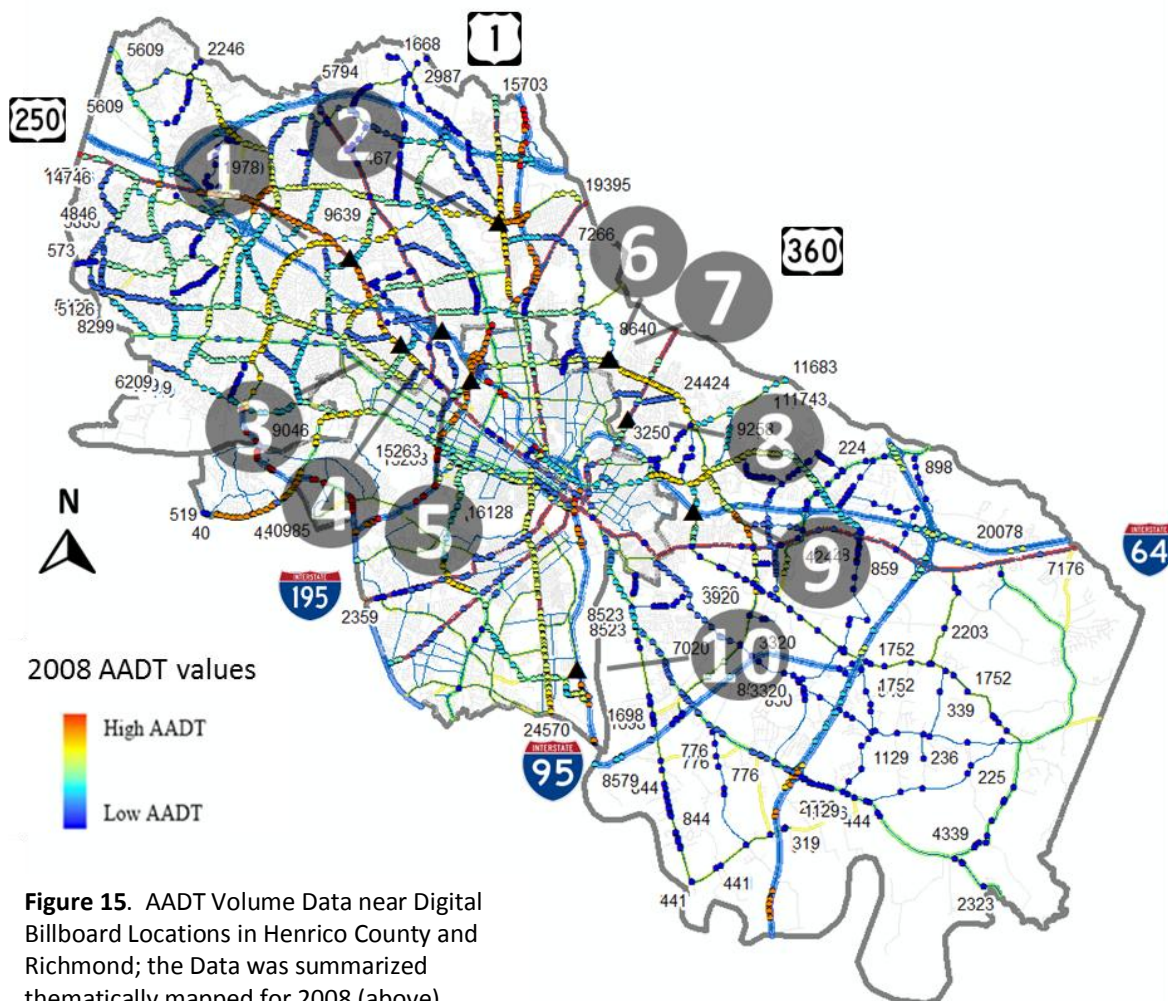


Figure 15. AADT Volume Data near Digital Billboard Locations in Henrico County and Richmond; the Data was summarized thematically mapped for 2008 (above)

ACCIDENT DATA

In this portion of the Greater Richmond Area, the majority of accident reports were investigated and recorded by each local and county Police Departments. Data were maintained by those Police Departments and compiled by the Virginia Department of Transportation. Law-enforcement officials are required to submit reports on crashes they investigate which meet reporting thresholds provided by statute, or in which someone was injured or killed. Data generally conform to the American National Standards Institute (ANSI) Standard D16.1 – 1996, Manual on Classification of Motor Vehicle Traffic Accidents.

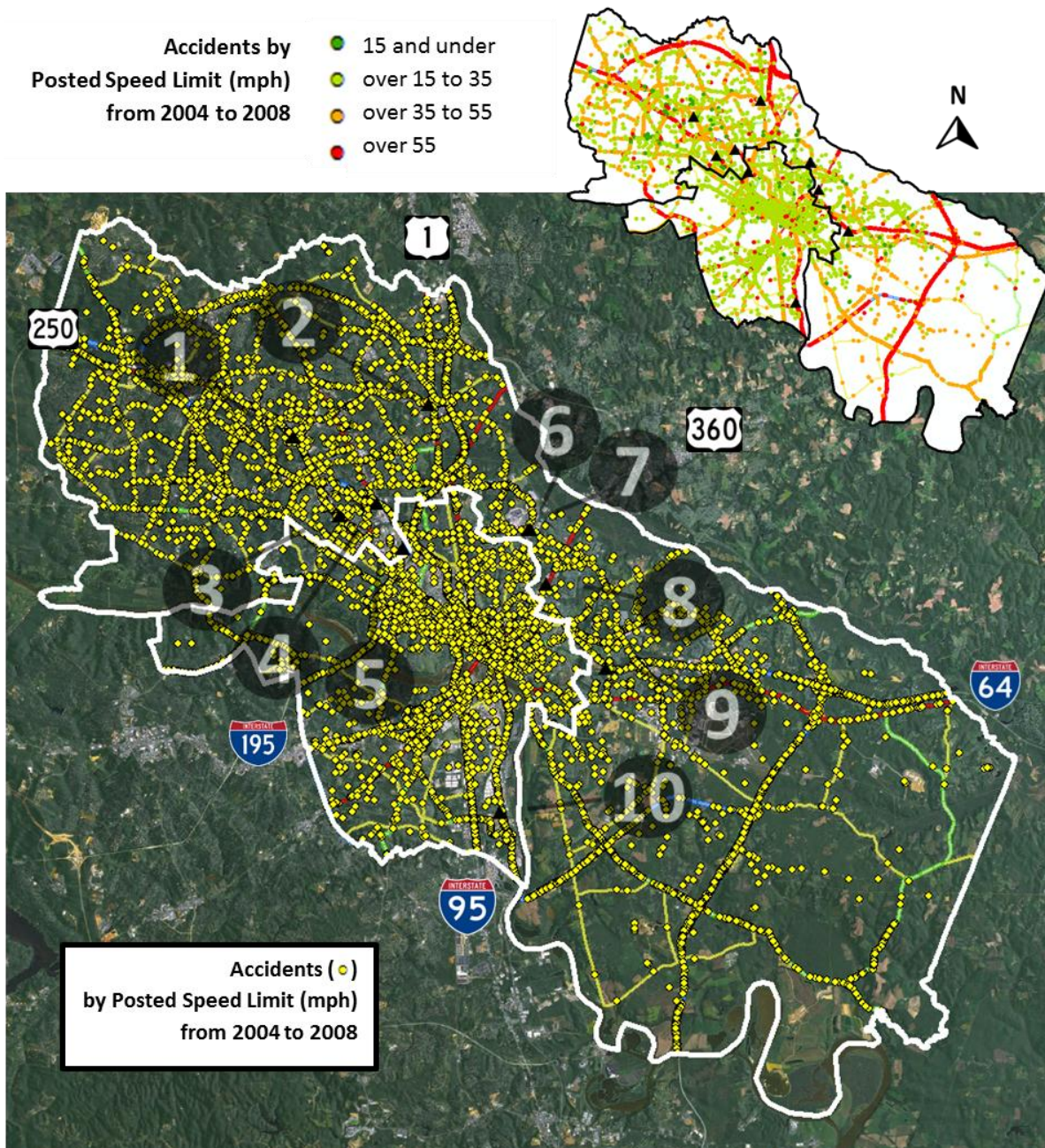


Figure 16. Traffic Accidents (yellow dots) near Digital Billboard Locations in Henrico County and Richmond, Virginia from 2004 to 2008; Inset shows Accident by Posted Speed Limit (mph)

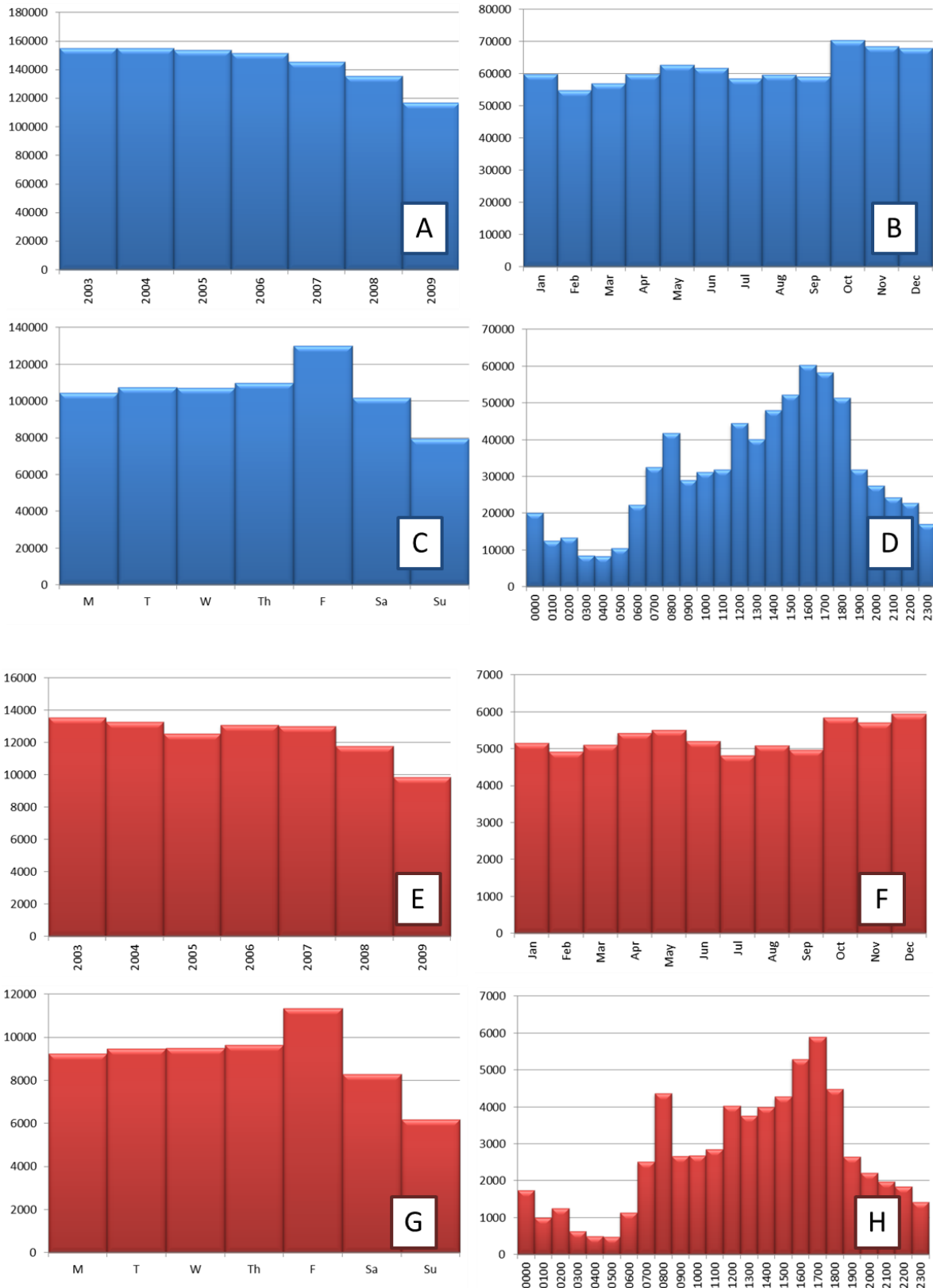


Figure 17. Histogram of Traffic Accident Data of the Past Seven Years in the State of Virginia (in blue) by Year (A), Month (B), Day of Week (C), and Time of Day (D) and in Henrico County and Richmond (in Red) by Year (E), Month (F), Day of Week (G), and Time of Day (H).

The analysis of this robust data involves an engineering-statistics based approach and uses widely accepted methods to show what happened when these 14 digital billboards faces were installed in Richmond.

The accident data-sets provided by VDOT include approximately 40,000 accidents during the seven years between 2004 and 2009 and near the digital billboard locations. Most of the data are specified by latitude and longitude or route nodes with offset distances. Figure 16 shows the geocoded accident locations generally within Henrico County and the City of Richmond.

Figure 17 summarizes the traffic accident data for the past seven years generally within the State of Virginia and within Henrico County and Richmond and show the distribution of accidents by year, month, day of week and time of day. This distribution represents a consistent pattern of data and illustrates that more accidents occur on weekdays and at rush hour (before and after work).

ANALYSIS

The analysis of this robust data involves an engineering-statistics based approach and uses widely accepted methods to show what happened when these 14 digital billboard faces were installed in Henrico County and Richmond.

The analysis has three parts.

Part 1 is a temporal analysis which compares *before* and *after* changes in crash rates and other metrics.

Part 2 is a spatial analysis which compares *where* and *how far* data to establish statistical correlation coefficients for various scenarios accounting for accident density and billboard proximity.

Part 3 uses the Empirical Bayes Method (EBM). This method uses the 'before' accident statistics to predict the number of accidents "expected" at the locations assuming that no digital billboard technology was introduced. The method is the basis of the safety analysis and science-based, predictive models introduced in the 2010 *Highway Safety Manual* of the American Association of State Highway Official (AASHTO, Reference 14). We quantify what the actual 'after' accident statistics are and compare them with what

the predicted values are from the EB analysis. This method analyzes data from the ten billboard location and incorporates data using non-digital comparison sites.

Analysis: Part 1 – Temporal Comparisons

The first part is a temporal analysis. The incidence of traffic accidents near the digital billboards is examined for an equal length of time before and after the digital billboards were installed and activated. This part is for the purpose of establishing if traffic accidents occurred more or less frequently in the presence of these digital billboards. With information collected from police accident reports, the temporal analysis also uses metrics such as traffic volumes, the accident-rate values, the maximum number of accidents during any given month, etc.

For comparison, accident statistics were summarized near the digital billboards within multiple vicinity ranges of 0.2, 0.4, 0.6, 0.8, and 1.0 miles both upstream and downstream of each billboard. For locations on local roads, these vicinity ranges also sampled data to include: (1) accidents along the principal roads to which the digitals directly advertise, (2) accidents recorded as occurring within the intersection of the primary road and any cross roads, and (3) for crossroad accidents within a reasonable distance from the primary road to include drivers turning onto or leaving the primary road. Accident data for roads to which the digitals do not advertise or are not connected were excluded, even if they were within the specified vicinity range.

Analysis: Part 2 – Spatial Comparisons

The second part is a spatial analysis. This establishes statistical correlation coefficients between the digital billboards and accidents. Correlation coefficients are statistical measures of the “association” between two sets of data. The results are analyzed for various scenarios accounting for accident density and billboard proximity.

Additionally, subsets of accident data for age of driver and for daytime and nighttime accidents are analyzed for before and after comparisons. For a more lengthy discussion of analysis methods, please refer to previous studies (see References 3 and 4).

Analysis: Part 3 – The Empirical Bayes Method (EBM)

The third part of the analysis uses the Empirical Bays Method (EBM).

An Empirical Bayes Method (EBM) analysis is performed to estimate the number of accidents that could statistically be expected without the introduction of a digital sign.

Research literature suggests that the EBM method is appropriate for this type of analysis and is a widely accepted method in the field of traffic safety (see References 14 to 31). The method is the basis of the safety analysis and science-based, predictive models

introduced within the 2010 *Highway Safety Manual* of the American Association of State Highway Official (AASHTO, Reference 14).

The negative binomial distribution is established by researchers as an accurate description of yearly crash variation between sites and was previously used to model and evaluate various transportation safety projects (see References 14 through 31). The correction for regression to the mean and the use of a negative binomial distribution are strengths of the EBM.

The EBM is used to estimate the number of crashes before the site change (i.e., before the introduction of digital technology). These “before” estimates are then used to predict the number of crashes that could be expected to occur at a certain location, during a specified year, without the introduction of digital technology.

The change in safety at a location is given as:

$$\Delta \text{ safety} = B - A$$

where $\Delta \text{ safety}$ is the change in the number of crashes, B is the expected number of crashes in the after period without the introduction of digital technology, and A is the actual number of crashes reported in the after period.

After identifying digital locations, a statistical crash estimate model (CEM) is developed. The CEM model is a multivariate, regression model used to estimate the mean and variance of the annual number of crashes that could be expected at each location. Various multivariate models were tested through an iterative process by fitting the available traits. The analysis uses a negative binomial distribution by fitting a generalized, linear model to the data by maximum likelihood estimation of the parameter vector, B .

The p-value is used as an indicator of the significance of the individual traits. The traits that produced a statistically sound model include the annual average daily traffic (AADT) for the location. The resulting CEM is then

$$P = \alpha_{\lambda} (AADT)^{\beta_1} (LANE)^{\beta_2} (Speed)^{\beta_3}.$$

The model parameters and the over-dispersion parameter (theta) are then calculated. The over-dispersion parameter is a measure of the extra variation in the negative binomial distributions compared to a traditional Poisson distribution; this parameter is commonly used in the calculation of the variance, or

$$\text{variance} = \text{mean} * \left(1 + \frac{\text{mean}}{\phi}\right).$$

Using the model, analyzed parameters and data, the expected number of crashes is estimated for each location, had no digital technology been introduced.

For each location, the first year for available data was used as a base year and a normalized mean number of crashes for each year, y is calculated as

$$C_y = \frac{P_y}{P_b}.$$

Where, P_y and P_b are the predicted total number of crashes from the CEM for the year y and the base year, respectively for each location. The projection of the number of crashes is independent of the choice of the base year.

The variance of the expected number of crashes, $Var(P)$ is calculated using the overdispersion parameter, as

$$Var(P) = (1 + \phi * P) * P.$$

The relative weight, α , is calculated as

$$\alpha = \frac{P}{Var(P)}.$$

Actual location crash counts, K , are then used to determine the EB estimate of mean and variance of the number of crashes for a site; EB and $Var(EB)$, respectively are

$$EB = \alpha * P + (1 - \alpha) * K, \text{ and}$$

$$Var(EB) = (1 - \alpha) * EB.$$

The projection of the expected “after” treatment number of crashes is based on the weighted average of the EB estimates of number of crashes of all “before” treatment years for conversion to digital technology.

The estimate of the baseline mean and the variance number of crashes, PC_b and $Var(PC_b)$ is determined as

$$PC_b = \frac{\sum_{before} EB}{\sum_{before} C_y}, \text{ and}$$

$$Var(PC_b) = \frac{\sum_{before} Var(EB)}{(\sum_{before} C_y)^2}.$$

The projected number of crashes for the conversion locations in the “after” conversion period is calculated by multiplying the normalized number of crashes/year, C_y , by the baseline projected number of crashes, PC_b . The mean and variance of the projected crash count in the “after” conversion period for year, y , B and $Var(B)$, are calculated as

$$B = C_y * PC_b, \text{ and}$$

$$Var(B) = C_y^2 * Var(PC_b).$$

The overall index of effectiveness, theta, is then calculated by comparing the total projected number of crashes (B) in the after period to the total actual number of crashes (A) in the after period as

$$\theta = \frac{\sum A}{\sum B}.$$

The unbiased estimate, θ_u , is then

$$\theta_u = \frac{\theta}{1 + \frac{\sum Var(B)}{(\sum B)^2}}.$$

The percent change in total crashes due to the introduction of digital technology is

$$\Delta \text{crashes (\%)} = (1 - \theta_u) * 100.$$

If the change of introducing digital technology causes crashes to be increased, then θ_u will be significantly larger than one and $\Delta \text{crashes}$ will be a negative value significantly lower than zero.

This analysis is applied to the data at 66 locations representing the 10 digital locations and 56 comparison sites.

The number of accidents and rates of accidents near the ten digital billboards locations remained consistent within all vicinity ranges.

RESULTS

Figure 18 shows a comparison of the accident metrics for before and after conversions near all ten digital billboards in Henrico County and Richmond, Virginia. The statistics are summarized for vicinity ranges of 0.2, 0.4, 0.6, 0.8, and 1.0 miles of the digital locations with 10 -second duration times collectively. The metrics in Figure 18 include the total number of accidents, the average number of accidents in any given month, the peak number of accidents in any given month, etc. Other metrics, including rates and vehicle-miles traveled were also analyzed.

For all locations (Figure 18), the number of accidents and rates of accidents near the ten, digital billboards decreased in all vicinity ranges. The benchmark, 0.6-mile vicinity experienced a 4.5% decrease in the number of accidents over the seven year span for all location; this includes a 9.5% decrease in accident rates per hundred thousand AADT vehicles.

Figure 19 shows the distributions of the number of accidents per month near digital billboards within the benchmark 1.0 mile vicinity between 2003 and 2009.

A statistical t-test is used to determine whether the average difference between the two, time periods is really significant or if it is due to random difference. Using a 95% confidence interval indicates that no statistically significant difference in the accident statistics evaluated between conventional and digital billboards at these digital locations.

Additionally, consistent results were obtained for driver-age comparisons. Low correlation coefficients were calculated for this spatial analysis. Correlation coefficients were calculated and indicated a very strong correlation of accident patterns near the digital billboards when compared with the accident patterns prior to conversion.

The statistical evaluation of the Empirical Bayes Method and results show that the total number of accidents is approximately equivalent to what would be statistically expected with or without the introduction of digital technology and that the safety near these locations are consistent with the model benchmarked by 66 locations within Henrico County and Richmond.

Between 2003 and 2009 for equal periods before and after
At 10 locations in Henrico County and Richmond, Virginia
with 10 second duration times

		Vicinity Range from Digital Location (miles)				
		0.2	0.4	0.6	0.8	1.0
Prior to Installation	Total Number of Accidents for Equal Periods Before Conversion	241	649.75	832.25	1049.5	1243
	Average Number of Accidents per Month at Each Location	1.02	2.75	3.53	4.45	5.27
	Rate of Accidents per Vehicles (by hundred thousand AADT)	0.15	0.41	0.53	0.67	0.79
	Standard Deviation of Number of Accidents in any given month	1.82	4.01	4.97	5.89	6.84
	Peak Number of Accidents in any given Month per Location	11	19	26	28	35
	Minimum Number of Accidents per Month per Location	0	0	0	0	0
	Average Number of Accident-Free Months at Locations	52%	49%	40%	33%	33%
As Digital Location	Total Number of Accidents for Equal Periods After Conversion	205	617.25	795	977.25	1121
	Average Number of Accidents per Month at Each Location	0.89	2.67	3.44	4.23	4.85
	Rate of Accidents per Vehicles (by hundred thousand AADT)	0.12	0.37	0.48	0.59	0.68
	Standard Deviation of Number of Accidents in any given month	1.35	3.05	3.72	4.35	5.03
	Peak Number of Accidents in any given Month per Location	7.5	16	20	22	26.25
	Minimum Number of Accidents per Month per Location	0	0	0	0	0
	Average Number of Accident-Free Months at Locations	62%	52%	50%	42%	40%
Comparison	Change in Number of Accidents	-36	-32.5	-37.25	-72.25	-122
	Change in Average per Month	-0.13	-0.08	-0.08	-0.22	-0.41
	Change in Rate per vehicles (by hundred thousand AADT)	-0.03	-0.04	-0.05	-0.08	-0.12
	Percent Change in Number of Accidents	-14.9%	-5.0%	-4.5%	-6.9%	-9.8%
	Percent Change in Rate of Accidents	-19.4%	-10.0%	-9.5%	-11.8%	-14.6%

Figure 18. Summary of Accident Statistics within Vicinity Ranges near all Ten Digital-Billboards Locations with 10-second Duration Times in Henrico County and Richmond, Virginia

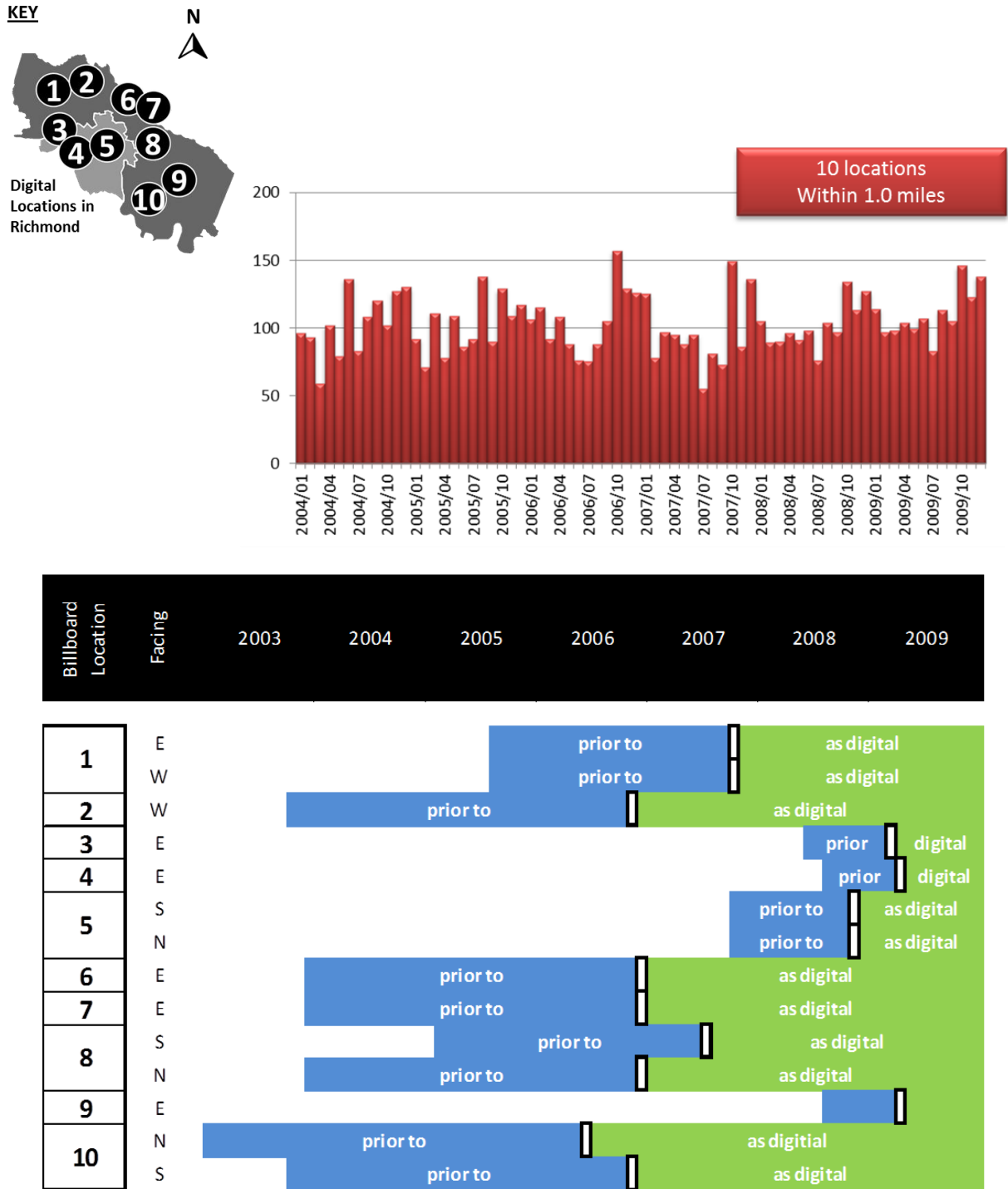


Figure 19. Distributions of the Number of Accidents per Month near Digital Billboards between 2004 and 2009, within a 1.0-mile Vicinity Range near all Digital Locations (top, red) compared with Conversion Dates and Before/After Comparison Periods

Figure 20 summarizes the accident rates that account for variations in traffic volumes for all digital locations within vicinity ranges of 0.2, 0.4, 0.6, 0.8, and 1.0 miles of the digital location. The 0.6 mile benchmark vicinity experienced a decrease in accident rates over the eight-year span. The change in accident rates decreased by 0.05 accidents per hundred thousand vehicles per year; a 9.5% decrease. Similar decreases and trends were observed for both smaller vicinity ranges.

		Vicinity Range from Digital Location (Miles)				
		0.2	0.4	0.6	0.8	1.0
Prior to Installation	Number of Accidents per million vehicles (by hundred thousand AADT)	0.15	0.41	0.53	0.67	0.79
As Digital Location	Number of Accidents per million vehicles (by hundred thousand AADT)	0.12	0.37	0.48	0.59	0.68
Comparison	Change in Rate per million vehicles (by hundred thousand AADT)	-0.03	-0.04	-0.05	-0.08	-0.12
	Percent Change in Rate of Accidents	-19.4%	-10.0%	-9.5%	-11.8%	-14.6%

Figure 20. Summary of Accident Rates within Vicinity Ranges near Ten Digital Billboards Locations 10- second-duration Times in Henrico County and Richmond, Virginia

COMPARISON OF ACCIDENTS BY AGE OF DRIVER

The accident statistics were also analyzed to determine if the age of the drivers involved in the accidents near the digital billboards was a factor. The data were specifically studied to determine if there are increases in the accident frequency of young drivers (under 17 and under 21) or elderly drivers (65 and older). Figure 21 summarizes the accidents and accident-rates by age of driver for all accidents.

Figure 22 shows the distributions of ages of driver for all accidents within Henrico County and Richmond (A, blue) and for all accidents within 1.0 miles of all digital locations (B, purple).

Figure 23 shows the distributions of driver ages within 1.0 miles of all digital locations for before (orange) and after (purple) periods of comparison. Figure 23 (left) also shows the correlation between before and after conversions for the number of accidents for each age. Individual accidents may have multiple cars and drivers involved, which is reflected in the analysis. In comparing the histograms in Figure 22 and 23, note the typical distribution type (shape) and typical average values. The mode driver age for accidents prior to digital conversion is 19 years; the mode drive age after conversions is 19 years.

Correlation coefficients were calculated and indicated a very strong correlation of accident patterns for age-of-driver factors. Figure 23 shows a 0.920 (92.0%) correlation coefficient when comparing accidents before conversion with those after conversion.

Between 2003 and 2009 for equal periods before and after
At 10 locations in Henrico County and Richmond, Virginia
with 10 second duration times

		Crashes By Driver Age Group			
		under 17	under 21	21-65	over 65
Prior to Installation	Number of Accidents for equal periods prior to conversion	6	134	1007	97
As Digital Location	Number of Accidents for equal periods after conversion	6	98	922	95
Comparison	Change in Number of Accidents	None	-36	-85	-2
	Percent Change in Number of Accidents	None	-26.9%	-8.4%	-2.1%

Figure 21. Summary of Accidents by Age Group within Vicinity Ranges near Ten Digital Billboard Locations in Henrico County and Richmond, Virginia

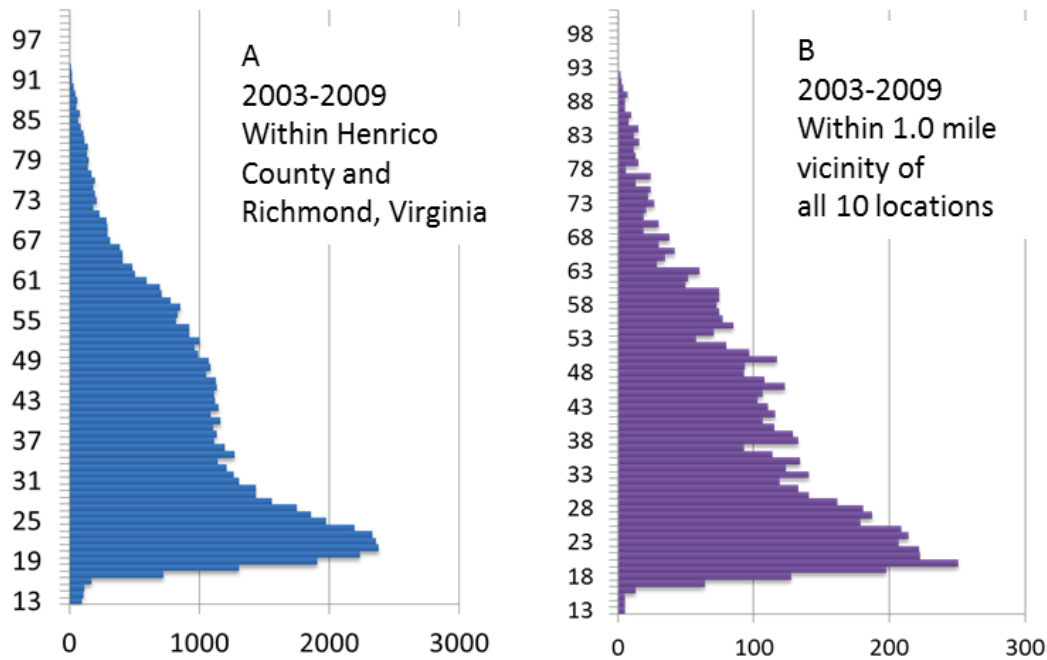


Figure 22. Distributions of Age of Drivers for all Accidents in the Henrico County and Richmond (left, blue), and within 1.0 miles of all Digital Locations (right, purple)

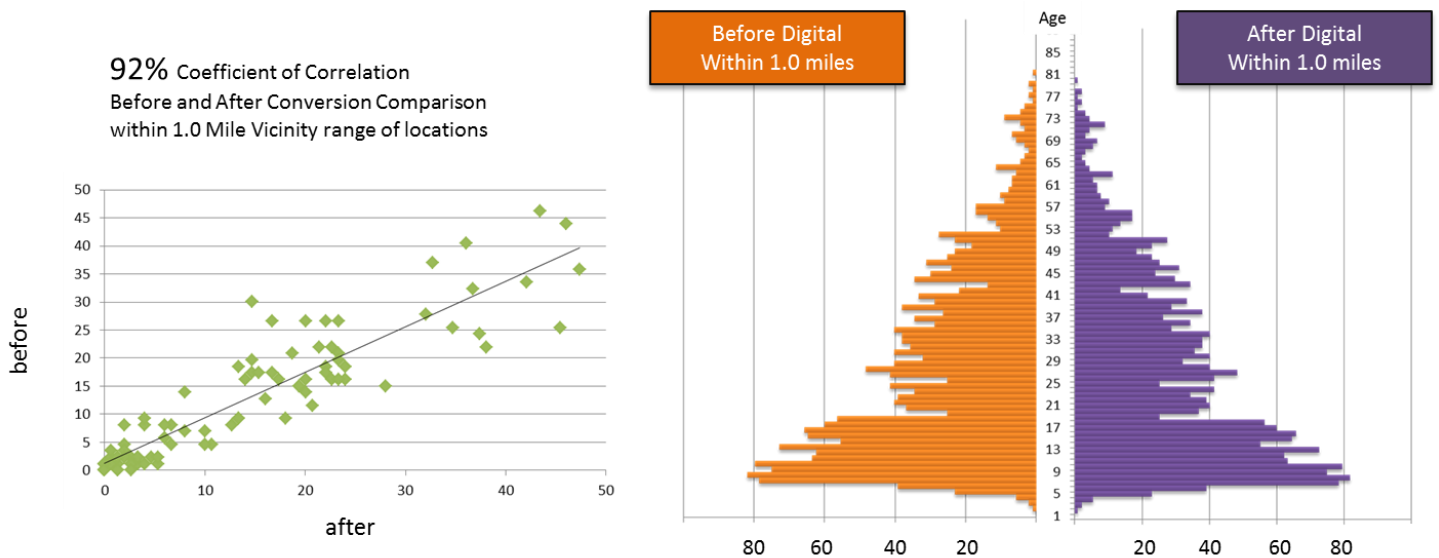


Figure 23. Distributions of Age of Drivers for all Accidents before Digital Conversion (left, orange histogram), after Digital Conversion (right, purple histogram) and the Correlation between Before and After Accident Counts for each Age (left).

COMPARISON OF ACCIDENTS BY TIME OF DAY

The accident statistics are also analyzed to determine if the time of day of the accidents near digital billboards is a factor.

The data are studied to determine if any increases in the accident rates during dawn, daylight, dusk and dark/nighttime conditions occurred. Figure 24 summarizes the accidents and accident-rates by time of day for all accidents within 1.0 miles of the digital locations. The daylight accident rate experienced a 15.5 percent decrease after conversion; the nighttime accident rate experienced a 4.7% decrease.

Figure 25 shows the distributions of times of accidents within 1.0 miles for before conversion (top, blue) and for after conversion (middle, red) data periods of comparison. Figure 25 (bottom) also shows the correlation between before and after conversions for the number of accidents. In comparing the histograms in Figure 25, note the typical distribution type (shape) and typical average values. Correlation coefficients were calculated and indicated a very strong correlation of accident patterns for time-of-day factors. Figure 25 shows a 0.90 (90.0%) correlation coefficient when comparing accidents before conversion with those after conversion.

Between 2003 and 2009 for equal periods before and after
At 10 locations in Henrico County and Richmond, Virginia
with 10 second duration times

		During Time of Day and Lighting			
		Dawn	Daylight	Dusk	Dark
Prior to Installation	Number of Accidents for equal periods prior to conversion	98	828	124	190
	Number of Accidents per million vehicles (by hundred thousand AADT)	0.06	0.53	0.08	0.12
As Digital Location	Number of Accidents for equal periods after conversion	66	700	88	181
	Number of Accidents per million vehicles (by hundred thousand AADT)	0.04	0.42	0.05	0.11
Comparison	Change in Number of Accidents	-32	-128	-36	-9
	Change in Rate per million vehicles (by hundred thousand AADT)	-0.02	-0.11	-0.03	-0.01
	Percent Change in Number of Accidents	-32.7%	-15.5%	-29.0%	-4.7%
	Percent Change in Rate of Accidents	-36.2%	-19.9%	-32.8%	-9.8%

Figure 24. Summary of Accident Rates during Dawn, Daylight, Dusk and Dark/Nighttime Conditions within a 0.5 mile vicinity range near ten Digital Billboards Locations with 10-second-duration times in Henrico County and Richmond, Virginia

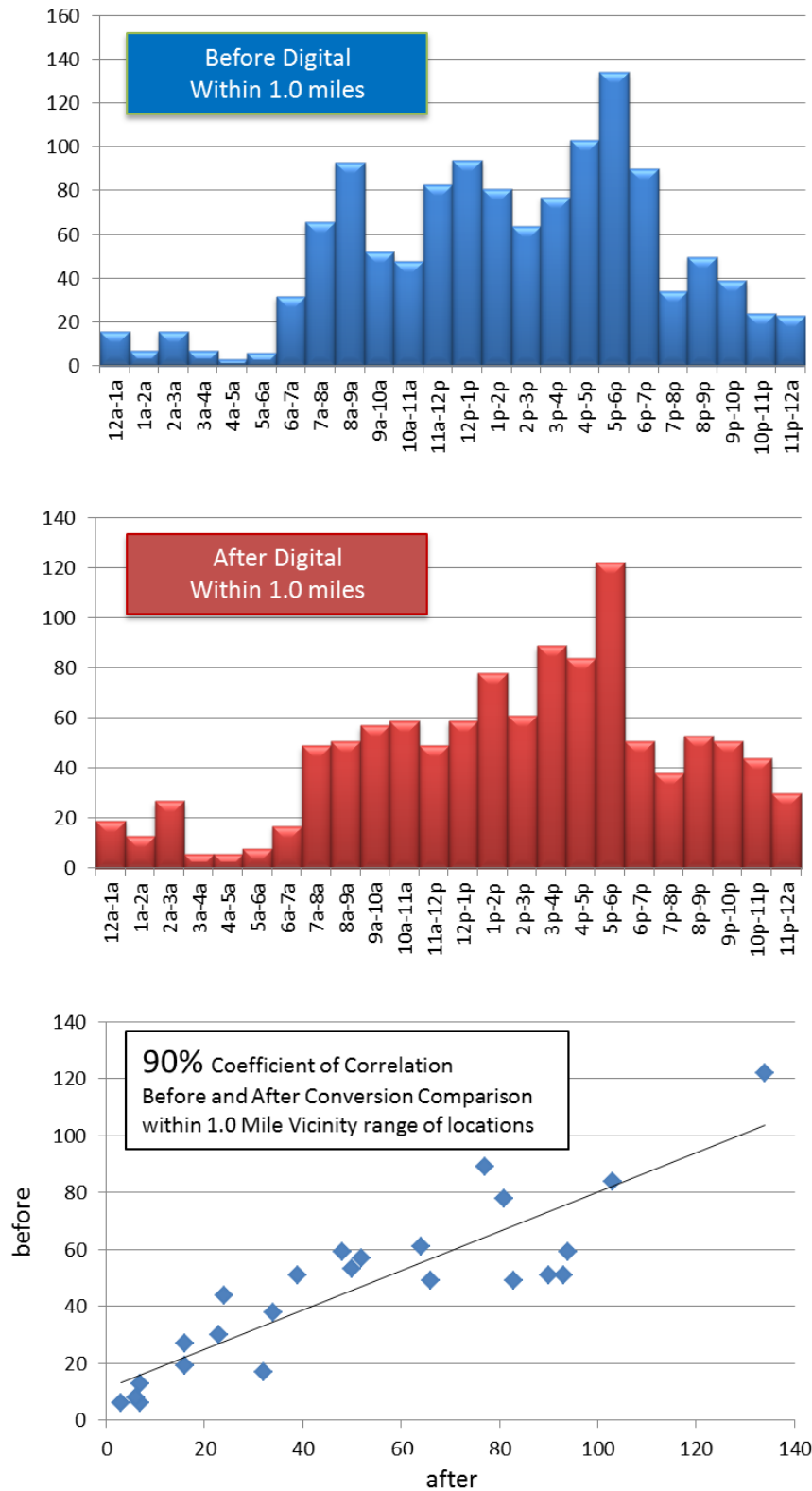


Figure 25. Distributions of Number of Accidents Accident by Time of Day within a 1.0 mile Vicinity Range prior to Digital Conversion (top, blue) and after digital conversion (middle, red) near ten digital billboards locations with 10- second-duration times in Henrico County and Richmond, Virginia

STATISTICAL MODEL AND RESULTS FOR THE EMPIRICAL BAYES METHOD

The Empirical Bayes Method (EBM) is used to analyze available crash data in Henrico County and Richmond, Virginia. The EBM method is a rigorous method capable of estimating the safety impact of changes at a location. The EBM method is well documented and used in numerous traffic-safety studies (see References 14 through 31). Simply stated, the method estimates the number of crashes at a location that would have occurred without the introduction of digital billboards. The estimates may then be compared with the actual crashes that have occurred.

The expected number of crashes as estimated by the Crash Estimation Model (CEM) and using the SAS statistical package and the parameters discussed in our methodology were computed. A multivariate, regression model was developed to estimate the mean of the expected number of crashes at a location. Our general CEM is shown in Figure 26 and models Average Annual Daily Traffic (AADT), Number of Lanes (Lane), and the posted Speed Limit (Speed) as independent variables; $\beta_0, \beta_1, \beta_2$, and β_3 are model parameters of the independent variables. The model is fit using the maximum likelihood method and includes 90 sites representing 10 digital billboard locations and 80 comparison sites. Figure 27 shows these locations. Figure 26 summarizes the CEM parameters using a maximum likelihood estimates for a multivariate regression model with negative binomial distribution. The CEM parameters are significant at $\alpha = 0.05$. The resulting CEM equation is also presented in Figure 26.

The projected, total crash counts were estimated for the “after” periods to represent what the number of crashes would have been in future period without the introduction of digital billboards. These were compared with the crash data that actually occurred after the introduction of digital billboards at each location to determine the overall index of effectiveness.

General CEM:
$$P = (AADT)^{\beta_1} (LANE)^{\beta_2} (Speed)^{\beta_3} e^{\beta_0}$$

Explicit CEM:
$$P = (AADT)^{.0285} (LANE)^{0.1381} (Speed)^{-0.0070} e^{2.7599}$$

CEM Model Parameters:

Variable	Coefficient	Standard Error	Chi-square statistic	Pr > Chi-square	Wald 90% confidence limits	
					Lower	Upper
Intercept		2.7599	0.1943	201.81	<.0001	2.3792 3.1407
AADT	β_1	0.0285	0.0020	205.35	<.0001	0.0246 0.0324
lanes	β_2	0.1381	0.0293	22.25	<.0001	0.0807 0.1955
speed	β_3	-0.0070	0.0022	10.45	0.0012	-0.0112 -0.0027
Dispersion	ϕ	0.4445	0.0325			0.3808 0.5081

SAS Goodness of fit measures: deviance (value/d.f.) = 438.3687 (1.1014); Pearson chi-square (value/d.f.) = 373.611 (0.9387); Number of observations = 680

Figure 26. General and Explicit Crash Estimation Model (CEM) and CEM Model Parameters from SAS Output

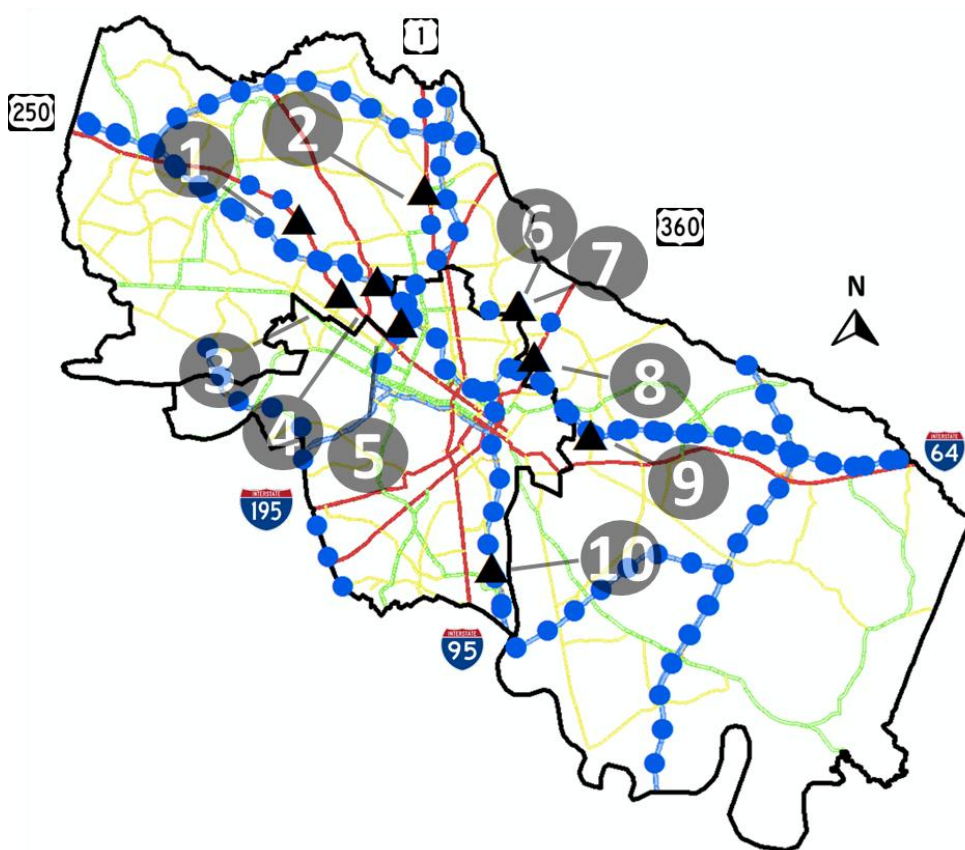
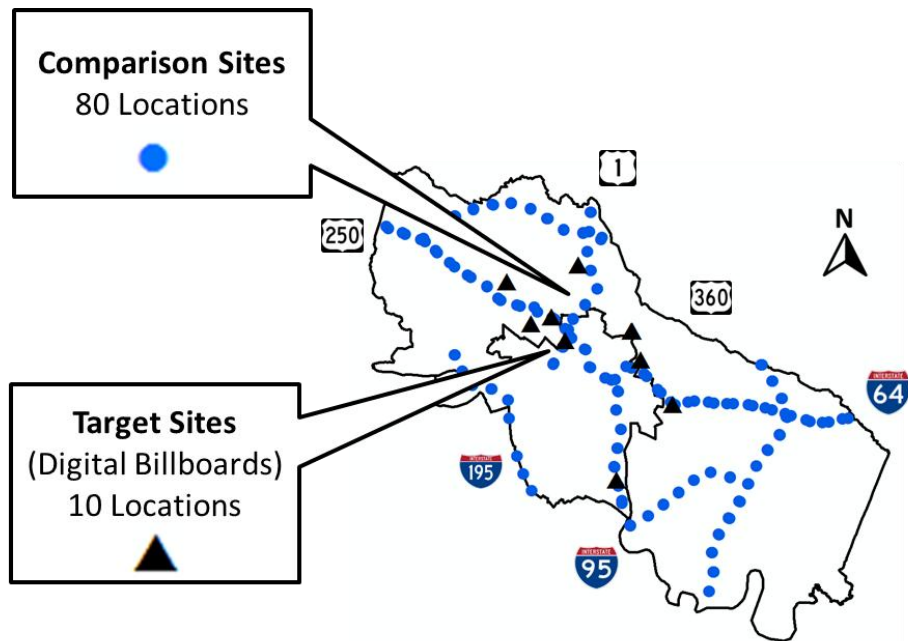


Figure 27. Crash and AADT Data for 10 Target (Digital) Locations and 80 Comparison (non-Digital) Locations

The Empirical Bayes Method results indicate a 0.0142 (1.42%) difference between the “after” conversion crashes that occurred near the 10 digital locations and the statistically predicted Empirical Bayes mean estimate of those same locations had no digital billboards been installed. This comparison has a p-value less than 0.0001. The analysis of this data indicates that the actual and predicted means are almost statistically consistent. A large sample size was used with 10 digital locations, 80 treatment or comparison sites with seven years of accident data. The statistical evaluation of the Empirical Bayes Method analysis shows that the total number of accidents is slightly less than what would be statistically expected with or without the introduction of digital technology and that the safety near these locations are consistent with the model benchmarked by 90 locations within Henrico County and Richmond, Virginia. Additional studies should be considered with other independent variables, consider for lower volume roads, other robust crash estimation models, and cross-comparison of results between digital.

Parameter	Value
Total Crashes for the "After" Period with Digital Conversion (Actual Values)	1121
Total Crashes for the "After" Period assuming no Digital Conversion ever occurred (Estimate by Empirical Bayes Method)	1137
Overall Index of Effectiveness	0.986
Percent Change in Crashes between actual and estimate	1.42%

Figure 28. Results of the Empirical Bayes Method Estimation in Henrico County and Richmond, Virginia with 10 digital locations, 80 Treatment or Comparison Sites and with Seven Years of Accident Data

Simply stated, the data show no statistically significant increase of accident rates near these billboards.

FINDINGS

Henrico County and Richmond, Virginia are a unique opportunity for this study about the statistical associations between digital billboards and traffic safety using robust data-sets and analyzing multiple locations for periods of more than seven years. The overall conclusion is that these digital billboards in Richmond have no statistically significant relationship with the occurrence of accidents. This conclusion is based on local Police and VDOT data and an objective statistical analysis; the data show no statistically significant increase in accident rates. This study also finds that **the age of the driver (younger, older) and the time of day (nighttime, daytime) are neutral factors** which show no increase in accident rates near these digital billboards along the routes in in Henrico County and Richmond, Virginia.

The specific conclusions of this study indicate the following.

- **The before and after rates of accidents near the 10 digital billboard locations show decreases** within 1.0 miles of all digital billboards for more than seven years. Similar decreases and trends in both averages and peaks are observed for smaller vicinity ranges.
- **The accident statistics and metrics remain consistent**, exhibiting statistically insignificant variations at each of the digital billboards. The metrics include the total number of accidents in any given month, the average number of accidents, the peak number of accidents in any given month, and the number of accident-free months. These conclusions account for variations in traffic-volume and other metrics.
- The statistical evaluation of the Empirical Bayes Method and actual versus predicted results, show that the **total number of accidents is consistent with what would be statistically expected with or without the introduction of digital technology** and that the safety near this locations are consistent with the model benchmarked by 90 locations within and near Richmond Virginia.
- The overall conclusion of the study is that **these digital billboards in Richmond have no statistically significant relationship with the occurrence of accidents.**

This study also finds that the age of drivers (younger/elderly) and the time of day (daytime/nighttime) are neutral factors which show no significant increase in accident rates near the digital billboards. These conclusions are based on the collected Police Department data and on an objective statistical analysis.

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An Examination of the Relationship between Digital Billboards and Traffic Safety in Reading, Pennsylvania Using Empirical Bayes Analyses

Michael W. Tantala, P.E. and Albert M. Tantala, Sr., P.E.

Abstract. This paper examines the statistical relationship between advertising digital billboards and traffic safety using Empirical Bayes Method analyses. Specifically, this paper analyzes traffic and accident data near 26 existing, non-accessory, advertising digital billboards along routes with periods of comparison as long as 8 years in the greater Reading area, Berks County, Pennsylvania. These studied digital billboards are one type of commercial electronic variable message signs (CEVMS) which display static messages, include no animation, flashing lights, scrolling, or full-motion video, and have duration times of 6, 8, or 10 seconds.

Temporal (when and how frequently) and spatial (where and how far) statistics are summarized within multiple vicinity ranges as large as one mile near billboards. The study uses the Empirical Bayes (EB) method to predict the "expected" range of accidents at locations assuming that no digital billboard technology was introduced. The method analyzes data near 26 billboard locations, incorporates data using 51 non-digital comparison sites, and establishes a multivariate Crash Estimation Model (CEM) with a negative binomial distribution to estimate expected numbers of crashes near locations. Predictive methods in the AASHTO Highway Safety Manual are used with PennDOT highway, geometric, and crash data.

Keywords. Digital billboards, CEVMS, Duration Time, Crash Estimation Model, Empirical Bayes Method, Crash Rates, GIS

INTRODUCTION

Digital billboards are a relatively new technology of outdoor advertising in the transportation milieu. Digital billboards display static messages that have durations for typically six to ten seconds, and include no animation, flashing lights, scrolling, or full motion video. As a growing technology in the transportation environment, the research of its effect on traffic safety is also growing; a partial list of some work follows. There have been several papers that have reviewed collections of research on the relationship between billboards and traffic safety: Andreassen (1), Farbry *et al.* (2), Wallace (3), Garvey *et al.* (4), Birdsall (5), Molina *et al.* (6), *inter alia*.

In 2007, Lee *et al.* (7) performed a naturalistic, human factors study of digital and conventional billboards in Cleveland, Ohio which concluded that driving performance measures (eye glance patterns, speed maintenance and lane keeping) in the presence of digital billboards are comparable with those associated with everyday driving. In 2009, Molina *et al.* (6) issued a report on research concerning the possible effects of CEVMS used for outdoor advertising on driver safety, including possible attention and distraction effects. Additional research is anticipated from the FHWA.

Concerning research of accident statistics, Tantala and Tantala (8) performed a statistical examination of the relationship between conventional billboards and traffic accidents along the New Jersey Turnpike. The research in this study adopted a statistical analysis method which addressed temporal and spatial statistics. Tantala and Tantala performed similar analyses of digital billboards in Cuyahoga County, Ohio (9, 11), Rochester, Minnesota (10), Albuquerque, New Mexico (12), Berks County, Pennsylvania (13) and Henrico County and Richmond, Virginia (14). Accident statistics and metrics remain consistent near digital billboard locations and these studies examined the age of driver, daytime and nighttime accidents, various duration times and other comparisons. More detailed discussion, analysis and results are available in the technical report of this research (13).

STUDY REGION

The Greater Reading Area was chosen as a study region, because it has multiple digital billboards in close proximity that were in service for extended periods of time. The roads adjacent to these billboards are well traveled; approximately 703 thousand vehicles traveled per day collectively on the sections of road near the digital billboards. In 2008, some 162 thousand licensed drivers drove to work in the Greater Reading Area with an average commute time of 22 minutes. Several federal and state highways allow entry to and egress from Reading. US Route 222 Business is designated as Lancaster Avenue, Bingaman Street, South 4th Street, and 5th Street. US Route 422 Business is designated as Penn Street, Cherry Street, Franklin Street, and Perkiomen Avenue. US Route 422, the major east-west artery, circles the western edge of the city and is known locally as The West Shore Bypass. PA Route 12 is known as the Warren Street Bypass, and bypasses the city to the north.

BILLBOARD CHARACTERISTICS

Digital billboards display static messages which, when viewed, resemble conventional painted or printed billboards. With digital technology, there is a static copy which includes no animation, flashing lights, scrolling, or full-motion video. The static display on each of these digital billboards has duration times of 6, 8 or 10 seconds. The digital billboards use red, green, and

blue light-emitting-diode (LED) technology to present text and graphics. The digital billboards compensate for varying light levels, including day and night viewing, by automatically monitoring and adjusting overall display brightness and gamma levels. A photocell is mounted on each digital billboard to measure ambient light. Twenty of the digital billboards that were studied are owned and operated by Lamar; six, by Land Displays. Generally, the digital billboards operated by Lamar have duration times of six or eight seconds for the smaller poster-sized boards and ten seconds for the larger, bulletin-sized boards. Digital billboards operated by Land Displays have duration times of eight seconds.

The twenty digital billboard locations in Reading are shown in Figure 1 which summarizes direction, configuration and other sign characteristics. The digital boards and their surroundings were observed during day and night conditions. A majority of the digital billboards are freestanding, single-pole, structures with one digital face; six locations have two digital boards on the same upright. Nine of the twenty-six billboards were converted to digital format circa December 2005 and the remaining were converted on various dates in 2007, 2008 and 2009. These dates allow for before/after comparisons as long as 8.1 years (or 98 months).

Figure 2 shows photos and aerials of locations 1, 2 and 3. For example, Location No. 1 is located on the east side of Route 61, approximately 0.2 miles south of Route 662. The structure is a double-face, free standing, center-mount, vee configuration. The north face is a digital bulletin and a cross reader. The north face was converted from a conventional format on 29Nov08 using the existing location. The south face is a digital bulletin and a right-hand reader. The face was converted from a conventional format on 22Sep06 using the existing location. Each face is operated by Lamar and has a 10.5x36 size with a duration time of 10 seconds. Figure 3 shows the locations of the digital billboards studied. More detailed discussion and information of the other billboards studied are available in the technical report of this research (13).

TRAFFIC VOLUME AND ACCIDENT DATA

Traffic volume data for the Greater Reading Area were obtained from the Pennsylvania Department of Transportation (PennDOT) and includes the annual average daily traffic (AADT), which is the average of 24-hour counts collected throughout the year. The AADT volumes were recorded in the Greater Reading area between 2002 and 2009 (15). Figure 3 shows the 2009 AADT volumes in the Greater Reading Area. AADT ranges individually near the 20 digital locations from 9 to 71 thousand vehicles per day, or equivalently 3 to 26 million vehicles per year; this collectively represents approximately 703 thousand vehicles per day or 256 million vehicles per year.

Location		Configuration	Road Side	Digital Facing	Reader Side	Face Size (feet)	Duration Time (seconds)
1	Rte 61, 0.2 miles south of Rte 662	Free standing, Center-mount, Vee	E	N S	cross right	10.5x36 10.5x36	10 10
2	Rte 222 N, 0.1 miles north of Leesport Avenue	Free standing, Center-mount	E	S	right	14x48	10
3	Rte 222 N Bypass, 1.0 mile south of Rte 61 Exit	Free standing, Center-mount	E	N	cross	14x48	10
4	Rte 222 N Bypass, 1.0 mile north of Rte 61 Exit	Free standing, Center-mount, Vee	W	N	right	20x20	8
5	5th Street & Amity Street	Free standing, Center-mount, Back-to-Back	E	N	left	10.5x22.75	6
6	Rte 12 (Warren Street Bypass) at Rte 183	Roof-top, Frame, Back-to-Back	S	W	right	14x48	8
7	Warren Street west of Allegheny Avenue	Free standing, Flag, Vee	S	E W	cross right	10.5x36 10.5x36	10 10
8	Rte 422 Bypass, 0.2 miles west of Bern Road Exit	Free standing, Flag, Vee	S S	E W	cross right	14x48 14x48	10 10
9	West Shore Drive, 0.3 miles east of Penn Street	Free standing, Center-mount, Vee	S	E W	cross right	10.5x36 10.5x36	10 10
10	Rte 422 Bypass, 0.6 miles west of State Hill Rd	Free standing, Center-mount, Vee	S	W	right	10.5x22.75	10
11	Rte 724, 1000 feet south of Rte 422	Free standing, Center-mount, Vee	W	S	right	10.5x36	8
12	Rte 422 west, 0.1 miles east of Green Valley Rd	Free standing, Center-mount, Back-to-Back	N	E W	right cross	10.5x22.75 10.5x22.75	8 8
13	Lancaster Avenue (Rte 422) at Rte 10	Free standing, Center-mount, Back-to-Back	W	S	cross	10.5x36	8
14	West Shore Drive, 0.4 miles east of Lancaster Exit	Free standing, Center-mount, Vee	N	E	right	10.5x22.75	6
15	West Shore Drive, 0.5 miles of Exit 176	Free standing, Center-mount, Single-face	N	W	cross	10.5x22.75	6
16	Rte 222 S, 0.3 miles south of Rte 724	Free standing, Center-mount, Vee	W	N S	right cross	11x23 11x23	8 8
17	Rte 222, 0.13 miles north of Gouglersville Exit	Free standing, Center-mount, Single-face	E	N	cross	12x25	8
18	Rte 222 S, 1.0 miles north of Rte 272 / 568	Free standing, Center-mount, Vee	E	S	right	14x48	10
19	Rte 422, 3.0 miles west of Rte 662	Free standing, Center-mount, Double-face	S	W	right	10x20	8
20	Rte 422 east, 0.1 mi west of Old Airport Road	Free standing, Center-mount, Vee	S	W	right	10.5x22.75	8

Figure 1 - Digital Billboard Direction, Sizes and Other Sign Characteristics

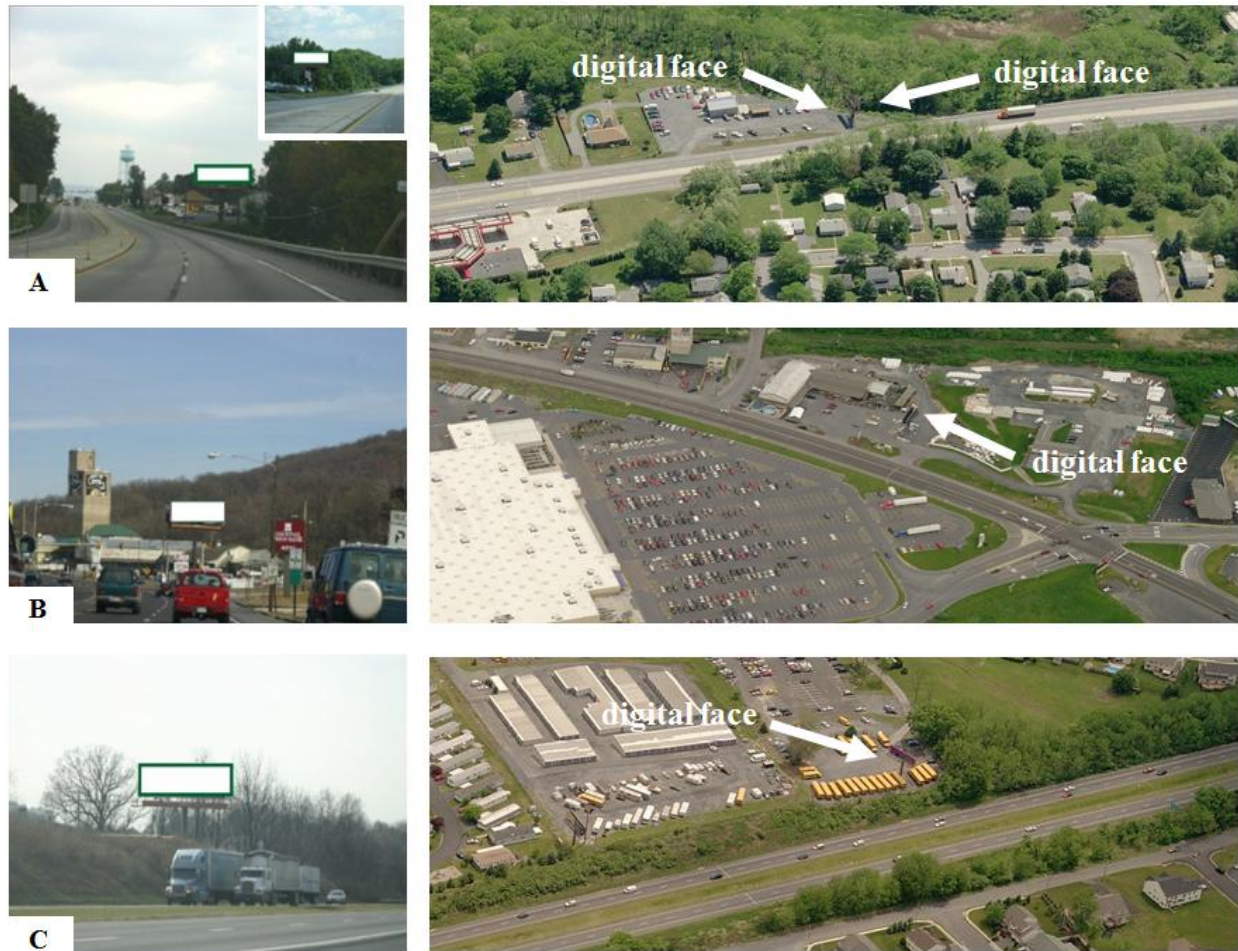


Figure 2 - Photographs of Locations 1, 2 and 3. (A) Location No. 1. View on Route 61 with inset that shows opposite-face digital, left; Oblique Aerial of location, right. (B) Location No. 2. View on Route 222 North, left, Oblique Aerial of location right. (C) Location No. 3. View on Route 222 North Bypass, left, Oblique Aerial of location right.

In the Greater Reading Area, the majority of accident reports are investigated and recorded by each Township's Police Department. Data were maintained by those Police Departments and compiled by the Pennsylvania Department of Transportation (16). Law-enforcement officials are required to submit reports on crashes they investigate which meet reporting thresholds provided by statute, or in which someone was injured or killed in the crash. Data generally conform to the American National Standards Institute (ANSI) Standard D16.1 – 1996, Manual on Classification of Motor Vehicle Traffic Accidents (17). The accident data sets provided by PennDOT include 35,000 accidents during the eight years between 2001 and 2009 and near digital billboard locations. Figure 4 shows the geocoded accident locations generally within Berks County.

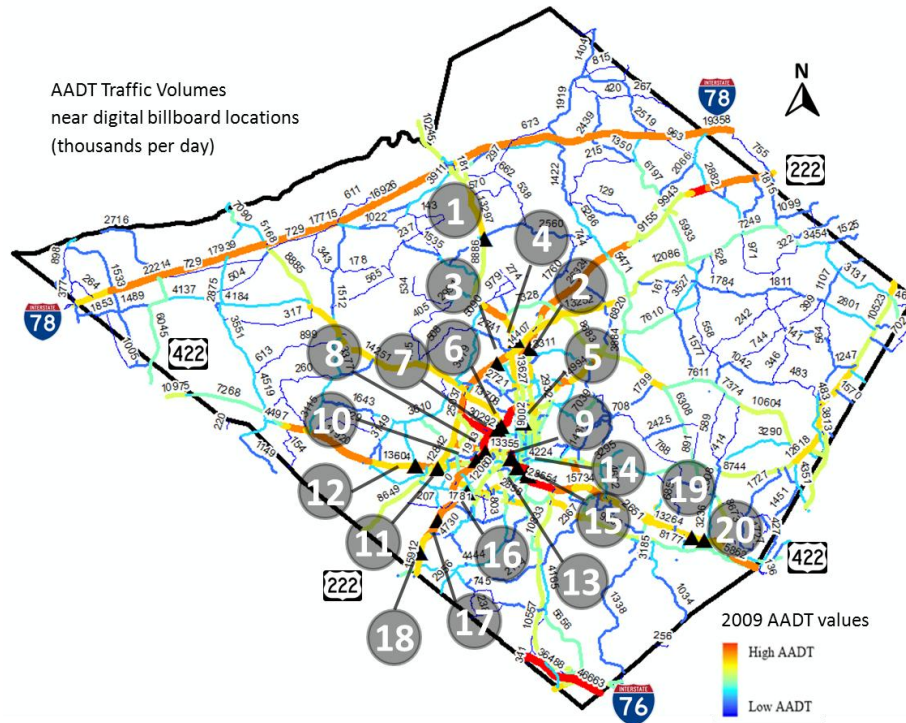


Figure 3 - Digital Billboard Locations in the Greater Reading Area with AADT Volume Data Thematically Mapped for 2009

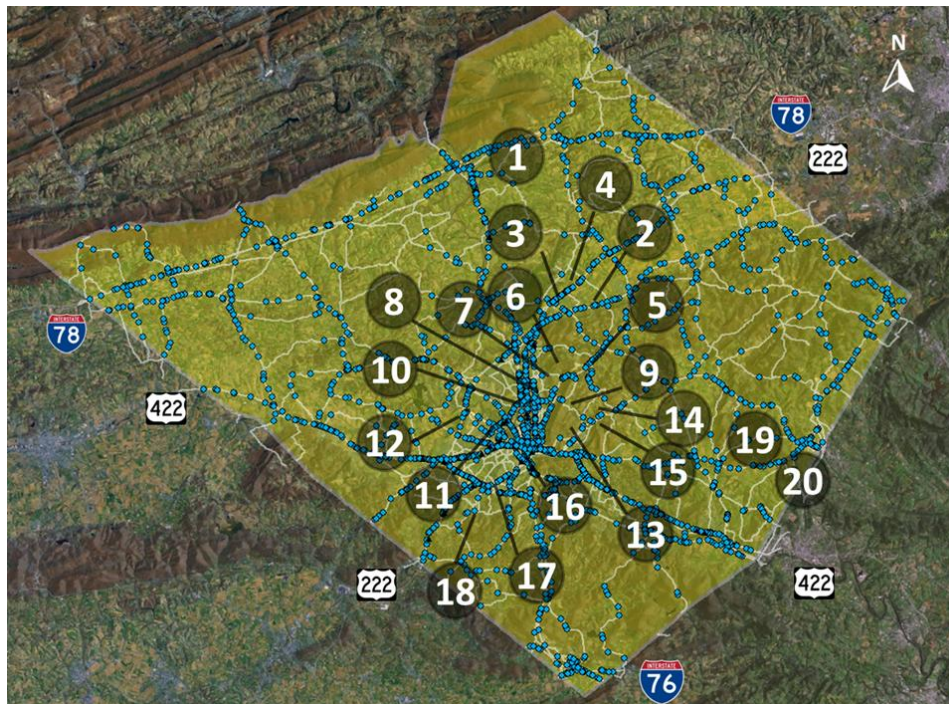


Figure 4 - Traffic Accidents (blue dots) near Digital Billboard Locations in the Greater Reading Area from 2001 to 2009

ANALYSIS

The analysis of this robust data involves an engineering-statistics based approach and uses widely accepted methods to show what happened when these 26 digital billboard faces were installed in the Greater Reading Area. The analysis has three parts. Part 1 is a temporal analysis which compares before and after changes in crash rates and other metrics. Part 2 is a spatial analysis which compares where and how far data to establish statistical correlation coefficients for various scenarios accounting for accident density and billboard proximity. Part 3 uses the Empirical Bayes (EB) method. This method uses the 'before' accident statistics to predict the number of accidents "expected" at the locations assuming that no digital billboard technology was introduced. The method is the basis of the safety analysis and science-based, predictive models introduced within the 2010 Highway Safety Manual of the American Association of State Highway Official (18). This paper quantifies what the actual 'after' accident statistics are and compares them with what the predicted values are from the EB analysis. This method analyzes data from the twenty billboard location and incorporates data using non-digital comparison sites.

The first part is a temporal analysis. The incidence of traffic accidents near the digital billboards is examined for an equal length of time before and after the digital billboards were installed and activated. This part is for the purpose of establishing if traffic accidents occurred more or less frequently in the presence of these digital billboards. With information collected from police accident reports, the temporal analysis also uses metrics such as traffic volumes, the accident-rate values, the maximum number of accidents during any given month, etc. For comparison, accident statistics were summarized near the digital billboards within multiple vicinity ranges of 0.1, 0.2, 0.3, 0.4, and 0.5 miles both upstream and downstream of each billboard.

The second part is a spatial analysis. This establishes statistical correlation coefficients between the digital billboards and accidents. Correlation coefficients are statistical measures of the "association" between two sets of data. The results are analyzed for various scenarios accounting for accident density and billboard proximity. Additionally, subsets of accident data for age of driver and for daytime and nighttime accidents are analyzed for before and after comparisons. For a more lengthy discussion of analysis methods, please refer to previous studies (13).

The third part of the analysis uses the Empirical Bays (EB) method. An Empirical Bayes (EB) Method analysis is performed to estimate the number of accidents that could statistically be expected without the introduction of digital signs. Research literature suggests that the EB method is appropriate for this type of analysis and is a widely accepted method in the field of traffic safety (18, 19, 20). The method is the basis of the safety analysis and science-based, predictive models introduced within the 2010 Highway Safety Manual of the American Association of State Highway Official (18). The negative binomial distribution is established by researchers as an accurate description of yearly crash variation between sites and was previously

used to model and evaluate various transportation safety projects (18, 20). The correction for regression to the mean and the use of a negative binomial distribution are strengths of the EB method.

The empirical bayes method is used to estimate the number of crashes before the site change (i.e., before the introduction of digital technology). These “before” estimates are then used to predict the number of crashes that could be expected to occur at a certain location, during a specified year, without the introduction of digital technology.

The change in safety at a location is given as:

$$\Delta \text{ safety} = B - A$$

where $\Delta \text{ safety}$ is the change in the number of crashes, B is the expected number of crashes in the after period without the introduction of digital technology, and A is the actual number of crashes reported in the after period. After identifying digital locations, a statistical crash estimate model (CEM) is developed. The CEM model is a multivariate, regression model used to estimate the mean and variance of the annual number of crashes that could be expected at each location. Various multivariate models were tested through an iterative process by fitting the available traits. The analysis uses a negative binomial distribution by fitting a generalized, linear model to the data by maximum likelihood estimation of the parameter vector, B . The p-value is used as an indicator of the significance of the individual traits. The traits that produced a statistically sound model include the annual average daily traffic (AADT) for the location. The resulting CEM is then:

$$P = \alpha_{\lambda} (AADT)^{\beta_1} (LANE)^{\beta_2} (Speed)^{\beta_3}$$

The model parameters and the over-dispersion parameter (theta) are then calculated. The over-dispersion parameter is a measure of the extra variation in the negative binomial distributions compared to a traditional Poisson distribution; this parameter is commonly used in the calculation of the variance, or

$$\text{variance} = \text{mean} * \left(1 + \frac{\text{mean}}{\phi}\right)$$

Using the model, analyzed parameters and data, the expected number of crashes is estimated for each location, had there been no digital technology introduced. For each location, the first year for available data was used as a base year and a normalized mean number of crashes for each year, y is calculated as

$$C_y = \frac{P_y}{P_b}$$

Where, P_y and P_b are the predicted total number of crashes from the CEM for the year y and the base year, respectively for each location. The projection of the number of crashes is independent

of the choice of the base year. The variance of the expected number of crashes, $Var(P)$ is calculated using the overdispersion parameter, as

$$Var(P) = (1 + \phi * P) * P$$

The relative weight, α , is calculated as

$$\alpha = \frac{P}{Var(P)}$$

Actual location crash counts, K , are then used to determine the EB estimate of mean and variance of the number of crashes for a site; EB and $Var(EB)$, respectively are:

$$EB = \alpha * P + (1 - \alpha) * K$$

$$Var(EB) = (1 - \alpha) * EB$$

The projection of the expected “after” treatment number of crashes is based on the weighted average of the EB estimates of number of crashes of all “before” treatment years for conversion to digital technology. The estimate of the baseline mean and the variance number of crashes, PC_b and $Var(PC_b)$ is determined as:

$$PC_b = \frac{\sum_{before} EB}{\sum_{before} C_y}$$

$$Var(PC_b) = \frac{\sum_{before} Var(EB)}{(\sum_{before} C_y)^2}$$

The projected number of crashes for the conversion locations in the “after” conversion period is calculated by multiplying the normalized number of crashes/year, C_y , by the baseline projected number of crashes, PC_b . The mean and variance of the projected crash count in the “after” conversion period for year, y , B and $Var(B)$, are calculated as

$$B = C_y * PC_b$$

$$Var(B) = C_y^2 * Var(PC_b)$$

The overall index of effectiveness, theta, is then calculated by comparing the total projected number of crashes (B) in the after period to the total actual number of crashes (A) in the after period as

$$\theta = \frac{\sum A}{\sum B}$$

The unbiased estimate, θ_u , is then

$$\theta_u = \frac{\theta}{1 + \frac{\sum Var(B)}{(\sum B)^2}}$$

The percent change in total crashes due to the introduction of digital technology is

$$\Delta \text{crashes (\%)} = (1 - \theta_u) * 100$$

If the change of introducing digital technology causes crashes to be increased, then θ_u will be significantly larger than one and $\Delta \text{crashes}$ will be a negative value significantly lower than zero. This analysis is applied to the data at 77 locations representing the twenty digital locations and 57 comparison sites.

ANALYSES AND RESULTS

Figure 5 shows a comparison of the accident metrics for before and after conversions near all twenty digital billboards in the Greater Reading Area. The statistics are summarized for vicinity ranges of 0.1, 0.2, 0.3, 0.4, and 0.5 miles of the digital locations with 6, 8 and 10 second duration times. The metrics in Figure 5 include the total number of accidents, the average number of accidents in any given month, the peak number of accidents in any given month, etc. Other metrics shown in Figure 6, and including rates and vehicle-miles traveled, were also analyzed. For 6, 8 and 10 second-duration locations, the number of accidents and rates of accidents near the twenty, digital billboards decreased in all vicinity ranges. The benchmark, 0.5-mile vicinity experienced an 11.1% decrease in the number of accidents over the eight year span for all location; this includes 13.0% decrease in accident rates per million AADT vehicles. A statistical t-test is used to determine whether the average difference between the two, time periods is really significant or if it is due to random difference. Using a 95% confidence interval indicates no statistically significant difference in the accident statistics evaluated between conventional and digital billboards at these digital locations.

Separate results and distributions for 6-or-8-second-duration locations and 10-second-duration locations are discussed in the technical report of this research (13). For 6-or-8-second-duration locations, the number of accidents and rates of accidents near these twelve digital locations decreased in all vicinity ranges. The benchmark 0.5 mile vicinity experienced an 11.9% decrease in the number of accidents over the eight year span; this includes 12.2% decrease in accident rates per million AADT vehicles. For 10-second-duration locations, the number of accidents and rates of accidents near these eight digital locations decreased in all vicinity ranges. The benchmark 0.5 mile vicinity experienced a 10.4% decrease in the number of accidents over the eight year span; this includes 13.4% decrease in accident rates per million AADT vehicles. Similar decreases and trends in both averages and peaks were observed for both smaller and larger vicinity ranges.

		Vicinity Range from Digital Location (miles)				
		0.1	0.2	0.3	0.4	0.5
Prior to Installation	Total Number of Accidents for Equal Periods Before Conversion	203	501	693	872	1063
	Average Number of Accidents per Month at Each Location	0.31	0.76	1.06	1.33	1.62
	Rate of Accidents per Million Vehicles (by million AADT)	0.29	0.72	0.99	1.25	1.52
	Standard Deviation of Number of Accidents in any given month at locations	0.64	1.09	1.35	1.52	1.68
	Peak Number of Accidents in any given Month per Location	5	8	8	9	10
	Minimum Number of Accidents per Month per Location	0	0	0	0	0
	Average Number of Accident-Free Months at Locations	80%	58%	48%	40%	34%
As Digital Location	Total Number of Accidents for Equal Periods After Conversion	167	412	540	707	925
	Average Number of Accidents per Month at Each Location	0.25	0.63	0.82	1.08	1.41
	Rate of Accidents per Million Vehicles (by million AADT)	0.24	0.60	0.79	1.03	1.35
	Standard Deviation of Number of Accidents in any given month at locations	0.59	1.05	1.21	1.43	1.69
	Peak Number of Accidents in any given Month per Location	4	6	7	8	9
	Minimum Number of Accidents per Month	0	0	0	0	0
	Average Number of Accident-Free Months at Locations	84%	67%	59%	51%	43%
Comparison	Change in Number of Accidents	-36	-89	-153	-165	-138
	Change in Average per Month	-0.05	-0.14	-0.23	-0.25	-0.21
	Change in Rate per million vehicles (by million AADT)	-0.05	-0.11	-0.20	-0.21	-0.17
	Percent Change in Number of Accidents	-17.7%	-17.8%	-22.1%	-18.9%	-13.0%
	Percent Change in Rate of Accidents	-15.9%	-16.0%	-20.4%	-17.1%	-11.1%

Figure 5 - Summary Accident Statistics within Vicinity Ranges
near Twenty Digital-Billboards Locations with 6, 8 and 10 second Duration Times
in the Greater Reading Area

		Vicinity Range from Digital Location (miles)				
		0.1	0.2	0.3	0.4	0.5
Prior to Installation	Number of Accidents per million vehicles (by million AADT)	0.29	0.72	0.99	1.25	1.52
As Digital Location	Number of Accidents per million vehicles (by million AADT)	0.24	0.60	0.79	1.03	1.35
Comparison	Change in Rate per million vehicles (by million AADT)	-0.05	-0.11	-0.20	-0.21	-0.17
	Percent Change in Rate of Accidents	-15.9%	-16.0%	-20.4%	-17.1%	-11.1%

Figure 6 - Summary Accident Rates within Vicinity Ranges near Twenty Digital Billboards Locations with 6, 8 and 10 Second-duration Times between 2001 and 2009 for equal periods before and after at each location in the Greater Reading Area

The accident statistics were also analyzed to determine if the age of the drivers involved in the accidents near digital billboards was a factor. The data were specifically studied to determine if there are increases in the accident frequency of young drivers (under 17 and under 21) or elderly drivers (65 and older). Correlation coefficients were calculated and indicated a very strong correlation of accident patterns for age-of-driver factors.

The accident statistics are also analyzed to determine if the time of day of the accidents near digital billboards is a factor. The data were studied to determine if any increases in the accident rates during dawn, daylight, dusk and dark/nighttime conditions occurred. The daylight accident rate experienced an 8.9% decrease after conversion; the nighttime accident rate experienced an 11.7% decrease. Correlation coefficients were calculated and indicated a very strong correlation of accident patterns for time-of-day factors.

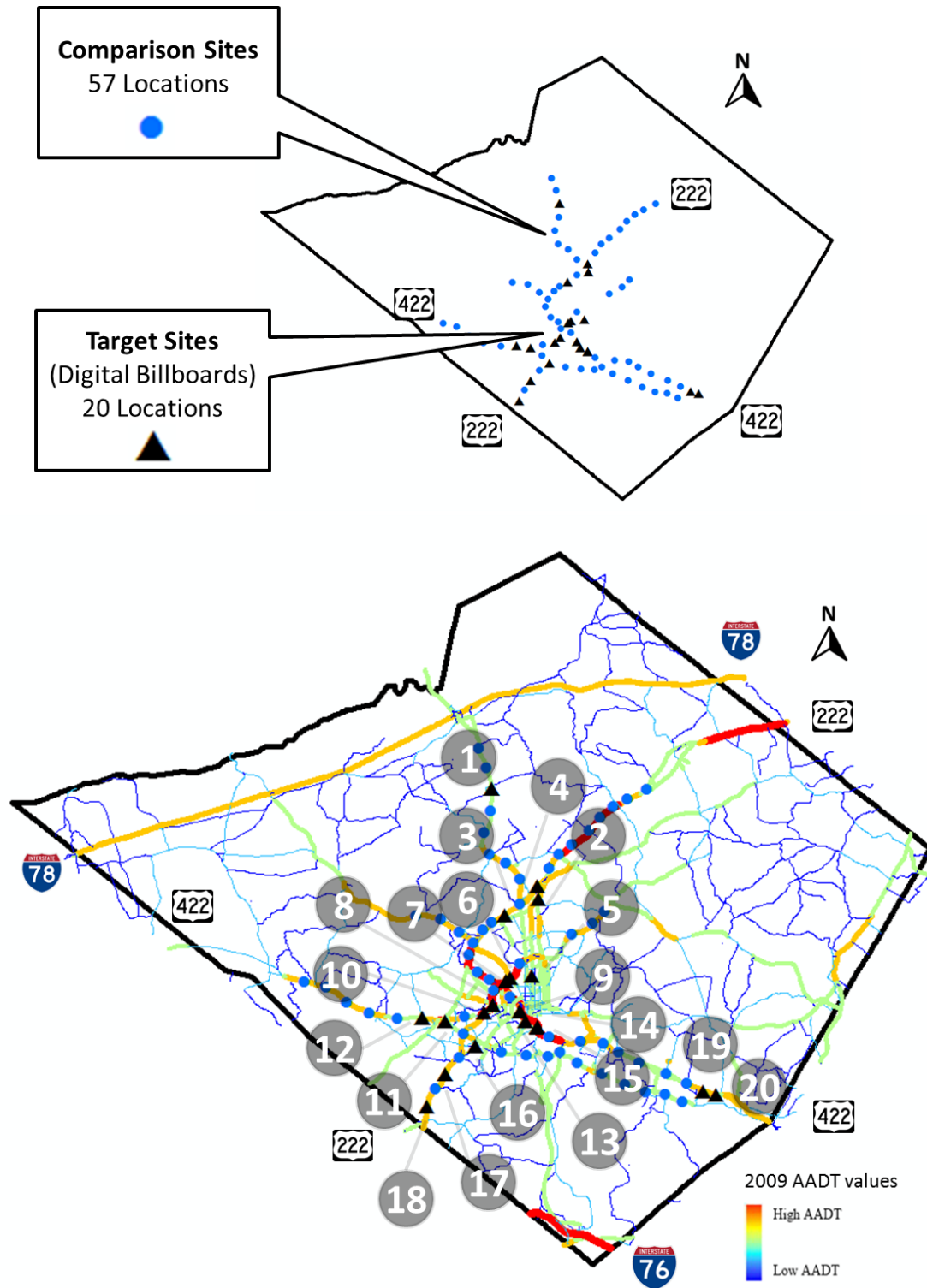


Figure 7 – Locations for 20 Target (Digital) and 57 Comparison (non-Digital) Locations in the Greater Reading Area that were studied as part of the Empirical Bayes Analyses (Top), Target and Comparison Locations mapped with 209 AADT Values (Bottom)

The Empirical Bayes (EB) method is used to analyze available crash data for Berks County, Pennsylvania. The EB method is a rigorous method capable of estimating the safety impact of changes at a location. The EB method is well documented and used in numerous traffic-safety studies (18, 19, 20). Simply stated, the method estimates the number of crashes at a location that would have occurred without the introduction of digital billboards. The expected number of crashes as estimated by the Crash Estimation Model (CEM) and using the SAS statistical package and the parameters discussed in our methodology were computed. A multivariate, regression model was developed to estimate the mean of the expected number of crashes at a location. Our general CEM is shown in Figure 8 and models Average Annual Daily Traffic (AADT), Number of Lanes (Lane), and the posted Speed Limit (Speed) as independent variables; β_1 , β_2 and β_3 are model parameters of the independent variables. The model is fit using the maximum likelihood method and includes 77 sites representing 20 digital billboard locations and 57 comparison sites. Figure 7 shows these locations. Figure 8 summarizes the CEM parameters using a maximum likelihood estimates for a multivariate regression model with negative binomial distribution. The CEM parameters are significant at $\alpha=0.05$. The resulting CEM equation is also presented in Figure 8.

General CEM:
$$P = (AADT)^{\beta_1} (LANE)^{\beta_2} (Speed)^{\beta_3} e^{\beta_0}$$

Explicit CEM:
$$P = (AADT)^{0.1291} (LANE)^{0.2584} (Speed)^{-0.0231} e^{2.8671}$$

Variable	Coefficient	Standard Error	Chi-square statistic	Pr > Chi-square	Wald 90% confidence limits	
					Lower	Upper
Intercept	2.8671	0.2490	132.63	<.0001	2.3792	3.3551
AADT β_1	0.1291	0.0157	67.27	<.0001	0.0982	0.1599
Lanes β_2	0.2584	0.0757	11.66	0.0006	0.1101	0.4067
Speed β_3	-0.0231	0.0040	33.76	<.0001	-0.0309	-0.0153
Dispersion ϕ	0.5207	0.0329			0.4562	0.5852

Note: SAS Goodness of fit measures: deviance (value/d.f.) = 669.094 (1.0933); Pearson Chi-square (value/d.f.) = 712.7582 (1.1646); Number of observations = 616

Figure 8 - General and Explicit Crash Estimation Model (CEM) and CEM Model Parameters from SAS Output

The projected, total crash counts were estimated for the “after” periods to represent what the number of crashes would have been in future period without the introduction of digital billboards. These were compared with the crash data that actually occurred after the introduction of digital billboards at each location to determine the overall index of effectiveness. The statistical evaluation of the Empirical Bayes method and results show that the total number of accidents is approximately equivalent to what would be statistically expected with or without the introduction of digital technology and that the safety near these locations are consistent with the model benchmarked by 77 locations within Berks County.

The Empirical Bayes results in Figure 9 indicate a 0.87% (0.0087) difference between the “after” conversion crashes that occurred near the 20 digital locations and the statistically predicted Empirical Bayes mean estimate of those same locations had no digital billboards been installed. This comparison has a p-value less than 0.0001. The analysis of this data indicates that the actual and predicted means are almost statistically identical. A large sample size was used with 20 digital locations, 57 treatment or comparison sites with eight years of accident data. The statistical evaluation of the Empirical Bayes analysis shows that the total number of accidents is approximately equivalent to what would be statistically expected with or without the introduction of digital technology and that the safety near these locations are consistent with the model benchmarked by 77 locations within Berks County.

Parameter	Value
Total Crashes for the "After" Period with Digital Conversion (Actual Values)	925
Total Crashes for the "After" Period assuming no Digital Conversion ever occurred (Estimate by Empirical Bayes Method)	917
Overall Index of Effectiveness	1
Percent Change in Crashes between actual and estimate	-0.87%

Figure 9 - Results of the Empirical Bayes Estimation in Berks County with 20 digital locations, 57 treatment or comparison sites and with eight years of accident data

As a comparison study to this research, Tantala and Tantala (13) performed similar analyses of digital billboards in Henrico County and Richmond, Virginia. The Virginia study analyzes traffic and accident data along routes near 10 locations with 14 digital billboard faces with ten second duration times and includes more than seven years of accident data. A large sample size was used with 10 digital locations, 80 treatment or comparison sites with seven years of accident data. The Empirical Bayes Method results of the Richmond study indicate a 0.0142 (1.42%) difference between the “after” conversion crashes that occurred near the 10 digital locations and the statistically predicted Empirical Bayes mean estimate of those same locations had no digital billboards been installed. Accident statistics and metrics remain consistent near digital billboard locations and these studies examined the age of driver, daytime and nighttime accidents, various duration times and other comparisons. More detailed discussion, analysis and results are available in the technical reports of this research (13 and 14). Additional studies should be considered with other independent variables, consider for lower volume roads, other robust crash estimation models, and cross-comparison of results between digital.

CONCLUSIONS

The Greater Reading Area of Berks County, Pennsylvania, is a unique opportunity for this study about the statistical associations between digital billboards and traffic safety using robust data-sets and analyzing multiple locations for periods of as long as eight years. The overall conclusion is that these digital billboards in Reading have no statistically significant relationship with the occurrence of accidents. This conclusion is based on local Police and PennDOT data and an objective statistical analysis; the data show no statistically significant increase in accident rates. This study also finds that the duration time of 6, 8 or 10 seconds, the age of the driver (younger, older) and the time of day (nighttime, daytime) are neutral factors which show no increase in accident rates the near digital billboards along the local roads in the Greater Reading Area. The specific conclusions of this study indicate the following.

- The before and after rates of accidents near the twenty digital billboards show an 11.1% decrease within 0.5 miles of all digital billboards over eight years near twenty locations. Similar decreases and trends in both averages and peaks are observed for both smaller and larger vicinity ranges, and for specific groups of locations by duration time.
- The accident statistics and metrics remain consistent, exhibiting statistically insignificant variations at each of the digital billboards. The metrics include the total number of accidents in any given month, the average number of accidents, the peak number of accidents in any given month, and the number of accident-free months. These conclusions account for variations in traffic-volume and other metrics.

- The statistical evaluation of the Empirical Bayes method and actual versus predicted results show that the total number of accidents is comparable to what would be statistically expected with or without the introduction of digital technology and that the safety near this locations are consistent with the model benchmarked by 77 locations within Berks County.

This study also finds that the age of drivers (younger/elderly) and the time of day (daytime/nighttime) are neutral factors which show no significant increase in accident rates near the digital billboards. The results are consistent for the 6, 8 and 10 second duration times. These conclusions are based on the collected Police Department data and an objective statistical analysis.

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An Exploratory Study of the Impact of an Electronic Billboard on Freeway Traffic and Safety

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Abstract. This paper summarizes the results of an evaluation of traffic and safety impacts of a new electronic billboard on Highway 50 near the campus of California State University, Sacramento (“Sacramento State”) using an analysis of the fundamental traffic flow parameters on the eastbound and westbound portions of the freeway before and after the new electronic billboard was activated in August 2008. Crash and collision records from the California Highway Patrol (CHP) were also analyzed before and after the billboard’s activation. Finally, a survey was conducted to evaluate perceptions of safety toward the billboard by campus community stakeholders. The results indicate that the presence of an electronic billboard does not appear to have a negative impact in traffic performance (flow, speed, and lane occupancy) nor on the crash rate in the study section of the freeway based on the data analyzed. Finally, more than two-thirds of the individuals randomly surveyed on campus who drive past this electronic billboard regularly did not believe that the billboard posed a traffic safety risk.

Introduction

This project involves an analysis of traffic flow parameters and crash data on upstream portions of electronic billboard on Highway 50 near Sacramento State before and after the installation of the new electronic billboard in August 2008 (Pandey, 2010). In the project study area, U.S. Highway 50 near Sacramento State is an eight-lane freeway that serves an important transportation corridor, linking downtown Sacramento with suburban areas to the east. Data from the California Freeway Performance Measurement System (PeMS) database were analyzed for changes in common traffic flow parameters: speed, flow rate, and lane occupancy over a two-month period before and after the installation of the electronic billboard. Crash and collision data were also analyzed for changes in non-injury, injury, and fatal crashes (if any) over a year period before (August 2007- July 2008) and a year period after (August 2008- July 2009) the installation of the electronic billboard. Finally, a campus transportation intercept survey was conducted in May 2010, as a part of an annual evaluation of the campus transportation system and contained questions to evaluate the public’s perception of safety of this electronic billboard adjacent to Highway 50. This project contributes to similar ongoing research studies and helps road authorities (e.g., State Departments of Transportation) to identify the potential traffic and safety impacts of the electronic billboards adjacent to freeways.

Background

The Sacramento State electronic billboard, which is 48 feet by 14 feet in dimension, uses light-emitting diode (LED) technology and displays eight messages every 64 seconds to motorists on Highway 50 (University Enterprises, 2008). This section of freeway serves as a major access point to Sacramento State, as well as a major corridor for commuters and general road users to downtown Sacramento. While there is some concern that drivers can become distracted, it is essential to find out if there is any negative impact on the performance of traffic or safety due to the presence of this electronic billboard adjacent to the freeway.

Any distraction (internal or external to vehicle) is a frequently cited factor in increasing crashes (Farbry, et al., 2001). Mobile phones, music devices, and global positioning system (GPS) devices are some examples of internal factors. External factors can include other vehicle on the road, construction or other activities on or adjacent to the road, billboards, shop fronts, and even public art installations adjacent to road. Roadside advertising on electronic billboards is one external source designed to attract the attention of drivers and road users. Further, the electronic billboards were cited as a cause of driver distraction during a national safety summit hosted by U.S. Transportation Secretary Ray LaHood in Washington, D.C. (Scenic America, 2010).

Meanwhile, electronic billboards are becoming a popular means of advertising and providing public information alongside highways. With application of LED technology and computer controls, electronic billboards today are programmable to change the images as required, typically every six to eight seconds (OAAA, 2009a). They can display high quality images and have the capability of updating and designing new images frequently. Electronic billboards on the side of highways have been useful for federal, state, and local law enforcement to display time-sensitive information like traffic conditions, directions/instructions during emergency evacuations, and Amber Alert child abduction bulletins (OAAA, 2009b). Law enforcement and other public safety officials can use electronic billboards to reach mass audiences quickly.

There are approximately 450,000 billboards installed across the United States and about 1,800 of them are electronic billboards (Copeland, 2010). There were approximately 400 electronic billboards in 2007 (Story, 2007), and electronic media is a fast-growing sector of the outdoor advertising market. Even though the billboard industry claims that the electronic billboards are not dangerous, little research has been done in this field to conclude that they have no impact on the traffic flow and road safety. Most states have adopted laws or regulations to allow electronic billboards that display multiple images. Some states prohibit all billboards including Alaska, Hawaii, Maine, and Vermont. Similarly, some states and local governments limit electronic billboards along public roadways, as shown in Figure 1. Nationwide, about 1,500 cities and communities prohibit the construction of electronic billboards (Scenic America, 2010). Therefore, it is important to understand the trade-offs between the billboard advertiser's need to grab driver's attention and the significance of its impact on the traffic stream and safety.



Figure 1: States and Local Governments Limiting Billboards (Source: Copeland, 2010)

While the demand for electronic billboards is increasing, electronic and conventional billboards remain heavily regulated. The federal Highway Beautification Act of 1965 and its amendments and regulations of state and local bodies are in place to provide effective control of outdoor advertising. Electronic billboards fall under these regulations. Local laws and ordinances must fulfill these overriding federal and state guidelines. In 2007, the Federal Highway Administration (FHWA) relaxed a rule against electronic billboards. To keep pace with technology, FHWA has said that roadside billboards could use “changeable message” technologies as long as these signs do not scroll or flash (Sheppard, 2007). The computer-controlled display allows advertisers to change the advertisement slowly at the intervals that claim to prevent driver distraction.

Electronic billboards are attracting state and local governments as a way to generate revenue. In October 2008, California Department of Transportation (Caltrans) asked FHWA to allow the conversion of the state’s 692 traffic alert and message signs to state-of-the-art electronic billboards so that they can be leased for business advertisements when not in use for traffic information (Solof, 2009). Former Governor Arnold Schwarzenegger also proposed an idea of expanding the presence of electronic billboards throughout the state by converting overhead freeway changeable message signs (CMS) into electronic billboards. The former governor saw the plan as a way to generate revenue and improve the technology of warning signs, but critics feared the new signs would distract drivers and lead to more collisions (Yamamura, 2010).

Massachusetts Bay Transportation Agency (MBTA) is auctioning off space for sixty new electronic billboards along highways in eastern Massachusetts to raise revenue (about \$6 million per year) to support the Boston-area bus and train network (Solof, 2009). The MBTA already has more than 200 electronic billboards in place. Some communities and the Massachusetts state legislature are challenging the sign, however many communities and state officials are looking for guidance from the federal government.

Data

California Freeway Performance Measurement System (PeMS) has been set up to collect real-time data from freeways in the State of California to compute freeway performance measurements and to facilitate other traffic related studies. This system can be accessed through the Internet at <http://pems.dot.ca.gov>. PeMS collects the raw flow and lane occupancy data that comes from more than 30,000 individual lane detectors every 30 seconds in California (PeMS, 2010). Flow is expressed as the number of vehicles that crosses over a detector during a given time period. It is measured in terms of vehicles per hour (vph) or vehicles per hour per lane (vphpl). Lane occupancy is the percentage of time that a detector is occupied in a given time of period and is a percentage that ranges from 0% to 100%. The lane occupancy is commonly used as a surrogate for the density of the traffic over a road segment. PeMS aggregates the lane-by-lane 30 second data into a single number that represents the five-minute total of vehicle flow over all lanes at that location. The five-minute data sample for flow is computed by summing the individual 30 second data samples. For lane occupancy, the five-minute data sample represents the weighted average over the 30-second data samples received, based on the number of vehicles observed.

The majority of loop detectors in the state of California are single loop detectors (Chen, et al., 2001). Speed is measured directly from radar detectors, but single loop detectors cannot measure speed. PeMS has ability to compute speed for sensors that do not report speed, such as single loop detectors. Double loop detectors are installed in specific spacing, which have the capability of measuring vehicle speed but PeMS does not use the speed measurements from the double loops. PeMS research has shown that their speed calculation algorithm based solely on the flow and lane occupancy are better than speed measured from double loops (PeMS, 2010).

Flow, lane occupancy, and speed data were obtained from the PeMS website then exported into an Excel spreadsheet. The detectors on the study section were identified as sensor 313684 for eastbound direction and sensor 312205 for the westbound direction (as shown in Figure 2). At this location, data were obtained in five-minute intervals for the study period (October through November 2007 and October through November 2008) in each direction for all lanes located on the study segment (four lanes on each side).

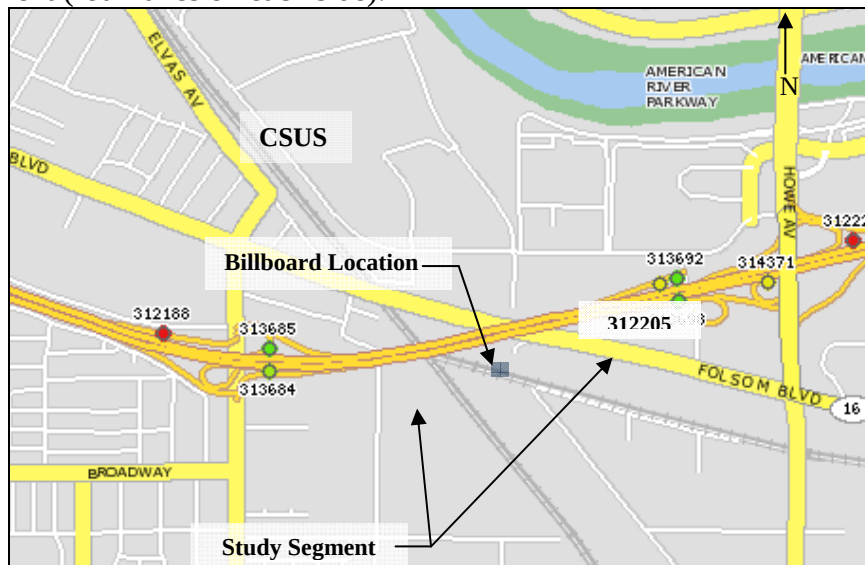


Figure 2: Location of Detectors on Highway 50 Study Section

It should be noted that varying detector health, varying traffic characteristics, and the presence of incidents can affect the data obtained from PeMS, and these sources of error could effect on the result of the freeway performance analysis:

- **Detector Health:** The greatest potential for error comes from the detection itself. Detector health involves whether the detector actually measures data and sends it to the controller. The detection problems can occur with failures at the sensors or anywhere in the data transmission process. In absence of real time traffic detector data, PeMS generates the imputed data to fill missing data, which may be different from actual data from the working detector. The imputed data may not be as accurate as data from working sensor. In this study, data reported by detectors were generally 75% - 100%. There were few periods when detectors did not report any data, and those data-holes were filled by imputed data. When detectors reported 0% data, the imputed data available in the PeMS database were excluded in the analysis of before and after period traffic measures in this report.

- **Traffic Type:** The traffic volume consists mostly of short passenger cars (average length 16 feet) and long trucks (average length 60 feet). The truck volumes estimated from the PeMS algorithms were not measured. Truck volumes were estimated from five-minute aggregated volume and lane occupancy data.
- **Incidents:** For example, an incident or just downstream of the study segment can cause congestion on the study segment on upstream of traffic flow, which affects the end result. On the other hand, an incident upstream of the study segment causes low flow for certain time followed by a surge in flow after a lane is reopened.

California Highway Patrol (CHP) has a well-maintained database and a website to record and access incidents on state highways. PeMS has maintained a system to interface with the CHP database and obtain the incident data to store in its database. The incident data contains vehicle incidents information reported by CHP: the time, the location, and the detail of the incident. PeMS also receives incident data from Caltrans Traffic Accident Surveillance and Analysis System (TASAS), which contains data on incidents (but not breakdowns) and the verified locations.

Sacramento State's electronic billboard is located near absolute postmile 8.76 (distance from the beginning of the route). One half-mile (2,640 feet) before the electronic billboard in each direction was considered for evaluation in this study. Crash data available on the PeMS website for Highway 50 were downloaded from postmile 8.3 to postmile 8.9 in eastbound direction and postmile 8.6 to postmile 9.2 in westbound direction of the posted billboard for the period of one year before (August 2007 to July 2008) and one year after (August 2008 to July 2009) the installation of the electronic billboard.

Public opinion data was collected as part of the Sacramento State Campus Transportation Intercept Survey. The survey is conducted annual by students in a transportation engineering course in the Department of Civil Engineering (CE 147). Students in this course randomly sample individuals entering the campus at major access points to ask questions about their trip into campus and their general opinion of transportation services and facilities. Surveys were conducted on May 4-6, 2010. Four questions directly related to the electronic billboard. There were a total 484 respondents to this survey.

Methodology

In the report "Traffic Safety Evaluation of Video Advertising Signs," Smiley et al., provided the basic methodology to study the impacts of Sacramento State's electronic billboard on traffic and safety. Traffic flow, lane occupancy, speed, crash data, and public opinion were used in both studies.

In this study, the safety and traffic performance were analyzed from available traffic data before and after the installation of the electronic billboard near Sacramento State. Speed, flow, and lane occupancy data at the approach of the billboard on Highway 50 in each direction was obtained from the PeMS database. Because all the traffic data were primarily collected through the detectors on the freeway, it was important to identify the location of detectors on the main traffic stream at or nearest to the study segment. Detector locations (detector number) were identified on Highway 50 on eastbound and westbound directions near the billboard. Once the

detector numbers were known, the five-minute interval speed, flow, and lane occupancy data were downloaded into Excel from the PeMS database for a period of two months before and after the installation of the sign in the month of October to November 2007 and October to November 2008. The billboard was commissioned on August 2008.

There were four lanes in each direction of the study segment. Speed, flow, and lane occupancy were downloaded for each lane. The individual lane data was averaged to compute the mean operating speed, flow per lane, and lane occupancy per lane. PeMS records the hourly flow in five minutes increments. Therefore, the five-minute average flows were converted to hourly flows multiplying by 12. Plots of flow, speed, and lane occupancy were prepared to visualize the traffic performance over the study period in each direction. (See Pandey, 2010.)

The data recorded on weekends and holidays were removed from the dataset because the traffic operations are not similar on weekdays and weekends. On weekdays, there exists more traffic, which is more sensitive to changes in driver behavior. During the study period, there were four holidays observed. They were Columbus Day, Veterans Day, and Thanksgiving (two days). The data from all individual weekdays were combined into a single, “average weekday,” which contained speed, flow, and lane occupancy in five-minute intervals. Average weekday data were plotted as speed versus flow, speed versus lane occupancy and flow versus lane occupancy to find out any changes in travel pattern before and after the electronic billboard was installed.

It was assumed that the low traffic volume and lane occupancy during the off peak periods would be least affected by the electronic billboard. Only peak-hour weekday conditions were analyzed. The study segment was analyzed for any change in performance between 6:30 am to 8:30 am and between 3:30 pm to 5:30 pm. The mean value of speed, flow, and lane occupancy and their standard deviations were computed. Then the speed, flow, and lane occupancy and their standard deviations were compared between the before and after periods to conclude if changes were observed.

In this case, the study segment was analyzed for any change in performance during the morning peak period (6:30 am to 8:30 am) and the afternoon peak period (3:30 pm to 5:30 pm) during a typical weekday (Wednesday). Wednesday was chosen arbitrarily, as it was the middle of the week and there were no holidays during the study period. Moreover, traffic studies are generally conducted on Tuesdays, Wednesdays, or Thursdays (Caltrans, 2002). The times were chosen to best capture the peak travel period, even though the time of the peak hour can vary from day to day. This peak travel period is most important to a large number of users. Therefore, the mean value of speed, flow, and lane occupancy, and their standard deviations were computed during the morning and afternoon peak periods. Then the speed, flow, and lane occupancy and their standard deviation, were analyzed and compared before and after the electronic billboard was installed to conclude if any changes occurred. For comparison of change in flow, speed, lane occupancy, and their standard deviation, the percent change was calculated using the following equation:

$$\text{Percent Change, } \% \Delta = \frac{(\text{Final} - \text{Initial})}{\text{Initial}} \times 100$$

In the study of the Sacramento State electronic billboard, a post-hoc crash analysis was also considered where incident data was collected for one year prior to and one year after the operation of the electronic billboard. Vehicle incident data was analyzed to compute the crash rate in each direction during the study period, and the crash rates before and after the installation of the electronic billboard were compared to conclude if changes had occurred. The average daily traffic (ADT) was computed for both direction during the study period for both direction and the duration of study. The crash data downloaded from the PeMS website was sorted to identify the number of incidents on the study segment in each direction during the study period. The weekend and holidays were also included in the analysis. The study segment was considered 2,640 feet (0.5 miles) to make the evaluation more conservative and inclusive. Analysis was done for a segment of 0.5 miles before the electronic billboard in each direction. The crash rates, which quantifies in the number of crashes per million vehicle miles (MVM), for the study segment were calculated using the following equation:

$$\text{Rate per MVM, } R = \frac{a \times 1,000,000}{ADT \times l \times d}$$

where a is the number of collision per year, l is the roadway segment length, d is the number of days during study period, and ADT is the average daily traffic (Fricker & Whitford, 2004).

Finally, a public opinion survey data obtained from the Department of Civil Engineering was a part of on-going evaluation of campus transportation system. Only the electronic billboard related responses were included in this report for analysis of opinions of the respondents. The responses were imported into a spreadsheet and analyzed.

Analysis and Results

The PeMS database provided information for speed, lane occupancy (surrogate for lane density), and flow for every five-minute interval throughout the day. There are 288 intervals per day and 17,856 intervals over the course of two months. To analyze these data, Excel spreadsheets were prepared. The mean and standard deviation were calculated. The data analysis was carried out as outlined below.

Flow, speed and lane occupancy against time were plotted to obtain a general overview traffic operation during the study period in the study section. The plots were real representations of the total data (flow, speed and lane occupancy) obtained from PeMS database in both directions. From the plots, some data gaps were identified on November 22, 2008 in eastbound traffic. From these figures, the westbound traffic was observed to have more fluctuation in speed compared to eastbound traffic before and after the installation of the electronic billboard. Further, on the same segment the detectors did not report any data after November 22. So, the imputed data available on the PeMS database was excluded from analysis.

The five-minute data granularity of the weekdays were averaged to obtain five-minute average values over the 24-hour for the study sections of the study periods. Here the mean values (flow, speed, and lane occupancy) were determined at the increment of five-minutes for a 24-hour period. These data were used to prepare plots of speed versus lane occupancy, speed versus flow, and flow versus lane occupancy in five-minute interval on an average “average weekday” for both directions before and after. These plots provided an overview of flow, speed, and lane

occupancy with each other. Further, each plot of the basic parameters in each direction before and after the installation of the electronic billboard were observed to be similar. Based on these plots, traffic operation in the study segment before and after the installation of the billboard were not significantly changed in the same direction. However, in westbound direction, for higher flow values, fluctuations in speed were higher than in the eastbound direction.

Traffic parameters (flow, speed, and lane occupancy) were analyzed for a two month period before (October - November 2007) and after (October - November 2008) the installation of the electronic billboard. An analysis of a typical weekday was done, and Wednesdays were chosen so that day-of-week variability was not introduced. The five-minute data points of all Wednesdays were averaged to obtain five-minute average values over the 24-hour period. These five-minute average values of Wednesday data were used to prepare plots of flow versus time, speed versus time, and lane occupancy versus time for the eastbound direction and westbound direction. These plots provided comparison of flow, speed, and lane occupancy in each direction before and after the installation of the electronic billboard during a typical weekday (Wednesday) during the months of October and November. The change in traffic operation parameters (flow, speed, and lane occupancy) before and after the construction of the billboard could be visualized from these plots. The plots provided an idea of the morning and afternoon peak periods and variations of traffic throughout the day.

The mean and standard deviation of flow, speed, and lane occupancy over the peak two hours in morning and in afternoon were computed and compared by calculating the change in percentage of the after-period measured to the before-period measure. A decrease in variance of speed may be anticipated to improve safety; however, an increase in mean lane occupancy (i.e. decreased headway) and increased speed variance would likely decrease safety (Smiley, et al., 2005). When drivers get distracted they may slow down, resulting in greater speed variability, or they may allow unsafe headways or densities (lane occupancies) to develop when they fail to react quickly to detect the slowing of the vehicle in front of them. When lower headways develop, there will be less reaction time, and the probability of collision increases.

Further, a typical analysis of flow, speed, and lane occupancy were done to observe the variation in performance measures during morning and afternoon peak periods in each direction before and after the installation of electronic billboard. In the eastbound direction, the standard deviations (SD) of speed and lane occupancy decreased with the increase in operating mean speed. The increase in speed (25%) during afternoon, and increase in standard deviation (more than 75 %) during morning and afternoon, as shown in Table 1 were unusual and could be the effect of weather (rain), lane closures, or some event in the nearby area particularly on November 2007. Even though the flow variation during morning was higher after the installation of the electronic billboard, the speed and lane occupancies were not impacted adversely. In the eastbound direction, vehicle speeds, and lane occupancies, through the months of October and November on the Wednesday peak periods after the installation of the electronic billboard, were not found to be impacted (see Table 1).

Table 1: Eastbound Traffic Measures: Wednesdays Oct to Nov 2007 and 2008

	AM (6:30 - 8:30)			PM (3:30 - 5:30)		
	2007	2008	% Change	2007	2008	% Change
Mean Flow, vphpl	1,526	1,582	3.72	1,539	1,672	8.62
Flow SD, vphpl	145	159	9.78	154	119	-22.75
Mean Speed, mph	53.4	62.9	17.76	46.1	57.7	25.09
Speed SD, mph	15.7	1.8	-88.26	19.2	4.5	-76.38
Mean Lane Occ., %	11.82	11.74	-0.63	13.71	13.40	-2.28
Lane Occ. SD	2.06	1.33	-35.23	3.37	1.77	-47.47

Similarly, in the westbound direction vehicle speed, and lane occupancy, through the months of November and December during the Wednesday morning peak period after the installation of the electronic billboard, were found to be better than the year before the installation of the electronic billboard during the same period of time (Table 2). The standard deviations of flow, speed, and lane occupancy decreased with the increase in the operation speed. However, standard deviations of flow, speed, and lane occupancy increased during the afternoon peak period, compared to before period measures. On the other hand, mean speed was higher with the decrease in lane occupancy during the afternoon peak period. The increase in flow variation was observed to have no significant adverse effect on operating speed and lane occupancy.

Table 2: Westbound Traffic Measures: Wednesdays Oct to Nov 2007 and 2008

	AM (6:30 - 8:30)			PM (3:30 - 5:30)		
	2007	2008	% Change	2007	2008	% Change
Mean Flow, vphpl	1,887	1,887	0.00	1,599	1,608	0.56
Flow SD, vphpl	212	192	-9.44	172	206	19.97
Mean Speed, mph	51.6	54.3	5.29	43.5	46.8	7.67
Speed SD, mph	9.9	9.5	-4.46	16.2	17.2	6.00
Mean Lane Occ., %	17.55	16.17	-7.85	19.47	18.03	-7.40
Lane Occ. SD	4.37	3.88	-11.26	7.53	8.11	7.76

The total number of injury and non-injury incidents and the crash rates in one year after the installation of the electronic billboard were found to be lower than in the year before the installation of the electronic billboard in both directions. The results show that the study segment 2,640 feet upstream from the electronic billboard did not exhibit any increase in the crash rate compared to the year before the installation of the electronic billboard in both directions, as seen in Table 3 below. Crash rates are expressed in terms of crashes per million vehicle miles (MVM).

Table 3: Crash Analysis

	Eastbound		Westbound	
	Aug 07 – July 08	Aug 08 – July 09	Aug 07 – July 08	Aug 08 – July 09
AADT	88,424	77,806	94,338	93,543
Incidents	10	7	12	11
Crash Rate	0.62	0.49	0.70	0.64

The on-campus survey indicated that a majority (69.2%) of the respondents (333 out of 481) drove through the study segment. Among the survey respondents, 24.9% indicated they drove past the electronic billboard daily, while 26.6% indicated they drove past the electronic billboard a few days a week. Another 11.0% and 6.7% indicated that they drove past the electronic billboard weekly or monthly, respectively. A total of 333 respondents indicated that they drove through the study segment at least monthly, among which 85.6% (285) noticed the electronic billboard while driving through the study segment. The number of respondents who noticed the electronic billboard was high. The results indicated drivers using the study segment have high awareness of electronic billboard.

Moreover, 285 participants in the survey responded to a question about the potential distraction and safety risk of the electronic billboard. Among this number, 34.7% (99) had expressed that the electronic billboard is distracting to drivers, and 31.6 % (90) expressed that the electronic billboard poses a safety risk to traffic. The result indicated that the majority of respondents did not have negative perception towards the electronic billboard regarding distraction and traffic safety. At the same time, these results indicated that a large portion of the driving public (one-third) may find this electronic billboard to be a safety concern.

Conclusions

The presence of the electronic billboard does not appear to have a significant negative impact in traffic performance (flow, speed, and lane occupancy) or incidents in the study section of the freeway. Since the majority of the road users at this segment are commuters, they seem to be familiar with the electronic billboard, and it does not appear to affect their driving. Even though electronic billboards are capable of displaying multiple messages/commercials at the same location, the advertisements are not a major distraction to drivers. The study could not conclude any changes in measurable impact on road safety after the installation of the electronic billboard. In the meantime, the public opinion survey indicated that more than two-thirds of the drivers surveyed believed that electronic billboard does not pose a safety risk to traffic.

Limitations

It is recognized that this study has many limitations. The period of two months before and after the installation of electronic billboard were considered in the study of traffic performance (flow, speed, and lane occupancy). Analysis of longer periods of time before and after the electronic billboard was installed could yield more reliable results. The impact of gasoline prices, economic downturn, weather, and ban on cell-phone use during driving may have some effect on traffic volumes and on traffic performance. Also, drivers involved in incidents may not have indicated whether the incident occurred, in part, due to the electronic billboard. The PeMS

database only provides information based on injury or non-injury incidents, and the types of collision (rear end, sideswipe, overtaking, erratic etc.) were not provided. From the number of incidents at one location, it can be difficult to generalize about the safety of all electronic billboards. Different locations may have different travel patterns, and drivers may react differently in other locations. Similar studies in different locations would be helpful to generalize about the safety impact of electronic billboard on roadways. Finally, the data from the campus opinion survey was limited only to the campus population, which may be a different demographic group (gender, age, employment status, and income) of the study segment travelers. Including a more representative sample of the segment population could give more reliable results.

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TRAFFIC SAFETY FACTS

Research Note

DOT HS 811 376

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High Visibility Enforcement Demonstration Programs in Connecticut and New York Reduce Hand-Held Phone Use

By Linda Cosgrove, Neil Chaudhary, and Scott Roberts

Driving while distracted increases the likelihood of a crash (NHTSA, 2010), and recent well-publicized events have brought this unsafe driving behavior to the forefront of the public eye. According to CTIA-The Wireless Association (2009) about 285 million Americans (91% of all Americans) now own cell phones, compared to only 1 million in 1987. The National Health Interview Survey (Blumberg & Luke, 2010) found that nearly one in four households were wireless only (no land line), up nearly 2 percentage points from the year before. The popularity of text messaging is increasing, and videotaped footage of drivers who were texting immediately before a crash has circulated widely on television and the Internet.

The National Highway Traffic Safety Administration estimates that 6% of drivers nationwide were using an electronic device at any given time in 2008 (Pickrell & Ye, 2009). A meta-analysis (Horrey & Wickens, 2006) of 23 experiments that measured the effects of cell phone use on driving performance found that, across all studies, reaction times were consistently slower when using a cell phone than when not using a phone.

To address this problem, NHTSA initiated distracted driving demonstration programs in two communities to test whether a high visibility enforcement (HVE) model could reduce two specific instances of distracted driving -- talking or texting using a hand-held cell phone. The HVE model combines dedicated law enforcement during a specific period, paid and earned media emphasizing an enforcement-based message, and evaluation before and after. *Click It or Ticket*, NHTSA's best known and most successful HVE campaign for seat belt use, has also been effective in areas of aggressive driving and impaired driving. This report summarizes results from the first two of four waves of enforcement and media for distracted driving high visibility enforcement campaigns in two communities.

Background

Over the past several years legislatures have introduced laws banning hand-held cell phone use and texting in a number of States. New York and Connecticut passed laws banning hand-held cell phone while driving in 2001 and 2005 respectively. At the time of this report, 8 States and the District of Columbia have banned hand-held cell phone use for all drivers, and 30 States and the District have banned texting for all drivers (GHSA, 2010). Many States also ban any use of a cell phone (even with a hands-free device) for novice teen drivers. The demonstration projects were aimed to test whether HVE would be effective in persuading drivers not to use hand-held phones to talk or text, whether law enforcement would be able to observe violations, and whether an HVE campaign would increase drivers' perceived risk of receiving a citation for violating the law.

Hand-held cell phone use while driving dropped 56% in Hartford (from 6.8% to 3.1%) and 38% in Syracuse (from 3.7% to 2.3%).

Texting while driving declined 68% in Hartford (from 3.9% to 1.4%) and 42% in Syracuse (from 2.8% to 1.6%).

Under the leadership of the U.S. Department of Transportation Secretary Ray LaHood, NHTSA awarded cooperative agreements to Connecticut and New York to implement and evaluate demonstration programs that apply the high visibility enforcement model to distracted driving at the community level. Syracuse, New York, and Hartford, Connecticut, (a combination of three contiguous cities -- East Hartford, Hartford, and West Hartford) conducted the demonstrations.



Program Description

NHTSA worked with the Connecticut Department of Transportation and the New York Department of Motor Vehicles' (DMV) Governor's Traffic Safety Committee to conduct model high visibility enforcement programs in the two selected communities. In Connecticut, the participating law enforcement agencies were the Connecticut State Police and the Hartford, West Hartford, and East Hartford Police Departments. In New York, the New York State Police, the Syracuse Police Department, and the Onondaga County Sheriff's Office participated. Both communities planned to conduct four waves of enforcement over the course of one year.

Under separate contracts, NHTSA provided evaluation and communications support to both sites. Preusser Research Group was the evaluation firm and the Tombras Group was the communications firm.

Table 1

Demonstration Program and Evaluation Schedule

	Wave 1		Wave 2	
	CT	NY	CT	NY
Pre Wave Observations	March 18-22	March 25-27	July 8-12	July 8-10
Pre Wave Awareness	March 23-27	March 15-19	July 6-10	July 5-9
Media Flight	April 4-16	April 4-16	July 22-28	July 20-26
Enforcement Dates	April 10-16	April 8-17	July 24-30	July 22-31
Post Wave Observations	April 15-19	April 15-17	July 29-August 2	July 29-31
Post Wave Awareness	April 15-20	April 19-22	July 29-August 3	August 2-6

The first two waves of focused enforcement took place in April and July 2010. Table 1 shows the timeline for pre and post evaluation data collection, media flights, and enforcement in test and control sites.

Development of the Creative Material

In September 2009 NHTSA explored a variety of project themes and held focus groups in Syracuse and Hartford (four in each city). Six potential taglines were selected for assessment. The line "A phone in one hand leads to a ticket in the other" received the highest marks. Based on additional comments, the line for the demonstration project was shortened to *Phone in One Hand, Ticket in the Other*.

The creative material was designed to generate high awareness of stepped-up enforcement efforts regarding local cell phone laws and convince drivers to adhere to those laws. In December 2009, eight more focus groups were held in Hartford and Syracuse to test four TV commercial ideas. The "BAM!" concept received the highest marks, and became the ad for the demo project.

Earned Media

Secretary LaHood and NHTSA Administrator David Strickland launched the campaign with press events (U.S. DOT, 2010) in each State on April 8, 2010. These events generated considerable coverage from local and national media outlets including a feature on ABC-TV's *Good Morning America* (Clarke, 2010) and a feature on ABC News (San Miguel, 2010).

Each of the demonstration sites received sample earned media templates so that they could develop localized press releases, fact sheets and post wave press releases. Outreach with the news media and various partners during each wave resulted in scores of articles and events in both States. In Connecticut and New York, more than 100 news organizations developed news stories about the demonstration projects. Syracuse and Hartford actively generated opportunities to earn additional media for the program. For instance, New York initiated a media tour and the Connecticut DMV joined with Traveler's Insurance Company to sponsor a teen driving video contest.

Paid Media

NHTSA's Office of Communications and Consumer Information purchased air time to promote the program activity and emphasize the enforcement component among the target audience of men and women 18 to 45 years old. The television spots are available online at distraction.gov/hartford and distraction.gov/syracuse. Figure 1 shows a still shot from one of the animated Internet ads also located on the Web site.

Advertisers use "gross rating points" (GRPs) to determine how much of their target audience is reached by a specific advertisement multiplied by the number of times the target audience sees it. For the first wave in April 2010, NHTSA purchased two weeks of advertising in each demonstration location at a level of about 535 GRPs for television/cable, 400 GRPs for radio, and an additional 2 million online impressions on Web sites like USA Today.com. This was considered a strong buy that would reach the target audience enough times that the ad's message would resonate with them. For the second wave in July 2010, NHTSA purchased one week of advertising in each demonstration location at a level of about 300 GRPs for television/cable, approximately 240 GRPs for radio, and an additional 1.5 million online impressions. The media expenditures were \$219,290 in Hartford and \$88,904 in Syracuse for both waves combine (see Table 2).

The Connecticut Highway Safety Office also ran the *Phone in One Hand, Ticket in the Other* slogan on variable message boards in and around the pilot area and purchased digital billboards on major Hartford Interstate Highways I-84 and I-91. The billboard message also ran at the XL Center, a sports and concert venue in downtown Hartford. This message ran on the XL Center digital billboard and outdoor marquee.

Enforcement

Hartford and Syracuse chose enforcement strategies tailored to their communities. Hartford preferred a spotter technique, where an officer, usually standing on the side of the road, radioed ahead to another officer whenever a passing motorist using a hand-held cell phone was observed. The second officer made the stop and wrote the ticket. The Connecticut Highway Safety Office prepared citation holders, short brochures that officers used to hold the tickets to provide specific information about Connecticut's cell phone law, the fine amount, and the risks associated with distraction.

Syracuse preferred roving patrols where officers drove through their jurisdiction actively seeking out distracted drivers using cell phones or texting. Officers reported that higher vantage points, SUVs, and unmarked vehicles were particularly effective in identifying violators. Both States found that having the flexibility to schedule overtime shifts as needed was critical to the successful implementation of the enforcement mobilizations.

Figure 1
Scene From Animated Internet Banner Ad



Table 2
Media Buy

	Wave 1 (2 weeks)		Wave 2 (1 week)	
	Hartford	Syracuse	Hartford	Syracuse
TV Cost	\$108,651	\$36,898	\$57,098	\$21,517
Radio Cost	\$108,651	\$36,898	\$57,098	\$21,517
Online Cost	\$5,000	\$5,000	\$3,750	\$3,750
Total Cost	\$140,855	\$54,159	\$78,435	\$34,745

Table 3
Enforcement Hours and Citations Issued

	Wave 1		Wave 2	
	Hartford	Syracuse	Hartford	Syracuse
Dedicated Hours	1,345	1,370	1,856	1,337
Hand-Held Phone Use	2,329	2,185	2,327	1,977
Text/E-mail/Distracted	279	115	21	169
Citations/10k Population	107	167	100	156

Both Hartford and Syracuse dedicated officers to vigorously enforce the hand-held cell phone ban during the two waves, exceeding benchmarks based on previous high visibility enforcement campaigns. Table 3 shows the number of enforcement hours and phone and texting citations issued in each site, along with the rate of citations per 10,000 of each city's population.

Evaluation Methodology

Before and after each enforcement wave, NHTSA conducted observations of driver cell phone use and collected public awareness surveys at driver licensing offices in each test and comparison site.

Albany, New York, served as the comparison area for Syracuse. Bridgeport and Stamford, Connecticut, were non-contiguous control areas to match the demographics of the three Hartford area cities. Control sites allow evaluators to separate the effect of the demonstration program from extraneous influences that may be going on in the State. None of the control sites received the paid media advertising and law enforcement officers continued their usual enforcement activities without special emphasis on cell phone laws.

Cell Phone Observations

Cell phone observations were taken at 15 sites in each intervention area, plus 15 sites in Albany, 15 in Stamford, and 7 sites in Bridgeport. Sites were selected from road segments based on traffic volume estimates. Three of the sites in each area were highway off-ramps. The rest of the sites were identified from the highest volume segments, assuring that they were geographically dispersed throughout the areas. The main goal of site selection was to capture the bulk of the traffic streams in the given area.

Observation protocols were based on NHTSA's National Occupant Protection Use Survey (NOPUS) observation protocols, adapted to increase sample size. An earlier formulation of the method, consistent with NOPUS observation protocols, had observers sampling from traffic stopped at red lights. Therefore all selected sites were at traffic light controlled intersections. Pilot testing of this method resulted in few observations and NHTSA modified its method to observe moving traffic only. Observations were made from

street corners observing one direction of traffic (the vehicles traveling in the lanes nearest the observer) for one hour at each site. When traffic signals turned red, observers pivoted and sampled vehicles from the moving traffic on the cross street. Observers coded vehicle type, sex, estimated age (16-24, 25-59, 60+) and whether the driver was holding a hand-held phone to her or his ear, manipulating a cell phone (other than by holding to one's ear) and if the driver had a hands-free headset (e.g., Bluetooth) in the visible ear.

The main analyses were the average percentage of each of the three cell phone use categories separately for each test and control area. Weighting of data occurred prior to analysis so that each site held equal weight. That is, for a 15-site survey in which the number of observed drivers varied between sites, the percentage use recorded in each site contributed an equal 1/15 of the total use rate for that area. Binary logistic regressions analyses evaluated the significance of differences and chi squares were conducted for raw data for subsets of the data (e.g., age). Over 121,000 vehicles were observed for the first two waves of the demonstration program.

Self-Reported Use and Awareness Surveys

Motorists who visited driver licensing offices in the test and comparison sites completed a single page questionnaire asking whether they had seen or heard of the distracted driving program, enforcement, or messaging. They were asked about their cell phone use while driving and whether they had changed their cell phone use in the past 30 days, among other topics. Surveyors collected more surveys for the first (pre Wave 1) administration and will do the same for the final (post Wave 4) administration to increase the power of analyses for both baseline and final data. Over 11,000 self-report surveys were collected for the first two waves of the demonstration program.

Researchers collected some data a bit later than originally planned (Table 1). In Syracuse there was a clerical error on the final question about slogan recognition. For this question, the analyses report data from another survey administered two weeks later in both Syracuse and Albany. There were inexplicable fluctuations in the Wave 2 results (pre and post) in the Albany surveys compared to Wave 1. For example there were 14% (pre) and 11% (post) of the respondents who reported having gotten a ticket for using a hand-held phone in the past month for Wave 2. This value was only 1% in both pre and post Wave 1 surveys. The data collected two weeks later were more comparable to Wave 1 results. For this reason the researchers deemed the original data from Albany Wave 2 unreliable. The analyses report only the re-sampled post wave data for Albany.

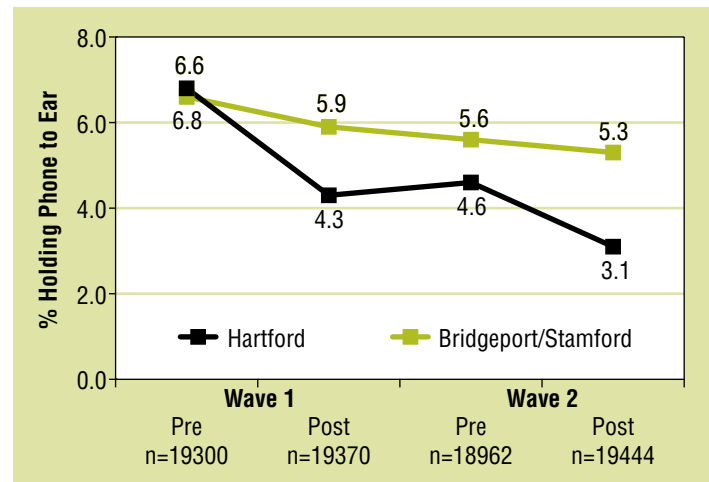
Results

Observed Phone Use in Connecticut

The results of Wave 1 showed a significant decrease ($p < .01$) in hand-held cell phone use in the Hartford areas from 6.8%

before the program to 4.3. afterwards (see Figure 2). The control areas also showed a slight decrease in hand-held cell phone use, but this was not statistically significant (6.6% to 5.9%, $p > .05$).

Figure 2
Observed Hand-Held Phone Use in Connecticut



There were further reductions in observed hand-held cell phone use in the second wave in the Hartford intervention area. In between waves, there was minimal increase in hand-held cell phone use in the Hartford areas, when the program was silent. Observed use was 4.6% at the pre measurement of the second wave, dropping to 3.1% in the post measurement ($p < .01$). Use in the control areas continued a slight, although not statistically significant, downward trend, starting at 5.6% and dropping to 5.3% ($p > .05$).

From the baseline (pre Wave 1) to the end of the second wave (post Wave 2) hand-held cell phone use dropped 56% (from 6.8% to 3.1% in the Hartford areas compared to 20% (6.6% to 5.3%) in the control areas.

Most of the decrease in cell phone use was attributed to drivers age 25 to 59 in the Hartford area. Young drivers 16 to 24 dropped 5.3 percentage points (from a pre of 9.0% to a post of 3.7%) following enforcement during Wave 1. However, relatively small sample sizes for this group made this drop only marginally significant ($p < .06$). There was no change for the second wave for the young drivers and there was also no change in use among this group for control areas in either wave. For the 25- to 59-year-old age group, there were significant pre to post drops for both waves in the Hartford area. The changes in the control areas were not significant for either wave and there were no significant effects for the oldest drivers in either wave in either area.

There were significant drops in observed phone use for men and women in both waves in the Hartford area. Surprisingly, there were significant (p 's $< .05$) pre to post decreases among female drivers in the control area for both waves but no change for male drivers.

For Wave 1, headset use significantly decreased from pre to post in both the Hartford area (3.5% to 2.8%) and in the control area (4.1% to 2.7%). For Wave 2, none of the pre to post differences were significant in either the test or control sites.

The percentage of people observed manipulating their phones decreased significantly in Wave 1 from pre to post. There was a larger decrease in the Hartford area (3.9% to 2.7%) than in the control area (2.8% to 2.1%). For Wave 2 there was another significant pre to post decrease without much of an increase between waves in the Hartford area (2.6% to 1.4%). There was no change in the control area for the second wave (2.6% to 2.6%).

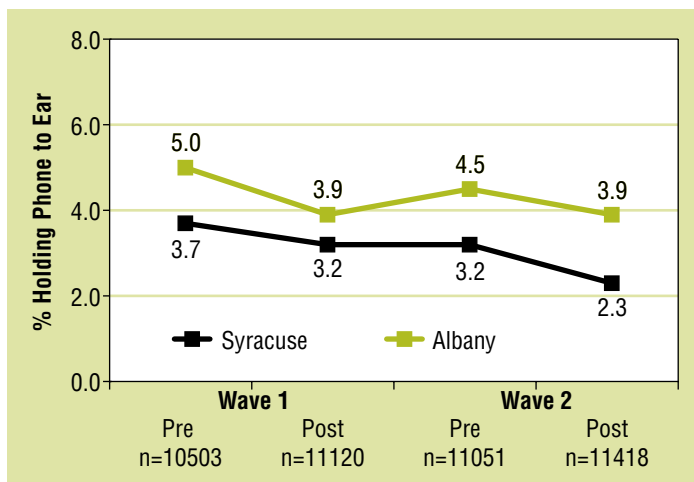
Observed Phone Use in New York

The results of Wave 1 showed a non-significant decrease in hand-held cell phone use in Syracuse going from 3.7% to 3.2% ($p > .05$) (see Figure 3). There was an unexpected decrease in use in the control area that did reach significance. In Albany use started at 5.0% and dropped to 3.9%.

Wave 2 results were more in line with expectations. Between waves there was no increase in hand-held cell phone in Syracuse and use remained at 3.2%. After the second wave there was a significant drop in use to 2.3% ($p < .01$). Use in Albany rebounded between waves and was 4.5% prior to Wave 2. There was a drop in hand-held cell phone use in Albany (to 3.9%) but this decrease was not significant.

Figure 3

Observed Hand-Held Phone Use in New York



From the baseline (pre Wave 1) to the end of the second wave (post Wave 2) hand-held cell phone use dropped 38% (from 3.7% to 2.3%) in Syracuse compared to a 22% decline (from 5.0% to 3.9%) in Albany.

Drivers 25 to 59 accounted for most of the decrease in cell phone use in Syracuse in Wave 1, but not enough to influence the overall observation rate. None of the other age categories in Syracuse showed a decrease for this wave. The same age group was also the only significant decrease for the Albany

drivers in Wave 1. For Wave 2, this group was again the only age group showing a significant decrease in Syracuse. In Albany, despite no overall significant drop, the drivers under 25 showed a significant decrease in driving while using a hand-held phone.

During Wave 1, male drivers showed a significant decrease in driving while on a hand-held phone in Syracuse while women did not. This effect for men was also the only significant drop in Albany. In the second wave men again significantly reduced their use in Syracuse while women did not. Conversely, there was a small but significant decrease in use by women in Albany but not men.

Observations of phone manipulation (e.g., texting, dialing) significantly decreased ($p < .05$) in Syracuse in Wave 1 (2.8% to 2.2%). There was also a decrease in Wave 2 (2.2% to 1.6%), but this decrease was not significant. The observed rate of manipulating a phone while driving was much higher in Albany than Syracuse. In both waves there was a significant pre to post decrease in observed phone manipulation in Albany (Wave 1: 6.3% to 5.3%; Wave 2: 5.7% to 3.0%). Both cities showed an overall decrease of 43% in observed phone manipulation from the baseline to the end of the second wave, with an absolute change of 1.2 percentage points in Syracuse and 3.3 points in Albany.

There were no significant changes in Syracuse in the percentage of drivers observed with hands-free headset. In both waves (pre and post) the rate was about 2% (ranging from 1.7% to 2.3%). Albany's rate of hands-free use was more variable ranging from 4.4% to 2.6%. There was a significant decrease between pre and post use rates during Wave 1 (4.4% to 2.8%).

Self-Reported Cell Phone Use and Program Awareness in Connecticut

Respondents in Connecticut were aware of and knowledgeable about the program and enforcement. From pre to post in Wave 1, Hartford area respondents reported increased chances of getting tickets while there was no effect in the control area. In both Syracuse and the control site, Albany, respondents also reported hearing more general distracted driving information after Wave 1 than before. In Wave 1 there was a decrease in the percentage reporting that it is important for police to enforce the hand-held cell law in both Hartford and control areas, but much of the decrease was restored by Wave 2. There was a pre to post increase in the Hartford area in Wave 1 for reports of having ever gotten a cell phone ticket. Similarly there was a pre to post (Wave 1 only) increase in reports of getting a ticket in the past month (for the control area also).

During Wave 2 there was an increase in the percentage of respondents in the Hartford area who heard about enhanced police enforcement. There was no such increase during Wave 1, but there was an overall gain between the waves. There were no significant effects for the control area.

During Wave 1 there was actually a decrease in the percentage of people having heard about distracted driving in general (both areas) but in Wave 2 there was a large increase (pre to post) in recognition for the Hartford area (but not the control area).

Awareness of the *Phone in One Hand, Ticket in the Other* slogan started at 5% in the pre of Wave 1. Following the first wave, recognition rose significantly to 32%. There was also a significant increase in the control area but not of the same magnitude (5% to 11%). Wave 2 led to further increases in recognition in the Hartford areas (27% to 47%). There was no increase in the control areas (8% to 10%).

Recognition of other slogans was not as high. The other most recognized slogan in the Hartford area following Wave 2 was *I-Promise Not to Drive Distracted* which was recognized by 15% of respondents. A local TV station (WFSB) has been running messages with this slogan between enforcement waves. Ten percent of the respondents recognized *Hang Up or Pay Up*, an enforcement type distracter slogan not in use in the area. Recognition of Oprah Winfrey's *No Phone Zone* was at 8%.

There was an increase in Wave 1 for judgments of frequency of cell phone use while driving, with no effect for the control group. The effect dissipated by Wave 2 -- the Wave 2 pre and post measures were much lower than the post of Wave 1. There was also a significant increase in self-reported texting during the first wave in the Hartford area. During the second wave there was a significant decrease in reported use by the control area respondents.

Self-Reported Cell Phone Use and Program Awareness in New York

Overall, Syracuse respondents knew about the enforcement and messaging campaign. Drivers in Syracuse reported having heard about the cell phone enforcement with significant pre to post increases for each wave. They also reported hearing about distracted driving (in general) more in the post of Wave 1 than in the pre of Wave 1 and this was also true in Albany. There was also an increase in self-reported tickets within the last month for Wave 1 in Syracuse. There was an increase in both waves for perceived strictness of police enforcement in Syracuse while there was a significant decrease during Wave 1 in Albany, the control site.

Unexpectedly, self-reported hand-held cell phone use increased from pre to post in Wave 1 in Syracuse. Albany's rates stayed the same. There were no changes in self-reported texting while driving.

Recognition of the main message, *Phone in One Hand, Ticket in the Other*, increased 32 percentage points in Syracuse (5% to 37%). The rates were flat in Albany, going from 4% to 5%.

Slogan recognition for Syracuse went from 5% to 21%. It is likely that recognition would have been even higher immediately following the campaign. Indeed, the recognition was

at 37% following Wave 1. Rates in Albany, the control site, stayed the same going from 4% to 5%.

Recognition of other slogans was considerably lower at the end of Wave 2 in Syracuse. For example *Hang Up or Pay Up*, (not in use in the area) was 11%. Eight percent of the respondents recognized Oprah Winfrey's *No Phone Zone*.

There was an unexpected increase from pre to post in the first wave in Syracuse respondents' judgment of how frequently they use a hand-held phone while driving, similar to the findings in Hartford. This increase was not present in Albany, and was not present in the second wave in either area. Self-reported cell phone use rates for both pre and post in the second wave were lower than the post in the first wave for Syracuse. Figures 4 through 8 show public awareness findings for Syracuse, Hartford, and the control sites over both waves.

Figure 4
In the Past Month, Have You Seen or Heard About Distracted Driving in [Connecticut/New York]?

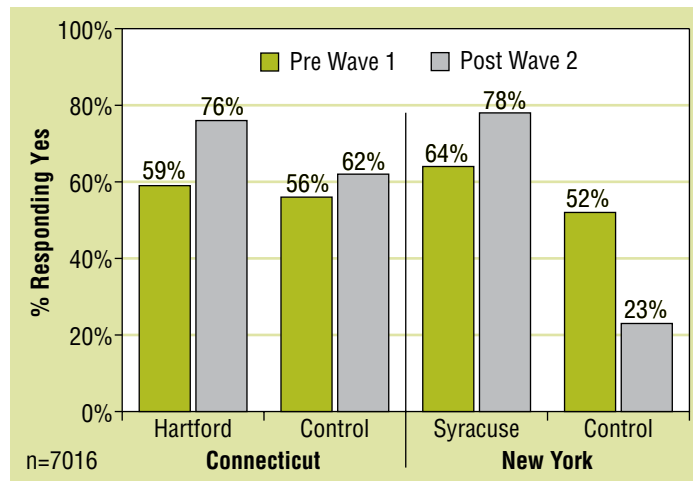


Figure 5
Awareness of "Phone in One Hand, Ticket in the Other" Slogan in Connecticut and New York

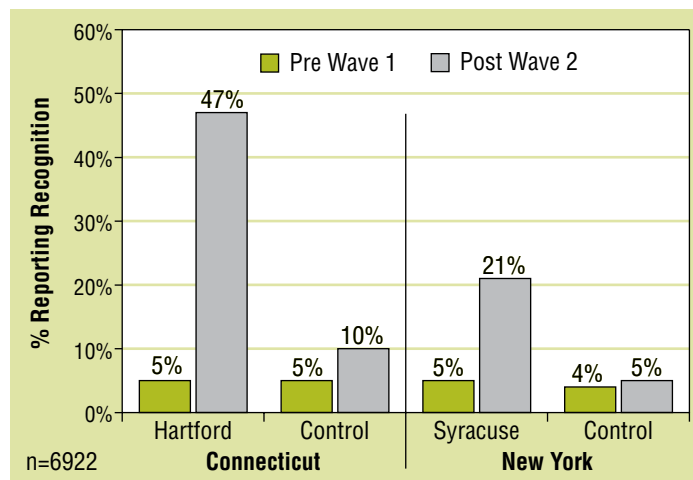


Figure 6

What do you think the chances are of getting a ticket if you use a hand-held cellular phone while driving?

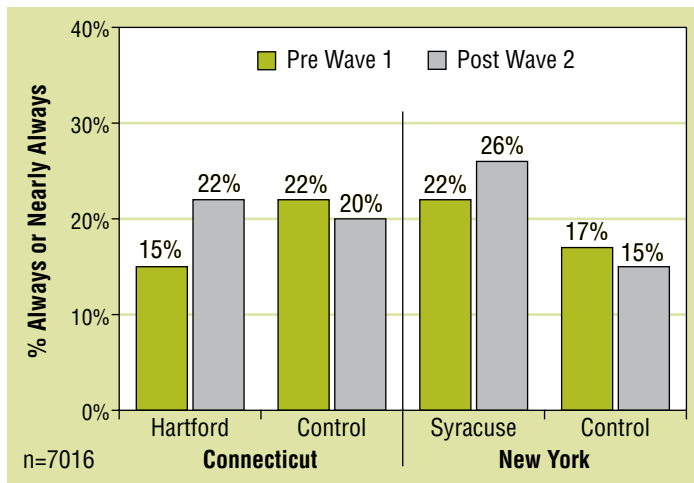


Figure 7

Strictness of Enforcement of Hand-Held Phone Law

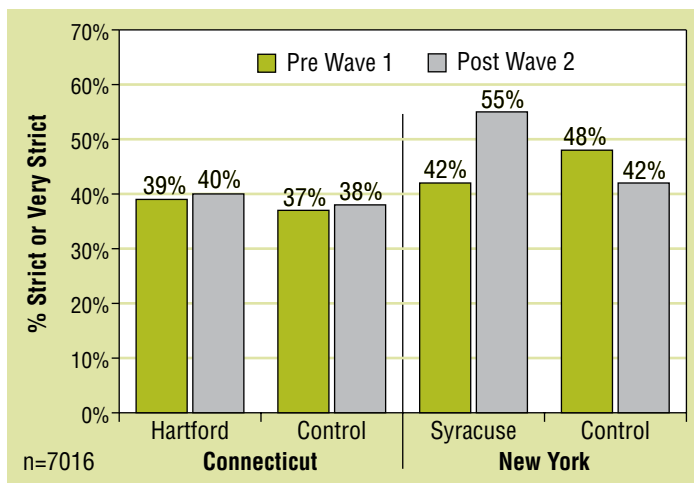
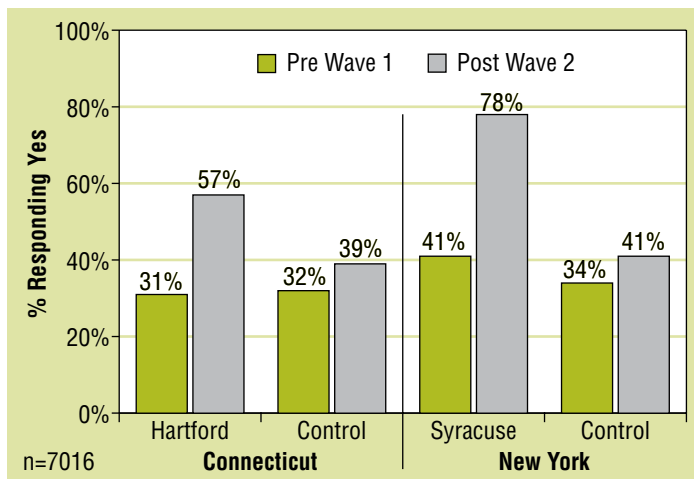


Figure 8

In the past month, have you seen or heard about police enforcement focused on hand-held cellular phone use?



Discussion

The most apparent finding from the first two waves of NHTSA's distracted driving demonstration programs in Syracuse and Hartford is that awareness about cell phone use and texting is remarkably high. About 6 in 10 in both communities had heard something about distracted driving, even before the new *Phone in One Hand, Ticket in the Other* advertisements aired. This most likely reflects the influx in media discussing the issue. Insurance companies, mobile phone providers, and safety organizations have been addressing the dangers of using a cell phone and texting while driving, especially for teens, and have sponsored advertisements on national television. State legislatures have passed texting and cell phone bans. The U.S. Department of Transportation held a summit in Washington, DC, in September 2009 bringing together over 250 researchers, government agencies, industry representatives, public advocates, and elected officials to discuss what could be done to reduce the preventable deaths and injuries that distracted driving is causing in America. The President issued an Executive order advising Federal workers to "put it down." In January 2010 Oprah started the *No Phone Zone* and on April 30, the Oprah Winfrey Show launched a "No Phone Zone Day" with a live TV broadcast, rallies in six cities – Atlanta, Boston, Detroit, Chicago, Los Angeles, and Washington – and a national public service announcement campaign.

Despite the national attention and motorists' beliefs that distracted driving by others is a dangerous activity, surveys show that motorists are willing to engage in the behavior themselves. Changing driver behavior presents a challenge, but high visibility enforcement campaigns are a proven countermeasure in a variety of traffic safety areas. The intent of a high visibility enforcement campaign is not to issue tickets. Rather, the intent is to deter drivers from engaging in that particular behavior in the first place. In other words, if drivers violate a particular law, there should be a high certainty that they will receive a ticket. While issuing one citation to a motorist may persuade that person to avoid that offense in the future (known as specific deterrence), highly visible enforcement seeks to have 100 or 1,000 other drivers know about that one citation so they choose to avoid that behavior (general deterrence).

The new slogan, *Phone in One Hand, Ticket in the Other*, proved effective in conveying the message of increased cell phone enforcement to the public. Nearly 50% of respondents in Hartford and 20% in Syracuse reported that they had seen and heard about the program after just the first wave of the program. People reported having heard about the enforcement, recognized the increased strictness of the police, and thought that their chance of getting a ticket if they used a hand-held cell phone increased. An interesting anomaly in the public awareness data is that self-reported use of a hand-held cell phone actually increased during the first wave, before finally decreasing at the end of the second wave. One

explanation is that drivers were becoming more aware of their cell phone use while driving because of the increased media. There was strong public support for the program, with 8 out of 10 drivers believing that it is important for the police to enforce the hand-held cell phone law.

Observed cell phone use decreased in both sites by the end of the second wave of the *Phone in One Hand, Ticket in the Other* demonstration program. Before the distracted driving programs began, observed cell phone use in Syracuse was about half that of the rest of the Nation and Connecticut was close to average. Both States have had hand-held cell phone bans while driving for some time – 2001 for New York and 2005 for Connecticut. After the second wave of the high visibility enforcement campaign, hand-held cell phone use decreased 38% in Syracuse (from 3.7% to 2.3%) and 58% in Hartford (from 6.8% to 3.1%). The laws alone may have served to keep these States at or below the national average, but the addition of high visibility enforcement and media emphasizing the enforcement drove the rates down even lower. High levels of national media and celebrity attention to distracted driving, such as by the *Oprah Winfrey Show*, may account for some of the high public awareness of the issue and for the steady declines in observed hand-held cell phone use in the control sites and among women in three of the five sites overall.

Unlike other periodic traffic safety campaigns, there was no rebound or ratcheting effect during the period between waves where the observed behavior reverted close to previous levels. It remains to be seen whether this trend will continue throughout the remaining two waves, but it is promising and suggests that social norms towards phone use and texting are shifting towards finding it as unacceptable as driving while impaired by alcohol.

The law enforcement agencies in both sites exceeded program expectations. Ticketing rates of about 20 citations per 10,000 population are common benchmarks for effective belt enforcement programs, a rate deemed sufficient to change motorists' behaviors. Enforcement rates for the distracted driving demonstration programs in Syracuse and Hartford were more than five times that benchmark. Officers reported that they were enthusiastic about the dedicated advertising that focused on their increased enforcement. They reported that coordinated enforcement activities with neighboring law enforcement agencies expanded the visibility of their enforcement efforts. They reported positive public reactions -- the general theme was that "it was about time."

There are challenges to enforcing hand-held cell phone and texting bans. The most obvious challenge is the difficulty in observing the offense. Syracuse law enforcement officers preferred roving patrols and found higher observation locations or taller vehicles like SUVs useful in seeing down into a pas-

senger vehicle to observe texting offenses. Hartford officers found the spotter, or stationary, strategy effective but both chose strategies that suited their community and resources and both used other strategies as well. Because this was a demonstration program, additional reporting paperwork was required. The Hartford officers felt that their post ticketing paper work was more time consuming than a seat belt ticket but they are working to improve the process in time for the third wave.

There are two additional waves of enforcement planned in Hartford and Syracuse. The third wave will begin in October 2010; the fourth and final wave will occur in the spring of 2011. At the conclusion of the fourth wave, NHTSA's Office of Behavioral Safety Research will prepare a final report detailing all four waves.

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U.S. Department of Transportation
**National Highway Traffic Safety
 Administration**

ATTACHMENT 2

CITY OF RANCHO CORDOVA

RESOLUTION NO. 4-2015

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF RANCHO CORDOVA
ADOPTING THE MITIGATED NEGATIVE DECLARATION AND APPROVING THE SIERRA
OUTDOOR/OUTFRONT MEDIA LLC DIGITAL FREEWAY SIGN CONDITIONAL USE
PERMIT AND OPERATING AGREEMENT – DD8490**

WHEREAS, the applicant for the Sierra Outdoor/Outfront Media LLC Digital Freeway Sign project (“Project”) has applied to the City of Rancho Cordova (“City”) for a Conditional Use Permit and Operating Agreement for the installation of a Digital Freeway Sign, located at 12125 Folsom Boulevard; and

WHEREAS, the City’s Zoning Code allows for the installation of Digital Freeway Signs in certain specified locations and subject to specific development standards; and

WHEREAS, the proposed project has been analyzed and complies with all applicable development standards identified in the City’s Zoning Code; and

WHEREAS, the City determined that the project was subject to the California Environmental Quality Act (CEQA) and prepared an Initial Study pursuant to CEQA, attached hereto as **Exhibit A** and incorporated herein by reference, evaluating the potential environmental effects of the project; and

WHEREAS, the City determined the project would not result in any environmental impacts as identified in the Mitigated Negative Declaration/Initial Study; and

WHEREAS, the City distributed the Notice of Intent to Adopt the Mitigated Negative Declaration on August 15, 2014 and the Notice was published in the *Grapevine Independent*, posted at the Sacramento County Clerk’s Office, distributed through the State Clearinghouse, and posted at the City offices, pursuant to CEQA Guidelines, Section 15072. A 30-day review and comment period for the Mitigated Negative Declaration opened on August 15, 2014 and closed September 15, 2014. The Mitigated Negative Declaration was made available to the public during this review period; and

WHEREAS, the City received two written comment letters within the 30-day public review period and responded to the comment in the project staff report; and

WHEREAS, the City has considered the comments received during the public review period and it does not alter the conclusions in the Initial Study and Mitigated Negative Declaration; and

WHEREAS, the City Council has reviewed the Initial Study, and the Mitigated Negative Declaration and find that these documents reflect its independent judgment; and

WHEREAS, on November 17, 2014, December 15, 2014, February 17, 2015, and May 4, 2015, the City Council held a properly noticed public hearing at which it received a report from City staff, oral and written testimony from the public, and deliberated on the item.

ATTACHMENT 2

NOW, THEREFORE, BE IT HEREBY RESOLVED THE CITY COUNCIL OF THE CITY OF RANCHO CORDOVA does resolve:

Section 1. Recitals. The foregoing recitals are true and correct and made a part of this Resolution.

Section 2. Findings. The City Council hereby finds that:

- A. **CEQA Compliance.** The City has reviewed and considered the proposed project and has determined that the project will not have a significant effect on the environment, with substantial supporting evidence provided in the Initial Study. The City prepared and hereby adopts the attached Mitigated Negative Declaration, as **Exhibit A** for this project, and will file a Notice of Determination with the appropriate County agency.
- B. **Conditional Use Permit.** In order for a CUP to be granted for the Digital Freeway Sign, the project must meet the required findings documented in Code Section 23.134.030. The following are each of the required findings and the evidence to support them:

- a. Finding: The site size, dimensions, location, topography, and access are adequate for the needs of the proposed use, considering the proposed building mass, parking, traffic, noise, vibration, exhaust/emissions, light, glare, erosion, odor, dust, visibility, safety, and aesthetic considerations.

Evidence: The project site is currently developed with a parking lot and retail furniture store. The site is flat and visible from State Route 50. Access, topography, and location are optimal for the proposed Digital Freeway Sign. The subject property is sufficiently spaced from the freeway directional signs so as to not cause concern about driver decision-making and safety hazards in this location. The sign would be equipped with an automatic light sensor and brightness control that would eliminate excessive brightness and glare during night hours. Noise, erosion, odor, and dust are not concerns associated with a project of this type. Aesthetic considerations have been analyzed and are appropriately addressed by project components.

- b. Finding: The negative impacts of the proposed use on adjacent properties and on the public can be mitigated through application of other Code standards or other reasonable conditions of approval.

Evidence: No substantial negative impacts to adjacent properties are anticipated as a result of this project. The aesthetics of the area will remain mainly the same, with the proposed Digital Freeway Sign being located within an existing parking lot island. No vegetation will be removed from the property to accommodate the sign. Standards regarding sign illumination and messaging standards will ensure that no negative or visually confusing effects are caused by the proposed sign.

ATTACHMENT 2

- c. Finding: All required public facilities have adequate capacity to serve the proposal.

Evidence: The site is currently served with electricity, which will be extended to provide support to the proposed Digital Freeway Sign. No additional public facilities are required by the project.

- d. Finding: The project meets the requirements of the Zoning Code including development standards, design guidelines, and special use provisions.

Evidence: The proposed project has been analyzed and is consistent with all applicable Code standards as demonstrated in **Exhibits B and C**. The Applicant's proposed Operating Agreement, attached as **Exhibit D** and incorporated herein, will cause the Digital Freeway Sign to comply with the applicable standards. The project would result in the removal of two traditional billboards within the City limits: one within the State Route 50 corridor and one within the City proper. The Operating Agreement establishes a schedule and duty to provide the City with additional community benefits, mainly monetary contributions, to be used throughout the community to offset the aesthetic impacts of the project.

- e. Finding: If structures and site plans are considered nonconforming, the elements of a project that are nonconforming have been brought into compliance with the Zoning Code.

Evidence: The project is not considered nonconforming.

- C. **Operating Agreement.** The Applicant has voluntarily proposed to enter into an Operating Agreement with the City to memorialize the proposed sign and regulate usage of the sign. The Applicant's proposed Operating Agreement, attached as **Exhibit D**, will memorialize the agreements made to support approval of the project.

PASSED AND ADOPTED by the City Council of the City of Rancho Cordova on the _____ day of _____ 2015 by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

Robert J. McGarvey, Mayor

ATTEST:

Mindy Cuppy, MMC, City Clerk

SIERRA OUTDOOR DIGITAL SIGN AT NATURWOOD CONDITIONAL USE PERMIT AND OPERATING AGREEMENT PROJECT

Initial Study/Mitigated Negative Declaration



2729 Prospect Park Drive
Rancho Cordova, CA 95670

August 2014

INITIAL STUDY/MITIGATED NEGATIVE
DECLARATION
FOR
SIERRA OUTDOOR SIGN AT NATURWOOD
CONDITIONAL USE PERMIT AND OPERATING
AGREEMENT PROJECT
CITY OF RANCHO CORDOVA, CALIFORNIA

Prepared by:

THE CITY OF RANCHO CORDOVA
2729 Prospect Park Drive
Rancho Cordova, CA 95670
Phone: (916) 851-8700
Fax: (916) 851-8787

AUGUST 2014

EXHIBIT A
TABLE OF CONTENTS

1.0 INTRODUCTION

1.1	Introduction and Regulatory Guidance.....	1.0-1
1.2	Lead Agency	1.0-4
1.3	Purpose and Organization of the Document.....	1.0-4
1.4	Regulatory Framework and Assumptions.....	1.0-4

2.0 PROJECT DESCRIPTION

2.1	Project Location	2.0-1
2.2	Project Characteristics	2.0-1
2.3	Required Project Approvals.....	2.0-2

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

I.	Aesthetics	3.0-5
II.	Agriculture and Forest Resources	3.0-8
III.	Air Quality	3.0-9
IV.	Biological Resources:	3.0-12
V.	Cultural Resources	3.0-16
VI.	Geology and Soils	3.0-18
VII.	Greenhouse Gas Emissions	3.0-21
VIII.	Hazards and Hazardous Materials	3.0-23
IX.	Hydrology and Water Quality	3.0-26
X.	Land Use and Planning	3.0-28
XI.	Mineral Resources	3.0-29
XII.	Noise	3.0-30
XIII.	Population and Housing	3.0-31
XIV.	Public Services	3.0-32
XV.	Recreation	3.0-34
XVI.	Transportation/Traffic	3.0-35
XVII.	Utilities and Service Systems.....	3.0-39
XVIII.	Mandatory Findings of Significance.....	3.0-40

4.0 CUMULATIVE IMPACTS

4.1	Introduction.....	4.0-1
4.2	Cumulative Setting.....	4.0-1
4.3	Previous Cumulative Analysis within the Cumulative Setting	4.0-1
4.4	Cumulative Impact Analysis.....	4.0-2

5.0 DETERMINATION

5.0	Determination	5.0-1
-----	---------------------	-------

TABLE OF CONTENTS

6.0 REPORT PREPARATION AND CONSULTATIONS

6.1 Report Preparation and Consultations..... 6.0-1

7.0 REFERENCES

7.1 References 7.0-1

FIGURES

Figure 1 Regional Vicinity Map 2.0-3
Figure 2 Installation Site Location Map 2.0-5
Figure 3 Proposed Sign Design 2.0-7
Figure 4 Simulated View of Proposed Sign 2.0-9

INTRODUCTION

1.1 INTRODUCTION AND REGULATORY GUIDANCE

This document is an Initial Study and Mitigated Negative Declaration (IS/MND) prepared pursuant to the California Environmental Quality Act (CEQA) for the proposed Sierra Outdoor Digital Sign at Naturwood Conditional Use Permit and Operating Agreement project (hereafter referred to as the proposed project). This IS/MND has been prepared in accordance with CEQA, Public Resources Code Section 21000 et seq., and the State CEQA Guidelines.

An initial study is conducted by a lead agency to determine whether a project may have a significant effect on the environment. In accordance with the CEQA Guidelines Section 15064, an environmental impact report (EIR) must be prepared if the initial study indicates that the project under review may have a potentially significant impact on the environment. A negative declaration may be prepared instead, if the lead agency prepares a written statement describing the reasons why a proposed project would not have a significant effect on the environment and therefore why it does not require the preparation of an EIR (CEQA Guidelines Section 15371). According to CEQA Guidelines Section 15070, a negative declaration shall be prepared for a project subject to CEQA when either:

- a) *The Initial Study shows there is no substantial evidence, in light of the whole record before the agency, that the proposed project may have a significant effect on the environment, or*
- b) *The Initial Study identified potentially significant effects, but:*
 - 1) *Revisions in the project plans or proposals made by or agreed to by the applicant before the proposed negative declaration is released for public review would avoid the effects or mitigate the effects to a point where clearly no significant effects would occur, and*
 - 2) *There is no substantial evidence, in light of the whole record before the agency, that the proposed project as revised may have a significant effect on the environment.*

In this case, the Initial Study shows that there is no substantial evidence, in the light of the whole record, that the proposed project may have a significant effect on the environment. Therefore, a Mitigated Negative Declaration has been prepared.

The Rancho Cordova City Council certified the Rancho Cordova General Plan EIR (GP EIR) on June 26, 2006 (State Clearinghouse Number 2005022137). The GP EIR was prepared as a program EIR pursuant to CEQA Guidelines Section 15168.

The proposed project is within the scope of activities and land uses studied in the GP EIR. However, specific information about the proposed project was not known at the time of the preparation of the GP EIR, and the project-specific impacts resulting from implementation of the proposed project were not fully identified in the GP EIR. Therefore, additional analysis and potential mitigation of the environmental effects of the proposed project are required. CEQA Guidelines Section 15183 provides guidance as to the scope of this subsequent analysis. CEQA Guidelines Section 15183 states:

- a) *CEQA mandates that projects which are consistent with the development density established by existing zoning, community plan, or general plan policies for which an EIR was certified shall not require additional environmental review, except as might*

1.0 INTRODUCTION

be necessary to examine whether there are project-specific significant effects which are peculiar to the project or its site. This streamlines the review of such projects and reduces the need to prepare repetitive environmental studies.

- b) In approving a project meeting the requirements of this section, a public agency shall limit its examination of environmental effects to those, which the agency determines, in an Initial Study or other analysis:*
- 1) Are peculiar to the project or the parcel on which the project would be located.*
 - 2) Were not analyzed as significant effects in a prior EIR on the zoning action, general plan, or community plan, with which the project is consistent.*
 - 3) Are potentially significant off-site impacts and cumulative impacts which were not discussed in the prior EIR prepared for the general plan, community plan or zoning action, or*
 - 4) Are previously identified significant effects which, as a result of substantial new information which was not known at the time the EIR was certified, are determined to have a more severe adverse impact than discussed in the prior EIR.*

This IS/MND addresses project-specific impacts that were not fully addressed in the GP EIR. Additionally, this IS/MND summarizes the City's findings relating to the GP EIR and how the criteria set forth in CEQA Guidelines Section 15183 have been met.

The GP EIR analyzed the environmental effects of the implementation of the twelve policy elements of the General Plan. The twelve policy elements concentrated on providing policy guidance in the following areas:

- Land Use
- Urban Design
- Economic Development
- Housing
- Circulation
- Open Space, Parks, and Trails
- Infrastructure, Services, and Finance
- Natural Resources
- Cultural and Historic Resources
- Safety
- Air Quality
- Noise

In adopting the General Plan and certifying the GP EIR as complete and adequate, the City Council adopted findings of fact and a statement of overriding considerations for those impacts that could not be mitigated to less than significant levels.

Impacts deemed in the GP EIR to be significant and unavoidable included the following:

- Conflicts with applicable land use plans
- Various impacts on agricultural land
- Conflicts with Williamson Act contracts
- Substantial population, housing, and employment growth
- Deficient traffic level of service by 2030
- Worsening of already unacceptable operations on US-50

- Conflicts with the Regional Ozone Attainment Plan
- Significant construction-based pollutant emissions
- Significant operational pollutant emissions
- Significant emissions of toxic air contaminants
- Creation of construction, traffic, and operational noise above standards
- Creation of new noise-sensitive land uses within airport noise areas
- Loss of availability of aggregate resources
- Impacts on water supply (both availability of water and infrastructure required)
- Impacts to habitat and individuals of special-status species
- Impacts to raptors, migratory birds, and other wildlife
- Impacts to jurisdictional waters of the United States
- Impacts to animal movement corridors
- Loss of native and landmark trees
- Disturbance of cultural resources and human remains
- Environmental impacts resulting from the need for more wastewater infrastructure
- Degradation of the existing visual character of the area

The GP EIR also identified several cumulative impacts that would be cumulatively considerable and significant and unavoidable, including the following:

- Conflicts with area land use plans
- Conversion of farmland to other uses and agricultural/urban interface conflicts
- Substantial population, housing, and employment growth
- Significant impacts to area traffic level of service
- Increases in regional ozone and particulate matter emissions
- Increases in regional traffic and operational noise
- Cumulative loss of mineral resources
- Increased regional demand for water supply and need for water infrastructure
- Cumulative loss of biological resources
- Cumulative loss of cultural resources
- Increases in wastewater treatment capacity and infrastructure
- Changes in area visual character and landscape

Detailed information regarding both the project impacts and cumulative impacts identified above is included in the GP EIR. The GP EIR is available online at <http://gp.cityofranhocordova.org> and on request at the City at the following address:

City of Rancho Cordova
Planning Department
2729 Prospect Park Drive
Rancho Cordova, CA 95670

In accordance with CEQA Guidelines Section 15183, a discussion of each of the impacts found to be significant in the GP EIR and the relative impact of the proposed project in each of those categories is provided in this IS/MND. This IS/MND incorporates the GP EIR by reference.

1.0 INTRODUCTION

1.2 LEAD AGENCY

The lead agency is the public agency with primary responsibility over a proposed project.

Because the proposed project is to be carried out by a private development company and because the City of Rancho Cordova has general governmental powers over the proposed project, the lead agency for the proposed project is the City of Rancho Cordova.

1.3 PURPOSE AND ORGANIZATION OF THE DOCUMENT

The purpose of this IS/MND is to evaluate the potential environmental impacts of the proposed project.

This document is divided into the following sections:

1.0 Introduction – Provides an introduction and describes the purpose and organization of this document.

2.0 Project Description – Provides a detailed description of the proposed project.

3.0 Environmental Setting, Impacts, and Mitigation Measures – Describes the environmental setting for each of the environmental subject areas (as described in Appendix G of the CEQA Guidelines), evaluates a range of impacts classified as “no impact,” “less than significant impact,” or “less than significant impact with mitigation incorporated” in response to the environmental checklist, and provides mitigation measures, where appropriate, to mitigate potentially significant impacts to a less than significant level.

4.0 Cumulative Impacts – Provides a discussion of cumulative impacts of the proposed project.

5.0 Determination – Provides the environmental determination for the proposed project.

6.0 Report Preparation and Consultations – Identifies staff and consultants responsible for preparation of this document.

7.0 References – Provides a list of references used to prepare the IS/MND.

1.4 REGULATORY FRAMEWORK AND ASSUMPTIONS

The proposed project is subject to the policies and designations of the City of Rancho Cordova General Plan (hereafter referred to as the General Plan). For the purposes of this document, GP EIR refers to the entirety of the General Plan EIR, GP FEIR refers to the Final EIR for the General Plan, and GP DEIR refers to the Draft EIR for the General Plan. The proposed project is also subject to the applicable provisions of the City’s Municipal Code, the California Building Code, and other local, state, and federal regulations related to digital freeway signs.

PROJECT DESCRIPTION

EXHIBIT A

2.0 PROJECT DESCRIPTION

2.1 PROJECT LOCATION

The proposed project includes the development of an outdoor digital freeway sign to be located on the site of an existing furniture store (Naturwood Home Furnishings) at 12125 Folsom Boulevard (APN 069-0160-021) (hereafter installation site). The proposed digital freeway sign would be installed within an existing parking lot island in the site's southwestern end, adjacent to US Highway 50 (US-50). The sign would be visible to both eastbound and westbound travelers on US-50 and would be located approximately 2,200 feet west of the Hazel Avenue/US-50 off-ramp in northeastern Rancho Cordova (see **Figure 1** and **Figure 2**).

The proposed project also includes removal of two existing traditional billboards. One is located at 11373 Folsom Boulevard, adjacent to the south side of Folsom Boulevard and US-50, in the Folsom RV parking lot. The other billboard to be removed is located at 9847 Folsom Boulevard, on the north side of the roadway, near a drainage ditch and an electrical substation.

2.2 PROJECT CHARACTERISTICS

The proposed project includes a Conditional Use Permit and Operating Agreement for construction of a digital freeway sign on the site of the existing Naturwood Home Furnishings (APN 069-0160-021). The installation site is located in the City's Digital Freeway Signs Overlay area, as identified in Figure 23.743-8 of the Rancho Cordova Zoning Code. The installation site and the surrounding areas are zoned Light Industrial (M-1). The site is fully developed with a large structure, a parking lot, and landscaping.

The proposed digital freeway sign would be 60 feet in height and would have two digital display areas, measuring 14 feet by 46 feet for a sign area of 644 square feet on each side. Decorative pole cladding would surround the center-mounted pole base (see **Figure 3**). The sign faces would be oriented for optimal viewing by travelers in both directions along US-50 and Folsom Boulevard. Each sign would provide digital messaging, at a change frequency of no less than 8 seconds per message, primarily for commercial enterprise. The sign would also provide emergency responders and the City with access to the message board for emergency messaging (such as Amber Alerts) and other community messaging.

The highest level of illumination, approximately 10 foot-candles, occurs immediately perpendicular to and at the sign face. Foot-candles taper off with distance from the sign face; at 250 feet, illumination would be no more than 0.3 foot-candles, basically equal to ambient light levels. Illumination would be directed such that minimal light spill would occur on either side or the top or bottom of the sign face. The project applicant indicates that the digital freeway sign would be provided 100 amp (amperage) service from the electricity provider. This is approximately one-half of the amperage provided to most residential homes (200 amperage). The sign is estimated to utilize, based on the current technology, approximately 120,000 kilowatt-hours (kWh) per year of electricity, based on a monthly average of 10,000 kWh. The average annual electricity consumption for a residential utility customer in 2012 in the United States was 10,837 kWh, an average of 903 kWh per month (EIA 2014).

Overall construction of the proposed digital freeway sign is anticipated to begin in fall 2014 and would take approximately two weeks to complete. No grading or paving would be required. Construction equipment required would include a bore/drill rig and crane.

As required by the Zoning Code standards regulating digital freeway signs, the project would also include removal of two traditional billboards. The proposed removal of the traditional billboards would include removal of the footing below grade, some filling of the area where the

2.0 PROJECT DESCRIPTION

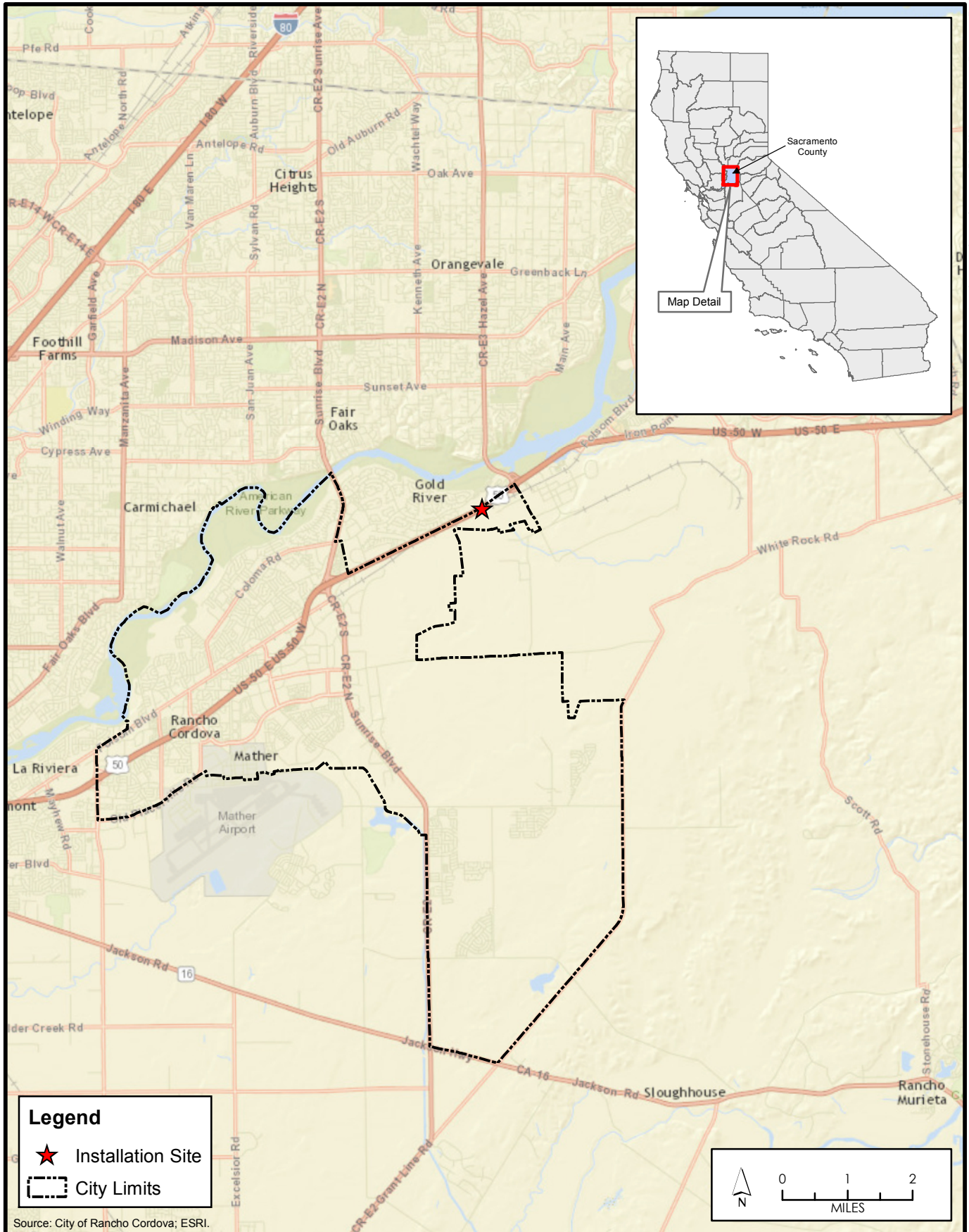
poles are removed, and a return of the surface to that of the surrounding area. The 11373 Folsom Boulevard site is in a paved lot, so minor repaving would be necessary in the surrounding parking lot. The 9847 Folsom Boulevard site is located at the edge of an undeveloped parcel that has recently been disked. It is located west of a fence that separates that parcel from a concrete-lined drainage ditch. Scrub oaks are located on the other side of the fence. The project does not propose removal of any oaks. The project applicant would also enter into an operating agreement with the City consistent with Zoning Code standards.

2.3 REQUIRED PROJECT APPROVALS

The proposed project consists of the following application requests:

- Conditional Use Permit
- Operating Agreement

Following issuance of the City's Conditional Use Permit approval and building permit for the proposed digital freeway sign, the project applicant would apply for and be issued a permit from the California Department of Transportation (Caltrans) prior to sign installation.



City of Rancho Cordova
Planning Department

Figure 1
Regional Vicinity

2.0 PROJECT DESCRIPTION

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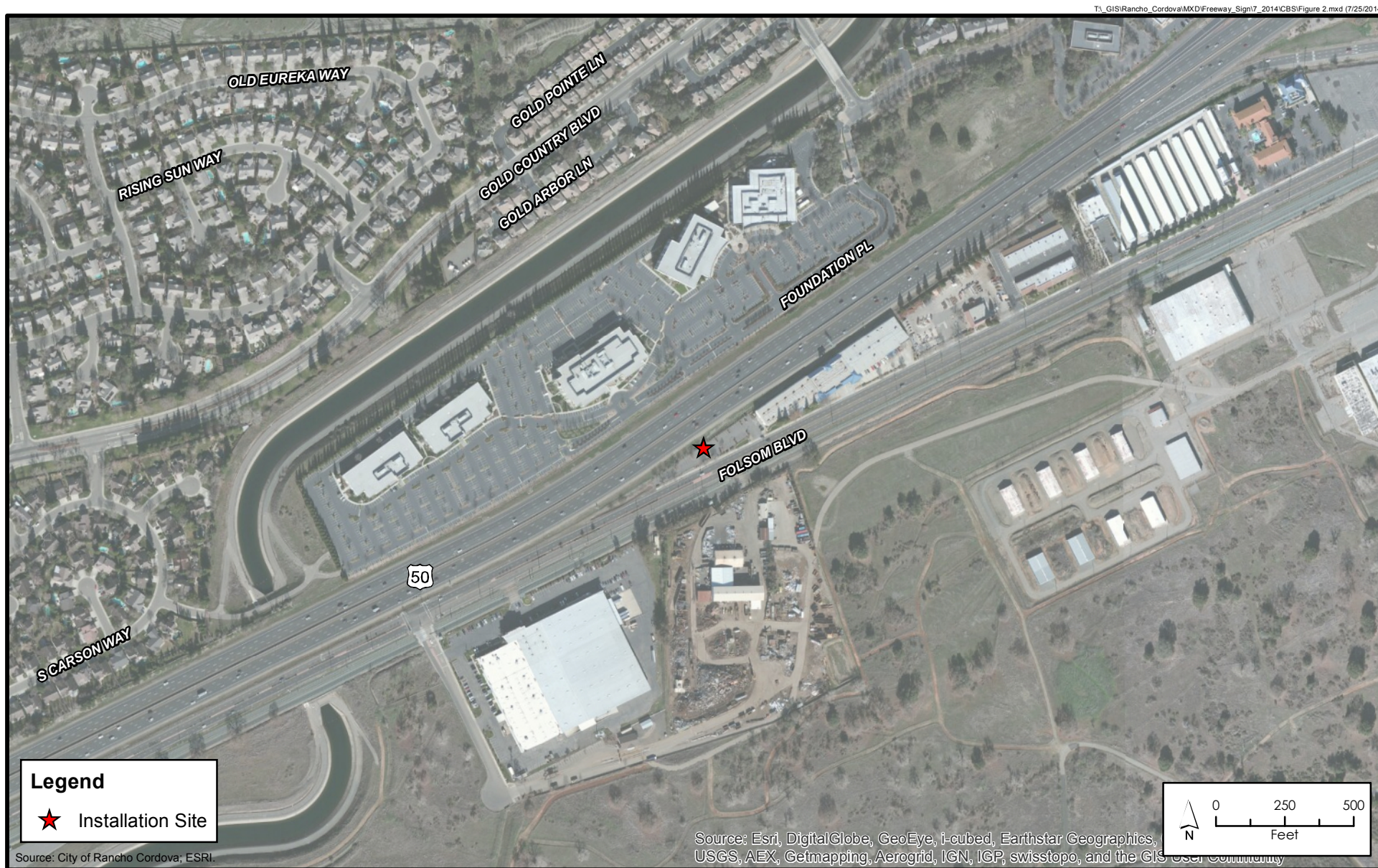
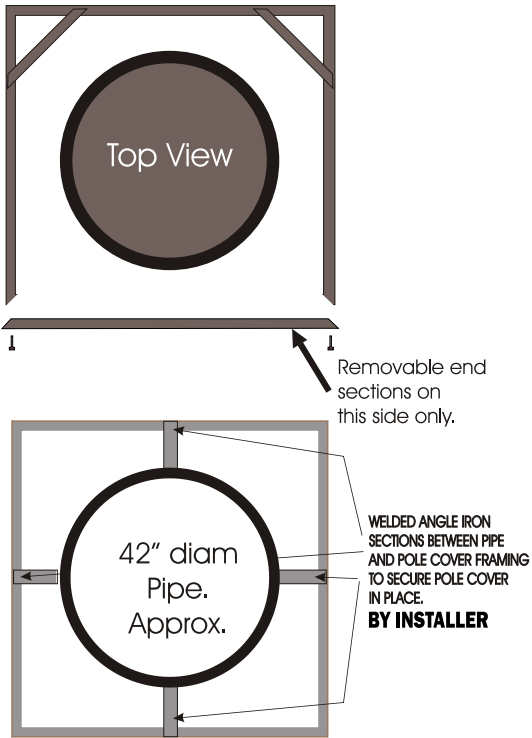


Figure 2
Installation Site Location

2.0 PROJECT DESCRIPTION

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T:\CS\Work\Bancroft Cordova City of Clear Channel Electronic Sign\Figures

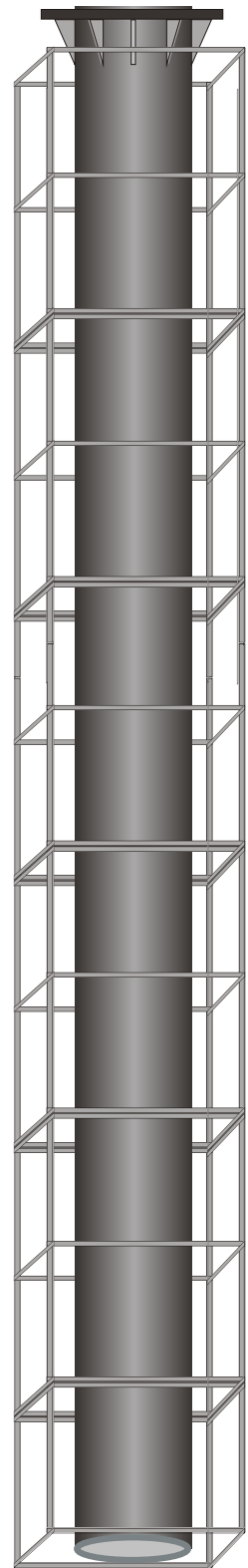


Fabricate and install one 5' x 5' x 38' tall pole cover for new billboard.
Internal angle to be 1-1/2" x 1/1/2" x 3/16".

Outer skin to be .090 aluminum,
Painted Mathews "Brushed Aluminum". Satin finish.
1/2" tall inset reveals painted same color as pole cover.

CBS copy on both sides to be routed out of aluminum and backed with blue acrylic. 4" deep light box pan with white LED's mounted behind routed opening. 20" x 44" overall.

Pole cover to be welded to pipe as noted in diagram.



FRONT VIEW SHOWING
EXAMPLE OF APPROX. PLACEMENT
OF INTERNAL
ANGLE IRON FRAMING



Source: Equity Sign Group

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T:\CS\Work\Bancro Cordova City of Clear Channel Electronic Sign\Figures



Westbound



Eastbound

Source: Clear Channel

Figure 4
Simulated View of Proposed Sign



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ENVIRONMENTAL SETTINGS, IMPACTS, AND MITIGATION MEASURES

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

3.1 INTRODUCTION

This section provides an evaluation of the potential environmental impacts of the proposed project, including the CEQA Mandatory Findings of Significance. There are 17 specific environmental issues evaluated in this chapter. Cumulative impacts to these issues are evaluated in Section 4.0. The environmental issues evaluated in this chapter include:

- Aesthetics
- Agriculture and Forest Resources
- Air Quality
- Biological Resources
- Cultural Resources
- Geology and Soils
- Greenhouse Gas Emissions
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Land Use and Planning
- Mineral Resources
- Noise
- Population and Housing
- Public Services
- Recreation
- Transportation/Traffic
- Utilities and Service Systems

For each issue area, one or two of five conclusions is made, as appropriate:

- **No Impact:** No project-related impact to the environment would occur with project development.
- **Less Than Significant Impact:** The proposed project would not result in a substantial and adverse change in the environment. This impact level does not require mitigation measures.
- **Less Than Significant Impact With Mitigation Incorporated:** The proposed project would result in an environmental impact or effect that is potentially significant, but the incorporation of mitigation measure(s) would reduce the project-related impact to a less than significant level.
- **Potentially Significant Impact:** The proposed project would result in an environmental impact or effect that is potentially significant. If there are one or more "Potentially Significant Impact" entries when the determination is made, an EIR is required.
- **Reviewed Under Previous Document:** The impact has been adequately addressed in previous environmental documents, and further analysis is not required. The discussion will include reference to the previous documents.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

3.2 INITIAL ENVIRONMENTAL STUDY

1. **Project Title:** Sierra Outdoor Digital Sign at Naturwood Conditional Use Permit and Operating Agreement
2. **Lead Agency Name and Address:** City of Rancho Cordova
2729 Prospect Park Place
Rancho Cordova, CA 95670
3. **Contact Person and Phone Number:** Jessica Jordan; (916) 851-8756
4. **Project Location:** The project (installation) site is located at 12125 Folsom Boulevard, adjacent to eastbound US Highway 50, west of Hazel Avenue, in Rancho Cordova. Existing billboards would be removed at 11373 Folsom Boulevard and 9847 Folsom Boulevard.
5. **Project Sponsor's Name and Address:** Sierra Outdoor, LLC
Vinton Hawkins
3445 American River Drive, Suite A
Sacramento, CA 95864
(916) 974-3355
6. **Current Zoning:** Light Industrial (M-1)
Digital Freeway Signs Overlay
7. **General Plan Designation:** Folsom Boulevard Planning Area
8. **APN Number(s):** 069-0160-021
9. **Description of the Project:** See Section 2.2 of this IS/ND.
10. **Surrounding Land Uses and Setting:** See Section 2.2 of this IS/ND.
11. **Other public agencies whose approval may be required:** (e.g., permits, financing approval, or participation agreement)
 - California Department of Transportation (Caltrans)

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

ENVIRONMENTAL FACTORS POTENTIALLY AFFECTED

The environmental factors checked below would be potentially affected by the proposed project, involving at least one impact that is a “Less Than Significant Impact With Mitigation Incorporated” or “Potentially Significant/Reviewed Under Previous Document” as indicated by the checklist on the following pages.

- | | | |
|---|--|---|
| ☐ Aesthetics | ☐ Greenhouse Gas Emissions | ☐ Population and Housing |
| ☐ Agriculture and Forest Resources | ☐ Hazards and Hazardous Materials | ☐ Public Services |
| ☐ Air Quality | ☐ Hydrology and Water Quality | ☐ Recreation |
| ☒ Biological Resources | ☐ Land Use and Planning | ☐ Transportation/Traffic |
| ☐ Cultural Resources | ☐ Mineral Resources | ☐ Utilities and Service Systems |
| ☐ Geology and Soils | ☐ Noise | ☐ Mandatory Findings of Significance |

EVALUATION OF ENVIRONMENTAL IMPACTS

- 1) A brief explanation is required for all answers except “No Impact” answers that are adequately supported by the information sources cited. A “No Impact” answer is adequately supported if the referenced information sources show that the impact simply does not apply to a project like the one involved (e.g., the project falls outside a fault rupture zone). A “No Impact” answer should be explained where it is based on project-specific factors as well as general standards.
- 2) All answers must take account of the whole action involved, including off-site as well as on-site, cumulative as well as project-level, indirect, and construction as well as operational impacts.
- 3) A “Less Than Significant Impact” applies when the proposed project would not result in a substantial and adverse change in the environment. This impact level does not require mitigation measures.
- 4) “Potentially Significant Impact” is appropriate if there is substantial evidence that an effect is significant. If there are one or more “Potentially Significant Impact” entries when the determination is made, an EIR is required.
- 5) “Less Than Significant Impact With Mitigation Incorporated” applies where the incorporation of mitigation measures has reduced an effect from a “Potentially Significant Impact” to a “Less Than Significant Impact.” The initial study must describe the mitigation measures and briefly explain how they reduce the effect to a less than significant level.
- 6) “Reviewed Under Previous Document” applies where the impact has been evaluated and discussed in a previous document. Discussion will include reference to the previous documents. If an impact is reviewed under a previous document, an impact of “Potentially Significant” does not necessarily require an EIR. If the program EIR identified a significant and unavoidable impact and the proposed project was adequately described in the program EIR, an impact of “Potentially Significant/Reviewed Under

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

Previous Document” does not require an EIR, pursuant to Public Resources Code Section 21083.3.

- 7) Earlier analyses may be used where, pursuant to the tiering, program environmental impact report, or other CEQA process, an impact has been adequately analyzed in an earlier EIR or negative declaration.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
I. AESTHETICS. Would the project:					
a) Have a substantial adverse effect on a scenic vista?	☐	☐	☐	☒	☒
b) Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a state scenic highway?	☐	☐	☐	☒	☒
c) Substantially degrade the existing visual character or quality of the site and its surroundings?	☐	☐	☒	☐	☒
d) Create a new source of substantial light or glare that would adversely affect day or nighttime views in the area?	☐	☐	☒	☐	☒

EXISTING SETTING

The installation and removal sites are located in the Folsom Boulevard Planning Area and is zoned for and predominated by light industrial/commercial development. This area is surrounded by additional industrial and commercial lands. The installation site itself is developed as a Naturwood Home Furnishings store and associated parking lot and landscaping. The 11373 Folsom Boulevard site is in a paved lot and would involve minor repaving in the surrounding parking lot. The 9847 Folsom Boulevard site is located at the edge of an undeveloped parcel that has recently been disked. It is located west of a fence that separates that parcel from a nearby drainage ditch. Scrub oaks are located on the other side of the fence. The project does not propose removal of any oaks.

DISCUSSION OF IMPACTS

- a) *No Impact/Reviewed Under Previous Document.* The Rancho Cordova General Plan Environmental Impact Report (GP EIR) identified that impacts to scenic vistas in the city would be less than significant (GP DEIR, p. 4.13-6). The primary scenic vistas identified in the city occur along the American River in the vicinity of the American River Parkway Plan (GP DEIR, p. 4.13-6). The American River Parkway Plan is currently under the jurisdiction of the Sacramento County Municipal Services Agency Department of Regional Parks, Recreation, and Open Space. Because the American River Parkway Plan is not under the jurisdiction of the City of Rancho Cordova, the American River Parkway cannot be modified by development projects in the city.

The proposed project includes installation of a digital freeway sign along the US-50 corridor and removal of two existing traditional billboards along Folsom Boulevard. The installation site is not visible from the American River Parkway; therefore, no impact to scenic vistas would occur.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

- b) *No Impact/Reviewed Under Previous Document.* The GP EIR found that no highways in the Planning Area were designated by state or local agencies as scenic highways (GP DEIR, p. 4.13-6).

See Response I(a). The installation site is not located in a scenic highway corridor. Therefore, there would be no impact.

- c) *Less Than Significant Impact/Reviewed Under Previous Document.* Impacts relating to the alteration of visual character in the city were identified in the GP EIR and were predominantly associated with the urbanization of the rural and undeveloped portions of the city and areas east of the incorporated boundaries (GP DEIR, pp. 4.13-8 through -10). Impacts of the General Plan to visual resources were found to be significant and unavoidable (GP DEIR, p. 4.13-10).

The proposed project includes installation of a digital freeway sign along the heavily urbanized US-50 corridor and removal of two existing traditional billboards along Folsom Boulevard. The project is anticipated to change the visual nature and character of the surroundings in a manner anticipated by and consistent with urbanization considered in the General Plan.

The proposed sign would introduce illumination, changing messages, and a 60-foot-tall structure to the installation site, which currently does not contain any signage, illumination, or tall structures. However, the US-50 corridor is heavily urbanized and the installation site is surrounded by commercial and industrial uses, utility lines, and street lighting. In addition, the project includes removal of two existing traditional billboards. The anticipated visual changes would be in character with the area and therefore would not be considered to substantially degrade surrounding views.

The City's standards for digital freeway signs ensure that these signs do not cause substantial visual impacts by limiting their size, height, and sign face area, requiring that the illumination be limited to 0.3 foot-candles at 250 feet and that the light levels be responsive to the changes in ambient light that naturally occur in a 24-hour period (i.e., self-dimming). Adherence to these standards would be ensured through the Conditional Use Permit and building permit processes; therefore, visual impacts to the site surroundings would be less than significant.

- d) *Less Than Significant Impact/Reviewed Under Previous Document.* Impacts relating to light and glare were identified in the GP EIR and were related to reflective glare from new structures built under the General Plan and the introduction of new sources of light associated with development and redevelopment of the city (GP DEIR, p. 4.13-13). Areas of the city and the City's Planning Area that are currently undeveloped would see the majority of the impact due to the current lack of reflective surfaces and light sources in undeveloped areas (GP DEIR, p. 4.13-14). Due to design guidelines adopted by the City and with adherence to City Policy UD.4.2, impacts of the General Plan due to light and glare were found to be less than significant.

The proposed installation of a digital freeway sign would introduce new and/or increased sources of light and glare to the surrounding area. Digital billboards utilize light-emitting diode (LED) technology to display messages on a display screen. The proposed sign would include two sign faces, oriented in opposite directions, to be viewed by east- and westbound traffic on US-50 and Folsom Boulevard. As required by the City's Zoning Code, light levels of the digital billboard would not exceed 0.3 foot-candles over ambient light

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

levels at 250 feet from the sign face. Existing and future residential uses are more than 1,000 feet away from the installation site and across US-50, which is well beyond 250 feet from the proposed digital freeway sign. There are no other light-sensitive uses near the installation site. In order to ensure a consistent illumination not to exceed 0.3 foot-candles, the digital freeway sign would be equipped with light sensors to adjust light conditions to respond to the changing ambient light levels in a 24-hour period. The digital display may, in certain conditions, be brighter in the daytime than in darkness. The signs would also be required to comply with Caltrans standards for digital billboards, which include restrictions on lighting such that it not be directed at motorists at an intensity or brightness that is blinding or confusing.

Given the requirements for light level control and the responsiveness of the digital freeway sign to ambient light levels, as well as the removal of light sources from the two existing traditional billboards in the city limits, impacts related to new sources of light and glare would be less than significant.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
II. AGRICULTURE AND FOREST RESOURCES. In determining whether impacts to agricultural resources are significant environmental effects, lead agencies may refer to the California Agricultural Land Evaluation and Site Assessment Model (1997), prepared by the California Department of Conservation as an optional model to use in assessing impacts on agriculture and farmland. Would the project:					
a) Convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance (Farmland), as shown on the maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to nonagricultural use?	☐	☐	☐	☒	☐
b) Conflict with existing zoning for agricultural use, or a Williamson Act contract?	☐	☐	☐	☒	☐
c) Conflict with existing zoning for, or cause rezoning of, forestland (as defined in Public Resources Code Section 12220(g)), timberland (as defined by Public Resources Code Section 4526), or timberland zoned Timberland Production (as defined by Government Code Section 51104(g))?	☐	☐	☐	☒	☐
d) Result in the loss of forestland or conversion of forestland to non-forest use?	☐	☐	☐	☒	☐
e) Involve other changes in the existing environment, which due to their location or nature, could result in conversion of Farmland to nonagricultural use?	☐	☐	☐	☒	☐

DISCUSSION OF IMPACTS

- a-e) *No Impact.* Both the installation and removal sites are located on a parcel that is zoned for industrial uses and is developed with an existing, actively used commercial/light industrial use. Surrounding uses consist primarily of additional commercial and industrial facilities. The sites are located in an urban area of the city and are not adjacent to any identified farmland. Additionally, the sites are not considered forestland, are not zoned for forestry use, and are not actively utilized as a forestry operation. Therefore, the proposed project would not involve any changes in the existing environment that could result in the conversion of farmland to nonagricultural use, result in a conflict with a Williamson Act contract or any existing agricultural use, or adversely impact designated forestland. There would be no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
III. AIR QUALITY Where available, the significance criteria established by the applicable air quality management or air pollution control district may be relied upon to make the following determinations. Would the project:					
a) Conflict with or obstruct implementation of the applicable air quality plan?	☐	☐	☒	☐	☒
b) Violate any air quality standard or contribute substantially to an existing or projected air quality violation?	☐	☐	☒	☐	☒
c) Result in a cumulatively considerable net increase of any criteria pollutant for which the project is nonattainment under applicable federal or state ambient air quality standards?	☐	☐	☒	☐	☒
d) Expose sensitive receptors to substantial pollutant concentrations?	☐	☐	☒	☐	☒
e) Create objectionable odors affecting a substantial number of people?	☐	☐	☐	☒	☐

DISCUSSION OF IMPACTS

- a) *Less Than Significant Impact/Reviewed Under Previous Document.* The Sacramento area is currently out of compliance with federal requirements for 8-hour ozone air quality standards and 1-hour ozone air quality standards. The region is in compliance with all other emissions standards. The Sacramento Metropolitan Air Quality Management District (SMAQMD) released the final Sacramento Regional Nonattainment Area 8-Hour Ozone Rate-of-Progress Plan (Ozone Plan) in February 2006. According to the GP EIR, projected buildout of the Rancho Cordova General Plan Planning Area would be consistent with the assumptions used during preparation of the Ozone Plan (GP FEIR, pp. 4.0-5 through -6). However, because no feasible methods currently exist to completely offset air pollutant emission increases from land uses under the General Plan, the impact of the General Plan was considered to be significant and unavoidable (GP FEIR, p. 4.0-6).

In order to assist local agencies and municipalities with analyzing project-specific impacts to air quality and compliance with local air district attainment plans, the SMAQMD (2009) published the Guide to Air Quality Assessment in Sacramento County. This guide includes information on significance and mitigation for common air emissions issues. Additionally, the SMAQMD will review all development projects, including the proposed project, to ensure their compliance with local, state, and federal plans. The SMAQMD does include a specific screening standard for this type of project. However, considering the proposed project is not a trip-generating land use, other than 6–8 maintenance trips to the digital sign per year, the proposed project's operational air quality emissions would not exceed any SMAQMD threshold. In addition to these limited maintenance trips, it is important to note that the removal of two existing billboards included in the project would result in reduced maintenance trips for those signs, resulting in no net increase of trips related to signs in the area.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

In the short term, construction activities to install the proposed digital freeway sign and to remove the existing traditional billboards would include minimal land disturbance, which may generate some dust or PM₁₀ (particulate matter of 10 microns in size or less) pollutants. Construction would utilize minimal equipment (bore/drill rig and crane) for approximately two weeks. Considering these very limited construction activities, the proposed project's construction-related air quality emissions would not exceed SMAQMD thresholds of significance. Therefore, construction and operation of the proposed digital freeway sign would not interfere with the SMAQMD Ozone Plan, and impacts would be less than significant.

- b) *Less Than Significant Impact/Reviewed Under Previous Document.* The GP EIR identified potential air quality impacts from both construction and operation of new development in the city (GP DEIR, pp. 4.6-17 through -26). While policies, actions, and mitigation were included in the GP EIR, development in the Planning Area would still be intensified from current conditions. Therefore, significant and unavoidable impacts were expected as a result of the General Plan (GP DEIR, pp. 4.6-20 and -26).

See Response III(a). Sacramento County is a known area of nonattainment for state and federal standards for carbon monoxide (CO), ozone, and PM₁₀. Construction of the proposed project would result in temporary generation of emissions of reactive organic gases (ROG), nitrogen oxide (NO_x), and PM₁₀. Construction-related emissions would be produced from construction equipment exhaust and minor ground disturbance. Construction emissions from the proposed project would fall well below the SMAQMD thresholds for NO_x and PM₁₀. According to the standards set forth in the SMAQMD Guide to Air Quality Assessment, a site over 5.1 acres would generate PM₁₀ that would require mitigation. The proposed project does not require grading and in turn would not exceed threshold PM₁₀ levels from soil erosion and dust generation. This impact would be less than significant.

- c) *Less Than Significant Impact/Reviewed Under Previous Document.* The GP EIR identified that increases in ozone precursors (NO_x and ROG) would result in significant and unavoidable impacts on the region's status of nonattainment (GP DEIR, pp. 4.6-17 through -26). See Responses III(a) and III(b) for more information on the GP EIR findings related to ozone precursors.

See Responses III(a) and III(b) for project-specific discussion. This impact would be less than significant.

- d) *Less Than Significant Impact/Reviewed Under Previous Document.* Sensitive receptors are those parts of the population that can be severely impacted by air pollution. Sensitive receptors include children, the elderly, and the infirm. The GP EIR identified potential impacts to sensitive receptors due to both mobile and stationary sources of toxic air contaminants (TACs) and odors. Impacts of the General Plan from TACs were reduced by City policies and action items, but the impact remained significant and unavoidable (GP DEIR, p. 4.6-31). Impacts to sensitive receptors from exposure to odors were reduced by City policies and action items to a less than significant level (GP DEIR, p. 4.6-33).

See Responses III(a) and III(b) for project-specific discussion. Project construction would include minimal emissions from construction equipment. The proposed digital freeway sign would be located in an area occupied by industrial and commercial development, not in proximity to any sensitive receptors. This impact would be less than significant.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

- e) *No Impact.* The proposed digital freeway sign does not include any element that would produce odor. There would be no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
IV. BIOLOGICAL RESOURCES. Would the project:					
a) Have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special-status species in local or regional plans, policies, or regulations, or by the California Department of Fish and Wildlife or US Fish and Wildlife Service?	☐	☒	☐	☐	☒
b) Have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, or regulations, or by the California Department of Fish and Wildlife or US Fish and Wildlife Service?	☐	☐	☐	☒	☒
c) Have a substantial adverse effect on federally protected wetlands, as defined by Section 404 of the Clean Water Act (including, but not limited to, marsh, vernal pool, coastal wetlands, etc.), through direct removal, filling, hydrological interruption, or other means?	☐	☐	☐	☒	☒
d) Interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites?	☐	☐	☐	☒	☒
e) Conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance?	☐	☐	☐	☒	☒
f) Conflict with the provisions of an adopted habitat conservation plan, natural community conservation plan, or other approved local, regional, or state habitat conservation plan?	☐	☐	☐	☒	☒

EXISTING SETTING

The installation site is developed as a furniture store and associated parking lot and landscaping. On-site landscaping generally includes ornamental trees, shrubs, and turf in parking lot islands. The 11373 Folsom Boulevard site is in a paved lot with no plants or other habitat present. The 9847 Folsom Boulevard site is located at the edge of an undeveloped parcel that has recently been graded. Scrub oaks are located near this billboard. The project does not propose removal of any oaks.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

DISCUSSION OF IMPACTS

- a) *Less Than Significant Impact With Mitigation Incorporated/Reviewed Under Previous Document.* The GP EIR identified potential direct and indirect impacts to special-status species as a result of the implementation of the General Plan (GP DEIR, pp. 4.10-34 through -48). While City policies and action items would mitigate much of the impact of the General Plan, widespread development of undeveloped portions of the General Plan Planning Area, as well as construction of the Circulation Plan, would result in a net loss of biological resources. Therefore, the General Plan was found to result in significant and unavoidable impacts to special-status species (GP DEIR, pp. 4.10-43 and -48).

The Folsom Boulevard Planning Area is almost entirely urbanized, containing light industrial, retail, office, and residential uses. The installation site has been developed with a commercial use and is primarily surrounded by other existing commercial and industrial uses, resulting in the elimination of the majority of biological resources in the area. However, the installation site contains landscaping including trees, one of which would be removed as part of the proposed project. The project would also include removal of two traditional billboards: one is located in an asphalt parking lot, and the other is located near trees and a concrete-lined drainage ditch. The tree to be removed on the installation site could provide nesting sites for raptors and/or migratory birds. The two billboards that would be removed could also have areas that are suitable for nesting sites, as could the scrub oaks near the billboard at 9847 Folsom Boulevard. It is not anticipated that tree or billboard removal would occur during the nesting season, but if it were to occur during that time, it could affect occupied nests. This would be a significant impact. Implementation of mitigation measure **MM BIO-1** would mitigate this impact to a less than significant level by requiring preconstruction nesting bird surveys and appropriate measures to ensure the protection of any such birds and their nests, if present. Therefore, this impact would be less than significant with mitigation incorporated. The removal site at 11373 Folsom Boulevard is a paved parking lot and does not contain any biological resources.

Mitigation Measures

- MM BIO-1** If tree removal and/or construction activities are proposed at the installation site or billboard removal at the 9847 Folsom Boulevard removal site during the nesting season for local avian species (typically March 1 through August 31), the project applicant shall retain a qualified biologist to conduct a focused survey for active nests of migratory birds and raptors in the tree proposed for removal, in the billboards, and in the oaks adjacent to the 9847 Folsom Boulevard billboard within 14 days prior to construction initiation. If no active nests are found, no further mitigation is required. Surveys shall be repeated if construction activities are delayed or postponed for more than 30 days. If an active nest is located in the tree proposed for removal or in the trees adjacent to the billboard at 9847 Folsom Boulevard, no trees or other vegetation shall be removed and construction activities shall not commence until the nest(s) is abandoned by the birds (normally after September 1). If nests are found in the billboard, billboard removal shall not commence until the nest(s) is abandoned by the birds (normally after September 1).

Timing/Implementation: Within 14 days of construction initiation

Enforcement/Monitoring: City of Rancho Cordova Planning Department

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

- b) *No Impact/Reviewed Under Previous Document.* See Response IV(a) for information on identified impacts of the General Plan on special-status species. The GP EIR combined discussion of special-status species impacts to include impacts to habitat as well as to individuals of special-status species. Impacts to habitat from the implementation of the General Plan occurred for the same reasons and in the same intensity as impacts to individuals of any special-status species (GP DEIR, pp. 4.10-34 through -48).

See Response IV(a) for project-specific discussion. The sites are developed with urban uses and does not contain any riparian habitat or other sensitive natural communities. There would be no impact.

- c) *No Impact/Reviewed Under Previous Document.* The GP EIR addressed potential direct and indirect impacts to jurisdictional waters of the United States (jurisdictional waters) as a result of widespread development of the General Plan Planning Area (GP DEIR, pp. 4.10-52 through -56). Policies and action items included in the General Plan would reduce impacts to jurisdictional waters, especially Policy NR.2.1, which requires no net loss of wetlands (GP DEIR, p. 4.10-56). While no net loss of wetlands will occur regionally, some loss of jurisdictional waters will occur in the General Plan Planning Area (GP DEIR, p. 4.10-56). Because of this local loss of jurisdictional waters, the impact of the General Plan was found to be significant and unavoidable (GP DEIR, p. 4.10-56).

See Response IV(a) for project-specific discussion. The installation site and one of the removal sites are located in paved parking areas; the removal site other is located near a man-made concrete-lined drainage ditch that does not contain wetlands. Billboard removal at this site would be separated from the ditch by an existing fence and would not affect the ditch. The sites are developed with urban uses and do not contain any wetlands. There would be no impact.

- d) *No Impact/Reviewed Under Previous Document.* Impacts to habitat for raptors and other nesting birds were addressed in the GP EIR (GP DEIR, pp. 4.10-48 through -52). Raptors are protected by the California Department of Fish and Wildlife and are considered a special-status species under CEQA. Just as with impacts to habitat for other special-status species, widespread development of the city and the General Plan Planning Area would result in a net loss of raptor and nesting habitat, and a significant and unavoidable impact was expected (GP DEIR, p. 4.10-52). Discussion of impacts to movement corridors was also included in the GP EIR (GP DEIR, pp. 4.10-56 through -61). Development of greenfield areas of the General Plan Planning Area would change the biological condition and characteristics of the area, resulting in changes in animal movement throughout the area (GP DEIR, p. 4.10-56). While City policies and action items would reduce this impact, loss and/or modification of movement corridors would still occur and the impact of the General Plan would be significant and unavoidable (GP DEIR, p. 4.10-61).

See Response IV(a) for project-specific discussion. The installation and removal sites are developed with and/or surrounded by urban uses and do not provide any migratory wildlife corridors or native wildlife nursery sites. There would be no impact.

- e) *No Impact/Reviewed Under Previous Document.* The GP EIR identified potential impacts to trees from implementation of the General Plan (GP DEIR, pp. 4.10-61 and -62). Development of greenfield areas of the city and the General Plan Planning Area could potentially result in the removal of special-status, landmark, and other trees (GP DEIR, p. 4.10-61). Landmark and oak trees, as well as large wooded areas and urban trees, would be adequately protected by City policies and action items. However, some loss of native trees would occur, and the

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

overall impact to trees from implementation of the General Plan would be significant and unavoidable (GP DEIR, p. 4.10-62).

There are no native or landmark trees on the installation site. The non-native ornamental tree proposed for removal as part of the project is not protected by any local policies or ordinances. The native scrub oaks near the removal site at 9847 Folsom Boulevard would not be removed as part of the project. There would be no impact.

- f) *No Impact/Reviewed Under Previous Document.* The GP EIR addressed potential impacts related to conflicts between the General Plan and any adopted habitat conservation plan or natural community conservation plan (GP DEIR, pp. 4.10-62 and -63). While the South Sacramento Habitat Conservation Plan (SSHCP) and the Vernal Pool Recovery Plan are currently being prepared by Sacramento County and the US Fish and Wildlife Service respectively, no such plans have been adopted (GP DEIR, p. 4.10-63). Therefore, no impact was expected as a result of the General Plan.

Currently, there is not an adopted habitat conservation plan (HCP) for the City of Rancho Cordova or Sacramento County; therefore, the project would not conflict with such a plan. There would be no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
V. CULTURAL RESOURCES. Would the project:					
a) Cause a substantial adverse change in the significance of a historical resource as defined in Public Resources Code Section 21084.1 and CEQA Guidelines Section 15064.5, respectively?	☐	☐	☒	☐	☒
b) Cause a substantial adverse change in the significance of an archaeological resource as defined in Public Resources Code Sections 21083.2 and 21084.1, and CEQA Guidelines Section 15064.5, respectively?	☐	☐	☒	☐	☒
c) Directly or indirectly destroy a unique paleontological resource or site or unique geological feature?	☐	☐	☒	☐	☒
d) Disturb any human remains, including those interred outside of formal cemeteries?	☐	☐	☒	☐	☒

DISCUSSION OF IMPACTS

- a) *Less Than Significant Impact/Reviewed Under Previous Document.* The GP EIR identified that known and unknown historic resources in the Rancho Cordova Planning Area could potentially be impacted by implementation of the General Plan (GP DEIR, pp. 4.11-9 through -14). These impacts were primarily associated with development in undeveloped areas and impacts to unknown resources in portions of the Planning Area that have not been studied. Rancho Cordova policies mitigated some of the potential impacts to historical resources. However, many previously unknown resources could be located in the Planning Area. Therefore, accidental impacts may still occur, and the impact of the General Plan was considered significant and unavoidable (GP DEIR, pp. 4.11-14).

Ground disturbance for the installation of the digital sign would involve a drill rig to install the pole and removal of that soil. Other construction would involve aboveground assembly. Removal of the billboards would involve disassembly of the billboard and removal of the posts. Therefore, due to the minimal ground disturbance and the urbanized nature of the areas, the project is not anticipated to impact cultural resources. However, if for any reason cultural resources are discovered during construction of the digital freeway sign, the project applicant would be required to implement any mitigation necessary for the protection of such resources. In addition, pursuant to California Public Resources Code Section 5097.98 and Health and Safety Code Section 7050.5, in the event of the discovery of human remains, all work is to stop and the county coroner shall be immediately notified. If the remains are determined to be Native American, guidelines of the Native American Heritage Commission shall be adhered to in the treatment and disposition of the remains. Adherence to General Plan policies and state requirements would ensure a less than significant impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

- b) *Less Than Significant Impact/Reviewed Under Previous Document.* See Response V(a) for project-specific discussion. This impact would be less than significant.
- c) *Less Than Significant Impact/Reviewed Under Previous Document.* The GP EIR identified possible impacts to paleontological resources as a result of implementation of the General Plan (GP DEIR, p. 4.11-14). However, no such paleontological resources were identified in the Rancho Cordova Planning Area, and City policy would protect unknown resources. For these reasons, the impact of the General Plan was found to be less than significant (GP DEIR, p. 4.11-15).

See Response V(a) for project-specific discussion. This impact would be less than significant.

- d) *Less Than Significant Impact/Reviewed Under Previous Document.* The discussion in the GP EIR concerning historic resources impacts included discussion of potential impacts to human remains [see Response V(a)]. Impacts were the same in that known resources were adequately protected, but unknown human remains outside established cemeteries could potentially be affected. Therefore, significant and unavoidable impacts as a result of the General Plan were expected (GP DEIR, p. 4.11-14).

There are no known cemeteries on the installation or removal sites. See Response V(a) for specific discussion. This impact would be less than significant.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
VI. GEOLOGY AND SOILS Would the project:					
a) Expose people or structures to potential substantial adverse effects, including the risk of loss, injury, or death, involving:					
i) Rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault? Refer to Division of Mines and Geology Special Publication 42.	☐	☐	☒	☐	☒
ii) Strong seismic ground shaking?	☐	☐	☒	☐	☒
iii) Seismic-related ground failure, including liquefaction?	☐	☐	☒	☐	☒
iv) Landslides?	☐	☐	☐	☒	☐
b) Result in substantial soil erosion or the loss of topsoil?	☐	☐	☒	☐	☒
c) Be located on a geologic unit or soil that is unstable, or that would become unstable as a result of the projects, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction, or collapse?	☐	☐	☒	☐	☒
d) Be located on expansive soil, as defined in Table 18-1-B of the Uniform Building Code (1994), creating substantial risks to life or property?	☐	☐	☒	☐	☒
e) Have soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems where sewers are not available for the disposal of wastewater?	☐	☐	☐	☒	☐

DISCUSSION OF IMPACTS

a)

- i) *Less Than Significant Impact/Reviewed Under Previous Document.* The GP EIR stated that significant seismic shaking was not a concern in the Rancho Cordova Planning Area, as there are no active faults in Sacramento County and because the city is not located in an Alquist-Priolo earthquake hazard zone (GP DEIR, p. 4.8-19). However, some minor seismic shaking is a possibility, as the city is located in Seismic Zone 3, which is

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

considered an area of relatively low ground shaking potential (GP DEIR, p. 4.8-20). Adherence to City policies, as well as to the California Building Code (CBC) which was adopted by the City of Rancho Cordova (Rancho Cordova Municipal Code Section 16.02.030), would ensure less than significant impacts as a result of implementation of the General Plan (GP DEIR, p. 4.8-21).

The potential for impacts to public safety resulting from surface fault rupture, ground shaking, liquefaction, or other seismic hazards is not considered to be an issue of significant environmental concern due to the infrequent seismic history of the area. Therefore, this impact would be less than significant.

- ii) *Less Than Significant Impact/Reviewed Under Previous Document.* See Response VI(1)(i). The potential for strong seismic ground shaking is not a significant environmental concern due to the infrequent seismic activity of the area; however, the new digital freeway sign would be required to comply with all applicable seismic standards enforced by the City. The impact would be less than significant.
- iii) *Less Than Significant Impact/Reviewed Under Previous Document.* The GP EIR identified that seismic shaking was not a concern in the city [see Response V(i)(i)]. Liquefaction is the process in which water is combined with unconsolidated soils as a result of seismic activities involving ground motions and pressure. Without strong ground motion, liquefaction is unlikely. Additionally, the water table is generally too low in the city to provide enough moisture for liquefaction to occur (GP DEIR, p. 4.8-20). Therefore, the impact of the General Plan was found to be less than significant.

See Response VI(1)(i). This impact would be less than significant.

- iv) *No Impact.* The installation and removal sites and surrounding area have relatively flat topography; therefore, there is no potential risk of landslide. There would be no impact.
- b) *Less Than Significant Impact/Reviewed Under Previous Document.* The GP EIR identified potential impacts related to soil erosion from implementation of the General Plan (GP DEIR, pp. 4.8-21 through -23). These erosion impacts were generally associated with construction of new roadways and other capital infrastructure and development of undeveloped portions of the city and the Planning Area. Additional impacts were from increases in runoff due to a net increase in impervious surfaces in the city. However, compliance with the City's Erosion Control Ordinance and the current National Pollutant Discharge Elimination System (NPDES) permit conditions for Rancho Cordova would ensure that impacts resulting from implementation of the General Plan would be less than significant (GP DEIR, p. 4.8-23).

Installation of the proposed digital freeway sign and removal of the two existing traditional billboards would not require any grading and would involve limited surface disturbance to accommodate the sign footing. Because of the limited earthwork involved in the project, no soil erosion would be anticipated to occur and this impact would be less than significant.

- c) *Less Than Significant Impact/Reviewed Under Previous Document.* The GP EIR stated that impacts relating to soil stability as a result of implementation of the General Plan would be minor (GP DEIR, p. 4.8-23). Primary concerns with soil stability in the city are associated with shrink-swell potential (the potential of soils to expand during wet seasons and shrink during dry seasons). Impacts due to soil stability would be mitigated through consistency with the Uniform Building Code and the CBC (GP DEIR, p. 4.8-24). Therefore, the impact of the General Plan was found to be less than significant.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

The soils underlying the installation site do not present a geologic hazard due to very low shrink-swell potential. Construction of the sign would occur in compliance with the California Building Code, ensuring any possible geologic issue would be fully addressed; therefore, this impact would be less than significant.

- d) *Less Than Significant Impact/Reviewed Under Previous Document.* See Response VI(c). This impact would be less than significant.
- e) *No Impact.* The proposed project would not require connection to any wastewater disposal system. There would be no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
VII. GREENHOUSE GAS EMISSIONS. Would the project:					
a) Generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment?	☐	☐	☒	☐	☐
b) Conflict with any applicable plan, policy or regulation of an agency adopted for the purpose of reducing the emissions of greenhouse gases?	☐	☐	☒	☐	☐

SETTING

Since the early 1990s, scientific consensus holds that the world's population is releasing greenhouse gases (GHG) faster than the earth's natural systems can absorb them. These gases are released as byproducts of fossil fuel combustion, waste disposal, energy use, land-use changes, and other human activities. This release of gases, such as carbon dioxide (CO₂), methane (CH₄), and nitrous oxide (N₂O), creates a blanket around the earth that allows light to pass through but traps heat at the surface, preventing its escape into space. While this is a naturally occurring process known as the greenhouse effect, human activities have accelerated the generation of GHGs beyond natural levels. The overabundance of GHGs in the atmosphere has led to an unexpected warming of the earth and has the potential to severely impact the earth's climate system.

Thresholds of significance illustrate the extent of an impact and are a basis from which to apply mitigation measures. Significance thresholds for GHG emissions resulting from land use development projects have not been established in Sacramento County (the SMAQMD has not yet established significance thresholds for GHG emissions from project operations). Instead, the SMAQMD recommends that lead agencies identify thresholds of significance applicable to the proposed project. SMAQMD guidance (2011) further states that when adopting thresholds of significance, a lead agency may consider thresholds of significance adopted or recommended by other lead agencies, or adopt its own thresholds, provided the decision is supported by substantial evidence.

DISCUSSION OF IMPACTS

- a) *Less Than Significant Impact.* GHG emissions contribute, on a cumulative basis, to the significant adverse environmental impacts of global climate change. No single project could generate enough GHG emissions to noticeably change the global average temperature. The combination of GHG emissions from past, present, and future projects contributes substantially to the phenomenon of global climate change and its associated environmental impacts and as such is addressed only as a cumulative impact. Implementation of the proposed project would not substantially contribute to increases of GHG emissions that are associated with global climate change. Estimated greenhouse gas emissions attributable to the proposed project are minimal and would be primarily associated with increases of carbon dioxide (CO₂) from mobile sources associated with project construction and minimal,

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

periodic maintenance. No permanent sources of GHG emissions are involved with the proposed project.

Emissions of CO₂ typically constitute a majority of total mobile-source GHGs commonly associated with development projects. To a lesser extent, other GHG pollutants, such as methane, largely generated by natural-gas combustion, and nitrous oxide, would typically have a minor contribution to overall GHG emissions. These pollutants are not associated with this type of development. As indicated above, the SMAQMD does not have an adopted threshold of significance for construction- or operational-related GHG emissions. However, as described in subsection III, Air Quality, the proposed project is well below the SMAQMD's screening thresholds for projects that would emit significant emissions, including CO₂.

Digital billboards are powered by electricity, the production of which may generate emissions of carbon dioxide, a greenhouse gas that has been linked to global climate change. The project applicant estimates the electricity usage of a sample two-sided digital billboard utilizing current technology at approximately 120,000 kilowatt-hours (kWh) per year of electricity, based on a monthly average of 10,000 kWh. The Sacramento Municipal Utility District (SMUD), the electricity provider to the project, provides electricity to its customers from nonrenewable and renewable sources through its voluntary Greenergy program. The proposed project will participate in the Greenergy program. Additionally, the applicant has indicated that the sign would be installed utilizing the best possible technology available today. However, as technology is refined, the sign may be updated with more efficient technology, and a reduction in overall electricity usage would be likely to occur. In addition, because the existing billboards have lighting, there would be a reduction in electric use for the two billboards that would be removed, which would reduce greenhouse gas emissions.

While project approval may alter the electrical usage and result in additional carbon emissions temporarily from construction vehicles and the generation of power needed for the sign, the installation of the proposed digital sign would not have a significant environmental effect related to greenhouse gas emissions or climate change. Given the small size of the proposed project, GHG emissions associated with the project would be negligible and would not exceed any threshold. Since there are no established thresholds of significance against which to measure the impacts, the assumption is that the proposed project's contribution to the overall issue of global warming is highly limited and considered negligible. The project also includes light sensor controls and the ability to immediately respond to technology improvements, which are beneficial. Therefore, this impact would be less than significant.

- b) *Less Than Significant Impact.* The City of Rancho Cordova does not have local policies or ordinances with the purpose of reducing greenhouse gas emissions. However, the City is subject to compliance with the Global Warming Solutions Act (AB 32). Therefore, compliance with AB 32 would ensure a less than significant impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
VIII. HAZARDS AND HAZARDOUS MATERIALS Would the project:					
a) Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials?	☐	☐	☐	☒	☒
b) Create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment?	☐	☐	☐	☒	☒
c) Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances or waste within one-quarter mile of an existing or proposed school?	☐	☐	☐	☒	☒
d) Be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, would it create a significant hazard to the public or the environment?	☐	☐	☐	☒	☒
e) For a project located within an airport land use plan area or, where such a plan has not been adopted, within 2 miles of a public airport or a public use airport, would the project result in a safety hazard for people residing or working in the project area?	☐	☐	☐	☒	☒
f) For a project within the vicinity of a private airstrip, would the project result in a safety hazard for people residing or working in the project area?	☐	☐	☐	☒	☐
g) Impair implementation of, or physically interfere with, an adopted emergency response plan or emergency evacuation plan?	☐	☐	☐	☒	☒
h) Expose people or structures to a significant risk of loss, injury, or death involving wildland fires, including where wildlands are adjacent to urbanized areas or where residences are intermixed with wildlands?	☐	☐	☐	☒	☒

DISCUSSION OF IMPACTS

- a) *No Impact/Reviewed Under Previous Document.* The GP EIR identified potential impacts to the public or the environment through the routine transport, use, or disposal of hazardous materials (GP DEIR, pp. 4.4-23 and -24). Impacts concerned transportation of hazardous

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

materials on the roadway network in the city and the routine use, storage, and disposal of hazardous materials related to construction during development and redevelopment in the city. Adherence to General Plan policies and federal, state, and local regulations regarding hazardous materials were found to reduce potential impacts of the General Plan to a less than significant level (GP DEIR, pp. 4.4-24 and -28).

The project proposes installation of a digital freeway sign and would not involve the routine transport, use, or disposal of hazardous materials. Construction activities would require the use of a limited quantity of common hazardous materials, including fuels (gasoline and diesel), paints, oils, and lubricants. While these products may contain known hazardous materials, the limited volume of material would not be adequate to create a significant hazard to the public. Operation of the proposed digital freeway sign would not involve the routine transport, use, or disposal of any hazardous materials. There would be no impact.

- b) *No Impact/Reviewed Under Previous Document.* The GP EIR described potential impacts related to the accidental release of hazardous materials (GP DEIR, pp. 4.4-24 through -28). Primary sources of potential accidental release concerned transformers containing polychlorinated biphenyls (PCB), groundwater pollution, and underground storage tanks. Consistency with City policies and action items, as well as with all applicable federal, state, and local regulations, would result in a less than significant impact from the General Plan (GP DEIR, p. 4.4-28).

See Response VIII(a) for project-specific discussion related to hazardous materials usage. Hazardous materials used during project construction would be of limited quantity and for limited duration and would not create a risk to the public or the environment. There would be no impact.

- c) *No Impact/Reviewed Under Previous Document.* The GP EIR discussed the siting of public schools as being subject to the siting requirements of the California Department of Education (GP DEIR, p. 4.4-25). In addition to CEQA review, potential school sites would be reviewed by various agencies to ensure the new school site is safe from toxic hazards (GP DEIR, p. 4.4-25). General Plan policies and actions would reduce the potential impacts of the General Plan from hazardous materials transport, use, and storage from surrounding uses, including school sites, to a less than significant level (GP DEIR, p. 4.4-28).

See Response VIII(a) for project-specific discussion related to hazardous materials usage. There are no schools within a quarter-mile radius of the installation or removal sites. There would be no impact.

- d) *No Impact/Reviewed Under Previous Document.* The GP EIR included information regarding federal and state listed hazardous materials sites as well as a map of such sites (GP DEIR, pp. 4.4-2 through -10). These sites included leaking underground storage tanks, groundwater contamination plumes, PCB-contaminated sites related to prior rocket engine testing (Aerojet/Gencorp), and other smaller sites (GP DEIR, pp. 4.4-5 and -6). Impact discussions were included in discussions of accidental release of hazardous materials [see Response VII(b)] and were found to be less than significant due to compliance with federal, state, and local laws and regulations (GP DEIR, p. 4.4-28).

Neither the installation site nor the removal sites are located on a known hazardous materials sites list (DTSC 2014; SWRCB 2014). There would be no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

- e) *No Impact/Reviewed Under Previous Document.* The GP EIR identified potential impacts of development in an airport land use plan (GP DEIR, p. 4.4-28). The Mather Airport Comprehensive Land Use Plan (CLUP) Safety Restriction Area overlies several portions of the city, restricting development in those areas to uses allowed in the CLUP. Adherence to General Plan policies, federal regulations, the CLUP, and Mather Airport Planning Area provisions would reduce the potential for safety hazards. Therefore, the General Plan was found to have a less than significant impact (GP FEIR, p. 4.0-29).

The installation and removal sites are not located in the CLUP area of the Sacramento Mather Airport and is not within 2 miles of the airport. Implementation of the proposed project would not adversely affect operations of this facility, and it is not anticipated to result in safety-related hazards or adverse impacts to people working on the site. Therefore, there would be no impact.

- f) *No Impact.* The installation and removal sites are not located within 2 miles of any private airstrip. There would be no impact.
- g) *No Impact/Reviewed Under Previous Document.* The GP EIR analyzed potential impacts that could impair implementation or physically interfere with the Sacramento County Multi-Hazard Disaster Plan (GP DEIR, p. 4.4-29). The GP EIR found that implementation of the proposed roadway system in the General Plan would improve city roadway connectivity, allowing better emergency access to residences as well as evacuation routes and resulting in a net positive effect on the implementation success of the Sacramento County Multi-Hazard Disaster Plan. Therefore, the General Plan was found to have a less than significant impact (GP DEIR, p. 4.4-29).

The proposed project would not conflict with the Sacramento County Multi-Hazard Disaster Plan, the Sacramento County Area Plan, or any other adopted emergency response or evacuation plan. There would be no impact.

- h) *No Impact/Reviewed Under Previous Document.* The GP EIR identified potential impacts of safety hazards associated with wildland fires due to the construction of residential areas adjacent to open space and natural areas (GP DEIR, p. 4.12-9). Adoption of General Plan policies and action items, as well as required project review by the Sacramento Metropolitan Fire District (SMFD), would ensure minimal impacts to residential areas from wildland fires, resulting in a less than significant impact from implementation of the General Plan (GP DEIR, p. 4.12-10).

The installation and removal sites are located in an urbanized area of the city and are not contiguous to a designated high fire area associated with any designated wildland area. Development of the proposed project would not expose people or structures to an increased risk of wildland fires. Therefore, there is no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
IX. HYDROLOGY AND WATER QUALITY. Would the project:					
a) Violate any water quality standards or waste discharge requirements?	☐	☐	☒	☐	☒
b) Substantially deplete groundwater supplies or interfere substantially with groundwater recharge such that there would be a net deficit in aquifer volume or a lowering of the local groundwater table level (e.g., the production rate of pre-existing nearby wells would drop to a level which would not support existing land uses or planned uses for which permits have been granted)?	☐	☐	☒	☐	☒
c) Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, in a manner, which would result in substantial erosion or siltation on- or off-site?	☐	☐	☒	☐	☒
d) Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, or substantially increase the rate or amount of surface runoff in a manner that would result in flooding on- or off-site?	☐	☐	☒	☐	☒
e) Create or contribute runoff water which would exceed the capacity of existing or planned storm water drainage systems or provide substantial additional sources of polluted runoff?	☐	☐	☒	☐	☒
f) Otherwise substantially degrade water quality?	☐	☐	☒	☐	☐
g) Place housing within a 100-year flood hazard area as mapped on a federal Flood Hazard Boundary or Flood Insurance Rate Map or other flood hazard delineation map?	☐	☐	☒	☐	☐
h) Place within a 100-year flood hazard area structures that would impede or redirect flood flows?	☐	☐	☒	☐	☐
i) Expose people or structures to a significant risk of loss, injury, or death involving flooding, including flooding as a result of a failure of a levee or dam?	☐	☐	☒	☐	☐
j) Inundation by seiche, tsunami, or mudflow?	☐	☐	☐	☒	☐

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

DISCUSSION OF IMPACTS

- a-i) *Less Than Significant Impact/Reviewed Under Previous Document.* The GP EIR identified potential surface water and groundwater quality impacts that would occur as a result of implementation of the General Plan (GP DEIR, pp. 4.9-34 through -40). Both impacts of the General Plan were found to be less than significant with implementation of City policies and action items as well as compliance with the City's National Pollutant Discharge Elimination System (NPDES) permit conditions.

Construction and operation of the digital freeway sign would not result in any violation of water quality standards or waste discharge requirements. The installation site is located in a developed industrial and commercial area with appropriate storm drain facilities to manage site runoff. One removal site is located near a drainage ditch, but the project would be required to comply with all applicable provisions of the City's stormwater pollution prevention program, best management practices (BMPs), and applicable local ordinances and state requirements, which would ensure that the construction activities would have a less than significant impact on water quality.

The project does not require connection to any groundwater supply, nor does it involve a substantial increase in impervious surfaces that would impact groundwater recharge. Extensive grading and other earthwork are not required. Project implementation would not substantially alter the existing drainage pattern of the site. The site is not located in designated 100-year flood zones and does not include any residential structures that could impede any flood flows, were any to occur in the area. Therefore, these impacts would be less than significant.

- j) *No Impact.* The installation and removal sites are not located near the Pacific Ocean or near a large water body that would be capable of creating seiche or tsunami waves. The sites are characterized by generally flat terrain, as is the surrounding area. Therefore, there would be no potential risk of mudflows on or near the site. There would be no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
X. LAND USE AND PLANNING. Would the project:					
a) Physically divide an existing community?	☐	☐	☐	☒	☐
b) Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to, the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect?	☐	☐	☒	☐	☐
c) Conflict with any applicable habitat conservation plan or natural community conservation plan?	☐	☐	☐	☒	☐

DISCUSSION OF IMPACTS

- a) *No Impact.* The proposed project involves installation of a digital freeway sign and removal of two existing traditional billboards in an area that has been developed with commercial and industrial uses. The proposed digital freeway sign would not alter or interfere with the ongoing use of the installation site or adjacent business operations. There would be no impact.
- b) *Less Than Significant Impact.* The installation site is zoned M-1 (Light Industrial) with a Digital Freeway Overlay. As proposed, the digital freeway sign would be consistent with all applicable development regulations. The City's Zoning Code standards regulating digital freeway signs require the removal of four existing signs or the payment on an in-lieu fee to offset the installation of the new sign. Per these standards, the project also proposes to contribute funding to Phase 4 of the City's Folsom Boulevard Improvements Project to improve the visual character of the adjacent segment of Folsom Boulevard.
- c) *No Impact.* Currently, no adopted habitat conservation plan or natural community conservation plan has been adopted in Sacramento County. Therefore, there would be no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
XI. MINERAL RESOURCES. Would the project:					
a) Result in the loss of availability of a known mineral resource that would be of value to the region and the residents of the state?	☐	☐	☐	☒	☒
b) Result in the loss of availability of a locally important mineral resource recovery site delineated on a local general plan, specific plan, or other land use plan?	☐	☐	☐	☒	☒

DISCUSSION OF IMPACTS

a-b) *No Impact/Reviewed Under Previous Document.* The GP EIR identified potential impacts resulting from the loss of availability of mineral resources in the General Plan Planning Area (GP DEIR, pp. 4.8-26 through -27). Only those areas already identified as either MRZ-2 or as containing existing mining operations were expected to be impacted by development of the General Plan Planning Area (GP DEIR, p. 4.8-26). Even with adoption of City policies and action items regarding mineral resources and mining, the General Plan would still have a significant and unavoidable impact (GP DEIR, p. 4.8-27).

The proposed project involves installation of a digital freeway sign in an existing developed site and removal of two billboards—one in a parking area in a commercial lot and the other near a commercial/residential area where no mining occurs. No mineral resources or resource recovery sites would be lost as a result of project implementation. There would be no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
XII. NOISE. Would the project result in:					
a) Exposure of persons to or generation of noise levels in excess of standards established in the local general plan or noise ordinance or of applicable standards of other agencies?	☐	☐	☐	☒	☒
b) Exposure of persons to or generation of excessive groundborne vibration or groundborne noise levels?	☐	☐	☐	☒	☒
c) A substantial permanent increase in ambient noise levels in the project vicinity above levels existing without the project?	☐	☐	☐	☒	☒
d) A substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels existing without the project?	☐	☐	☐	☒	☒
e) For a project located within an airport land use plan area or, where such a plan has not been adopted, within 2 miles of a public airport or a public use airport, would the project expose people residing or working in the project area to excessive noise levels?	☐	☐	☐	☒	☒
f) For a project within the vicinity of a private airstrip, would the project expose people residing or working in the project area to excessive noise levels?	☐	☐	☐	☒	☐

DISCUSSION OF IMPACTS

- a-f) *No Impact/Reviewed Under Previous Document.* The GP EIR addressed increases in noise levels as a result of buildout of the General Plan (GP DEIR, pp. 4.7-20 through -30). Significant and unavoidable impacts were expected due to construction noise, increased traffic noise, and the potential construction of noise-generating land uses (GP DEIR, pp. 4.7-22, -27, and -30). Policies and action items included in the General Plan would reduce these impacts; however, various factors exist throughout the Planning Area that would make total mitigation impossible. Therefore, the impact of the General Plan remained significant and unavoidable.

The proposed project involves installation of a digital freeway sign and removal of two existing traditional billboards in an urbanized area. The proposed digital sign would not generate ongoing noise, and there are no sensitive receptors in proximity to the installation site. Construction noise would occur in the immediate vicinity of the sites; however, given the lack of sensitive receptors and the proximity of US-50, temporary construction noise would not be expected to cause adverse impacts. The project sites are not located in the Comprehensive Land Use Plan Area (CLUP) of the Sacramento Mather Airport, nor is it within 2 miles of any airport or airstrip. There would be no impact associated with construction or operation of the proposed digital freeway sign.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
XIII. POPULATION AND HOUSING. Would the project:					
a) Induce substantial population growth in an area, either directly (e.g., by proposing new homes and businesses) or indirectly (e.g., through extension of roads or other infrastructure)?	☐	☐	☐	☒	☐
b) Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere?	☐	☐	☐	☒	☐
c) Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere?	☐	☐	☐	☒	☐

DISCUSSION OF IMPACTS

- a–c) *No Impact.* The proposed project involves installation of a digital freeway sign and removal of two existing traditional billboards. Neither of these actions would result in substantial direct or indirect population growth or the displacement of any people or housing. Therefore, there would be no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
XIV. PUBLIC SERVICES. Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, the need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for any of the following public services:					
a) Fire protection?	☐	☐	☐	☒	☐
b) Police protection?	☐	☐	☐	☒	☐
c) Schools?	☐	☐	☐	☒	☐
d) Parks?	☐	☐	☐	☒	☐
e) Other public facilities?	☐	☐	☒	☐	☐

EXISTING SETTING

The proposed installation site is located in the following public service districts:

- Fire Protection: Sacramento Metropolitan Fire District (SMFD)
- Police Protection: Rancho Cordova Police Department (RCPD)
- School District: Folsom Cordova Unified School District (FCUSD)
- Park District: Cordova Recreation and Park District (CRPD)
- Electrical Service: Sacramento Municipal Utility District (SMUD)

DISCUSSION OF IMPACTS

- a) *No Impact.* The proposed project involves the installation of a digital freeway sign and the removal of two existing traditional billboards. Implementation of the proposed project would not result in an increased demand for any public services and would not require the construction of new or the alteration of existing public facilities. No impact would occur.
- b) *No Impact.* See Response XIV(a). There would be no impact. Furthermore, the proposed digital freeway sign would provide support to various law enforcement agencies by providing real-time use of the digital messaging technology for Amber Alerts and other public safety messages.
- c) *No Impact.* See Response XIV(a). There would be no impact.
- d) *No Impact.* See Response XIV(a). There would be no impact.
- e) *Less Than Significant Impact.* The proposed digital freeway sign would require electricity to operate, which would be provided by SMUD. SMUD generates, transmits, and distributes electricity to a 900-square-mile territory of Sacramento County and a small portion of Placer County. SMUD provides electricity from a number of sources, including the traditional power grid, as well as from the renewable energy sources of solar, wind, and hydroelectric. As indicated previously, the proposed digital freeway sign is estimated to require approximately 120,000 kWh of electricity per year with the most energy-efficient technology available at this

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

time. The sign would be provided with 100 amp service, approximately one-half of typical residential service. The anticipated annual power usage for the sign is equivalent to approximately 11 average American households (EIA 2014). The estimated electricity usage of the proposed digital freeway sign is not a substantial use of electricity, is well within SMUD's ability to provide power, and would not require any changes to SMUD's infrastructure. This impact would be less than significant.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporation	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
XV. RECREATION					
a) Would the project increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated?	☐	☐	☐	☒	☐
b) Does the project include recreational facilities, or require the construction or expansion of recreational facilities, which might have an adverse physical effect on the environment?	☐	☐	☐	☒	☐

DISCUSSION OF IMPACTS

a-b) *No Impact*. See Response XIV(a). There would be no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
XVI. TRANSPORTATION/TRAFFIC. Would the project:					
a) Conflict with an applicable plan, ordinance, or policy establishing measures of effectiveness for the performance of the circulation system, taking into account all modes of transportation including mass transit and non-motorized travel and relevant components of the circulation system, including but not limited to intersections, streets, highways and freeways, pedestrian and bicycle paths, and mass transit?	☐	☐	☐	☒	☒
b) Conflict with an applicable congestion management program, including, but not limited to level of service standards and travel demand measures, or other standards established by the county congestion management agency for designated roads or highways, either individually or cumulatively, a level of service standard established by the county congestion management agency for designated roads or highways?	☐	☐	☐	☒	☒
c) Result in a change in air traffic patterns, including either an increase in traffic levels or a change in location that results in substantial safety risks?	☐	☐	☐	☒	☒
d) Substantially increase hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)?	☐	☐	☒	☐	☒
e) Result in inadequate emergency access?	☐	☐	☐	☒	☒
f) Conflict with adopted policies, plans, or programs regarding public transit, bicycle, or pedestrian facilities, or otherwise decrease the performance or safety of such facilities?	☐	☐	☐	☒	☒

DISCUSSION OF IMPACTS

- a) *No Impact/Reviewed Under Previous Document.* The GP EIR analyzed traffic impacts to the existing roadway network in the General Plan Planning Area as a result of the population, dwelling unit, and employee increases expected to occur with implementation of the General Plan (GP DEIR, pp. 4.5-27 through -45). Several new roadways and improvement of existing roadways were described in the General Plan in order to address the additional expected traffic load. However, even with these improvements and adherence to City policies and action items, the impact of the General Plan would remain significant and unavoidable (GP DEIR, p. 4.5-42).

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

The project involves installation of a digital freeway sign and removal of two existing traditional billboards in an urbanized area. The proposed digital freeway sign would not interfere with or disrupt the continued functionality of the installation site's parking lot or access drives. Traffic entering the public roadway would continue to do so in its current manner, undisturbed by the proposed project. The construction and operation of the proposed digital freeway sign would not result in an appreciable increase in vehicle trips. Other than trips generated by construction and periodic maintenance of the sign, no other vehicle trips would be made as a result of the project. There would also be a reduction in trips associated with maintenance of the signs that would be removed as part of the project. The proposed project would not result in level of service impacts beyond those projected in the General Plan. The project would not adversely impact traffic or conflict with the City's Circulation Plan. Therefore, there would be no impact.

- b) *No Impact/Reviewed Under Previous Document.* See Response XVI(a). There would be no impact.
- c) *No Impact/Reviewed Under Previous Document.* The GP EIR analyzed safety and hazards impacts related to the provision of land uses in the Mather Airport Comprehensive Land Use Plan (CLUP) and their impact on safety related to air traffic in and out of the airport (GP DEIR, pp. 4.4-28 and -29). The General Plan established the Mather Planning Area corresponding to the Master Plan boundaries of the Sacramento Mather Airport. Policies included in the General Plan were more stringent than the safety restrictions of the Mather CLUP (GP DEIR, p. 4.4-28). Consistency with City policies and action items, as well as with the requirements of the Mather CLUP, would ensure less than significant impacts from implementation of the General Plan (GP DEIR, p. 4.4-29).

The proposed project does not involve any aviation-related uses and is not located within 2 miles of the Sacramento Mather Airport. The installation and removal sites are not located in the airport safety zones or in the approach and departure paths for aircraft using the airport. There would be no impact.

- d) *Less Than Significant Impact/Reviewed Under Previous Document.* The GP EIR analyzed potential impacts related to roadway safety as a result of implementation of the General Plan (GP DEIR, p. 4.5-48). The City's design standards for roadways, as well as land use planning and other City policies, would ensure that impacts of the General Plan related to roadway safety are less than significant (GP DEIR, p. 4.5-48).

The project involves installation of a digital freeway sign and removal of two existing traditional billboards in an urbanized area along US-50 in the city limits. The sign employs digital technology to allow periodic changes in the sign display, which has generally raised concerns regarding the impact this signage type may have on traffic safety by distracting driver attention and vision. While the signs do not involve a hazardous design feature, the concerns related to these types of signs could be considered a hazard to motorists on US-50.

The Federal Highway Administration (FHWA), in agreement with the California Department of Transportation (Caltrans), has addressed various issues related to signage along highway corridors to ensure continued driver safety. Signage along the highway corridor is reviewed by Caltrans for consistency with FHWA standards as well as consistency with the California Outdoor Advertising Act. These standards include ensuring signs do not imitate or resemble official traffic signs or interfere with the function of official traffic signage. With regard to digital freeway signs specifically, Caltrans requires, at minimum, consistency with the FHWA agreement and that digital freeway signs meet lighting, message timing, and separation

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

standards. The 2011 update of the Outdoor Advertising Act provides the framework for review and permitting of the sign by Caltrans.

Section 23.743.150, Digital Freeway Signs Overlay, of the City's Zoning Code establishes development standards for the proposed digital freeway sign that exceed the requirements enforced by Caltrans. The City's code standards include:

- 8-second minimum message display timing
- 2,500-foot minimum spacing between digital signs along the US-50 corridor
- 0.3 foot-candle lighting minimum, including technology that adjusts the light level of the sign as it relates to the changing ambient light level surrounding the sign
- Prohibition against flashing, animation, or simulated movement in individual messages to be displayed on the sign

Both the minimum message timing and the distance between signs are double that enforced by Caltrans. Because the City's code exceeds the minimum standards associated with digital signs along state highways established by the FHWA and Caltrans, and the sign must meet the City's code, the proposed digital freeway sign would not be located or operated in such a manner as to create hazards along the US-50 corridor.

The FHWA has closely monitored the issue of driver inattention as it relates to digital freeway signs. In 2009, the FHWA issued an update on their position on these signs in a report entitled "The Effect of Commercial Electronic Variable Message Signs (CEVMS) on Driver Attention and Distraction: An Update." The report addresses the basic question of whether a digital billboard along the freeway is associated with a reduction in driver safety. The report researched crash rates in the vicinity of a digital sign, rates of near-crashes (i.e., sudden braking, swerving) in the vicinity of a digital sign, and rate of eye glances away from the roadway in the vicinity of digital signs. Based on the available data, the report suggests a study approach and confirms there is no definitive conclusion about the presence or severity of adverse safety impacts that may result from installation of a digital freeway sign in a given location. In light of the report, the FHWA continues to recommend the signs be regulated within the existing framework as a means of protecting the public interest.

Conducting a study of an individual digital billboard to measure and analyze the effects of driver attention to the sign is difficult. Roadway conditions are unique in the proposed sign location; however, a substantial variety of other factors could also contribute to driver inattention such as other roadway signs, tuning the radio, talking on the phone, eating, talking to other passengers, and possibly many others, making isolating the potential effects of a digital freeway sign impossible. Regulations on sign brightness, message duration, prohibition of message animation, and continuation of vehicle maneuver requirements at interchanges serve to reduce safety concerns to the fullest known extent.

The proposed project would be required to obtain a Conditional Use Permit and a building permit from the City. Following issuance of these permits and upon its own review of the proposed sign, Caltrans would issue a ministerial permit for the sign. Based on the requisite review and adherence to the standards identified above, the impacts regarding potential hazards along the roadway would be less than significant.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

- e) *No Impact/Reviewed Under Previous Document.* The GP EIR identified impacts related to emergency access in the General Plan Planning Area (GP DEIR, p. 4.5-48). Because the roadway network in the city was to be improved and additional routes were to be added by the General Plan, impacts were found to be less than significant (GP DEIR, p. 4.5-48).

The proposed project involves installation of a digital freeway sign in an existing developed industrial site. The city's existing roadway network would not be altered by the proposed project, nor would any future roadway plans be affected. There would be no impact.

- f) *No Impact/Reviewed Under Previous Document.* The GP EIR analyzed potential impacts to transit, pedestrians, and bicycles in the city (GP DEIR, pp. 4.5-49 through -53). Development of the City's Transit Master Plan and the City's Pedestrian and Bicycle Master Plan would ensure that impacts of the General Plan to these provisions would be less than significant (GP DEIR, pp. 4.5-49 and -50).

The proposed project involves installation of a digital freeway sign and removal of two existing traditional billboards in an urbanized area. The City's Transit Master Plan and Pedestrian and Bicycle Master Plan would not be altered by the project. There would be no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
XVII. UTILITIES AND SERVICE SYSTEMS. Would the project:					
a) Exceed wastewater treatment requirements of the applicable Regional Water Quality Control Board?	☐	☐	☐	☒	☐
b) Require or result in the construction of new water or wastewater treatment facilities or expansion of existing facilities, the construction of which could cause significant environmental effects?	☐	☐	☐	☒	☐
c) Require or result in the construction of new storm water drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects?	☐	☐	☐	☒	☐
d) Have sufficient water supplies available to serve the project from existing entitlements and resources, or are new or expanded entitlements needed?	☐	☐	☐	☒	☐
e) Result in a determination by the wastewater treatment provider that serves or may serve the project that it has adequate capacity to serve the project's projected demand, in addition to the provider's existing commitments?	☐	☐	☐	☒	☐
f) Be served by a landfill with sufficient permitted capacity to accommodate the project's solid waste disposal needs?	☐	☐	☐	☒	☐
g) Comply with federal, state, and local statutes and regulations related to solid waste?	☐	☐	☐	☒	☐

DISCUSSION OF IMPACTS

- a-g) *No Impact.* The proposed project involves installation of a digital freeway sign and removal of two existing traditional billboards in an urbanized area. Connections to the public water, wastewater, and storm drain systems are not required by the project. The proposed project would not generate solid waste.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
XVIII. MANDATORY FINDINGS OF SIGNIFICANCE					
a) Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, substantially reduce the number or restrict the range of rare or endangered plants or animals, or eliminate important examples of the major periods of California history or prehistory?	☐	☒	☐	☐	☒
b) Does the project have the potential to achieve short-term environmental goals to the disadvantage of long-term environmental goals?	☐	☐	☒	☐	☒
c) Does the project have impacts that are individually limited, but cumulatively considerable? "Cumulatively considerable" means that the incremental effects of a project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects.	☐	☐	☒	☐	☒
d) Does the project have environmental effects that will cause substantial adverse effects on human beings, either directly or indirectly?	☐	☐	☒	☐	☒

DISCUSSION OF IMPACTS

- a) *Less Than Significant Impact With Mitigation Incorporated/Reviewed Under Previous Document.* As demonstrated in subsections I through XVII above, with implementation of mitigation measure **MM BIO-1**, the proposed project would not have the potential to result in impacts on biological resources or historical resources.
- b) *Less Than Significant Impact/Reviewed Under Previous Document.* The proposed project would be required to adhere to all Rancho Cordova General Plan policies, ensuring that the City's long-term environmental goals are implemented, as applicable. Therefore, the proposed project would have a less than significant impact.
- c) *Less Than Significant Impact/Reviewed Under Previous Document.* Section 4.0 of this IS/MND addresses the proposed project's contribution to impacts in the cumulative setting. There are no other past, current, or future projects associated with this project that would contribute to a substantial cumulative impact. Therefore, this impact would be less than significant.
- d) *Less Than Significant Impact/Reviewed Under Previous Document.* See Response XVIII(a). The proposed project includes installation of a digital freeway sign and removal of two existing traditional billboards in an urbanized area of the city. There are no substantial adverse effects on human beings anticipated by construction or operation of the sign. Therefore, this impact would be less than significant.

CUMULATIVE IMPACTS

4.0 CUMULATIVE IMPACTS

4.1 INTRODUCTION

This section addresses the proposed project's potential to contribute to cumulative impacts in the region. California Environmental Quality Act (CEQA) Guidelines Section 15355 defines cumulative impacts as "two or more individual effects that, when considered together, are considerable or which compound or increase other environmental impacts." A project's incremental effects are considered significant if they are "cumulatively considerable" (CEQA Guidelines Sections 15065[a][3] and 15130[a]). "Cumulatively considerable" means the incremental effects of the project are considerable when viewed in connection with the effects of past, current, and future projects (see also CEQA Guidelines Appendix G, Section XVII).

4.2 CUMULATIVE SETTING

The cumulative setting establishes the area of effect in which the cumulative impact has been identified and inside which it would occur. Different cumulative settings can be established for each individual impact or impact area (checklist area). Because the proposed project is a subsequent project within the scope of activities and land uses studied in the General Plan, and because this Initial Study/Mitigated Negative Declaration (IS/MND) is tiered from the Rancho Cordova General Plan EIR (GP EIR), the cumulative setting for the proposed project is identical to the cumulative settings identified in the GP EIR.

4.3 PREVIOUS CUMULATIVE ANALYSIS IN THE CUMULATIVE SETTING

The GP EIR identified several cumulative impacts where expected development and establishment of the roadway network in the city, when combined with other planned, proposed, and approved development and roadway infrastructure projects in the area, would have a significant impact on the environment. The following impact areas were found in the GP EIR to have cumulative impacts that would be cumulatively considerable:

- Aesthetics
- Agricultural Resources
- Air Quality
- Biological Resources
- Cultural Resources
- Hydrology and Water Quality (water supply)
- Land Use and Planning
- Mineral Resources
- Noise (both traffic-related and stationary)
- Population and Housing
- Utilities and Service Systems (water treatment and wastewater infrastructure)
- Transportation/Traffic (traffic congestion)

Areas in which cumulative impacts were found in the GP EIR to be less than cumulatively considerable were:

- Geology and Soils
- Hazards and Hazardous Materials
- Public Services
- Recreation

4.0 CUMULATIVE IMPACTS

4.4 CUMULATIVE IMPACT ANALYSIS

The proposed project is a subsequent project within the scope of activities and land uses studied in the GP EIR. The proposed project is substantially consistent with the General Plan in use, design, and density. Cumulative impacts identified in the GP EIR as being cumulatively considerable are largely due to increases in dwelling units, residents, and employees. As the proposed project would not contribute to increases in dwelling units, residents, or employees in the city, the proposed project's incremental contribution to the cumulatively considerable impacts listed in Subsection 4.3 would not be cumulatively considerable.

Consistency with City policies, action items, ordinances, and other requirements would reduce the proposed project's incremental contribution to the above cumulative impacts. Rancho Cordova Municipal Code Section 23.743.150(C)(1)(d) states that no digital freeway sign shall be located within 2,500 feet of any other digital freeway sign in the city limits. The City is currently considering another proposal for a digital sign approximately 1,000 feet east of the proposed installation site. Even if both signs were to be approved, compliance with design standards contained in the Municipal Code would ensure that these projects would not combine to result in a negative aesthetic effect. In addition, the two projects would also result in the removal of three other billboards, two of which are located along US-50. The proposed project's incremental contribution to the above cumulative impacts would therefore not be cumulatively considerable. Furthermore, since the project's incremental contribution is not significant, no mitigation measures are required and no design elements or project characteristics need to be addressed.

Development of the installation site would not result in any project-specific contribution to cumulative impacts that were not identified in the program EIR. Because the GP EIR found that cumulative impacts in the above areas were cumulatively considerable and because the proposed project is substantially consistent with land uses assumed for the installation site in the program EIR, no further environmental analysis is required pursuant to Public Resources Code Section 21083.3.

The GP EIR did not consider climate change impacts, which are only relevant in the cumulative condition. An analysis of the proposed project's potential greenhouse gas (GHG) emissions/impacts is included in Section 3.0 of this IS/MND. No potentially significant project-specific or cumulative impacts to GHG emissions were identified, and no mitigation measures are required. No further environmental analysis with respect to GHG emissions is required pursuant to Public Resources Code Section 21083.3.

DETERMINATION

EXHIBIT A
5.0 DETERMINATION

5.0 DETERMINATION

On the basis of this initial evaluation:

- ☐ I find that the proposed project **COULD NOT** have a significant effect on the environment, and a **NEGATIVE DECLARATION** will be prepared.
- ☒ I find that, although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because the mitigation measures described in Section 3.0 of this document have been added to the project. A **MITIGATED NEGATIVE DECLARATION** will be prepared.
- ☐ I find that the proposed project **MAY** have a significant effect on the environment, and an **ENVIRONMENTAL IMPACT REPORT** is required.
- ☐ I find that the proposed project **MAY** have a significant effect(s) on the environment, but one or more of such significant effects: (1) has been adequately analyzed in an earlier document pursuant to applicable legal standards, and (2) has been addressed by mitigation measures based on the earlier analysis as described on attached sheets. An **ENVIRONMENTAL IMPACT REPORT** is required, but it must analyze only the effects that remain to be addressed.
- ☐ I find that although the proposed project could have a significant effect on the environment, all potentially significant effects: (a) have been analyzed and adequately addressed in an earlier EIR pursuant to applicable standards, or (b) have been avoided or mitigated pursuant to that earlier EIR, previous Mitigated Negative Declaration, or this Subsequent Mitigated Negative Declaration, including revisions or mitigation measures that are imposed upon the proposed project.

Signature:  _____

Date: August 11, 2014

Printed name: Jessica Jordan

For: City of Rancho Cordova

REPORT PREPARATION AND CONSULTATIONS

6.0 REPORT PREPARATION AND CONSULTATIONS

6.1 REPORT PREPARATION AND CONSULTATIONS

CITY OF RANCHO CORDOVA – LEAD AGENCY

Paul Junker	Planning Director
Jessica Jordan	Senior Planner
Bret Sampson	Environmental Coordinator
Kristin Faoro	Environmental Planner

REFERENCES

7.1 REFERENCES

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Central Valley Regional Water Quality Control Board

9 September 2014

Jessica Jordan
City of Rancho Cordova
2729 Prospect Park Drive
Rancho Cordova, CA 95670

CERTIFIED MAIL
7014 1200 0000 7154 2543

COMMENTS TO REQUEST FOR REVIEW FOR THE MITIGATED NEGATIVE DECLARATION, CLEAR CHANNEL OUTDOOR DIGITAL SIGN CONDITIONAL USE PERMIT AND OPERATING AGREEMENT PROJECT, SCH NO. 2014082044, SACRAMENTO COUNTY

Pursuant to the State Clearinghouse's 15 August 2014 request, the Central Valley Regional Water Quality Control Board (Central Valley Water Board) has reviewed the *Request for Review for the Mitigated Negative Declaration* for the Clear Channel Outdoor Digital Sign Conditional Use Permit and Operating Agreement Project, located in Sacramento County.

Our agency is delegated with the responsibility of protecting the quality of surface and groundwaters of the state; therefore our comments will address concerns surrounding those issues.

Construction Storm Water General Permit

Dischargers whose project disturb one or more acres of soil or where projects disturb less than one acre but are part of a larger common plan of development that in total disturbs one or more acres, are required to obtain coverage under the General Permit for Storm Water Discharges Associated with Construction Activities (Construction General Permit), Construction General Permit Order No. 2009-009-DWQ. Construction activity subject to this permit includes clearing, grading, grubbing, disturbances to the ground, such as stockpiling, or excavation, but does not include regular maintenance activities performed to restore the original line, grade, or capacity of the facility. The Construction General Permit requires the development and implementation of a Storm Water Pollution Prevention Plan (SWPPP).

For more information on the Construction General Permit, visit the State Water Resources Control Board website at:
http://www.waterboards.ca.gov/water_issues/programs/stormwater/constpermits.shtml.

Phase I and II Municipal Separate Storm Sewer System (MS4) Permits¹

The Phase I and II MS4 permits require the Permittees reduce pollutants and runoff flows from new development and redevelopment using Best Management Practices (BMPs) to the maximum extent practicable (MEP). MS4 Permittees have their own development standards, also known as Low Impact Development (LID)/post-construction standards that include a hydromodification component. The MS4 permits also require specific design concepts for LID/post-construction BMPs in the early stages of a project during the entitlement and CEQA process and the development plan review process.

For more information on which Phase I MS4 Permit this project applies to, visit the Central Valley Water Board website at:

http://www.waterboards.ca.gov/centralvalley/water_issues/storm_water/municipal_permits/.

For more information on the Phase II MS4 permit and who it applies to, visit the State Water Resources Control Board at:

http://www.waterboards.ca.gov/water_issues/programs/stormwater/phase_ii_municipal.shtml

Industrial Storm Water General Permit

Storm water discharges associated with industrial sites must comply with the regulations contained in the Industrial Storm Water General Permit Order No. 97-03-DWQ.

For more information on the Industrial Storm Water General Permit, visit the Central Valley Water Board website at:

http://www.waterboards.ca.gov/centralvalley/water_issues/storm_water/industrial_general_permits/index.shtml.

Clean Water Act Section 404 Permit

If the project will involve the discharge of dredged or fill material in navigable waters or wetlands, a permit pursuant to Section 404 of the Clean Water Act may be needed from the United States Army Corps of Engineers (USACOE). If a Section 404 permit is required by the USACOE, the Central Valley Water Board will review the permit application to ensure that discharge will not violate water quality standards. If the project requires surface water drainage realignment, the applicant is advised to contact the Department of Fish and Game for information on Streambed Alteration Permit requirements.

If you have any questions regarding the Clean Water Act Section 404 permits, please contact the Regulatory Division of the Sacramento District of USACOE at (916) 557-5250.

¹ Municipal Permits = The Phase I Municipal Separate Storm Water System (MS4) Permit covers medium sized Municipalities (serving between 100,000 and 250,000 people) and large sized municipalities (serving over 250,000 people). The Phase II MS4 provides coverage for small municipalities, including non-traditional Small MS4s, which include military bases, public campuses, prisons and hospitals.

Clean Water Act Section 401 Permit – Water Quality Certification

If an USACOE permit, or any other federal permit, is required for this project due to the disturbance of waters of the United States (such as streams and wetlands), then a Water Quality Certification must be obtained from the Central Valley Water Board prior to initiation of project activities. There are no waivers for 401 Water Quality Certifications.

Waste Discharge Requirements

If USACOE determines that only non-jurisdictional waters of the State (i.e., “non-federal” waters of the State) are present in the proposed project area, the proposed project will require a Waste Discharge Requirement (WDR) permit to be issued by Central Valley Water Board. Under the California Porter-Cologne Water Quality Control Act, discharges to all waters of the State, including all wetlands and other waters of the State including, but not limited to, isolated wetlands, are subject to State regulation.

For more information on the Water Quality Certification and WDR processes, visit the Central Valley Water Board website at:

http://www.waterboards.ca.gov/centralvalley/help/business_help/permit2.shtml.

Low or Limited Threat General NPDES Permit

If the proposed project includes construction dewatering and it is necessary to discharge the groundwater to waters of the United States, the proposed project will require coverage under a National Pollutant Discharge Elimination System (NPDES) permit. Dewatering discharges are typically considered a low or limited threat to water quality and may be covered under the General Order for *Dewatering and Other Low Threat Discharges to Surface Waters* (Low Threat General Order) or the General Order for *Limited Threat Discharges of Treated/Untreated Groundwater from Cleanup Sites, Wastewater from Superchlorination Projects, and Other Limited Threat Wastewaters to Surface Water* (Limited Threat General Order). A complete application must be submitted to the Central Valley Water Board to obtain coverage under these General NPDES permits.

For more information regarding the Low Threat General Order and the application process, visit the Central Valley Water Board website at:

http://www.waterboards.ca.gov/centralvalley/board_decisions/adopted_orders/general_orders/r5-2013-0074.pdf

For more information regarding the Limited Threat General Order and the application process, visit the Central Valley Water Board website at:

http://www.waterboards.ca.gov/centralvalley/board_decisions/adopted_orders/general_orders/r5-2013-0073.pdf

9 September 2014

If you have questions regarding these comments, please contact me at (916) 464-4684 or tcleak@waterboards.ca.gov.



Trevor Cleak
Environmental Scientist

cc: State Clearinghouse Unit, Governor's Office of Planning and Research, Sacramento

Kelly Kennedy

From: Brohman, Larry B@DOT <larry.brohman@dot.ca.gov>
Sent: Tuesday, August 26, 2014 6:15 AM
To: Jessica Jordan
Cc: Fredericks, Eric B@DOT; Kress, Joshua T@DOT
Subject: SCH #2014082043 Sierra Outdoor Digital Sign at Naturwood Conditional Use Permit and Operating Agreement

Dear Ms. Jordan:

Thank you for including the California Department of Transportation (Caltrans) in the review and comment process for the Sierra Outdoor Digital Sign at Naturwood Conditional Use Permit and Operating Agreement. As you know, an application for both a permit and license for the proposed sign will be needed. See Caltrans' Outdoor Advertising's website for information and forms (<http://www.dot.ca.gov/oda/>). Of course Caltrans Outdoor Advertising cannot make any determination without the application. The only deviation for this procedure would be an on-premise sign which only advertises the company that shares the property. At that point, Caltrans would have no jurisdiction. However, if the owner were to advertise any commercial activity other than that which is occupying the property, then a permit and license would be required.

Please provide our office with copies of any further actions regarding this project. We would appreciate the opportunity to review and comment on any changes related to this project.

If you have any questions or require additional information, please contact at (916) 274-0627 or by email at: larry.brohman@dot.ca.gov



Larry Brohman
Office of Transportation Planning
2379 Gateway Oaks Drive, Suite 150
Sacramento, CA 95833
(916) 274-0627

EXHIBIT A



Edmund G. Brown Jr.
Governor

STATE OF CALIFORNIA
Governor's Office of Planning and Research
State Clearinghouse and Planning Unit



Ken Alex
Director

September 16, 2014



Jessica Jordan
City of Rancho Cordova
2729 Prospect Park Drive
Rancho Cordova, CA 95670

Subject: Clear Channel Outdoor Digital Sign Conditional Use Permit and Operating Agreement
SCH#: 2014082044

Dear Jessica Jordan:

The State Clearinghouse submitted the above named Mitigated Negative Declaration to selected state agencies for review. On the enclosed Document Details Report please note that the Clearinghouse has listed the state agencies that reviewed your document. The review period closed on September 15, 2014, and the comments from the responding agency (ies) is (are) enclosed. If this comment package is not in order, please notify the State Clearinghouse immediately. Please refer to the project's ten-digit State Clearinghouse number in future correspondence so that we may respond promptly.

Please note that Section 21104(c) of the California Public Resources Code states that:

"A responsible or other public agency shall only make substantive comments regarding those activities involved in a project which are within an area of expertise of the agency or which are required to be carried out or approved by the agency. Those comments shall be supported by specific documentation."

These comments are forwarded for use in preparing your final environmental document. Should you need more information or clarification of the enclosed comments, we recommend that you contact the commenting agency directly.

This letter acknowledges that you have complied with the State Clearinghouse review requirements for draft environmental documents, pursuant to the California Environmental Quality Act. Please contact the State Clearinghouse at (916) 445-0613 if you have any questions regarding the environmental review process.

Sincerely,

Scott Morgan
Director, State Clearinghouse

Enclosures
cc: Resources Agency

1400 TENTH STREET P.O. BOX 3044 SACRAMENTO, CALIFORNIA 95812-3044
TEL (916) 445-0613 FAX (916) 323-3018 www.opr.ca.gov

SCH# 2014082044
Project Title Clear Channel Outdoor Digital Sign Conditional Use Permit and Operating Agreement
Lead Agency Rancho Cordova, City of

Type **MND** Mitigated Negative Declaration
Description Installation of a digital freeway sign on the site of an existing landscape material supply company located at 12137 Folsom Boulevard. The project also includes removal of one existing traditional billboard located at 2300 Mien Shaft Lane, adjacent to the south side of Folsom Boulevard. The proposed digital freeway sign would be 60 feet in height and would have two digital display areas measuring 14 feet by 46 feet, for a sign area of 644 sf on each side. Decorative pole cladding would surround the center-mounted pole base.

Lead Agency Contact

Name Jessica Jordan
Agency City of Rancho Cordova
Phone 916 851 8756 **Fax**
email
Address 2729 Prospect Park Drive
City Rancho Cordova **State** CA **Zip** 95670

Project Location

County Sacramento
City Rancho Cordova
Region
Lat / Long 38° 37' 37.3" N / 121° 13' 24.7" W
Cross Streets Folsom Blvd west of Hazel Avenue
Parcel No. 069-0160-004, 072-0231-014
Township **Range** **Section** **Base**

Proximity to:

Highways Hwy 50
Airports
Railways SPRR
Waterways American River
Schools Gold River ES
Land Use Landscape Materials business / Light Industrial / Folsom Blvd Planning Area

Project Issues Aesthetic/Visual; Agricultural Land; Air Quality; Archaeologic-Historic; Biological Resources; Drainage/Absorption; Flood Plain/Flooding; Forest Land/Fire Hazard; Geologic/Seismic; Minerals; Noise; Population/Housing Balance; Public Services; Recreation/Parks; Schools/Universities; Septic System; Sewer Capacity; Soil Erosion/Compaction/Grading; Solid Waste; Toxic/Hazardous; Traffic/Circulation; Vegetation; Water Quality; Water Supply; Wetland/Riparian; Growth Inducing; Landuse; Cumulative Effects

Reviewing Agencies Resources Agency; Department of Fish and Wildlife, Region 2; Department of Parks and Recreation; Department of Water Resources; Office of Emergency Services, California; California Highway Patrol; Caltrans, District 3 S; Air Resources Board; Native American Heritage Commission; Public Utilities Commission; Regional Water Quality Control Bd., Region 5 (Sacramento)

Date Received 08/15/2014 **Start of Review** 08/15/2014 **End of Review** 09/15/2014

Conditions of Approval

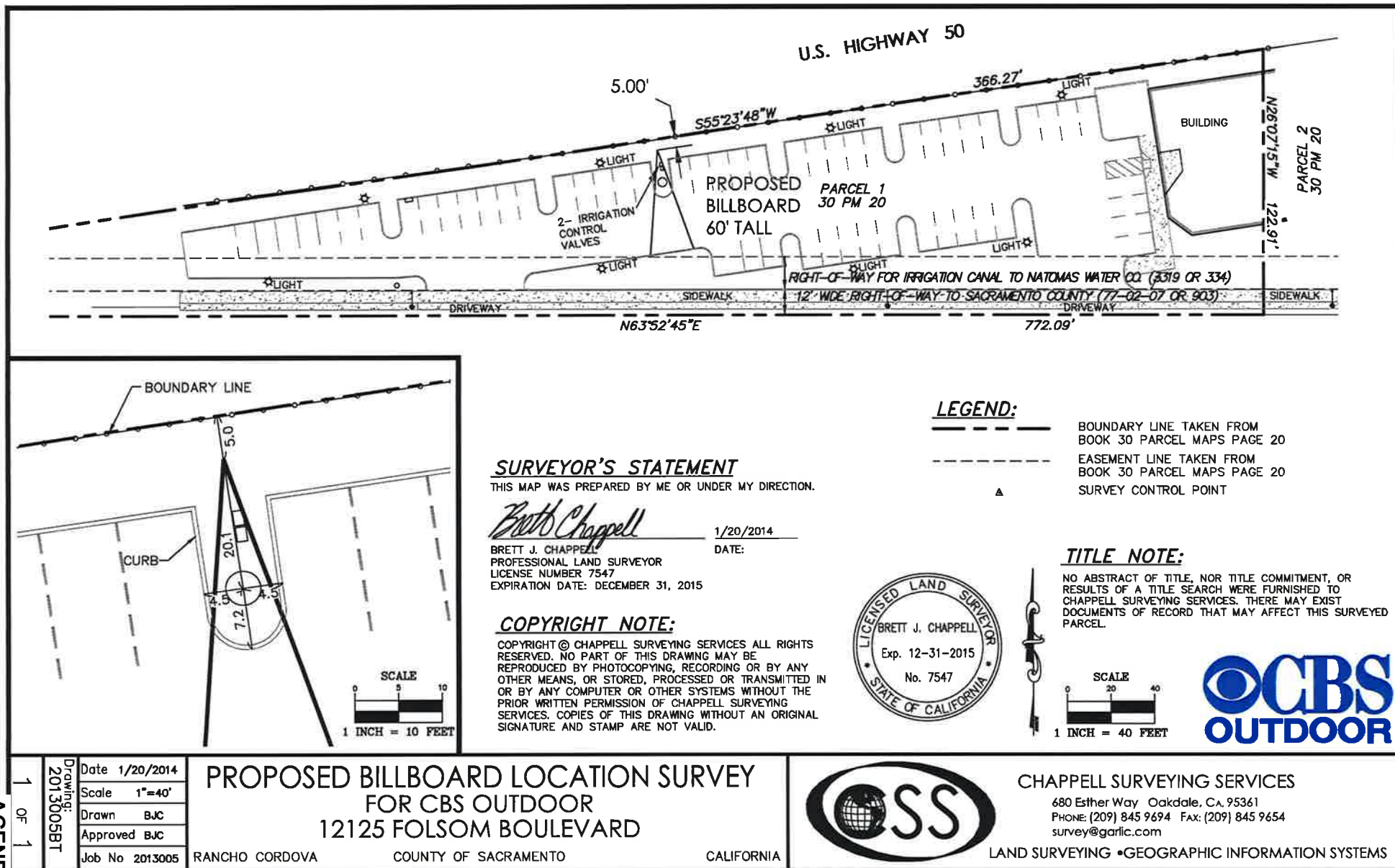
EXHIBIT B

		<u>Timing/ Implementation</u>	<u>Enforcement/ Monitoring</u>	<u>Verification (date & Signature)</u>
1.	The action approves the Conditional Use Permit and Operating Agreement for the Sierra Outdoor/Outfront Media Digital Freeway Sign, to be located at 12125 Folsom Boulevard (APN 069-0160-021-0000), as described in the November 17, 2014 and December 15, 2014 staff reports and associated attachments. The project includes removal of two existing Traditional Billboards at 11373 Folsom Boulevard and near 9847 Folsom Boulevard at the City's western city limits. Any significant modification to the project shall require amendment to the Conditional Use Permit and Operating Agreement.	ON-GOING	PLANNING	
2.	In the event of a legal challenge, this permit shall be withheld pending the outcome of the legal process.	ON-GOING	PLANNING	
3.	This action does not relieve the applicant of the obligation to comply with all ordinances, statutes, regulations, and procedures.	ON-GOING	PLANNING	
4.	The Applicant shall hold harmless the City, its Council Members, officers, agents, employees, and representatives from liability for any award, damages, costs and fees incurred by the City and/or awarded to any plaintiff in an action challenging the validity of this permit or any environmental or other documentation related to approval of this permit. Applicant further agrees to provide a defense for the City in any such action.	ON-GOING	PLANNING	
5.	The Applicant shall not carry a negative account balance with the City for the processing of the project. If a negative account balance occurs, it will be the developer's responsibility to pay the balance due, in order to avoid	ON-GOING	FINANCE	

Conditions of Approval

EXHIBIT B

	delays in the processing of future permits or recordation of maps. Please email the Finance Department at billings@cityofranchocordova.org for the status of your account with the City.			
6.	The project shall comply with all applicable development standards of Section 23.743.150 of the City's Zoning Code.	ON-GOING	PLANNING	
7.	The project and the applicant shall comply with all terms of the Project Operating Agreement for the full duration of sign operation.	ON-GOING	PLANNING	





AGENDA ITEM 14.2

Google earth

feet
meters



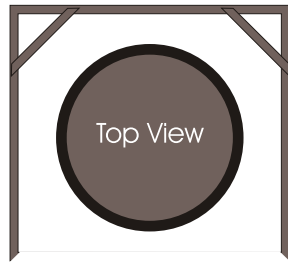
Google earth



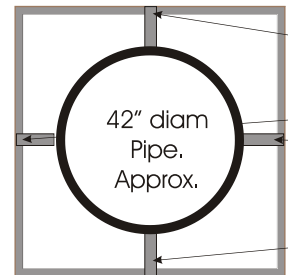








Top View



42" diam
Pipe,
Approx.

Removable end
sections on
this side only.

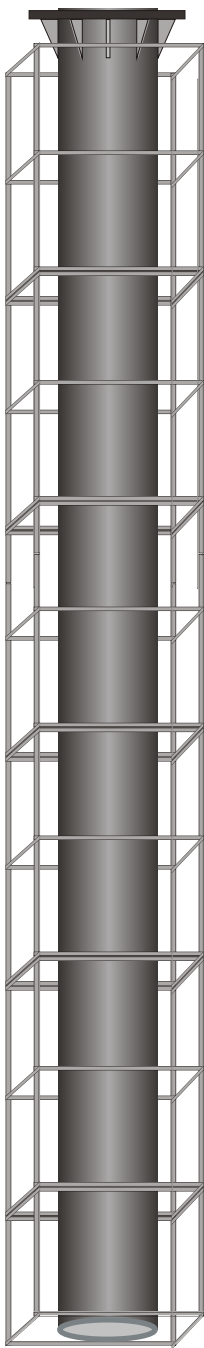
WELDED ANGLE IRON
SECTIONS BETWEEN PIPE
AND POLE COVER FRAMING
TO SECURE POLE COVER
IN PLACE.
BY INSTALLER

Fabricate and install one **5' x 5' x 38'** tall pole cover
for new billboard.
Internal angle to be 1-1/2" x 1/1/2" x 3/16".

Outer skin to be .090 aluminum,
Painted Mathews "Brushed Aluminum". Satin finish.
1/2" tall inset reveals painted same color as pole cover.

CBS copy on both sides to be routed out of aluminum and backed
with blue acrylic. 4" deep light box pan with white LED's mounted
behind routed opening. 20" x 44" overall.

Pole cover to be welded to pipe as noted in diagram.



FRONT VIEW SHOWING
EXAMPLE OF APPROX. PLACEMENT
OF INTERNAL
ANGLE IRON FRAMING



60'
overall
height

46'
Pole Cover
Height

**EQUITY
SIGN GROUP**

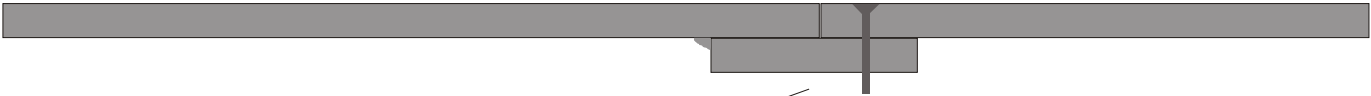
FULL SERVICE - DESIGN, MANUFACTURE, INSTALL



ADDRESS Naturewood, Rancho Cordova
DATE 6-23-13
DRAWING NUMBER Rancho 6-23-14

Top and bottom accent bars to be 1/8" thick plate aluminum.
9" tall x 49'-6" long.
Continuous aluminum back channel bracing with vertical aluminum bracing to be bolted to existing horizontal stringers.

All to be painted Matthews "Brushed Aluminum". Satin finish.



Sections join together with overlap/backup strip.
Welded to one end and screwed together with countersunk flat-head screws at the joint.

Approx 6' long



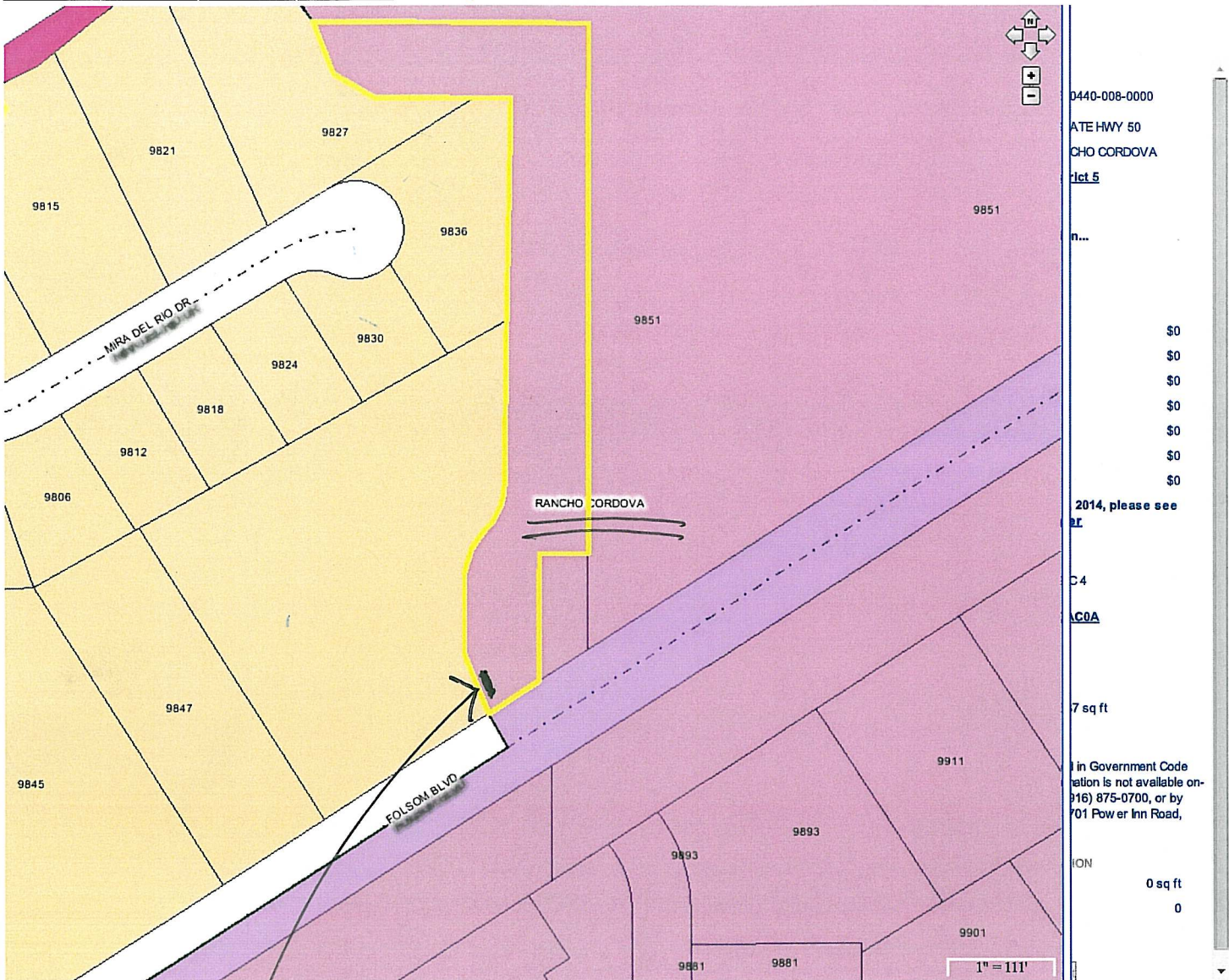
Simulated view
from back angle

**EQUITY
SIGN GROUP**
FULL SERVICE - DESIGN, MANUFACTURE, INSTALL

ADDRESS Naturewood, Rancho Cordova
DATE 6-23-13
DRAWING NUMBER Rancho 6-23-14

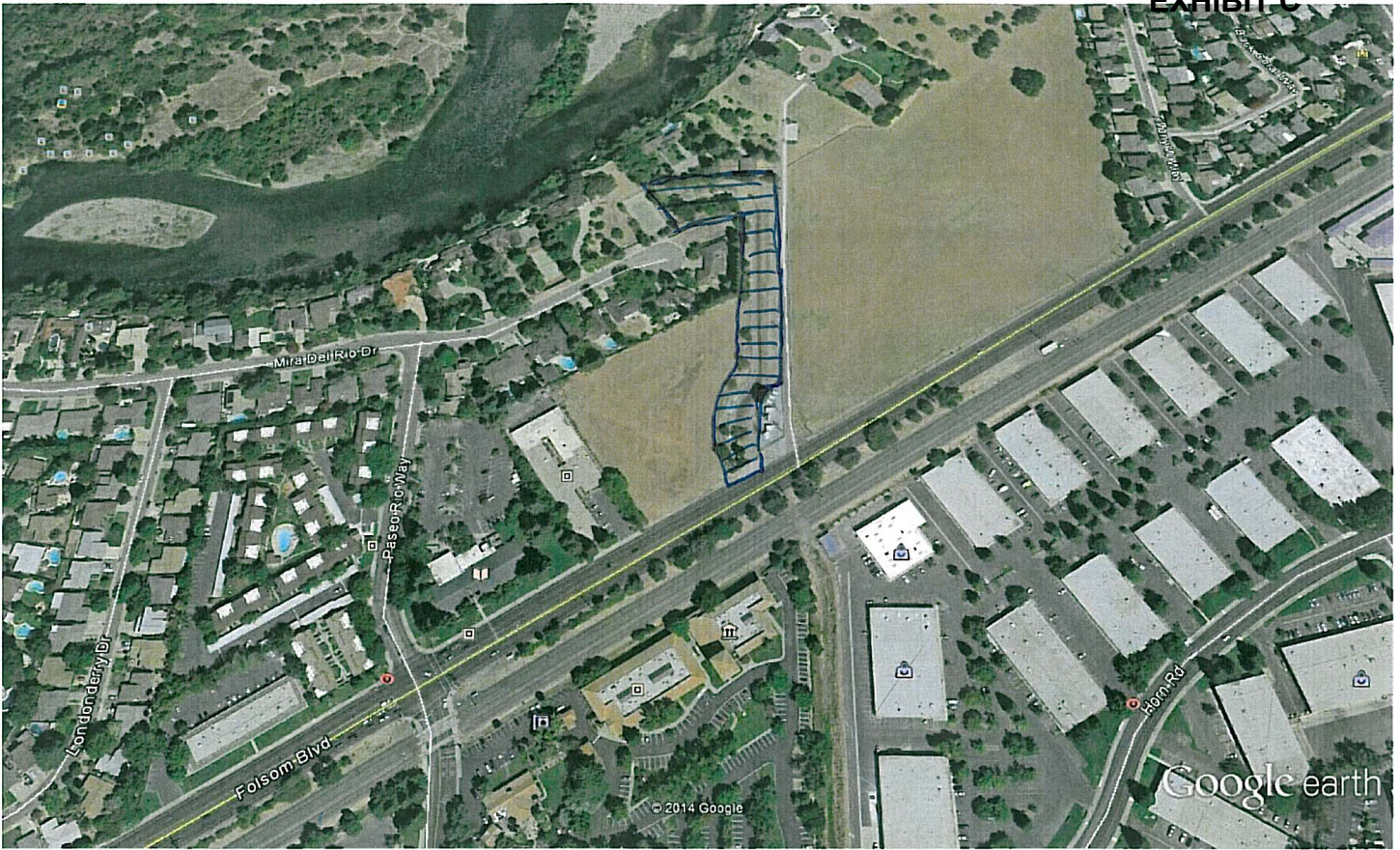
Assessor Parcel Viewer

Overview | Navigate | Select | Comments



CBS Sign is in Rancho Cordova

Sign Location



Google earth





Google earth

feet 10
meters 5



CBS S:6N 40638A



Google earth

feet
meters

20

6



LBS SIGN FACE 040 638





EXHIBIT D

**DIGITAL FREEWAY SIGN OPERATING AGREEMENT BY AND BETWEEN
CITY OF RANCHO CORDOVA AND OUTFRONT MEDIA LLC**

PARTIES

This Operating Agreement for a Digital Freeway Sign (hereinafter “Agreement”), dated _____, 2015 by and between the **City of Rancho Cordova** (the “City”), a California municipal corporation and **Outfront Media LLC** (“Outfront Media”), a Delaware corporation.

RECITALS

1. **Background.** Rancho Cordova Municipal Code Section 23.743.150 , after all required notices and public hearing, allows for the City to enter into an Operating Agreement to allow for a Digital Freeway Sign under certain circumstances; including the permanent removal of pre-existing billboards from within the City. Outfront Media has applied for approval to install one (1) Digital Freeway Sign on the real property subleased by Outfront Media from Sierra Outdoor LLC and located at 12125 Folsom Boulevard in the City of Rancho Cordova, State of California (the “Property”).

2. **Applicant.** Outfront Media is an outdoor-advertising company that has extensive experience in successfully installing, operating, and maintaining traditional and digital billboards throughout the United States. Outfront Media has contracted with the tenant on the Property for the purpose of installing, operating, and maintaining its Digital Freeway Sign, and it has the requisite resources and expertise to do so successfully.

3. **Legal Framework.** For the reasons recited herein, the City has determined that the construction and operation of Outfront Media’s proposed outdoor advertising display on the Property is a development for which this Agreement is appropriate and is specifically permitted and encouraged by §§ 5412 and 5443.5 of the California Outdoor Advertising Act (Bus. and Prof. Code § 5200 et seq. and Rancho Cordova Municipal Code section 23.743.150).

4. **Public Benefit.** City finds that a substantial public benefit will accrue to City by reason of Outfront Media’s outdoor advertising display, which adds value to the community by enabling City to market projects, programs and other activities for the benefit of City and its businesses and residents. In addition the City finds that an additional substantial public benefit will accrue to the City by reason of Outfront Media removing presently existing billboards as a material condition of this Agreement for a Digital Freeway Sign. In exchange for providing these public benefits, Outfront Media receives assurance that it may proceed with the construction and operation of Outfront Media’s outdoor advertising display and the project in accordance with ordinances, resolutions and regulations existing as of the date of this Agreement, subject only to the terms and conditions contained herein and contained in any permits issued pursuant to this project.

EXHIBIT D

NOW, THEREFORE, in consideration of mutual promises, conditions, and covenants hereinafter set forth, the Parties agree as follows:

AGREEMENT

1. Incorporation of Recitals. The Preamble, the Recitals, and all defined terms set forth in both, are hereby incorporated into this Agreement as if set forth herein in full.

2. Definitions. This section defines the terms: “Agreement Year,” “Business Day,” “Caltrans,” “Caltrans Permits,” “City Permits,” “Commencement Date,” “Digital Freeway Sign,” “Digital Display Area,” “Effective Date,” “Include,” “Operational,” “Obstruction,” “Site,” “Sign Structure,” and “Term.” Other terms are defined elsewhere in this Agreement.

- (a) “Agreement Year” means one of the consecutive 12-month periods during the Term. The first Agreement Year begins on the Effective Date.
- (b) “Business Day” means any day the City’s main offices located at 2729 Prospect Park Drive, , Rancho Cordova, California, are open to the public.
- (c) “Caltrans” means the California Department of Transportation.
- (d) “Caltrans Permits” means all permits and approvals that Outfront Media must obtain from Caltrans to install, operate, and maintain the Digital Freeway Sign in accordance with this Agreement.
- (e) “City Permits” means all building permits, conditional use permits, zoning amendments, operating agreements, and other permits, entitlements, and agreements that the City, acting in its governmental capacity, must issue or approve for Outfront Media to install, operate, and maintain the Digital Freeway Sign in accordance with this Agreement.
- (f) “Commencement Date” means the date as of which both of the following have occurred: (1) the City has finally approved the Plans (defined in Section 6(a)); and, (2) Outfront Media has received all necessary governmental permits and approvals for the Digital Freeway Sign, including the Caltrans Permits and the City Permits.
- (g) “Digital Freeway Sign” means an off-site outdoor advertising sign, including all above-ground supporting structures, with one or more digital display areas. A Digital Freeway Sign may be internally or externally illuminated. Digital Freeway Signs are always considered off-site signs and are regulated as such. Outfront Media will install and operate the Digital Freeway Sign on the Site in accordance with the criteria set forth in Exhibit A to this Agreement.

EXHIBIT D

- (h) “Digital Display Area” means the portion of the Digital Freeway Sign that consists of the digital display areas used for general commercial advertising. The Digital Display Area is more particularly described in Exhibit B.
- (i) “Effective Date” means the date as of which both the City and Outfront Media have signed this Agreement, as indicated by the dates in the signature blocks below.
- (j) “Include” and its variants are not restrictive. For example, “includes” means “includes but not limited to,” and “including” means “including but not limited to.”
- (k) “Operational” means the Digital Freeway Sign is capable, legally and functionally, of displaying digital advertising on the Digital Display Area.
- (l) “Obstruction” means any structure, sound wall, communications antennae, tree, or vegetation on City owned or controlled property within 1,000 feet of the Digital Freeway Sign and obstructs the view of the Digital Display Areas from the viewing public on Highway 50.
- (m) “Site” means the portion of the Property located in the City that may be suitable for installation of a Digital Freeway Sign. The Site is more particularly described in Schedule 2 and Exhibit B.
- (n) “Sign Structure” means the portion of the Digital Freeway Sign other than the Digital Display Area, including but not limited to supporting pole(s), display frame and all ancillary equipment and utilities installed on the sign Site. The Sign Structure as improved with Digital Display Area is more particularly described in Exhibit B. If the site currently does not have a Sign Structure, the term “Sign Structure” shall mean all supporting pole(s), display frame and ancillary equipment and above-ground utilities installed on the Site.
- (o) “Term” means the entire time this Agreement is in effect, as specified in Section 3.

3. Term of Agreement.

- (a) *Term.* The “Term” of this Agreement consists of two phases:
 - (1) The “Development Phase,” which begins on the Effective Date and ends when the Digital Freeway Sign becomes Operational.
 - (2) The “Operations Phase,” with regard to the Digital Freeway Sign begins at the end of the Development Phase and ends when such Digital Freeway Sign is removed or after a twenty five (25) year period following the conclusion of the Development Phase, whichever occurs first. The Agreement is automatically renewed for an additional 25 year Term unless written notice is given by either party to the other

EXHIBIT D

party 60 days prior to expiration of the initial Term expressing the party's intent to terminate this Agreement.

4. **Consideration.** As consideration for the rights and benefits it enjoys under this Agreement, including the contemplated use during the Term, Outfront Media shall do all of the following:
 - (a) *Removal of Existing Outfront Media Signs.* At no cost to the City, Outfront Media shall remove the "Existing Signs" identified in Schedule 1, attached to this Agreement and incorporated by reference herein according to the schedule set forth in Schedule 1, subject to the following:
 - (1) Outfront Media hereby waives any rights it may have to compensation for the Existing Signs under federal, state, or local law, including the Highway Beautification Act of 1965 (23 United States Code section 131) and the Outdoor Advertising Act (California Business and Professions Code section 5200 and following) for removal of the Existing Signs in accordance with this Agreement.
 - (2) Outfront Media's commitment to remove the Existing Signs according to the schedule set forth in Schedule 1 is a material provision of this Agreement. Outfront Media is not entitled to replace the Existing Signs once they are removed.
 - (b) *Dedicated "Click".* During the Term of this Agreement, to the extent permissible under applicable laws, rules and regulations, OUTFRONT Media shall display advertisements promoting the City and local community events sponsored by and/or partnered with the City (the "City Copy") on one digital display spot on the Digital Freeway Sign after each 8-spot digital loop (the "Display Time") provided that: (i) all proposed City Copy is submitted to OUTFRONT Media not less than five (5) business days prior to the date on which the City Copy is proposed to be displayed on the Digital Freeway Sign (the "Copy Submission Deadline"); (ii) all digital artwork is consistent with the quality of material to be posted on the Digital Freeway Sign; and (iii) City pays for all digital production costs associated with the City Copy. In no event shall City be permitted to give, sell, trade, barter or exchange the Display Time to any third party. Such act shall be deemed a material breach of this Agreement and City shall automatically forfeit its right to any further Display Time on the Digital Freeway Sign. City represents and warrants that all copy, content and materials supplied by City to OUTFRONT Media for display under this Agreement (i) are owned or duly licensed by City and do not infringe or misappropriate the rights of any other person or entity, (ii) comply with all applicable federal, state, and local laws, rules and regulations and any industry codes or rules by which City and/or OUTFRONT Media may be bound and do not contain any obscene, libelous, slanderous or otherwise defamatory materials or refer in an offensive manner to the gender, race or ethnicity of any individual or group; (iii) are accurate and that all claims contained therein have been substantiated; and (iv) do not infringe upon any copyright, trademark or other intellectual property or privacy right of any third party. The advertisement to be shown during this "click" is separate

EXHIBIT D

from the amber alert and emergency public service notifications required by 6(j) of this agreement.

5. Use of Site.

(a) *Exclusive Uses.* Except as otherwise provided in Section 6(i), Outfront Media has the exclusive right to display outdoor advertising on the Site, in digital formats. In addition, the City shall not authorize any off-site outdoor advertising on any City-owned or City-controlled property if the outdoor advertising would be within 1,000 feet of the Digital Freeway Sign. Outfront Media's exclusive right to conduct outdoor advertising on the Site includes the following:

- (1) Installing, erecting, maintaining, operating, improving, supplementing, posting, painting, illuminating, repairing, repositioning, adding, changing and maintaining equipment required to maintain communications with the Digital Freeway Sign repositioning (with the City's consent) during the term of this Agreement.
- (2) Removing the Digital Display Area and all associated equipment on or from the site when this Agreement terminates, as provided in Section 6(m).
- (3) Licensing the use of the Digital Freeway Sign, or any portion of it, for any lawful purpose related to outdoor advertising.
- (4) All rights to operate the sign faces as Digital Display Areas.

(b) *Unobstructed Use.*

- (1) The City shall not allow the following (an "Obstruction"):
 - (A) On any City-owned or City-controlled real property within 1,000 feet of the Digital Freeway Sign any structure, sound wall, communications antennae, tree, or vegetation that obstructs the view of the Digital Display Areas from the viewing public on Highway 50.
- (2) If Outfront Media notifies the City in writing that an Obstruction exists, and if the City authorized or actively caused the Obstruction, then the City shall remove or remedy the Obstruction at its own cost within 30 days after receiving the notice. If the City fails to remove the Obstruction within 30 days after receiving the notice, then Outfront Media may remove the Obstruction at the City's expense after coordinating with the City's Public Works Department, which coordination shall include, at a minimum, review and approval of Outfront Media's plans to remove the Obstruction prior to Outfront Media commencing work.

EXHIBIT D

- (3) If Outfront Media notifies the City in writing that an Obstruction exists, and if the City did not authorize or actively cause the Obstruction, then the City may remove or remedy the Obstruction at its own cost within 30 days after receiving the notice. If the City does not remove or remedy the Obstruction within the 30 days, then, at no cost to the City, and after coordinating with the City's Public Works Department, which coordination shall include, at a minimum, review and approval of Outfront Media's plans to remove the Obstruction prior to Outfront Media commencing work.
- (4) The City is not obligated to remove or seek removal of visual obstructions on private property. Furthermore, this Agreement does not, and cannot authorize Outfront Media to remove visual obstructions from private property.
- (5) Outfront Media's exercise of its rights under this Section 5(b) are in addition to any other remedies it may have under this Agreement.

6. Installation and Operation of a Digital Freeway Sign.

Outfront Media shall install and operate the Digital Display Area on the Sign Structure in accordance with this Section 6 and consistent with Section 5, all at no cost to the City.

- (a) *Plans and Specifications.* At no cost to the City, Outfront Media shall prepare complete plans and specifications for the Digital Freeway Sign, working closely with the City to develop plans and specifications that are mutually acceptable (the "Plans"). Outfront Media shall submit the Plans to the City for final approval, which the City shall not unreasonably withhold.
- (b) *Caltrans Permits.* As soon as practicable after the Effective Date, Outfront Media shall apply to Caltrans for all Caltrans Permits, and the City shall cooperate with Outfront Media in that effort, including the completion of any Caltrans forms. All Caltrans Permits are to be obtained and secured for Outfront Media's sole benefit and are to be issued in Outfront Media's name. Outfront Media shall perform all obligations under the Caltrans Permits at no cost to the City.
- (c) *City Permits.* The City shall diligently process Outfront Media's applications for all City Permits. This Agreement does not commit the City in advance to approve the City Permits; and this Agreement does not constrain the City's discretion, acting as a government, with respect to the City Permits specifically or to the Digital Freeway Sign generally.
- (d) *Installation.* Outfront Media shall begin installing the Digital Display Area as soon as practicable after the Commencement Date and shall diligently pursue installation to completion without unnecessary interruption. Outfront Media will be excused, however, for any delays in beginning or completing installation that are caused by a Force Majeure

EXHIBIT D

Event, as defined in Section 9(d)(1). Outfront Media shall use reasonable diligence to avoid such delays and to resume work as promptly as possible after such a delay.

- (e) *Ownership.* Outfront Media will be the owner of the Digital Freeway Sign and all permits and authorizations that relate to it, including the City Permits and the Caltrans Permits.
- (f) *Maintenance.* At no cost to the City, Outfront Media shall maintain the Sign Structure and shall maintain and repair the Digital Freeway Sign in accordance with the standards of the outdoor-advertising industry. Outfront Media's maintenance obligation under this Section 6(f) includes the obligation to remove any graffiti from the Sign Structure and the Digital Freeway Sign within three (3) business days of being notified of the graffiti by the City. The City is not obligated to maintain the Sign Structure or to maintain or repair the Digital Freeway Sign.
- (g) *Damage or Destruction.* This Agreement will continue in full effect if any of the Digital Freeway Sign is damaged and such damage amounts to less than material damage, as defined in Section 6(h) below. Outfront Media shall promptly repair the Digital Freeway Sign, and Outfront Media shall promptly apply for, and diligently pursue the issuance of, any permits or approvals it needs to repair or replace the Digital Freeway Sign. Within 30 days after obtaining the City Permits, all other necessary permits and approvals, and all parts and components, Outfront Media shall begin work to repair or replace the Digital Freeway Sign. Outfront Media shall complete the work within 180 days after the work begins. If Outfront Media elects, under this Section 6(g), not to repair or replace the Digital Freeway Sign then Outfront Media shall notify the City in writing of its election and shall remove the Digital Freeway Sign and restore the Site in accordance with Section 6(m).
- (h) *Utilities.* At no cost to the City, Outfront Media shall provide and pay for all utility connections, utility equipment, and utility service required to install, operate, maintain, repair, improve, or reposition the Digital Freeway Sign. Outfront Media shall participate in the Sacramento Municipal Utility District's Greenergy Program for electricity service to the Digital Freeway Sign. In the event electrical power becomes unavailable, for whatever reason, Outfront Media may remove the Digital Display Area and operate its Sign Structure with traditional faces. *Amber Alerts and Public-Service Messages.* During all periods when Digital Display Areas are Operational on the Digital Freeway Sign, Outfront Media shall make the Digital Display Area available to the appropriate governmental agencies for the purpose of displaying "Amber Alert" messages in accordance with the Amber Alert Guidelines set forth in Exhibit C to this Agreement. In addition, Outfront Media shall allow the Digital Display Area to be available to the City, and to other government agencies without cost, on a space-available basis determined by Outfront Media, for the purpose of displaying public-service messages (e.g., evacuation routes, drunk-driving-awareness messages, emergency-disaster communications). The City's messages must meet Outfront Media's graphics-arts standards so that the messages are "camera ready," at no cost to Outfront Media. All copy will be subject to Outfront

EXHIBIT D

Media's standard advertising copy rejection and removal policies which allow Outfront Media the right in Outfront Media's sole discretion to approve or disapprove a copy and remove a copy once posted or displayed.

- (i) *Future technologies.* The technology currently being deployed for the Digital Freeway Sign is LED (light emitting diode), but there may be alternate, preferred or superior technology available in the future. Outfront Media is authorized to change the Digital Freeway Sign to any other technology that operates under the maximum brightness standards set forth in Section 6(l) of this Agreement. The City shall expedite any required approvals for technology that is superior in energy efficiency over previous generations or types.
- (j) *Illumination Standards.* Digital Freeway Sign illumination is expressly permitted when in compliance with all applicable rules and regulations (see Section 5(n) below) and when operated within these standards, Digital Freeway Signs:
 - (1) shall not operate at brightness levels of more than 0.3 foot candles above ambient light, as measured using a foot candle meter at a pre-set distance.
 - (2) Distance to measure the foot candles impact shall be measured from a distance of 250 ft. for a sign with a nominal face size of 14' x 48'.
 - (3) Each Digital Display Area must have a light sensing device that will adjust the brightness as ambient light conditions change.
- (k) *Removal of Digital Freeway Sign.* When the Term ends, whether it expires as scheduled or is terminated early, Outfront Media shall promptly apply for, and diligently pursue the issuance of, at no cost to the City, any permits or approvals it needs to remove the Digital Freeway Sign, including the Digital Display Area and all above-ground sign structures and supports. Within 120 days after obtaining the necessary permits and approvals, Outfront Media shall remove the Digital Freeway Sign and all above-ground sign structures and supports and restore the site to the pre-Agreement condition, all at no cost to the City. Outfront Media shall not be required to remove the below-grade portions of the Sign Structure. Following termination of this Agreement but prior to removal of the Digital Freeway Sign, Outfront Media shall not display digital advertising on the Digital Display Area.
- (n) *Compliance with Laws; Waiver of Compensation.* During the Term and while removing the Digital Freeway Sign after the Term in accordance with Section 6(m), Outfront Media shall do the following at no cost to the City: comply with all valid and applicable statutes, ordinances, regulations, rules, and orders that concern the Digital Freeway Sign and are enacted or issued by any federal, state, or local governmental entity with jurisdiction over the Digital Freeway Sign (including the City) whether enacted or issued before, on, or after the Effective Date including but not limited to sections 5403, 5402, 5405, 5408 and 5408.1 of the California Outdoor Advertising Act. Notwithstanding the foregoing, nothing herein

EXHIBIT D

shall be deemed to negate, void, or diminish (i) any claim Outfront Media may have for just compensation as a result of any governmental action that results in the taking of its property or (ii) the right of Outfront Media to avail itself of all remedies available to Outfront Media under state or federal law to maintain its Digital Freeway Sign.

7. Early Termination.

- (a) *City's Termination Rights.* Without prejudice to its other remedies at law or in equity, the City may terminate this Agreement, at any time and in its sole discretion, effective 30 days after the City gives Outfront Media written notice of termination, if any of the following circumstances occurs:
 - (1) Outfront Media breaches its obligation to perform in accordance with any material provision of this Agreement and: (A) does not cure the breach within 30 days after the City serves it with a written notice of breach or, if the breach cannot reasonably be cured within 30 days; (B), does not begin work on a cure within 30 days after the City serves it with a written notice of breach and diligently pursue the cure to completion within ninety (90) days after work begins. The parties can agree to extend the time period to cure the breach by mutual written agreement. The express designation in this Agreement of a provision as "material" does not imply that other provisions are not material.
 - (2) Outfront Media initiates legal challenge to the validity of this Agreement or its authorizing ordinance provided that this subsection shall not prevent Outfront Media from enforcing this Agreement and the parties' obligations hereunder.
- (b) *Outfront Media's Termination Rights.* Without prejudice to its other remedies at law or in equity, including the right to seek just compensation under the laws of eminent domain as described in Section 9, Outfront Media may terminate this Agreement, at any time and in its sole discretion, effective 30 days after Outfront Media gives the City written notice of termination, if any of the following circumstances occurs:
 - (1) The view of the Digital Display Area from the adjacent portion of Highway 50 is obstructed by an Obstruction on City-owned or City-controlled real property, and Outfront Media did not cause the Obstruction and the City has failed to adhere to its obligations under Section 5(b) following proper notice by Outfront Media. Materially obstructed shall mean at least one-half of the displayed area is obstructed.
 - (2) Outfront Media cannot safely use the Site to install, operate, maintain, repair, or improve the Digital Freeway Sign because of a non-remediable or costly condition, and Outfront Media did not cause the condition.

EXHIBIT D

- (3) There is a material diversion of traffic from, or a material reduction or change in the directional flow of traffic on, the portion of Highway 50 adjacent to the Site, and the diversion or disruption continues uninterrupted for at least 30 consecutive days
 - (4) Outfront Media cannot obtain or maintain any governmental permits, licenses or approvals required to install, operate, maintain, repair, or improve the Digital Freeway Sign, including but not limited to the Caltrans Permits and the City Permits.
 - (5) Use of the Digital Freeway Sign for its intended purpose is prevented or limited by law, or Outfront Media is required by any court or other governmental entity, for reasons other than eminent domain, to remove the Digital Freeway Sign from the Site.
 - (6) The Digital Freeway Sign is materially damaged or destroyed and Outfront Media elects not to repair or replace the Digital Display Area. Materially damaged or destroyed shall mean at least one-half of the Digital Display Area is damaged or destroyed such that at least one-half of it is fully inoperable.
- (c) *City's and Outfront Media's Additional Termination Rights.* Without prejudice to their other remedies at law or in equity, either party may terminate this Agreement if the other party (and/or, for Outfront Media, its parent company).
- (1) Has an order for relief entered with respect to it, commences a voluntary case, or has an involuntary case filed against it under any applicable bankruptcy, insolvency, or other similar law then in effect, and the order or case is not stayed, withdrawn, or settled within 60 days after it is entered, commenced, or filed (11 U.S.C. § 365(e)(2)(A), as amended, or any successor statute); or
 - (2) Files for reorganization, becomes insolvent, or has a receiver or other officer with similar powers appointed for its affairs in any court with jurisdiction, whether or not with its consent (unless dismissed, bonded, or discharged within 60 days after appointment).

8. Indemnification.

- (a) *Definitions.* The following definitions apply to this Section 8:

- (1) "Person" is to be interpreted broadly. It includes not just third persons but also Outfront Media and Outfront Media's directors, officers, employees, contractors, and agents; and the City and the City's elected officials, officers, employees, contractors, and agents.

EXHIBIT D

- (2) “Liabilities” means all liabilities, claims, demands, damages, and costs (including reasonable attorneys’ fees and litigation costs through final resolution on appeal) that arise directly or indirectly from Outfront Media’s possession or use of the Site.
 - (3) “Occurrence” means: (A) the death of, or injury to, any Person; and (B) damage to, or destruction of, any real property, personal property.
- (b) *General Indemnity.* Outfront Media shall indemnify, defend (with attorneys reasonably acceptable to the City), protect, and hold the City harmless from and against all Liabilities that arise directly or indirectly from Outfront Media’s possession or use of the Site. Outfront Media is obligated under this Section 8(b) even if the City or the City’s elected officials, officers, employees, contractors, or agents reviewed, accepted, or approved the work, materials, or activities from which the Liabilities arise. But Outfront Media is not obligated under this Section 8(b) to the extent the Liabilities are caused by the active negligence or willful misconduct of the City or the City’s elected officials, officers, employees, contractors, or agents. Outfront Media’s obligation under this Section 8 (b) includes Liabilities arising from any of the following:
- (1) Any Occurrence on the Site, but only to the extent caused by Outfront Media’s acts or omissions.
 - (2) Any Occurrence that is in any way connected with any of Outfront Media’s personal property on the Site.
 - (3) Any Occurrence caused or allegedly caused by (A) any condition of the Site created by Outfront Media or by any Person on the Site with Outfront Media’s permission; or (B) some act or omission on the Site by Outfront Media or by any Person on the Site with Outfront Media’s permission.
 - (4) Any Occurrence caused by, or related in any way to, work or activities performed on the Site or materials furnished to the Site at the request of Outfront Media or any Person or entity acting for Outfront Media or with Outfront Media’s permission.
 - (5) Any Occurrence that is caused by, or related in any way to, a verbal or non-verbal display on the Digital Display Area.
 - (6) Outfront Media’s failure to perform any provision of this Agreement, to comply with any requirement of law applicable to Outfront Media, or to fulfill any requirement imposed by any governmental entity (including the City when acting as a government) on Outfront Media or Outfront Media’s use of the Site.
- (c) *Legal Challenges.* Outfront Media shall indemnify, defend with attorneys selected by the City, protect, and hold harmless the City and the City’s elected officials, officers, and employees (“Agents”) in any litigation to attack, set aside, void or annul an approval by

EXHIBIT D

the City or its Agents concerning the Digital Freeway Sign (collectively, a “Claim” including litigation based on the California Environmental Quality Act) brought to challenge the validity of this Agreement, the validity of the City Permits or the Caltrans Permits, or the validity of the City ordinances that authorize the installation and Operation of the Digital Freeway Sign on the site. Outfront Media’s obligation to indemnify under this Section 7(c) includes liability for attorneys’ fees awarded to a party who successfully challenges the validity of this Agreement, of the City Permits, or the Caltrans Permits, or of any authorizing ordinance. If such a Claim is brought, the parties shall promptly notify the other party of such Claim and each party shall cooperate with the efforts of the Outfront Media to defend such Claim. The City will not voluntarily assist the opposing party in any such Claim or take any position adverse to Outfront Media in connection with such Claim. Nothing in this paragraph shall obligate the City to defend any Claim and the City shall not be required to pay or perform any settlement arising from any such Claim, unless the settlement is approved in writing by the City.

- (d) *Survival.* Outfront Media’s obligations under this Section 8 will survive this Agreement.

9. Miscellaneous.

- (a) *Assignments and SubAgreements.* A party may not assign or otherwise transfer this Agreement or any interest in it, and this Agreement is not assignable by operation of law, without the other party’s prior written consent, which the other party shall not withhold, delay, or condition unreasonably. This Agreement remains in effect, and an assignment or transfer of this Agreement does not occur, for purposes of this Section 9(a), if Outfront Media merges with another company, reorganizes its stock, or undergoes a similar corporate restructuring, or if Outfront Media sells any of its assets or stock. An assignment or transfer made contrary to this Section 9(a) is void.
- (b) *Successors and Assigns.* This Agreement binds and inures to the benefit of the successors and permitted assigns of the parties. This Section 9(b) does not constitute the City’s consent to any assignment of this Agreement or any interest in the Agreement.
- (c) *Notices.* Any notice or other communication under this Agreement must be in writing and will be considered properly given and effective only when mailed or delivered in the manner provided by this Section 9(c) to the persons identified below. A mailed notice or other communication will be effective or will be considered to have been given on the third day after it is deposited in the United States Mail (certified mail and return receipt requested), addressed as set forth below, with postage prepaid. A notice or other communication sent in any other manner will be effective or will be considered properly given when actually delivered. A party may change its address for these purposes by giving written notice of the change to the other party in the manner provided in this Section 9(c).

EXHIBIT D*If to the City:*

City of Rancho Cordova
 Planning Department
 2729 Prospect Park Drive
 Rancho Cordova, California 95670
 Attention:
 Aaron Busch, Community Development
 Director

If to Outfront Media:

Outfront Media LLC
 1731 Workman St. S,
 Los Angeles, CA 90031
 Attention: VP Real Estate

With a copy to:

Outfront Media LLC
 405 Lexington Avenue
 New York, NY 10174
 Attn: General Counsel

(d) *Force Majeure.*

- (1) “Force Majeure Event” means a cause of delay that is not the fault of the party who is required to perform under this Agreement and is beyond that party’s reasonable control, including the elements (such as floods, earthquakes, windstorms, and unusually severe weather), fire, energy shortages or rationing, riots, acts of terrorism, war or war-defense conditions, acts of any public enemy, epidemics, the actions or inactions of any governmental entity (excluding the City) or that entity’s agents, litigation, labor shortages (including shortages caused by strikes or walkouts), and materials shortages.
 - (2) Except as otherwise expressly provided in this Agreement, if the performance of any act required by this Agreement to be performed by either the City or Outfront Media is prevented or delayed because of a Force Majeure Event, then the time for performance will be extended for a period equivalent to the period of delay, and performance of the act during the period of delay will be excused.
- (e) *Waiver of Breach.* A party’s failure to insist on strict performance of this Agreement or to exercise any right or remedy upon the other party’s breach of this Agreement will not constitute a waiver of the performance, right, or remedy. A party’s waiver of the other party’s breach of any provision in this Agreement will not constitute a continuing waiver or a waiver of any subsequent breach of the same or any other provision. A waiver is binding only if set forth in writing and signed by the waiving party.
- (f) *Relationship of the Parties.* This Agreement does not create any relationship or association between the City and Outfront Media. For example, and without limiting the previous sentence, this Agreement does not create between the City and Outfront Media the relationship of principal and agent, nor does it create a partnership or joint venture.

EXHIBIT D

- (g) *Attorneys' Fees.* The party prevailing in any litigation concerning this Agreement, the Site, or any improvements to the Site (including the Digital Freeway Sign) will be entitled to an award by the court of reasonable attorneys' fees and litigation costs through final resolution on appeal in addition to any other relief that may be granted in the litigation. If the City is the prevailing party, then this Section 9(g) will apply whether the City is represented in the litigation by the Office of the City Attorney or by outside counsel.
- (h) *Severability.* If a court with jurisdiction holds any nonmaterial provision of this Agreement to be invalid, void, or unenforceable, then the remaining provisions will remain in full force.
- (i) *Counterparts.* The parties may execute this Agreement in counterparts, each of which will be considered an original, but all of which will constitute the same Agreement.
- (j) *Further Assurances.* Each party shall execute all additional documents or instruments and take all necessary action that either party reasonably considers necessary to carry out the proper purposes of this Agreement.
- (k) *Time of Essence.* Time is of the essence of this Agreement.
- (l) *Interpretation.* This Agreement is to be interpreted and applied in accordance with California law without regard to conflict-of-laws principles, except that the rule of interpretation in California Civil Code section 1654 will not apply. Schedules 1 and 2 and Exhibits A, B, and C are part of this Agreement.
- (m) *Integration and Modification.* This Agreement sets forth the parties' entire understanding regarding the matters addressed. It supersedes all prior or contemporaneous agreements, representations, and negotiations (written, oral, express, or implied) and may be modified only by another written agreement signed by both parties.

(Signature Page Follows)

EXHIBIT D**City of Rancho Cordova**

By: _____
Brian Nakamura
City Manager
Dated: _____, 2015

Approved as to Form
Rancho Cordova City Attorney

By: _____
Adam Lindgren
City Attorney

Outfront Media LLC

By: _____
Raymond Nowak
EVP, CAO and US CFO
Dated: _____, 2015

**Agreement for Digital Billboard
City of Rancho Cordova and Outfront Media**

Agreement for Digital Freeway Sign
City of Rancho Cordova and Outfront Media

Schedule 1

Existing Billboards to be Removed

New Billboard	Existing Billboards
Naturewood Site Address: 12125 Folsom Boulevard APN 069-0160-021	Outfront Media shall obtain the necessary permits to remove these Existing Signs <i>before</i> the Commencement Date for the new Digital Freeway Sign; and will actually complete removal within 12 months from said date: Locations: 11373 Folsom Boulevard (APN 069-0130-003) – Two sided traditional billboard with approximately 600 square feet of sign area Near 9847 Folsom Boulevard (APN 075-0440-008) – Two sided traditional billboard with approximately 600 square feet of sign area 11369 Folsom Boulevard (APN 069-0130-004) – Two sided traditional billboard with approximately 600 square feet of sign area 10833 Folsom Boulevard (APN 058-0034-008) – Single sided traditional billboard with approximately 672 square feet of sign area

**Agreement for Digital Freeway Sign
City of Rancho Cordova and Outfront Media
Exhibit A**

Digital Freeway Sign Operational Requirements

- a. Operational Limitations. Digital Freeway Sign shall display static messages only, and shall not have animation, movement, or the appearance or optical illusion of movement in or on any part of the Sign Structure, design, or pictorial segment of the sign. Each static message shall not include flashing, scintillating lighting or varying light intensity.**
- b. Minimum display time. Each message on the sign must be displayed for a minimum of eight (8) seconds.**
- c. Each display must have a light sensing device that will adjust the brightness as ambient light conditions change.**
- d. The Digital Freeway Sign shall be operated with systems and monitoring in place to either turn the display off or show a “full black” image on the display in the event of a malfunction that affects at least fifty percent of the display area.**
- e. The Digital Freeway Sign shall not be deemed prohibited under Section 23.743.050 and is not governed by any of the prohibitions set forth in Subsections B, Q, S or U thereof as the operation thereof is specifically authorized by Section 23.743.150 of the Code.**
- f. Section 23.743.090 of the Code shall not apply to Digital Freeway Sign. Illumination for the Digital Freeway Sign shall comply with the terms of this Agreement and is otherwise specifically permitted by Section 23.743.150 of the Code.**
- g. Digital Freeway Sign is not considered to be a pole sign under Section 23.743.120. E of the Code.**
- h. Digital Freeway Sign shall not be included within any definition of Flashing set forth in the Code.**

**Agreement for Digital Freeway Sign
City of Rancho Cordova and Outfront Media
Exhibit B**

Digital Freeway Sign Description

Insert Final Exhibit

Agreement for Digital Freeway Sign
City of Rancho Cordova and Outfront Media

Exhibit C

Amber Alert Guidelines

AMBER alerts are issued by the National Center for Missing and Exploited Children in Washington, DC. For those alerts, Outfront Media and the outdoor advertising industry adhere to these guidelines:

Digital Freeway Sign advertising will be completely interrupted upon receipt of an AMBER Alert within the affected geographical boundary.

The appropriate AMBER Alert will run uninterrupted for a minimum of one hour preempting all other advertising.

Thereafter, during the two hours immediately following the aforementioned one-hour display of the AMBER Alert, the same alert will be displayed in rotation along with other paid advertisers unless cancelled earlier. After the initial 3 hour display period, any additional posting of the alert shall be based on the situation and availability.

MEMORANDUM

DATE: February 17, 2015

TO: Honorable Mayor and Council Members

FROM: Jessica Jordan, Principal Planner



**SUBJECT: SIERRA OUTDOOR/CBS OUTDOOR DIGITAL FREEWAY SIGN
CONDITIONAL USE PERMIT AND OPERATING AGREEMENT; PROJECT
NO. DD8490 – LOCATED AT 12125 FOLSOM BOULEVARD.**

PROPERTY OWNER: 1988 Keyes Family Limited Partnership Ms. Lisa Keyes 12125 Folsom Boulevard Rancho Cordova, 95742	APPLICANTS: Sierra Outdoor, LLC Mr. Patrick Gardner 3445 American River Drive, Suite A Sacramento, CA 95864 CBS Outdoor Mr. Kevin Johnson 2050 W. Fremont Street Stockton, CA 95203
PROJECT: The applicant is requesting a Conditional Use Permit and Operating Agreement for a digital freeway sign in the parking lot of the Naturwood Home Furnishing store, located at 12125 Folsom Boulevard (APN 069-0160-021-0000). The proposed digital freeway sign would be 60 feet in height and would have two digital display areas measuring 14 feet by 48 feet, for a sign area of 672 square feet on each side. Decorative pole cladding will surround the pole base. In addition to the new digital freeway sign, two traditional billboards will be removed at 11373 Folsom Boulevard and near 9847 Folsom Boulevard at the City's western city limits respectively. FILE: DD8490 LOCATION: 12125 Folsom Boulevard APN: 069-0160-021-0000 PLANNER: Jessica Jordan	

RECOMMENDATION

The following recommendations provide the City Council with alternative approaches to address the proposed Digital Freeway Sign application:

1. Consistent with Council direction received on December 15, 2014, adopt Resolution 4-2015 approving the Sierra Outdoor/Outfront Media Conditional Use Permit and Operating Agreement; OR

2. Consider additional information included within the staff report and the public testimony and provide staff with alternative direction as desired.

RESULT OF RECOMMENDED ACTION

Adoption of the Resolution would allow for Sierra Outdoor/Outfront Media to move forward with project construction. Alternatively, the City Council can provide other direction regarding preparation of alternate Resolutions or conducting additional research to be brought back for consideration in the future.

BACKGROUND

This item as well as Agenda Item 14.1 from Clear Channel Outdoor were first presented to the City Council on November 17, 2014. A second public hearing was held on December 15, 2014. During the public hearing, staff presented further details of the project and answered questions. The applicants provided information to the City Council as well. At the conclusion of the discussion, the City Council directed staff to prepare documents approving the Sierra Outdoor/Outfront Media project as proposed and return the item to the City Council at their January 20, 2015 meeting. The Resolution for approval is provided herein as **Attachment 1**. The City Council also continued the Clear Channel Outdoor item and directed staff to prepare documents for denial of that request.

At the January 20, 2015 City Council meeting, the City Council expressed a desire to hear additional testimony before taking action. Since the prior public hearing was previously closed, the City Council directed staff to re-notice the public hearing for this item for February 17, 2015 to allow for consideration of new information. The City Council opened the hearing and briefly discussed the item. The City Council specifically requested that staff provide an ownership map/inventory of all existing billboards within the City limits. Said map is provided herein as **Attachment 2**. Additionally, the past Council actions on the digital freeway signs Code amendments in 2012 were discussed. Councilmember Terry requested any minutes or materials from 2012, specifically from the Council ad-hoc committee, be provided within this staff report. In turn, Councilmember Budge provided a summary of the ad-hoc committee's actions from 2012. Staff has reviewed the 2012 materials and meeting videos and has found no record beyond Councilmember Budge's summary of the ad-hoc committee's work therefore, no attachments responding to this request are provided. In addition to the Council's direction to re-notice this item, the City Council advised members of the public who were interested in the two different proposals to submit any information on these items to staff ten days prior to the new Council meeting date.

Following the meeting, staff requested that the applicant, citizens, or other interested parties submit materials or additional information by February 9, 2015 for analysis prior to the public hearing. The items that were received are attached and summarized below.

ADDITIONAL INFORMATION

Staff received the following new information regarding the two different proposals: 1) letters from Sierra Outdoor/Outfront Media; 2) letters from Clear Channel Outdoor subject property owner; and 3) letters from neighborhood associations. Provided below is a brief overview of these submittals.

Sierra Outdoor/Outfront Media letters

The following table provides a summary of the project as proposed by the applicant today. In short, since the January 2015 meeting, Sierra Outdoor has added an additional sign removal to their proposal and slightly modified the financial terms of their proposal. Sierra Outdoor/Outfront Media are also alternatively willing to conform to their December 15, 2014 project. Should the City Council wish to accept this alternative proposal, Council should direct staff to modify the approving documents accordingly. Modifications would be limited to minor edits within the Conditions of Approval and Operating Agreement and could be accomplished prior to signature of the Operating Agreement. Further details are provided in **Attachment 3**.

Sierra Outdoor/Outfront Media Proposal

Installation	12125 Folsom Boulevard
Removals	11373 Folsom Boulevard 9847 Folsom Boulevard 10833 Folsom Boulevard (*new)
Conditional Signing Bonus	None
Additional Monies	\$50,000 (*new)
Annual Payments	Year 1: \$65,000 Years 2-25: \$25,000
Other	Dedicated "click" to City

Petition from Bluff City, Inc. Homeowners Association, et al

Prior to the January 20, 2015 City Council meeting, the City received a petition from the Bluff City, Inc. Homeowners Association, Lake Natoma Heights Neighborhood Association, Rollingwood Unit #6 Homeowners Association, Save the American River Association, and The Classics at Gold River requesting the City Council reject the Mitigated Negative Declaration prepared for this project on the grounds that adequate notice did not occur. Staff has reviewed this petition and found that the noticing was legally adequate. The petition is provided as **Attachment 4**.

Clear Channel Outdoor Subject Property Owner Letters

Mr. John Hansen provided several letters prior to this staff report and the January 20th City Council hearing, included as **Attachment 5**. These letters contain numerous questions, of which staff can only respond to a limited few. In short, Mr. Hansen is requesting that the City Council reconsider the Clear Channel proposal and reverse the decision to deny the application. Mr. Hansen's letter makes inquiries regarding the application process, location of sign removals, safety concerns voiced by the City Council, and landscape modifications at the Naturewood site. Both this application and the proposal by Clear Channel Outdoor have been handled in the typical, legally mandated fashion. The City Council has provided many comments on the record regarding the proposed projects, expressing their opinion, and directing staff to prepare resolutions in a clear manner. The various signs proposed for removal by both applicants are located within the city limits. Safety concerns associated with digital freeway signs were discussed during the prior Council meeting and included distance between digital signs and freeway directional signs and the possible driver confusion that may result. The applicant has responded to Mr. Hansen's concerns regarding onsite trees within their letter (**Attachment 3**). Staff has reviewed this information and while the tree removal at Naturwood does not appear to be associated with the digital freeway sign project, it would have likely required Minor Design Review. There are no records that this review was conducted in the past. It would be quite difficult to conduct such a review at this point in time but, could be pursued if Council so desired.

Memorandum from Bluff City, Inc. Homeowners Association

The Bluff City, Inc. Homeowners Association, Lake Natoma Heights Neighborhood Association, Rollingwood Unit #6 Homeowners Association, and Save the American River Association, prepared a document entitled “Why the City of Rancho Cordova Should Not Approve Digital Billboards at This Time – A Proposal for Planning”, included as **Attachment 6**. The Memorandum was prepared by the neighborhood associations with the assistance of Mr. Jerry Wachtel. The memorandum and reference documents contain extensive information regarding digital freeway sign operation and safety. The group requests that the City Council pause and conduct more comprehensive research into various aspects of digital freeway signs prior to taking action on either the Clear Channel Outdoor or Sierra Outdoor/Outfront Media projects. The memorandum cites several deficiencies within the Mitigated Negative Declaration prepared for the project including how it has or has not addressed sign brightness and message dwell time, future capabilities of this sign type and adverse impacts on traffic safety, and misstatements within the document itself. Staff believes the originally prepared Mitigated Negative Declaration adequately addresses the anticipated impacts of the proposed project and is consistent with the City’s Code standards. However, should the Council so desire, additional study of the issues raised in **Attachment 6** could be conducted.

RECOMMENDATION

Staff recommends the City Council adopt Resolution 4-2015 adopting the Mitigated Negative Declaration and approving the Sierra Outdoor/Outfront Media Conditional Use Permit and Operating Agreement – DD8490, subject to the attached Conditions of Approval, Project Plans and Operating Agreement or direct staff to prepare an alternate Resolution or conduct further research as desired.

ATTACHMENT(S)

Please note, with the exception of Attachments 1 and 3, attachments provided herein are duplicate of the Clear Channel Outdoor staff report package.

1. Resolution 4-2015, including the Mitigated Negative Declaration (**Exhibit A**), Conditions of Approval (**Exhibit B**), Project Plans (**Exhibit C**), and Operating Agreement (**Exhibit D**)
2. City map of existing traditional and digital billboards and ownership
3. Sierra Outdoor/Outfront Media Letters submitted February 9, 2015
4. Petition to Reject the August 2014 Mitigated Negative Declaration from Bluff City, Inc. Homeowners Association, et al dated January 19, 2015
5. Letters from Mr. John Hansen dated January 6, 2015, January 19, 2015, and February 6, 2015
6. Memorandum from Residents of Rancho Cordova, Bluff City, Inc. Homeowners Association, et al dated February 6, 2015

CITY OF RANCHO CORDOVA

RESOLUTION NO. 4-2015

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF RANCHO CORDOVA
ADOPTING THE MITIGATED NEGATIVE DECLARATION AND APPROVING THE SIERRA
OUTDOOR/OUTFRONT MEDIA LLC DIGITAL FREEWAY SIGN CONDITIONAL USE
PERMIT AND OPERATING AGREEMENT – DD8490**

WHEREAS, the applicant for the Sierra Outdoor/Outfront Media LLC Digital Freeway Sign project (“Project”) has applied to the City of Rancho Cordova (“City”) for a Conditional Use Permit and Operating Agreement for the installation of a Digital Freeway Sign, located at 12125 Folsom Boulevard; and

WHEREAS, the City’s Zoning Code allows for the installation of Digital Freeway Signs in certain specified locations and subject to specific development standards; and

WHEREAS, the proposed project has been analyzed and complies with all applicable development standards identified in the City’s Zoning Code; and

WHEREAS, the City determined that the project was subject to the California Environmental Quality Act (CEQA) and prepared an Initial Study pursuant to CEQA, attached hereto as **Exhibit A** and incorporated herein by reference, evaluating the potential environmental effects of the project; and

WHEREAS, the City determined the project would not result in any environmental impacts as identified in the Mitigated Negative Declaration/Initial Study; and

WHEREAS, the City distributed the Notice of Intent to Adopt the Mitigated Negative Declaration on August 15, 2014 and the Notice was published in the *Grapevine Independent*, posted at the Sacramento County Clerk’s Office, distributed through the State Clearinghouse, and posted at the City offices, pursuant to CEQA Guidelines, Section 15072. A 30-day review and comment period for the Mitigated Negative Declaration opened on August 15, 2014 and closed September 15, 2014. The Mitigated Negative Declaration was made available to the public during this review period; and

WHEREAS, the City received two written comment letters within the 30-day public review period and responded to the comment in the project staff report; and

WHEREAS, the City has considered the comments received during the public review period and it does not alter the conclusions in the Initial Study and Mitigated Negative Declaration; and

WHEREAS, the City Council has reviewed the Initial Study, and the Mitigated Negative Declaration and find that these documents reflect its independent judgment; and

WHEREAS, on November 17, 2014 and December 15, 2014, the City Council held a properly noticed public hearing at which it received a report from City staff, oral and written testimony from the public, and deliberated on the item.

NOW, THEREFORE, BE IT HEREBY RESOLVED THE CITY COUNCIL OF THE CITY OF RANCHO CORDOVA does resolve:

Section 1. Recitals. The foregoing recitals are true and correct and made a part of this Resolution.

Section 2. Findings. The City Council hereby finds that:

- A. **CEQA Compliance.** The City has reviewed and considered the proposed project and has determined that the project will not have a significant effect on the environment, with substantial supporting evidence provided in the Initial Study. The City prepared and hereby adopts the attached Mitigated Negative Declaration, as **Exhibit A** for this project, and will file a Notice of Determination with the appropriate County agency.
- B. **Conditional Use Permit.** In order for a CUP to be granted for the Digital Freeway Sign, the project must meet the required findings documented in Code Section 23.134.030. The following are each of the required findings and the evidence to support them:

- a. Finding: The site size, dimensions, location, topography, and access are adequate for the needs of the proposed use, considering the proposed building mass, parking, traffic, noise, vibration, exhaust/emissions, light, glare, erosion, odor, dust, visibility, safety, and aesthetic considerations.

Evidence: The project site is currently developed with a parking lot and retail furniture store. The site is flat and visible from State Route 50. Access, topography, and location are optimal for the proposed Digital Freeway Sign. The subject property is sufficiently spaced from the freeway directional signs so as to not cause concern about driver decision-making and safety hazards in this location. The sign would be equipped with an automatic light sensor and brightness control that would eliminate excessive brightness and glare during night hours. Noise, erosion, odor, and dust are not concerns associated with a project of this type. Aesthetic considerations have been analyzed and are appropriately addressed by project components.

- b. Finding: The negative impacts of the proposed use on adjacent properties and on the public can be mitigated through application of other Code standards or other reasonable conditions of approval.

Evidence: No substantial negative impacts to adjacent properties are anticipated as a result of this project. The aesthetics of the area will remain mainly the same, with the proposed Digital Freeway Sign being located within an existing parking lot island. No vegetation will be removed from the property to accommodate the sign. Standards regarding sign illumination and messaging standards will ensure that no negative or visually confusing effects are caused by the proposed sign.

- c. Finding: All required public facilities have adequate capacity to serve the proposal.

Evidence: The site is currently served with electricity, which will be extended to provide support to the proposed Digital Freeway Sign. No additional public facilities are required by the project.

- d. Finding: The project meets the requirements of the Zoning Code including development standards, design guidelines, and special use provisions.

Evidence: The proposed project has been analyzed and is consistent with all applicable Code standards as demonstrated in **Exhibits B and C**. The Applicant's proposed Operating Agreement, attached as **Exhibit D** and incorporated herein, will cause the Digital Freeway Sign to comply with the applicable standards. The project would result in the removal of two traditional billboards within the City limits: one within the State Route 50 corridor and one within the City proper. The Operating Agreement establishes a schedule and duty to provide the City with additional community benefits, mainly monetary contributions, to be used throughout the community to offset the aesthetic impacts of the project.

- e. Finding: If structures and site plans are considered nonconforming, the elements of a project that are nonconforming have been brought into compliance with the Zoning Code.

Evidence: The project is not considered nonconforming.

- C. **Operating Agreement.** The Applicant has voluntarily proposed to enter into an Operating Agreement with the City to memorialize the proposed sign and regulate usage of the sign. The Applicant's proposed Operating Agreement, attached as **Exhibit D**, will memorialize the agreements made to support approval of the project.

PASSED AND ADOPTED by the City Council of the City of Rancho Cordova on the _____ day of _____ 2015 by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

Robert J. McGarvey, Mayor

ATTEST:

Mindy Cuppy, MMC, City Clerk

SIERRA OUTDOOR DIGITAL SIGN AT NATURWOOD CONDITIONAL USE PERMIT AND OPERATING AGREEMENT PROJECT

Initial Study/Mitigated Negative Declaration



2729 Prospect Park Drive
Rancho Cordova, CA 95670

August 2014

INITIAL STUDY/MITIGATED NEGATIVE
DECLARATION
FOR
SIERRA OUTDOOR SIGN AT NATURWOOD
CONDITIONAL USE PERMIT AND OPERATING
AGREEMENT PROJECT
CITY OF RANCHO CORDOVA, CALIFORNIA

Prepared by:

THE CITY OF RANCHO CORDOVA
2729 Prospect Park Drive
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AUGUST 2014

ATTACHMENT 3 TABLE OF CONTENTS

1.0 INTRODUCTION

1.1	Introduction and Regulatory Guidance.....	1.0-1
1.2	Lead Agency	1.0-4
1.3	Purpose and Organization of the Document.....	1.0-4
1.4	Regulatory Framework and Assumptions.....	1.0-4

2.0 PROJECT DESCRIPTION

2.1	Project Location	2.0-1
2.2	Project Characteristics	2.0-1
2.3	Required Project Approvals.....	2.0-2

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

I.	Aesthetics	3.0-5
II.	Agriculture and Forest Resources	3.0-8
III.	Air Quality	3.0-9
IV.	Biological Resources:	3.0-12
V.	Cultural Resources	3.0-16
VI.	Geology and Soils	3.0-18
VII.	Greenhouse Gas Emissions	3.0-21
VIII.	Hazards and Hazardous Materials	3.0-23
IX.	Hydrology and Water Quality	3.0-26
X.	Land Use and Planning	3.0-28
XI.	Mineral Resources	3.0-29
XII.	Noise	3.0-30
XIII.	Population and Housing	3.0-31
XIV.	Public Services	3.0-32
XV.	Recreation	3.0-34
XVI.	Transportation/Traffic	3.0-35
XVII.	Utilities and Service Systems.....	3.0-39
XVIII.	Mandatory Findings of Significance.....	3.0-40

4.0 CUMULATIVE IMPACTS

4.1	Introduction.....	4.0-1
4.2	Cumulative Setting.....	4.0-1
4.3	Previous Cumulative Analysis within the Cumulative Setting	4.0-1
4.4	Cumulative Impact Analysis.....	4.0-2

5.0 DETERMINATION

5.0	Determination	5.0-1
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TABLE OF CONTENTS

6.0 REPORT PREPARATION AND CONSULTATIONS

6.1 Report Preparation and Consultations..... 6.0-1

7.0 REFERENCES

7.1 References 7.0-1

FIGURES

Figure 1 Regional Vicinity Map 2.0-3

Figure 2 Installation Site Location Map 2.0-5

Figure 3 Proposed Sign Design 2.0-7

Figure 4 Simulated View of Proposed Sign 2.0-9

INTRODUCTION

1.1 INTRODUCTION AND REGULATORY GUIDANCE

This document is an Initial Study and Mitigated Negative Declaration (IS/MND) prepared pursuant to the California Environmental Quality Act (CEQA) for the proposed Sierra Outdoor Digital Sign at Naturwood Conditional Use Permit and Operating Agreement project (hereafter referred to as the proposed project). This IS/MND has been prepared in accordance with CEQA, Public Resources Code Section 21000 et seq., and the State CEQA Guidelines.

An initial study is conducted by a lead agency to determine whether a project may have a significant effect on the environment. In accordance with the CEQA Guidelines Section 15064, an environmental impact report (EIR) must be prepared if the initial study indicates that the project under review may have a potentially significant impact on the environment. A negative declaration may be prepared instead, if the lead agency prepares a written statement describing the reasons why a proposed project would not have a significant effect on the environment and therefore why it does not require the preparation of an EIR (CEQA Guidelines Section 15371). According to CEQA Guidelines Section 15070, a negative declaration shall be prepared for a project subject to CEQA when either:

- a) *The Initial Study shows there is no substantial evidence, in light of the whole record before the agency, that the proposed project may have a significant effect on the environment, or*
- b) *The Initial Study identified potentially significant effects, but:*
 - 1) *Revisions in the project plans or proposals made by or agreed to by the applicant before the proposed negative declaration is released for public review would avoid the effects or mitigate the effects to a point where clearly no significant effects would occur, and*
 - 2) *There is no substantial evidence, in light of the whole record before the agency, that the proposed project as revised may have a significant effect on the environment.*

In this case, the Initial Study shows that there is no substantial evidence, in the light of the whole record, that the proposed project may have a significant effect on the environment. Therefore, a Mitigated Negative Declaration has been prepared.

The Rancho Cordova City Council certified the Rancho Cordova General Plan EIR (GP EIR) on June 26, 2006 (State Clearinghouse Number 2005022137). The GP EIR was prepared as a program EIR pursuant to CEQA Guidelines Section 15168.

The proposed project is within the scope of activities and land uses studied in the GP EIR. However, specific information about the proposed project was not known at the time of the preparation of the GP EIR, and the project-specific impacts resulting from implementation of the proposed project were not fully identified in the GP EIR. Therefore, additional analysis and potential mitigation of the environmental effects of the proposed project are required. CEQA Guidelines Section 15183 provides guidance as to the scope of this subsequent analysis. CEQA Guidelines Section 15183 states:

- a) *CEQA mandates that projects which are consistent with the development density established by existing zoning, community plan, or general plan policies for which an EIR was certified shall not require additional environmental review, except as might*

1.0 INTRODUCTION

be necessary to examine whether there are project-specific significant effects which are peculiar to the project or its site. This streamlines the review of such projects and reduces the need to prepare repetitive environmental studies.

- b) In approving a project meeting the requirements of this section, a public agency shall limit its examination of environmental effects to those, which the agency determines, in an Initial Study or other analysis:*
- 1) Are peculiar to the project or the parcel on which the project would be located.*
 - 2) Were not analyzed as significant effects in a prior EIR on the zoning action, general plan, or community plan, with which the project is consistent.*
 - 3) Are potentially significant off-site impacts and cumulative impacts which were not discussed in the prior EIR prepared for the general plan, community plan or zoning action, or*
 - 4) Are previously identified significant effects which, as a result of substantial new information which was not known at the time the EIR was certified, are determined to have a more severe adverse impact than discussed in the prior EIR.*

This IS/MND addresses project-specific impacts that were not fully addressed in the GP EIR. Additionally, this IS/MND summarizes the City's findings relating to the GP EIR and how the criteria set forth in CEQA Guidelines Section 15183 have been met.

The GP EIR analyzed the environmental effects of the implementation of the twelve policy elements of the General Plan. The twelve policy elements concentrated on providing policy guidance in the following areas:

- Land Use
- Urban Design
- Economic Development
- Housing
- Circulation
- Open Space, Parks, and Trails
- Infrastructure, Services, and Finance
- Natural Resources
- Cultural and Historic Resources
- Safety
- Air Quality
- Noise

In adopting the General Plan and certifying the GP EIR as complete and adequate, the City Council adopted findings of fact and a statement of overriding considerations for those impacts that could not be mitigated to less than significant levels.

Impacts deemed in the GP EIR to be significant and unavoidable included the following:

- Conflicts with applicable land use plans
- Various impacts on agricultural land
- Conflicts with Williamson Act contracts
- Substantial population, housing, and employment growth
- Deficient traffic level of service by 2030
- Worsening of already unacceptable operations on US-50

- Conflicts with the Regional Ozone Attainment Plan
- Significant construction-based pollutant emissions
- Significant operational pollutant emissions
- Significant emissions of toxic air contaminants
- Creation of construction, traffic, and operational noise above standards
- Creation of new noise-sensitive land uses within airport noise areas
- Loss of availability of aggregate resources
- Impacts on water supply (both availability of water and infrastructure required)
- Impacts to habitat and individuals of special-status species
- Impacts to raptors, migratory birds, and other wildlife
- Impacts to jurisdictional waters of the United States
- Impacts to animal movement corridors
- Loss of native and landmark trees
- Disturbance of cultural resources and human remains
- Environmental impacts resulting from the need for more wastewater infrastructure
- Degradation of the existing visual character of the area

The GP EIR also identified several cumulative impacts that would be cumulatively considerable and significant and unavoidable, including the following:

- Conflicts with area land use plans
- Conversion of farmland to other uses and agricultural/urban interface conflicts
- Substantial population, housing, and employment growth
- Significant impacts to area traffic level of service
- Increases in regional ozone and particulate matter emissions
- Increases in regional traffic and operational noise
- Cumulative loss of mineral resources
- Increased regional demand for water supply and need for water infrastructure
- Cumulative loss of biological resources
- Cumulative loss of cultural resources
- Increases in wastewater treatment capacity and infrastructure
- Changes in area visual character and landscape

Detailed information regarding both the project impacts and cumulative impacts identified above is included in the GP EIR. The GP EIR is available online at <http://gp.cityofranhocordova.org> and on request at the City at the following address:

City of Rancho Cordova
 Planning Department
 2729 Prospect Park Drive
 Rancho Cordova, CA 95670

In accordance with CEQA Guidelines Section 15183, a discussion of each of the impacts found to be significant in the GP EIR and the relative impact of the proposed project in each of those categories is provided in this IS/MND. This IS/MND incorporates the GP EIR by reference.

1.0 INTRODUCTION

1.2 LEAD AGENCY

The lead agency is the public agency with primary responsibility over a proposed project.

Because the proposed project is to be carried out by a private development company and because the City of Rancho Cordova has general governmental powers over the proposed project, the lead agency for the proposed project is the City of Rancho Cordova.

1.3 PURPOSE AND ORGANIZATION OF THE DOCUMENT

The purpose of this IS/MND is to evaluate the potential environmental impacts of the proposed project.

This document is divided into the following sections:

1.0 Introduction – Provides an introduction and describes the purpose and organization of this document.

2.0 Project Description – Provides a detailed description of the proposed project.

3.0 Environmental Setting, Impacts, and Mitigation Measures – Describes the environmental setting for each of the environmental subject areas (as described in Appendix G of the CEQA Guidelines), evaluates a range of impacts classified as “no impact,” “less than significant impact,” or “less than significant impact with mitigation incorporated” in response to the environmental checklist, and provides mitigation measures, where appropriate, to mitigate potentially significant impacts to a less than significant level.

4.0 Cumulative Impacts – Provides a discussion of cumulative impacts of the proposed project.

5.0 Determination – Provides the environmental determination for the proposed project.

6.0 Report Preparation and Consultations – Identifies staff and consultants responsible for preparation of this document.

7.0 References – Provides a list of references used to prepare the IS/MND.

1.4 REGULATORY FRAMEWORK AND ASSUMPTIONS

The proposed project is subject to the policies and designations of the City of Rancho Cordova General Plan (hereafter referred to as the General Plan). For the purposes of this document, GP EIR refers to the entirety of the General Plan EIR, GP FEIR refers to the Final EIR for the General Plan, and GP DEIR refers to the Draft EIR for the General Plan. The proposed project is also subject to the applicable provisions of the City’s Municipal Code, the California Building Code, and other local, state, and federal regulations related to digital freeway signs.

PROJECT DESCRIPTION

ATTACHMENT 3

2.0 PROJECT DESCRIPTION

2.1 PROJECT LOCATION

The proposed project includes the development of an outdoor digital freeway sign to be located on the site of an existing furniture store (Naturwood Home Furnishings) at 12125 Folsom Boulevard (APN 069-0160-021) (hereafter installation site). The proposed digital freeway sign would be installed within an existing parking lot island in the site's southwestern end, adjacent to US Highway 50 (US-50). The sign would be visible to both eastbound and westbound travelers on US-50 and would be located approximately 2,200 feet west of the Hazel Avenue/US-50 off-ramp in northeastern Rancho Cordova (see **Figure 1** and **Figure 2**).

The proposed project also includes removal of two existing traditional billboards. One is located at 11373 Folsom Boulevard, adjacent to the south side of Folsom Boulevard and US-50, in the Folsom RV parking lot. The other billboard to be removed is located at 9847 Folsom Boulevard, on the north side of the roadway, near a drainage ditch and an electrical substation.

2.2 PROJECT CHARACTERISTICS

The proposed project includes a Conditional Use Permit and Operating Agreement for construction of a digital freeway sign on the site of the existing Naturwood Home Furnishings (APN 069-0160-021). The installation site is located in the City's Digital Freeway Signs Overlay area, as identified in Figure 23.743-8 of the Rancho Cordova Zoning Code. The installation site and the surrounding areas are zoned Light Industrial (M-1). The site is fully developed with a large structure, a parking lot, and landscaping.

The proposed digital freeway sign would be 60 feet in height and would have two digital display areas, measuring 14 feet by 46 feet for a sign area of 644 square feet on each side. Decorative pole cladding would surround the center-mounted pole base (see **Figure 3**). The sign faces would be oriented for optimal viewing by travelers in both directions along US-50 and Folsom Boulevard. Each sign would provide digital messaging, at a change frequency of no less than 8 seconds per message, primarily for commercial enterprise. The sign would also provide emergency responders and the City with access to the message board for emergency messaging (such as Amber Alerts) and other community messaging.

The highest level of illumination, approximately 10 foot-candles, occurs immediately perpendicular to and at the sign face. Foot-candles taper off with distance from the sign face; at 250 feet, illumination would be no more than 0.3 foot-candles, basically equal to ambient light levels. Illumination would be directed such that minimal light spill would occur on either side or the top or bottom of the sign face. The project applicant indicates that the digital freeway sign would be provided 100 amp (amperage) service from the electricity provider. This is approximately one-half of the amperage provided to most residential homes (200 amperage). The sign is estimated to utilize, based on the current technology, approximately 120,000 kilowatt-hours (kWh) per year of electricity, based on a monthly average of 10,000 kWh. The average annual electricity consumption for a residential utility customer in 2012 in the United States was 10,837 kWh, an average of 903 kWh per month (EIA 2014).

Overall construction of the proposed digital freeway sign is anticipated to begin in fall 2014 and would take approximately two weeks to complete. No grading or paving would be required. Construction equipment required would include a bore/drill rig and crane.

As required by the Zoning Code standards regulating digital freeway signs, the project would also include removal of two traditional billboards. The proposed removal of the traditional billboards would include removal of the footing below grade, some filling of the area where the

2.0 PROJECT DESCRIPTION

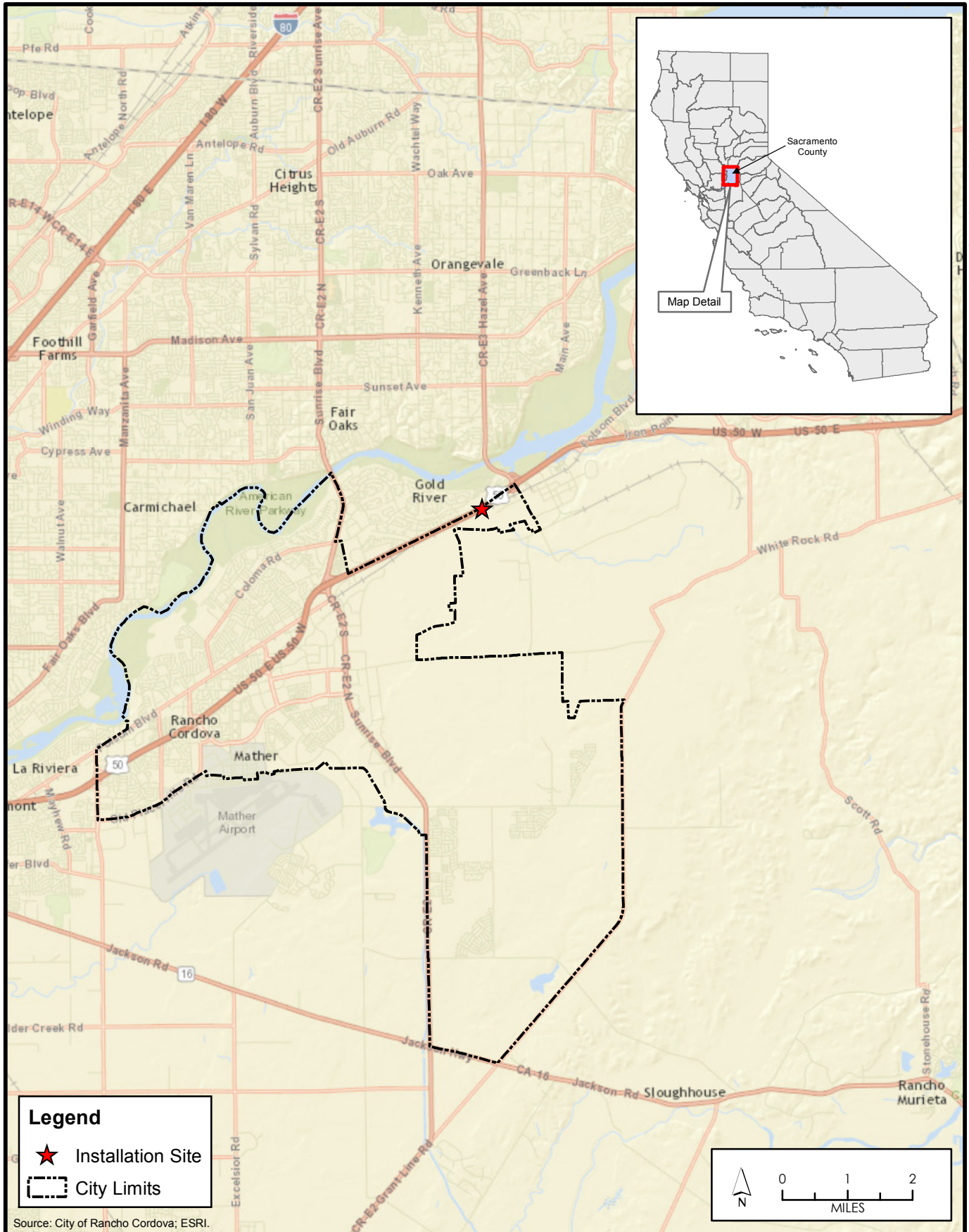
poles are removed, and a return of the surface to that of the surrounding area. The 11373 Folsom Boulevard site is in a paved lot, so minor repaving would be necessary in the surrounding parking lot. The 9847 Folsom Boulevard site is located at the edge of an undeveloped parcel that has recently been disked. It is located west of a fence that separates that parcel from a concrete-lined drainage ditch. Scrub oaks are located on the other side of the fence. The project does not propose removal of any oaks. The project applicant would also enter into an operating agreement with the City consistent with Zoning Code standards.

2.3 REQUIRED PROJECT APPROVALS

The proposed project consists of the following application requests:

- Conditional Use Permit
- Operating Agreement

Following issuance of the City's Conditional Use Permit approval and building permit for the proposed digital freeway sign, the project applicant would apply for and be issued a permit from the California Department of Transportation (Caltrans) prior to sign installation.



City of Rancho Cordova
Planning Department

Figure 1
Regional Vicinity

2.0 PROJECT DESCRIPTION

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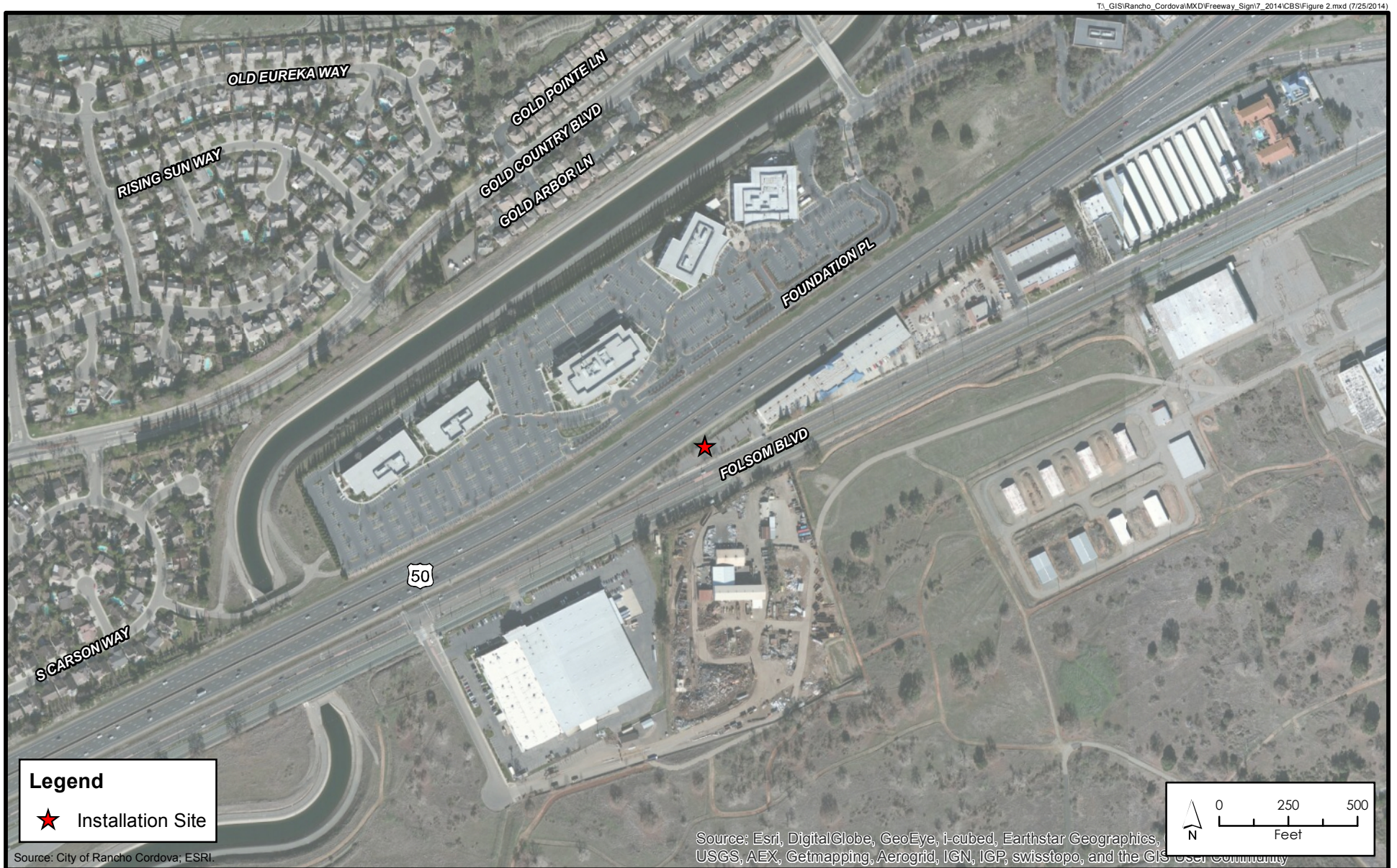
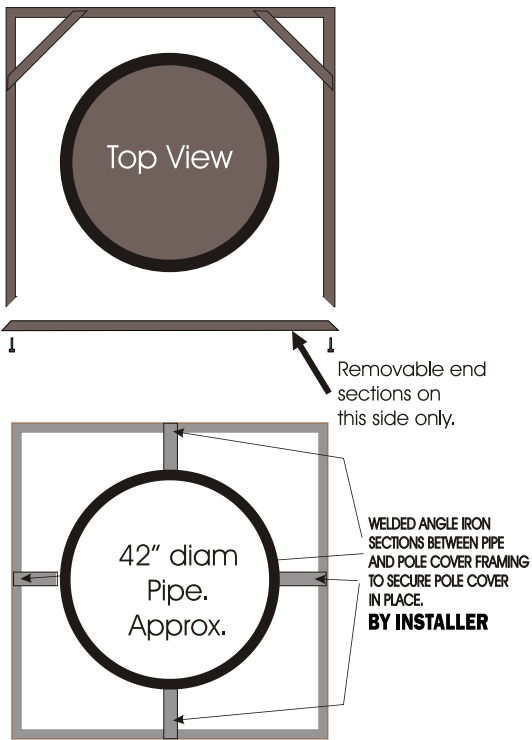


Figure 2
Installation Site Location

2.0 PROJECT DESCRIPTION

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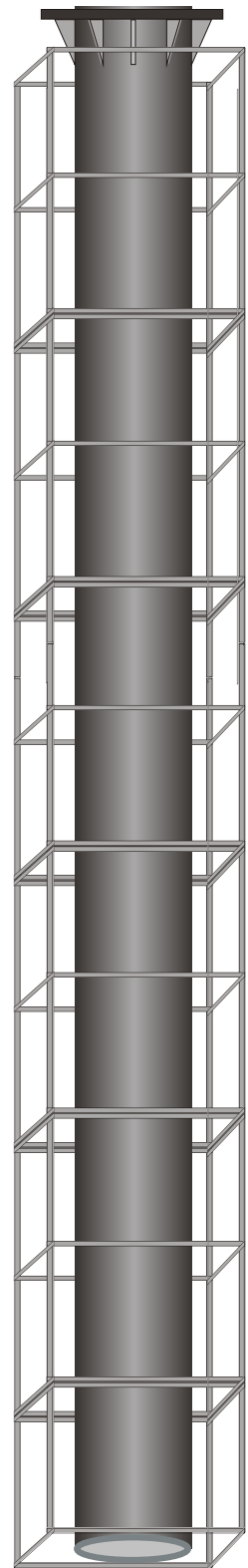


Fabricate and install one 5' x 5' x 38' tall pole cover for new billboard.
Internal angle to be 1-1/2" x 1/1/2" x 3/16".

Outer skin to be .090 aluminum,
Painted Mathews "Brushed Aluminum". Satin finish.
1/2" tall inset reveals painted same color as pole cover.

CBS copy on both sides to be routed out of aluminum and backed with blue acrylic. 4" deep light box pan with white LED's mounted behind routed opening. 20" x 44" overall.

Pole cover to be welded to pipe as noted in diagram.



FRONT VIEW SHOWING
EXAMPLE OF APPROX. PLACEMENT
OF INTERNAL
ANGLE IRON FRAMING



Source: Equity Sign Group

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Westbound



Eastbound

Source: Clear Channel

Figure 4
Simulated View of Proposed Sign



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ENVIRONMENTAL SETTINGS, IMPACTS, AND MITIGATION MEASURES

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

3.1 INTRODUCTION

This section provides an evaluation of the potential environmental impacts of the proposed project, including the CEQA Mandatory Findings of Significance. There are 17 specific environmental issues evaluated in this chapter. Cumulative impacts to these issues are evaluated in Section 4.0. The environmental issues evaluated in this chapter include:

- Aesthetics
- Agriculture and Forest Resources
- Air Quality
- Biological Resources
- Cultural Resources
- Geology and Soils
- Greenhouse Gas Emissions
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Land Use and Planning
- Mineral Resources
- Noise
- Population and Housing
- Public Services
- Recreation
- Transportation/Traffic
- Utilities and Service Systems

For each issue area, one or two of five conclusions is made, as appropriate:

- **No Impact:** No project-related impact to the environment would occur with project development.
- **Less Than Significant Impact:** The proposed project would not result in a substantial and adverse change in the environment. This impact level does not require mitigation measures.
- **Less Than Significant Impact With Mitigation Incorporated:** The proposed project would result in an environmental impact or effect that is potentially significant, but the incorporation of mitigation measure(s) would reduce the project-related impact to a less than significant level.
- **Potentially Significant Impact:** The proposed project would result in an environmental impact or effect that is potentially significant. If there are one or more "Potentially Significant Impact" entries when the determination is made, an EIR is required.
- **Reviewed Under Previous Document:** The impact has been adequately addressed in previous environmental documents, and further analysis is not required. The discussion will include reference to the previous documents.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

3.2 INITIAL ENVIRONMENTAL STUDY

1. **Project Title:** Sierra Outdoor Digital Sign at Naturwood Conditional Use Permit and Operating Agreement
2. **Lead Agency Name and Address:** City of Rancho Cordova
2729 Prospect Park Place
Rancho Cordova, CA 95670
3. **Contact Person and Phone Number:** Jessica Jordan; (916) 851-8756
4. **Project Location:** The project (installation) site is located at 12125 Folsom Boulevard, adjacent to eastbound US Highway 50, west of Hazel Avenue, in Rancho Cordova. Existing billboards would be removed at 11373 Folsom Boulevard and 9847 Folsom Boulevard.
5. **Project Sponsor's Name and Address:** Sierra Outdoor, LLC
Vinton Hawkins
3445 American River Drive, Suite A
Sacramento, CA 95864
(916) 974-3355
6. **Current Zoning:** Light Industrial (M-1)
Digital Freeway Signs Overlay
7. **General Plan Designation:** Folsom Boulevard Planning Area
8. **APN Number(s):** 069-0160-021
9. **Description of the Project:** See Section 2.2 of this IS/ND.
10. **Surrounding Land Uses and Setting:** See Section 2.2 of this IS/ND.
11. **Other public agencies whose approval may be required:** (e.g., permits, financing approval, or participation agreement)
 - California Department of Transportation (Caltrans)

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

ENVIRONMENTAL FACTORS POTENTIALLY AFFECTED

The environmental factors checked below would be potentially affected by the proposed project, involving at least one impact that is a “Less Than Significant Impact With Mitigation Incorporated” or “Potentially Significant/Reviewed Under Previous Document” as indicated by the checklist on the following pages.

- | | | |
|---|--|---|
| ☐ Aesthetics | ☐ Greenhouse Gas Emissions | ☐ Population and Housing |
| ☐ Agriculture and Forest Resources | ☐ Hazards and Hazardous Materials | ☐ Public Services |
| ☐ Air Quality | ☐ Hydrology and Water Quality | ☐ Recreation |
| ☒ Biological Resources | ☐ Land Use and Planning | ☐ Transportation/Traffic |
| ☐ Cultural Resources | ☐ Mineral Resources | ☐ Utilities and Service Systems |
| ☐ Geology and Soils | ☐ Noise | ☐ Mandatory Findings of Significance |

EVALUATION OF ENVIRONMENTAL IMPACTS

- 1) A brief explanation is required for all answers except “No Impact” answers that are adequately supported by the information sources cited. A “No Impact” answer is adequately supported if the referenced information sources show that the impact simply does not apply to a project like the one involved (e.g., the project falls outside a fault rupture zone). A “No Impact” answer should be explained where it is based on project-specific factors as well as general standards.
- 2) All answers must take account of the whole action involved, including off-site as well as on-site, cumulative as well as project-level, indirect, and construction as well as operational impacts.
- 3) A “Less Than Significant Impact” applies when the proposed project would not result in a substantial and adverse change in the environment. This impact level does not require mitigation measures.
- 4) “Potentially Significant Impact” is appropriate if there is substantial evidence that an effect is significant. If there are one or more “Potentially Significant Impact” entries when the determination is made, an EIR is required.
- 5) “Less Than Significant Impact With Mitigation Incorporated” applies where the incorporation of mitigation measures has reduced an effect from a “Potentially Significant Impact” to a “Less Than Significant Impact.” The initial study must describe the mitigation measures and briefly explain how they reduce the effect to a less than significant level.
- 6) “Reviewed Under Previous Document” applies where the impact has been evaluated and discussed in a previous document. Discussion will include reference to the previous documents. If an impact is reviewed under a previous document, an impact of “Potentially Significant” does not necessarily require an EIR. If the program EIR identified a significant and unavoidable impact and the proposed project was adequately described in the program EIR, an impact of “Potentially Significant/Reviewed Under

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

Previous Document” does not require an EIR, pursuant to Public Resources Code Section 21083.3.

- 7) Earlier analyses may be used where, pursuant to the tiering, program environmental impact report, or other CEQA process, an impact has been adequately analyzed in an earlier EIR or negative declaration.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
I. AESTHETICS. Would the project:					
a) Have a substantial adverse effect on a scenic vista?	☐	☐	☐	☒	☒
b) Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a state scenic highway?	☐	☐	☐	☒	☒
c) Substantially degrade the existing visual character or quality of the site and its surroundings?	☐	☐	☒	☐	☒
d) Create a new source of substantial light or glare that would adversely affect day or nighttime views in the area?	☐	☐	☒	☐	☒

EXISTING SETTING

The installation and removal sites are located in the Folsom Boulevard Planning Area and is zoned for and predominated by light industrial/commercial development. This area is surrounded by additional industrial and commercial lands. The installation site itself is developed as a Naturwood Home Furnishings store and associated parking lot and landscaping. The 11373 Folsom Boulevard site is in a paved lot and would involve minor repaving in the surrounding parking lot. The 9847 Folsom Boulevard site is located at the edge of an undeveloped parcel that has recently been disked. It is located west of a fence that separates that parcel from a nearby drainage ditch. Scrub oaks are located on the other side of the fence. The project does not propose removal of any oaks.

DISCUSSION OF IMPACTS

- a) *No Impact/Reviewed Under Previous Document.* The Rancho Cordova General Plan Environmental Impact Report (GP EIR) identified that impacts to scenic vistas in the city would be less than significant (GP DEIR, p. 4.13-6). The primary scenic vistas identified in the city occur along the American River in the vicinity of the American River Parkway Plan (GP DEIR, p. 4.13-6). The American River Parkway Plan is currently under the jurisdiction of the Sacramento County Municipal Services Agency Department of Regional Parks, Recreation, and Open Space. Because the American River Parkway Plan is not under the jurisdiction of the City of Rancho Cordova, the American River Parkway cannot be modified by development projects in the city.

The proposed project includes installation of a digital freeway sign along the US-50 corridor and removal of two existing traditional billboards along Folsom Boulevard. The installation site is not visible from the American River Parkway; therefore, no impact to scenic vistas would occur.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

- b) *No Impact/Reviewed Under Previous Document.* The GP EIR found that no highways in the Planning Area were designated by state or local agencies as scenic highways (GP DEIR, p. 4.13-6).

See Response I(a). The installation site is not located in a scenic highway corridor. Therefore, there would be no impact.

- c) *Less Than Significant Impact/Reviewed Under Previous Document.* Impacts relating to the alteration of visual character in the city were identified in the GP EIR and were predominantly associated with the urbanization of the rural and undeveloped portions of the city and areas east of the incorporated boundaries (GP DEIR, pp. 4.13-8 through -10). Impacts of the General Plan to visual resources were found to be significant and unavoidable (GP DEIR, p. 4.13-10).

The proposed project includes installation of a digital freeway sign along the heavily urbanized US-50 corridor and removal of two existing traditional billboards along Folsom Boulevard. The project is anticipated to change the visual nature and character of the surroundings in a manner anticipated by and consistent with urbanization considered in the General Plan.

The proposed sign would introduce illumination, changing messages, and a 60-foot-tall structure to the installation site, which currently does not contain any signage, illumination, or tall structures. However, the US-50 corridor is heavily urbanized and the installation site is surrounded by commercial and industrial uses, utility lines, and street lighting. In addition, the project includes removal of two existing traditional billboards. The anticipated visual changes would be in character with the area and therefore would not be considered to substantially degrade surrounding views.

The City's standards for digital freeway signs ensure that these signs do not cause substantial visual impacts by limiting their size, height, and sign face area, requiring that the illumination be limited to 0.3 foot-candles at 250 feet and that the light levels be responsive to the changes in ambient light that naturally occur in a 24-hour period (i.e., self-dimming). Adherence to these standards would be ensured through the Conditional Use Permit and building permit processes; therefore, visual impacts to the site surroundings would be less than significant.

- d) *Less Than Significant Impact/Reviewed Under Previous Document.* Impacts relating to light and glare were identified in the GP EIR and were related to reflective glare from new structures built under the General Plan and the introduction of new sources of light associated with development and redevelopment of the city (GP DEIR, p. 4.13-13). Areas of the city and the City's Planning Area that are currently undeveloped would see the majority of the impact due to the current lack of reflective surfaces and light sources in undeveloped areas (GP DEIR, p. 4.13-14). Due to design guidelines adopted by the City and with adherence to City Policy UD.4.2, impacts of the General Plan due to light and glare were found to be less than significant.

The proposed installation of a digital freeway sign would introduce new and/or increased sources of light and glare to the surrounding area. Digital billboards utilize light-emitting diode (LED) technology to display messages on a display screen. The proposed sign would include two sign faces, oriented in opposite directions, to be viewed by east- and westbound traffic on US-50 and Folsom Boulevard. As required by the City's Zoning Code, light levels of the digital billboard would not exceed 0.3 foot-candles over ambient light

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

levels at 250 feet from the sign face. Existing and future residential uses are more than 1,000 feet away from the installation site and across US-50, which is well beyond 250 feet from the proposed digital freeway sign. There are no other light-sensitive uses near the installation site. In order to ensure a consistent illumination not to exceed 0.3 foot-candles, the digital freeway sign would be equipped with light sensors to adjust light conditions to respond to the changing ambient light levels in a 24-hour period. The digital display may, in certain conditions, be brighter in the daytime than in darkness. The signs would also be required to comply with Caltrans standards for digital billboards, which include restrictions on lighting such that it not be directed at motorists at an intensity or brightness that is blinding or confusing.

Given the requirements for light level control and the responsiveness of the digital freeway sign to ambient light levels, as well as the removal of light sources from the two existing traditional billboards in the city limits, impacts related to new sources of light and glare would be less than significant.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
II. AGRICULTURE AND FOREST RESOURCES. In determining whether impacts to agricultural resources are significant environmental effects, lead agencies may refer to the California Agricultural Land Evaluation and Site Assessment Model (1997), prepared by the California Department of Conservation as an optional model to use in assessing impacts on agriculture and farmland. Would the project:					
a) Convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance (Farmland), as shown on the maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to nonagricultural use?	☐	☐	☐	☒	☐
b) Conflict with existing zoning for agricultural use, or a Williamson Act contract?	☐	☐	☐	☒	☐
c) Conflict with existing zoning for, or cause rezoning of, forestland (as defined in Public Resources Code Section 12220(g)), timberland (as defined by Public Resources Code Section 4526), or timberland zoned Timberland Production (as defined by Government Code Section 51104(g))?	☐	☐	☐	☒	☐
d) Result in the loss of forestland or conversion of forestland to non-forest use?	☐	☐	☐	☒	☐
e) Involve other changes in the existing environment, which due to their location or nature, could result in conversion of Farmland to nonagricultural use?	☐	☐	☐	☒	☐

DISCUSSION OF IMPACTS

- a-e) *No Impact.* Both the installation and removal sites are located on a parcel that is zoned for industrial uses and is developed with an existing, actively used commercial/light industrial use. Surrounding uses consist primarily of additional commercial and industrial facilities. The sites are located in an urban area of the city and are not adjacent to any identified farmland. Additionally, the sites are not considered forestland, are not zoned for forestry use, and are not actively utilized as a forestry operation. Therefore, the proposed project would not involve any changes in the existing environment that could result in the conversion of farmland to nonagricultural use, result in a conflict with a Williamson Act contract or any existing agricultural use, or adversely impact designated forestland. There would be no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
III. AIR QUALITY Where available, the significance criteria established by the applicable air quality management or air pollution control district may be relied upon to make the following determinations. Would the project:					
a) Conflict with or obstruct implementation of the applicable air quality plan?	☐	☐	☒	☐	☒
b) Violate any air quality standard or contribute substantially to an existing or projected air quality violation?	☐	☐	☒	☐	☒
c) Result in a cumulatively considerable net increase of any criteria pollutant for which the project is nonattainment under applicable federal or state ambient air quality standards?	☐	☐	☒	☐	☒
d) Expose sensitive receptors to substantial pollutant concentrations?	☐	☐	☒	☐	☒
e) Create objectionable odors affecting a substantial number of people?	☐	☐	☐	☒	☐

DISCUSSION OF IMPACTS

- a) *Less Than Significant Impact/Reviewed Under Previous Document.* The Sacramento area is currently out of compliance with federal requirements for 8-hour ozone air quality standards and 1-hour ozone air quality standards. The region is in compliance with all other emissions standards. The Sacramento Metropolitan Air Quality Management District (SMAQMD) released the final Sacramento Regional Nonattainment Area 8-Hour Ozone Rate-of-Progress Plan (Ozone Plan) in February 2006. According to the GP EIR, projected buildout of the Rancho Cordova General Plan Planning Area would be consistent with the assumptions used during preparation of the Ozone Plan (GP FEIR, pp. 4.0-5 through -6). However, because no feasible methods currently exist to completely offset air pollutant emission increases from land uses under the General Plan, the impact of the General Plan was considered to be significant and unavoidable (GP FEIR, p. 4.0-6).

In order to assist local agencies and municipalities with analyzing project-specific impacts to air quality and compliance with local air district attainment plans, the SMAQMD (2009) published the Guide to Air Quality Assessment in Sacramento County. This guide includes information on significance and mitigation for common air emissions issues. Additionally, the SMAQMD will review all development projects, including the proposed project, to ensure their compliance with local, state, and federal plans. The SMAQMD does include a specific screening standard for this type of project. However, considering the proposed project is not a trip-generating land use, other than 6–8 maintenance trips to the digital sign per year, the proposed project's operational air quality emissions would not exceed any SMAQMD threshold. In addition to these limited maintenance trips, it is important to note that the removal of two existing billboards included in the project would result in reduced maintenance trips for those signs, resulting in no net increase of trips related to signs in the area.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

In the short term, construction activities to install the proposed digital freeway sign and to remove the existing traditional billboards would include minimal land disturbance, which may generate some dust or PM₁₀ (particulate matter of 10 microns in size or less) pollutants. Construction would utilize minimal equipment (bore/drill rig and crane) for approximately two weeks. Considering these very limited construction activities, the proposed project's construction-related air quality emissions would not exceed SMAQMD thresholds of significance. Therefore, construction and operation of the proposed digital freeway sign would not interfere with the SMAQMD Ozone Plan, and impacts would be less than significant.

- b) *Less Than Significant Impact/Reviewed Under Previous Document.* The GP EIR identified potential air quality impacts from both construction and operation of new development in the city (GP DEIR, pp. 4.6-17 through -26). While policies, actions, and mitigation were included in the GP EIR, development in the Planning Area would still be intensified from current conditions. Therefore, significant and unavoidable impacts were expected as a result of the General Plan (GP DEIR, pp. 4.6-20 and -26).

See Response III(a). Sacramento County is a known area of nonattainment for state and federal standards for carbon monoxide (CO), ozone, and PM₁₀. Construction of the proposed project would result in temporary generation of emissions of reactive organic gases (ROG), nitrogen oxide (NO_x), and PM₁₀. Construction-related emissions would be produced from construction equipment exhaust and minor ground disturbance. Construction emissions from the proposed project would fall well below the SMAQMD thresholds for NO_x and PM₁₀. According to the standards set forth in the SMAQMD Guide to Air Quality Assessment, a site over 5.1 acres would generate PM₁₀ that would require mitigation. The proposed project does not require grading and in turn would not exceed threshold PM₁₀ levels from soil erosion and dust generation. This impact would be less than significant.

- c) *Less Than Significant Impact/Reviewed Under Previous Document.* The GP EIR identified that increases in ozone precursors (NO_x and ROG) would result in significant and unavoidable impacts on the region's status of nonattainment (GP DEIR, pp. 4.6-17 through -26). See Responses III(a) and III(b) for more information on the GP EIR findings related to ozone precursors.

See Responses III(a) and III(b) for project-specific discussion. This impact would be less than significant.

- d) *Less Than Significant Impact/Reviewed Under Previous Document.* Sensitive receptors are those parts of the population that can be severely impacted by air pollution. Sensitive receptors include children, the elderly, and the infirm. The GP EIR identified potential impacts to sensitive receptors due to both mobile and stationary sources of toxic air contaminants (TACs) and odors. Impacts of the General Plan from TACs were reduced by City policies and action items, but the impact remained significant and unavoidable (GP DEIR, p. 4.6-31). Impacts to sensitive receptors from exposure to odors were reduced by City policies and action items to a less than significant level (GP DEIR, p. 4.6-33).

See Responses III(a) and III(b) for project-specific discussion. Project construction would include minimal emissions from construction equipment. The proposed digital freeway sign would be located in an area occupied by industrial and commercial development, not in proximity to any sensitive receptors. This impact would be less than significant.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

- e) *No Impact.* The proposed digital freeway sign does not include any element that would produce odor. There would be no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
IV. BIOLOGICAL RESOURCES. Would the project:					
a) Have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special-status species in local or regional plans, policies, or regulations, or by the California Department of Fish and Wildlife or US Fish and Wildlife Service?	☐	☒	☐	☐	☒
b) Have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, or regulations, or by the California Department of Fish and Wildlife or US Fish and Wildlife Service?	☐	☐	☐	☒	☒
c) Have a substantial adverse effect on federally protected wetlands, as defined by Section 404 of the Clean Water Act (including, but not limited to, marsh, vernal pool, coastal wetlands, etc.), through direct removal, filling, hydrological interruption, or other means?	☐	☐	☐	☒	☒
d) Interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites?	☐	☐	☐	☒	☒
e) Conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance?	☐	☐	☐	☒	☒
f) Conflict with the provisions of an adopted habitat conservation plan, natural community conservation plan, or other approved local, regional, or state habitat conservation plan?	☐	☐	☐	☒	☒

EXISTING SETTING

The installation site is developed as a furniture store and associated parking lot and landscaping. On-site landscaping generally includes ornamental trees, shrubs, and turf in parking lot islands. The 11373 Folsom Boulevard site is in a paved lot with no plants or other habitat present. The 9847 Folsom Boulevard site is located at the edge of an undeveloped parcel that has recently been graded. Scrub oaks are located near this billboard. The project does not propose removal of any oaks.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

DISCUSSION OF IMPACTS

- a) *Less Than Significant Impact With Mitigation Incorporated/Reviewed Under Previous Document.* The GP EIR identified potential direct and indirect impacts to special-status species as a result of the implementation of the General Plan (GP DEIR, pp. 4.10-34 through -48). While City policies and action items would mitigate much of the impact of the General Plan, widespread development of undeveloped portions of the General Plan Planning Area, as well as construction of the Circulation Plan, would result in a net loss of biological resources. Therefore, the General Plan was found to result in significant and unavoidable impacts to special-status species (GP DEIR, pp. 4.10-43 and -48).

The Folsom Boulevard Planning Area is almost entirely urbanized, containing light industrial, retail, office, and residential uses. The installation site has been developed with a commercial use and is primarily surrounded by other existing commercial and industrial uses, resulting in the elimination of the majority of biological resources in the area. However, the installation site contains landscaping including trees, one of which would be removed as part of the proposed project. The project would also include removal of two traditional billboards: one is located in an asphalt parking lot, and the other is located near trees and a concrete-lined drainage ditch. The tree to be removed on the installation site could provide nesting sites for raptors and/or migratory birds. The two billboards that would be removed could also have areas that are suitable for nesting sites, as could the scrub oaks near the billboard at 9847 Folsom Boulevard. It is not anticipated that tree or billboard removal would occur during the nesting season, but if it were to occur during that time, it could affect occupied nests. This would be a significant impact. Implementation of mitigation measure **MM BIO-1** would mitigate this impact to a less than significant level by requiring preconstruction nesting bird surveys and appropriate measures to ensure the protection of any such birds and their nests, if present. Therefore, this impact would be less than significant with mitigation incorporated. The removal site at 11373 Folsom Boulevard is a paved parking lot and does not contain any biological resources.

Mitigation Measures

- MM BIO-1** If tree removal and/or construction activities are proposed at the installation site or billboard removal at the 9847 Folsom Boulevard removal site during the nesting season for local avian species (typically March 1 through August 31), the project applicant shall retain a qualified biologist to conduct a focused survey for active nests of migratory birds and raptors in the tree proposed for removal, in the billboards, and in the oaks adjacent to the 9847 Folsom Boulevard billboard within 14 days prior to construction initiation. If no active nests are found, no further mitigation is required. Surveys shall be repeated if construction activities are delayed or postponed for more than 30 days. If an active nest is located in the tree proposed for removal or in the trees adjacent to the billboard at 9847 Folsom Boulevard, no trees or other vegetation shall be removed and construction activities shall not commence until the nest(s) is abandoned by the birds (normally after September 1). If nests are found in the billboard, billboard removal shall not commence until the nest(s) is abandoned by the birds (normally after September 1).

Timing/Implementation: Within 14 days of construction initiation

Enforcement/Monitoring: City of Rancho Cordova Planning Department

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

- b) *No Impact/Reviewed Under Previous Document.* See Response IV(a) for information on identified impacts of the General Plan on special-status species. The GP EIR combined discussion of special-status species impacts to include impacts to habitat as well as to individuals of special-status species. Impacts to habitat from the implementation of the General Plan occurred for the same reasons and in the same intensity as impacts to individuals of any special-status species (GP DEIR, pp. 4.10-34 through -48).

See Response IV(a) for project-specific discussion. The sites are developed with urban uses and does not contain any riparian habitat or other sensitive natural communities. There would be no impact.

- c) *No Impact/Reviewed Under Previous Document.* The GP EIR addressed potential direct and indirect impacts to jurisdictional waters of the United States (jurisdictional waters) as a result of widespread development of the General Plan Planning Area (GP DEIR, pp. 4.10-52 through -56). Policies and action items included in the General Plan would reduce impacts to jurisdictional waters, especially Policy NR.2.1, which requires no net loss of wetlands (GP DEIR, p. 4.10-56). While no net loss of wetlands will occur regionally, some loss of jurisdictional waters will occur in the General Plan Planning Area (GP DEIR, p. 4.10-56). Because of this local loss of jurisdictional waters, the impact of the General Plan was found to be significant and unavoidable (GP DEIR, p. 4.10-56).

See Response IV(a) for project-specific discussion. The installation site and one of the removal sites are located in paved parking areas; the removal site other is located near a man-made concrete-lined drainage ditch that does not contain wetlands. Billboard removal at this site would be separated from the ditch by an existing fence and would not affect the ditch. The sites are developed with urban uses and do not contain any wetlands. There would be no impact.

- d) *No Impact/Reviewed Under Previous Document.* Impacts to habitat for raptors and other nesting birds were addressed in the GP EIR (GP DEIR, pp. 4.10-48 through -52). Raptors are protected by the California Department of Fish and Wildlife and are considered a special-status species under CEQA. Just as with impacts to habitat for other special-status species, widespread development of the city and the General Plan Planning Area would result in a net loss of raptor and nesting habitat, and a significant and unavoidable impact was expected (GP DEIR, p. 4.10-52). Discussion of impacts to movement corridors was also included in the GP EIR (GP DEIR, pp. 4.10-56 through -61). Development of greenfield areas of the General Plan Planning Area would change the biological condition and characteristics of the area, resulting in changes in animal movement throughout the area (GP DEIR, p. 4.10-56). While City policies and action items would reduce this impact, loss and/or modification of movement corridors would still occur and the impact of the General Plan would be significant and unavoidable (GP DEIR, p. 4.10-61).

See Response IV(a) for project-specific discussion. The installation and removal sites are developed with and/or surrounded by urban uses and do not provide any migratory wildlife corridors or native wildlife nursery sites. There would be no impact.

- e) *No Impact/Reviewed Under Previous Document.* The GP EIR identified potential impacts to trees from implementation of the General Plan (GP DEIR, pp. 4.10-61 and -62). Development of greenfield areas of the city and the General Plan Planning Area could potentially result in the removal of special-status, landmark, and other trees (GP DEIR, p. 4.10-61). Landmark and oak trees, as well as large wooded areas and urban trees, would be adequately protected by City policies and action items. However, some loss of native trees would occur, and the

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

overall impact to trees from implementation of the General Plan would be significant and unavoidable (GP DEIR, p. 4.10-62).

There are no native or landmark trees on the installation site. The non-native ornamental tree proposed for removal as part of the project is not protected by any local policies or ordinances. The native scrub oaks near the removal site at 9847 Folsom Boulevard would not be removed as part of the project. There would be no impact.

- f) *No Impact/Reviewed Under Previous Document.* The GP EIR addressed potential impacts related to conflicts between the General Plan and any adopted habitat conservation plan or natural community conservation plan (GP DEIR, pp. 4.10-62 and -63). While the South Sacramento Habitat Conservation Plan (SSHCP) and the Vernal Pool Recovery Plan are currently being prepared by Sacramento County and the US Fish and Wildlife Service respectively, no such plans have been adopted (GP DEIR, p. 4.10-63). Therefore, no impact was expected as a result of the General Plan.

Currently, there is not an adopted habitat conservation plan (HCP) for the City of Rancho Cordova or Sacramento County; therefore, the project would not conflict with such a plan. There would be no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
V. CULTURAL RESOURCES. Would the project:					
a) Cause a substantial adverse change in the significance of a historical resource as defined in Public Resources Code Section 21084.1 and CEQA Guidelines Section 15064.5, respectively?	☐	☐	☒	☐	☒
b) Cause a substantial adverse change in the significance of an archaeological resource as defined in Public Resources Code Sections 21083.2 and 21084.1, and CEQA Guidelines Section 15064.5, respectively?	☐	☐	☒	☐	☒
c) Directly or indirectly destroy a unique paleontological resource or site or unique geological feature?	☐	☐	☒	☐	☒
d) Disturb any human remains, including those interred outside of formal cemeteries?	☐	☐	☒	☐	☒

DISCUSSION OF IMPACTS

- a) *Less Than Significant Impact/Reviewed Under Previous Document.* The GP EIR identified that known and unknown historic resources in the Rancho Cordova Planning Area could potentially be impacted by implementation of the General Plan (GP DEIR, pp. 4.11-9 through -14). These impacts were primarily associated with development in undeveloped areas and impacts to unknown resources in portions of the Planning Area that have not been studied. Rancho Cordova policies mitigated some of the potential impacts to historical resources. However, many previously unknown resources could be located in the Planning Area. Therefore, accidental impacts may still occur, and the impact of the General Plan was considered significant and unavoidable (GP DEIR, pp. 4.11-14).

Ground disturbance for the installation of the digital sign would involve a drill rig to install the pole and removal of that soil. Other construction would involve aboveground assembly. Removal of the billboards would involve disassembly of the billboard and removal of the posts. Therefore, due to the minimal ground disturbance and the urbanized nature of the areas, the project is not anticipated to impact cultural resources. However, if for any reason cultural resources are discovered during construction of the digital freeway sign, the project applicant would be required to implement any mitigation necessary for the protection of such resources. In addition, pursuant to California Public Resources Code Section 5097.98 and Health and Safety Code Section 7050.5, in the event of the discovery of human remains, all work is to stop and the county coroner shall be immediately notified. If the remains are determined to be Native American, guidelines of the Native American Heritage Commission shall be adhered to in the treatment and disposition of the remains. Adherence to General Plan policies and state requirements would ensure a less than significant impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

- b) *Less Than Significant Impact/Reviewed Under Previous Document.* See Response V(a) for project-specific discussion. This impact would be less than significant.
- c) *Less Than Significant Impact/Reviewed Under Previous Document.* The GP EIR identified possible impacts to paleontological resources as a result of implementation of the General Plan (GP DEIR, p. 4.11-14). However, no such paleontological resources were identified in the Rancho Cordova Planning Area, and City policy would protect unknown resources. For these reasons, the impact of the General Plan was found to be less than significant (GP DEIR, p. 4.11-15).

See Response V(a) for project-specific discussion. This impact would be less than significant.

- d) *Less Than Significant Impact/Reviewed Under Previous Document.* The discussion in the GP EIR concerning historic resources impacts included discussion of potential impacts to human remains [see Response V(a)]. Impacts were the same in that known resources were adequately protected, but unknown human remains outside established cemeteries could potentially be affected. Therefore, significant and unavoidable impacts as a result of the General Plan were expected (GP DEIR, p. 4.11-14).

There are no known cemeteries on the installation or removal sites. See Response V(a) for specific discussion. This impact would be less than significant.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
VI. GEOLOGY AND SOILS Would the project:					
a) Expose people or structures to potential substantial adverse effects, including the risk of loss, injury, or death, involving:					
i) Rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault? Refer to Division of Mines and Geology Special Publication 42.	☐	☐	☒	☐	☒
ii) Strong seismic ground shaking?	☐	☐	☒	☐	☒
iii) Seismic-related ground failure, including liquefaction?	☐	☐	☒	☐	☒
iv) Landslides?	☐	☐	☐	☒	☐
b) Result in substantial soil erosion or the loss of topsoil?	☐	☐	☒	☐	☒
c) Be located on a geologic unit or soil that is unstable, or that would become unstable as a result of the projects, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction, or collapse?	☐	☐	☒	☐	☒
d) Be located on expansive soil, as defined in Table 18-1-B of the Uniform Building Code (1994), creating substantial risks to life or property?	☐	☐	☒	☐	☒
e) Have soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems where sewers are not available for the disposal of wastewater?	☐	☐	☐	☒	☐

DISCUSSION OF IMPACTS

a)

- i) *Less Than Significant Impact/Reviewed Under Previous Document.* The GP EIR stated that significant seismic shaking was not a concern in the Rancho Cordova Planning Area, as there are no active faults in Sacramento County and because the city is not located in an Alquist-Priolo earthquake hazard zone (GP DEIR, p. 4.8-19). However, some minor seismic shaking is a possibility, as the city is located in Seismic Zone 3, which is

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

considered an area of relatively low ground shaking potential (GP DEIR, p. 4.8-20). Adherence to City policies, as well as to the California Building Code (CBC) which was adopted by the City of Rancho Cordova (Rancho Cordova Municipal Code Section 16.02.030), would ensure less than significant impacts as a result of implementation of the General Plan (GP DEIR, p. 4.8-21).

The potential for impacts to public safety resulting from surface fault rupture, ground shaking, liquefaction, or other seismic hazards is not considered to be an issue of significant environmental concern due to the infrequent seismic history of the area. Therefore, this impact would be less than significant.

- ii) *Less Than Significant Impact/Reviewed Under Previous Document.* See Response VI(1)(i). The potential for strong seismic ground shaking is not a significant environmental concern due to the infrequent seismic activity of the area; however, the new digital freeway sign would be required to comply with all applicable seismic standards enforced by the City. The impact would be less than significant.
- iii) *Less Than Significant Impact/Reviewed Under Previous Document.* The GP EIR identified that seismic shaking was not a concern in the city [see Response V(i)(i)]. Liquefaction is the process in which water is combined with unconsolidated soils as a result of seismic activities involving ground motions and pressure. Without strong ground motion, liquefaction is unlikely. Additionally, the water table is generally too low in the city to provide enough moisture for liquefaction to occur (GP DEIR, p. 4.8-20). Therefore, the impact of the General Plan was found to be less than significant.

See Response VI(1)(i). This impact would be less than significant.

- iv) *No Impact.* The installation and removal sites and surrounding area have relatively flat topography; therefore, there is no potential risk of landslide. There would be no impact.
- b) *Less Than Significant Impact/Reviewed Under Previous Document.* The GP EIR identified potential impacts related to soil erosion from implementation of the General Plan (GP DEIR, pp. 4.8-21 through -23). These erosion impacts were generally associated with construction of new roadways and other capital infrastructure and development of undeveloped portions of the city and the Planning Area. Additional impacts were from increases in runoff due to a net increase in impervious surfaces in the city. However, compliance with the City's Erosion Control Ordinance and the current National Pollutant Discharge Elimination System (NPDES) permit conditions for Rancho Cordova would ensure that impacts resulting from implementation of the General Plan would be less than significant (GP DEIR, p. 4.8-23).

Installation of the proposed digital freeway sign and removal of the two existing traditional billboards would not require any grading and would involve limited surface disturbance to accommodate the sign footing. Because of the limited earthwork involved in the project, no soil erosion would be anticipated to occur and this impact would be less than significant.

- c) *Less Than Significant Impact/Reviewed Under Previous Document.* The GP EIR stated that impacts relating to soil stability as a result of implementation of the General Plan would be minor (GP DEIR, p. 4.8-23). Primary concerns with soil stability in the city are associated with shrink-swell potential (the potential of soils to expand during wet seasons and shrink during dry seasons). Impacts due to soil stability would be mitigated through consistency with the Uniform Building Code and the CBC (GP DEIR, p. 4.8-24). Therefore, the impact of the General Plan was found to be less than significant.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

The soils underlying the installation site do not present a geologic hazard due to very low shrink-swell potential. Construction of the sign would occur in compliance with the California Building Code, ensuring any possible geologic issue would be fully addressed; therefore, this impact would be less than significant.

- d) *Less Than Significant Impact/Reviewed Under Previous Document.* See Response VI(c). This impact would be less than significant.
- e) *No Impact.* The proposed project would not require connection to any wastewater disposal system. There would be no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
VII. GREENHOUSE GAS EMISSIONS. Would the project:					
a) Generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment?	☐	☐	☒	☐	☐
b) Conflict with any applicable plan, policy or regulation of an agency adopted for the purpose of reducing the emissions of greenhouse gases?	☐	☐	☒	☐	☐

SETTING

Since the early 1990s, scientific consensus holds that the world's population is releasing greenhouse gases (GHG) faster than the earth's natural systems can absorb them. These gases are released as byproducts of fossil fuel combustion, waste disposal, energy use, land-use changes, and other human activities. This release of gases, such as carbon dioxide (CO₂), methane (CH₄), and nitrous oxide (N₂O), creates a blanket around the earth that allows light to pass through but traps heat at the surface, preventing its escape into space. While this is a naturally occurring process known as the greenhouse effect, human activities have accelerated the generation of GHGs beyond natural levels. The overabundance of GHGs in the atmosphere has led to an unexpected warming of the earth and has the potential to severely impact the earth's climate system.

Thresholds of significance illustrate the extent of an impact and are a basis from which to apply mitigation measures. Significance thresholds for GHG emissions resulting from land use development projects have not been established in Sacramento County (the SMAQMD has not yet established significance thresholds for GHG emissions from project operations). Instead, the SMAQMD recommends that lead agencies identify thresholds of significance applicable to the proposed project. SMAQMD guidance (2011) further states that when adopting thresholds of significance, a lead agency may consider thresholds of significance adopted or recommended by other lead agencies, or adopt its own thresholds, provided the decision is supported by substantial evidence.

DISCUSSION OF IMPACTS

- a) *Less Than Significant Impact.* GHG emissions contribute, on a cumulative basis, to the significant adverse environmental impacts of global climate change. No single project could generate enough GHG emissions to noticeably change the global average temperature. The combination of GHG emissions from past, present, and future projects contributes substantially to the phenomenon of global climate change and its associated environmental impacts and as such is addressed only as a cumulative impact. Implementation of the proposed project would not substantially contribute to increases of GHG emissions that are associated with global climate change. Estimated greenhouse gas emissions attributable to the proposed project are minimal and would be primarily associated with increases of carbon dioxide (CO₂) from mobile sources associated with project construction and minimal,

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

periodic maintenance. No permanent sources of GHG emissions are involved with the proposed project.

Emissions of CO₂ typically constitute a majority of total mobile-source GHGs commonly associated with development projects. To a lesser extent, other GHG pollutants, such as methane, largely generated by natural-gas combustion, and nitrous oxide, would typically have a minor contribution to overall GHG emissions. These pollutants are not associated with this type of development. As indicated above, the SMAQMD does not have an adopted threshold of significance for construction- or operational-related GHG emissions. However, as described in subsection III, Air Quality, the proposed project is well below the SMAQMD's screening thresholds for projects that would emit significant emissions, including CO₂.

Digital billboards are powered by electricity, the production of which may generate emissions of carbon dioxide, a greenhouse gas that has been linked to global climate change. The project applicant estimates the electricity usage of a sample two-sided digital billboard utilizing current technology at approximately 120,000 kilowatt-hours (kWh) per year of electricity, based on a monthly average of 10,000 kWh. The Sacramento Municipal Utility District (SMUD), the electricity provider to the project, provides electricity to its customers from nonrenewable and renewable sources through its voluntary Greenergy program. The proposed project will participate in the Greenergy program. Additionally, the applicant has indicated that the sign would be installed utilizing the best possible technology available today. However, as technology is refined, the sign may be updated with more efficient technology, and a reduction in overall electricity usage would be likely to occur. In addition, because the existing billboards have lighting, there would be a reduction in electric use for the two billboards that would be removed, which would reduce greenhouse gas emissions.

While project approval may alter the electrical usage and result in additional carbon emissions temporarily from construction vehicles and the generation of power needed for the sign, the installation of the proposed digital sign would not have a significant environmental effect related to greenhouse gas emissions or climate change. Given the small size of the proposed project, GHG emissions associated with the project would be negligible and would not exceed any threshold. Since there are no established thresholds of significance against which to measure the impacts, the assumption is that the proposed project's contribution to the overall issue of global warming is highly limited and considered negligible. The project also includes light sensor controls and the ability to immediately respond to technology improvements, which are beneficial. Therefore, this impact would be less than significant.

- b) *Less Than Significant Impact.* The City of Rancho Cordova does not have local policies or ordinances with the purpose of reducing greenhouse gas emissions. However, the City is subject to compliance with the Global Warming Solutions Act (AB 32). Therefore, compliance with AB 32 would ensure a less than significant impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
VIII. HAZARDS AND HAZARDOUS MATERIALS Would the project:					
a) Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials?	☐	☐	☐	☒	☒
b) Create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment?	☐	☐	☐	☒	☒
c) Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances or waste within one-quarter mile of an existing or proposed school?	☐	☐	☐	☒	☒
d) Be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, would it create a significant hazard to the public or the environment?	☐	☐	☐	☒	☒
e) For a project located within an airport land use plan area or, where such a plan has not been adopted, within 2 miles of a public airport or a public use airport, would the project result in a safety hazard for people residing or working in the project area?	☐	☐	☐	☒	☒
f) For a project within the vicinity of a private airstrip, would the project result in a safety hazard for people residing or working in the project area?	☐	☐	☐	☒	☐
g) Impair implementation of, or physically interfere with, an adopted emergency response plan or emergency evacuation plan?	☐	☐	☐	☒	☒
h) Expose people or structures to a significant risk of loss, injury, or death involving wildland fires, including where wildlands are adjacent to urbanized areas or where residences are intermixed with wildlands?	☐	☐	☐	☒	☒

DISCUSSION OF IMPACTS

- a) *No Impact/Reviewed Under Previous Document.* The GP EIR identified potential impacts to the public or the environment through the routine transport, use, or disposal of hazardous materials (GP DEIR, pp. 4.4-23 and -24). Impacts concerned transportation of hazardous

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

materials on the roadway network in the city and the routine use, storage, and disposal of hazardous materials related to construction during development and redevelopment in the city. Adherence to General Plan policies and federal, state, and local regulations regarding hazardous materials were found to reduce potential impacts of the General Plan to a less than significant level (GP DEIR, pp. 4.4-24 and -28).

The project proposes installation of a digital freeway sign and would not involve the routine transport, use, or disposal of hazardous materials. Construction activities would require the use of a limited quantity of common hazardous materials, including fuels (gasoline and diesel), paints, oils, and lubricants. While these products may contain known hazardous materials, the limited volume of material would not be adequate to create a significant hazard to the public. Operation of the proposed digital freeway sign would not involve the routine transport, use, or disposal of any hazardous materials. There would be no impact.

- b) *No Impact/Reviewed Under Previous Document.* The GP EIR described potential impacts related to the accidental release of hazardous materials (GP DEIR, pp. 4.4-24 through -28). Primary sources of potential accidental release concerned transformers containing polychlorinated biphenyls (PCB), groundwater pollution, and underground storage tanks. Consistency with City policies and action items, as well as with all applicable federal, state, and local regulations, would result in a less than significant impact from the General Plan (GP DEIR, p. 4.4-28).

See Response VIII(a) for project-specific discussion related to hazardous materials usage. Hazardous materials used during project construction would be of limited quantity and for limited duration and would not create a risk to the public or the environment. There would be no impact.

- c) *No Impact/Reviewed Under Previous Document.* The GP EIR discussed the siting of public schools as being subject to the siting requirements of the California Department of Education (GP DEIR, p. 4.4-25). In addition to CEQA review, potential school sites would be reviewed by various agencies to ensure the new school site is safe from toxic hazards (GP DEIR, p. 4.4-25). General Plan policies and actions would reduce the potential impacts of the General Plan from hazardous materials transport, use, and storage from surrounding uses, including school sites, to a less than significant level (GP DEIR, p. 4.4-28).

See Response VIII(a) for project-specific discussion related to hazardous materials usage. There are no schools within a quarter-mile radius of the installation or removal sites. There would be no impact.

- d) *No Impact/Reviewed Under Previous Document.* The GP EIR included information regarding federal and state listed hazardous materials sites as well as a map of such sites (GP DEIR, pp. 4.4-2 through -10). These sites included leaking underground storage tanks, groundwater contamination plumes, PCB-contaminated sites related to prior rocket engine testing (Aerojet/Gencorp), and other smaller sites (GP DEIR, pp. 4.4-5 and -6). Impact discussions were included in discussions of accidental release of hazardous materials [see Response VII(b)] and were found to be less than significant due to compliance with federal, state, and local laws and regulations (GP DEIR, p. 4.4-28).

Neither the installation site nor the removal sites are located on a known hazardous materials sites list (DTSC 2014; SWRCB 2014). There would be no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

- e) *No Impact/Reviewed Under Previous Document.* The GP EIR identified potential impacts of development in an airport land use plan (GP DEIR, p. 4.4-28). The Mather Airport Comprehensive Land Use Plan (CLUP) Safety Restriction Area overlies several portions of the city, restricting development in those areas to uses allowed in the CLUP. Adherence to General Plan policies, federal regulations, the CLUP, and Mather Airport Planning Area provisions would reduce the potential for safety hazards. Therefore, the General Plan was found to have a less than significant impact (GP FEIR, p. 4.0-29).

The installation and removal sites are not located in the CLUP area of the Sacramento Mather Airport and is not within 2 miles of the airport. Implementation of the proposed project would not adversely affect operations of this facility, and it is not anticipated to result in safety-related hazards or adverse impacts to people working on the site. Therefore, there would be no impact.

- f) *No Impact.* The installation and removal sites are not located within 2 miles of any private airstrip. There would be no impact.
- g) *No Impact/Reviewed Under Previous Document.* The GP EIR analyzed potential impacts that could impair implementation or physically interfere with the Sacramento County Multi-Hazard Disaster Plan (GP DEIR, p. 4.4-29). The GP EIR found that implementation of the proposed roadway system in the General Plan would improve city roadway connectivity, allowing better emergency access to residences as well as evacuation routes and resulting in a net positive effect on the implementation success of the Sacramento County Multi-Hazard Disaster Plan. Therefore, the General Plan was found to have a less than significant impact (GP DEIR, p. 4.4-29).

The proposed project would not conflict with the Sacramento County Multi-Hazard Disaster Plan, the Sacramento County Area Plan, or any other adopted emergency response or evacuation plan. There would be no impact.

- h) *No Impact/Reviewed Under Previous Document.* The GP EIR identified potential impacts of safety hazards associated with wildland fires due to the construction of residential areas adjacent to open space and natural areas (GP DEIR, p. 4.12-9). Adoption of General Plan policies and action items, as well as required project review by the Sacramento Metropolitan Fire District (SMFD), would ensure minimal impacts to residential areas from wildland fires, resulting in a less than significant impact from implementation of the General Plan (GP DEIR, p. 4.12-10).

The installation and removal sites are located in an urbanized area of the city and are not contiguous to a designated high fire area associated with any designated wildland area. Development of the proposed project would not expose people or structures to an increased risk of wildland fires. Therefore, there is no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
IX. HYDROLOGY AND WATER QUALITY. Would the project:					
a) Violate any water quality standards or waste discharge requirements?	☐	☐	☒	☐	☒
b) Substantially deplete groundwater supplies or interfere substantially with groundwater recharge such that there would be a net deficit in aquifer volume or a lowering of the local groundwater table level (e.g., the production rate of pre-existing nearby wells would drop to a level which would not support existing land uses or planned uses for which permits have been granted)?	☐	☐	☒	☐	☒
c) Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, in a manner, which would result in substantial erosion or siltation on- or off-site?	☐	☐	☒	☐	☒
d) Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, or substantially increase the rate or amount of surface runoff in a manner that would result in flooding on- or off-site?	☐	☐	☒	☐	☒
e) Create or contribute runoff water which would exceed the capacity of existing or planned storm water drainage systems or provide substantial additional sources of polluted runoff?	☐	☐	☒	☐	☒
f) Otherwise substantially degrade water quality?	☐	☐	☒	☐	☐
g) Place housing within a 100-year flood hazard area as mapped on a federal Flood Hazard Boundary or Flood Insurance Rate Map or other flood hazard delineation map?	☐	☐	☒	☐	☐
h) Place within a 100-year flood hazard area structures that would impede or redirect flood flows?	☐	☐	☒	☐	☐
i) Expose people or structures to a significant risk of loss, injury, or death involving flooding, including flooding as a result of a failure of a levee or dam?	☐	☐	☒	☐	☐
j) Inundation by seiche, tsunami, or mudflow?	☐	☐	☐	☒	☐

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

DISCUSSION OF IMPACTS

- a-i) *Less Than Significant Impact/Reviewed Under Previous Document.* The GP EIR identified potential surface water and groundwater quality impacts that would occur as a result of implementation of the General Plan (GP DEIR, pp. 4.9-34 through -40). Both impacts of the General Plan were found to be less than significant with implementation of City policies and action items as well as compliance with the City's National Pollutant Discharge Elimination System (NPDES) permit conditions.

Construction and operation of the digital freeway sign would not result in any violation of water quality standards or waste discharge requirements. The installation site is located in a developed industrial and commercial area with appropriate storm drain facilities to manage site runoff. One removal site is located near a drainage ditch, but the project would be required to comply with all applicable provisions of the City's stormwater pollution prevention program, best management practices (BMPs), and applicable local ordinances and state requirements, which would ensure that the construction activities would have a less than significant impact on water quality.

The project does not require connection to any groundwater supply, nor does it involve a substantial increase in impervious surfaces that would impact groundwater recharge. Extensive grading and other earthwork are not required. Project implementation would not substantially alter the existing drainage pattern of the site. The site is not located in designated 100-year flood zones and does not include any residential structures that could impede any flood flows, were any to occur in the area. Therefore, these impacts would be less than significant.

- j) *No Impact.* The installation and removal sites are not located near the Pacific Ocean or near a large water body that would be capable of creating seiche or tsunami waves. The sites are characterized by generally flat terrain, as is the surrounding area. Therefore, there would be no potential risk of mudflows on or near the site. There would be no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
X. LAND USE AND PLANNING. Would the project:					
a) Physically divide an existing community?	☐	☐	☐	☒	☐
b) Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to, the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect?	☐	☐	☒	☐	☐
c) Conflict with any applicable habitat conservation plan or natural community conservation plan?	☐	☐	☐	☒	☐

DISCUSSION OF IMPACTS

- a) *No Impact.* The proposed project involves installation of a digital freeway sign and removal of two existing traditional billboards in an area that has been developed with commercial and industrial uses. The proposed digital freeway sign would not alter or interfere with the ongoing use of the installation site or adjacent business operations. There would be no impact.
- b) *Less Than Significant Impact.* The installation site is zoned M-1 (Light Industrial) with a Digital Freeway Overlay. As proposed, the digital freeway sign would be consistent with all applicable development regulations. The City's Zoning Code standards regulating digital freeway signs require the removal of four existing signs or the payment on an in-lieu fee to offset the installation of the new sign. Per these standards, the project also proposes to contribute funding to Phase 4 of the City's Folsom Boulevard Improvements Project to improve the visual character of the adjacent segment of Folsom Boulevard.
- c) *No Impact.* Currently, no adopted habitat conservation plan or natural community conservation plan has been adopted in Sacramento County. Therefore, there would be no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
XI. MINERAL RESOURCES. Would the project:					
a) Result in the loss of availability of a known mineral resource that would be of value to the region and the residents of the state?	☐	☐	☐	☒	☒
b) Result in the loss of availability of a locally important mineral resource recovery site delineated on a local general plan, specific plan, or other land use plan?	☐	☐	☐	☒	☒

DISCUSSION OF IMPACTS

a-b) *No Impact/Reviewed Under Previous Document.* The GP EIR identified potential impacts resulting from the loss of availability of mineral resources in the General Plan Planning Area (GP DEIR, pp. 4.8-26 through -27). Only those areas already identified as either MRZ-2 or as containing existing mining operations were expected to be impacted by development of the General Plan Planning Area (GP DEIR, p. 4.8-26). Even with adoption of City policies and action items regarding mineral resources and mining, the General Plan would still have a significant and unavoidable impact (GP DEIR, p. 4.8-27).

The proposed project involves installation of a digital freeway sign in an existing developed site and removal of two billboards—one in a parking area in a commercial lot and the other near a commercial/residential area where no mining occurs. No mineral resources or resource recovery sites would be lost as a result of project implementation. There would be no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
XII. NOISE. Would the project result in:					
a) Exposure of persons to or generation of noise levels in excess of standards established in the local general plan or noise ordinance or of applicable standards of other agencies?	☐	☐	☐	☒	☒
b) Exposure of persons to or generation of excessive groundborne vibration or groundborne noise levels?	☐	☐	☐	☒	☒
c) A substantial permanent increase in ambient noise levels in the project vicinity above levels existing without the project?	☐	☐	☐	☒	☒
d) A substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels existing without the project?	☐	☐	☐	☒	☒
e) For a project located within an airport land use plan area or, where such a plan has not been adopted, within 2 miles of a public airport or a public use airport, would the project expose people residing or working in the project area to excessive noise levels?	☐	☐	☐	☒	☒
f) For a project within the vicinity of a private airstrip, would the project expose people residing or working in the project area to excessive noise levels?	☐	☐	☐	☒	☐

DISCUSSION OF IMPACTS

- a-f) *No Impact/Reviewed Under Previous Document.* The GP EIR addressed increases in noise levels as a result of buildout of the General Plan (GP DEIR, pp. 4.7-20 through -30). Significant and unavoidable impacts were expected due to construction noise, increased traffic noise, and the potential construction of noise-generating land uses (GP DEIR, pp. 4.7-22, -27, and -30). Policies and action items included in the General Plan would reduce these impacts; however, various factors exist throughout the Planning Area that would make total mitigation impossible. Therefore, the impact of the General Plan remained significant and unavoidable.

The proposed project involves installation of a digital freeway sign and removal of two existing traditional billboards in an urbanized area. The proposed digital sign would not generate ongoing noise, and there are no sensitive receptors in proximity to the installation site. Construction noise would occur in the immediate vicinity of the sites; however, given the lack of sensitive receptors and the proximity of US-50, temporary construction noise would not be expected to cause adverse impacts. The project sites are not located in the Comprehensive Land Use Plan Area (CLUP) of the Sacramento Mather Airport, nor is it within 2 miles of any airport or airstrip. There would be no impact associated with construction or operation of the proposed digital freeway sign.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
XIII. POPULATION AND HOUSING. Would the project:					
a) Induce substantial population growth in an area, either directly (e.g., by proposing new homes and businesses) or indirectly (e.g., through extension of roads or other infrastructure)?	☐	☐	☐	☒	☐
b) Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere?	☐	☐	☐	☒	☐
c) Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere?	☐	☐	☐	☒	☐

DISCUSSION OF IMPACTS

- a–c) *No Impact.* The proposed project involves installation of a digital freeway sign and removal of two existing traditional billboards. Neither of these actions would result in substantial direct or indirect population growth or the displacement of any people or housing. Therefore, there would be no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
XIV. PUBLIC SERVICES. Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, the need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for any of the following public services:					
a) Fire protection?	☐	☐	☐	☒	☐
b) Police protection?	☐	☐	☐	☒	☐
c) Schools?	☐	☐	☐	☒	☐
d) Parks?	☐	☐	☐	☒	☐
e) Other public facilities?	☐	☐	☒	☐	☐

EXISTING SETTING

The proposed installation site is located in the following public service districts:

- Fire Protection: Sacramento Metropolitan Fire District (SMFD)
- Police Protection: Rancho Cordova Police Department (RCPD)
- School District: Folsom Cordova Unified School District (FCUSD)
- Park District: Cordova Recreation and Park District (CRPD)
- Electrical Service: Sacramento Municipal Utility District (SMUD)

DISCUSSION OF IMPACTS

- a) *No Impact.* The proposed project involves the installation of a digital freeway sign and the removal of two existing traditional billboards. Implementation of the proposed project would not result in an increased demand for any public services and would not require the construction of new or the alteration of existing public facilities. No impact would occur.
- b) *No Impact.* See Response XIV(a). There would be no impact. Furthermore, the proposed digital freeway sign would provide support to various law enforcement agencies by providing real-time use of the digital messaging technology for Amber Alerts and other public safety messages.
- c) *No Impact.* See Response XIV(a). There would be no impact.
- d) *No Impact.* See Response XIV(a). There would be no impact.
- e) *Less Than Significant Impact.* The proposed digital freeway sign would require electricity to operate, which would be provided by SMUD. SMUD generates, transmits, and distributes electricity to a 900-square-mile territory of Sacramento County and a small portion of Placer County. SMUD provides electricity from a number of sources, including the traditional power grid, as well as from the renewable energy sources of solar, wind, and hydroelectric. As indicated previously, the proposed digital freeway sign is estimated to require approximately 120,000 kWh of electricity per year with the most energy-efficient technology available at this

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

time. The sign would be provided with 100 amp service, approximately one-half of typical residential service. The anticipated annual power usage for the sign is equivalent to approximately 11 average American households (EIA 2014). The estimated electricity usage of the proposed digital freeway sign is not a substantial use of electricity, is well within SMUD's ability to provide power, and would not require any changes to SMUD's infrastructure. This impact would be less than significant.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporation	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
XV. RECREATION					
a) Would the project increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated?	☐	☐	☐	☒	☐
b) Does the project include recreational facilities, or require the construction or expansion of recreational facilities, which might have an adverse physical effect on the environment?	☐	☐	☐	☒	☐

DISCUSSION OF IMPACTS

a-b) *No Impact*. See Response XIV(a). There would be no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
XVI. TRANSPORTATION/TRAFFIC. Would the project:					
a) Conflict with an applicable plan, ordinance, or policy establishing measures of effectiveness for the performance of the circulation system, taking into account all modes of transportation including mass transit and non-motorized travel and relevant components of the circulation system, including but not limited to intersections, streets, highways and freeways, pedestrian and bicycle paths, and mass transit?	☐	☐	☐	☒	☒
b) Conflict with an applicable congestion management program, including, but not limited to level of service standards and travel demand measures, or other standards established by the county congestion management agency for designated roads or highways, either individually or cumulatively, a level of service standard established by the county congestion management agency for designated roads or highways?	☐	☐	☐	☒	☒
c) Result in a change in air traffic patterns, including either an increase in traffic levels or a change in location that results in substantial safety risks?	☐	☐	☐	☒	☒
d) Substantially increase hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)?	☐	☐	☒	☐	☒
e) Result in inadequate emergency access?	☐	☐	☐	☒	☒
f) Conflict with adopted policies, plans, or programs regarding public transit, bicycle, or pedestrian facilities, or otherwise decrease the performance or safety of such facilities?	☐	☐	☐	☒	☒

DISCUSSION OF IMPACTS

- a) *No Impact/Reviewed Under Previous Document.* The GP EIR analyzed traffic impacts to the existing roadway network in the General Plan Planning Area as a result of the population, dwelling unit, and employee increases expected to occur with implementation of the General Plan (GP DEIR, pp. 4.5-27 through -45). Several new roadways and improvement of existing roadways were described in the General Plan in order to address the additional expected traffic load. However, even with these improvements and adherence to City policies and action items, the impact of the General Plan would remain significant and unavoidable (GP DEIR, p. 4.5-42).

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

The project involves installation of a digital freeway sign and removal of two existing traditional billboards in an urbanized area. The proposed digital freeway sign would not interfere with or disrupt the continued functionality of the installation site's parking lot or access drives. Traffic entering the public roadway would continue to do so in its current manner, undisturbed by the proposed project. The construction and operation of the proposed digital freeway sign would not result in an appreciable increase in vehicle trips. Other than trips generated by construction and periodic maintenance of the sign, no other vehicle trips would be made as a result of the project. There would also be a reduction in trips associated with maintenance of the signs that would be removed as part of the project. The proposed project would not result in level of service impacts beyond those projected in the General Plan. The project would not adversely impact traffic or conflict with the City's Circulation Plan. Therefore, there would be no impact.

- b) *No Impact/Reviewed Under Previous Document.* See Response XVI(a). There would be no impact.
- c) *No Impact/Reviewed Under Previous Document.* The GP EIR analyzed safety and hazards impacts related to the provision of land uses in the Mather Airport Comprehensive Land Use Plan (CLUP) and their impact on safety related to air traffic in and out of the airport (GP DEIR, pp. 4.4-28 and -29). The General Plan established the Mather Planning Area corresponding to the Master Plan boundaries of the Sacramento Mather Airport. Policies included in the General Plan were more stringent than the safety restrictions of the Mather CLUP (GP DEIR, p. 4.4-28). Consistency with City policies and action items, as well as with the requirements of the Mather CLUP, would ensure less than significant impacts from implementation of the General Plan (GP DEIR, p. 4.4-29).

The proposed project does not involve any aviation-related uses and is not located within 2 miles of the Sacramento Mather Airport. The installation and removal sites are not located in the airport safety zones or in the approach and departure paths for aircraft using the airport. There would be no impact.

- d) *Less Than Significant Impact/Reviewed Under Previous Document.* The GP EIR analyzed potential impacts related to roadway safety as a result of implementation of the General Plan (GP DEIR, p. 4.5-48). The City's design standards for roadways, as well as land use planning and other City policies, would ensure that impacts of the General Plan related to roadway safety are less than significant (GP DEIR, p. 4.5-48).

The project involves installation of a digital freeway sign and removal of two existing traditional billboards in an urbanized area along US-50 in the city limits. The sign employs digital technology to allow periodic changes in the sign display, which has generally raised concerns regarding the impact this signage type may have on traffic safety by distracting driver attention and vision. While the signs do not involve a hazardous design feature, the concerns related to these types of signs could be considered a hazard to motorists on US-50.

The Federal Highway Administration (FHWA), in agreement with the California Department of Transportation (Caltrans), has addressed various issues related to signage along highway corridors to ensure continued driver safety. Signage along the highway corridor is reviewed by Caltrans for consistency with FHWA standards as well as consistency with the California Outdoor Advertising Act. These standards include ensuring signs do not imitate or resemble official traffic signs or interfere with the function of official traffic signage. With regard to digital freeway signs specifically, Caltrans requires, at minimum, consistency with the FHWA agreement and that digital freeway signs meet lighting, message timing, and separation

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

standards. The 2011 update of the Outdoor Advertising Act provides the framework for review and permitting of the sign by Caltrans.

Section 23.743.150, Digital Freeway Signs Overlay, of the City's Zoning Code establishes development standards for the proposed digital freeway sign that exceed the requirements enforced by Caltrans. The City's code standards include:

- 8-second minimum message display timing
- 2,500-foot minimum spacing between digital signs along the US-50 corridor
- 0.3 foot-candle lighting minimum, including technology that adjusts the light level of the sign as it relates to the changing ambient light level surrounding the sign
- Prohibition against flashing, animation, or simulated movement in individual messages to be displayed on the sign

Both the minimum message timing and the distance between signs are double that enforced by Caltrans. Because the City's code exceeds the minimum standards associated with digital signs along state highways established by the FHWA and Caltrans, and the sign must meet the City's code, the proposed digital freeway sign would not be located or operated in such a manner as to create hazards along the US-50 corridor.

The FHWA has closely monitored the issue of driver inattention as it relates to digital freeway signs. In 2009, the FHWA issued an update on their position on these signs in a report entitled "The Effect of Commercial Electronic Variable Message Signs (CEVMS) on Driver Attention and Distraction: An Update." The report addresses the basic question of whether a digital billboard along the freeway is associated with a reduction in driver safety. The report researched crash rates in the vicinity of a digital sign, rates of near-crashes (i.e., sudden braking, swerving) in the vicinity of a digital sign, and rate of eye glances away from the roadway in the vicinity of digital signs. Based on the available data, the report suggests a study approach and confirms there is no definitive conclusion about the presence or severity of adverse safety impacts that may result from installation of a digital freeway sign in a given location. In light of the report, the FHWA continues to recommend the signs be regulated within the existing framework as a means of protecting the public interest.

Conducting a study of an individual digital billboard to measure and analyze the effects of driver attention to the sign is difficult. Roadway conditions are unique in the proposed sign location; however, a substantial variety of other factors could also contribute to driver inattention such as other roadway signs, tuning the radio, talking on the phone, eating, talking to other passengers, and possibly many others, making isolating the potential effects of a digital freeway sign impossible. Regulations on sign brightness, message duration, prohibition of message animation, and continuation of vehicle maneuver requirements at interchanges serve to reduce safety concerns to the fullest known extent.

The proposed project would be required to obtain a Conditional Use Permit and a building permit from the City. Following issuance of these permits and upon its own review of the proposed sign, Caltrans would issue a ministerial permit for the sign. Based on the requisite review and adherence to the standards identified above, the impacts regarding potential hazards along the roadway would be less than significant.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

- e) *No Impact/Reviewed Under Previous Document.* The GP EIR identified impacts related to emergency access in the General Plan Planning Area (GP DEIR, p. 4.5-48). Because the roadway network in the city was to be improved and additional routes were to be added by the General Plan, impacts were found to be less than significant (GP DEIR, p. 4.5-48).

The proposed project involves installation of a digital freeway sign in an existing developed industrial site. The city's existing roadway network would not be altered by the proposed project, nor would any future roadway plans be affected. There would be no impact.

- f) *No Impact/Reviewed Under Previous Document.* The GP EIR analyzed potential impacts to transit, pedestrians, and bicycles in the city (GP DEIR, pp. 4.5-49 through -53). Development of the City's Transit Master Plan and the City's Pedestrian and Bicycle Master Plan would ensure that impacts of the General Plan to these provisions would be less than significant (GP DEIR, pp. 4.5-49 and -50).

The proposed project involves installation of a digital freeway sign and removal of two existing traditional billboards in an urbanized area. The City's Transit Master Plan and Pedestrian and Bicycle Master Plan would not be altered by the project. There would be no impact.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
XVII. UTILITIES AND SERVICE SYSTEMS. Would the project:					
a) Exceed wastewater treatment requirements of the applicable Regional Water Quality Control Board?	☐	☐	☐	☒	☐
b) Require or result in the construction of new water or wastewater treatment facilities or expansion of existing facilities, the construction of which could cause significant environmental effects?	☐	☐	☐	☒	☐
c) Require or result in the construction of new storm water drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects?	☐	☐	☐	☒	☐
d) Have sufficient water supplies available to serve the project from existing entitlements and resources, or are new or expanded entitlements needed?	☐	☐	☐	☒	☐
e) Result in a determination by the wastewater treatment provider that serves or may serve the project that it has adequate capacity to serve the project's projected demand, in addition to the provider's existing commitments?	☐	☐	☐	☒	☐
f) Be served by a landfill with sufficient permitted capacity to accommodate the project's solid waste disposal needs?	☐	☐	☐	☒	☐
g) Comply with federal, state, and local statutes and regulations related to solid waste?	☐	☐	☐	☒	☐

DISCUSSION OF IMPACTS

- a-g) *No Impact.* The proposed project involves installation of a digital freeway sign and removal of two existing traditional billboards in an urbanized area. Connections to the public water, wastewater, and storm drain systems are not required by the project. The proposed project would not generate solid waste.

3.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

	Potentially Significant Impact	Less Than Significant Impact With Mitigation Incorporated	Less Than Significant Impact	No Impact	Reviewed Under Previous Document
XVIII. MANDATORY FINDINGS OF SIGNIFICANCE					
a) Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, substantially reduce the number or restrict the range of rare or endangered plants or animals, or eliminate important examples of the major periods of California history or prehistory?	☐	☒	☐	☐	☒
b) Does the project have the potential to achieve short-term environmental goals to the disadvantage of long-term environmental goals?	☐	☐	☒	☐	☒
c) Does the project have impacts that are individually limited, but cumulatively considerable? "Cumulatively considerable" means that the incremental effects of a project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects.	☐	☐	☒	☐	☒
d) Does the project have environmental effects that will cause substantial adverse effects on human beings, either directly or indirectly?	☐	☐	☒	☐	☒

DISCUSSION OF IMPACTS

- a) *Less Than Significant Impact With Mitigation Incorporated/Reviewed Under Previous Document.* As demonstrated in subsections I through XVII above, with implementation of mitigation measure **MM BIO-1**, the proposed project would not have the potential to result in impacts on biological resources or historical resources.
- b) *Less Than Significant Impact/Reviewed Under Previous Document.* The proposed project would be required to adhere to all Rancho Cordova General Plan policies, ensuring that the City's long-term environmental goals are implemented, as applicable. Therefore, the proposed project would have a less than significant impact.
- c) *Less Than Significant Impact/Reviewed Under Previous Document.* Section 4.0 of this IS/MND addresses the proposed project's contribution to impacts in the cumulative setting. There are no other past, current, or future projects associated with this project that would contribute to a substantial cumulative impact. Therefore, this impact would be less than significant.
- d) *Less Than Significant Impact/Reviewed Under Previous Document.* See Response XVIII(a). The proposed project includes installation of a digital freeway sign and removal of two existing traditional billboards in an urbanized area of the city. There are no substantial adverse effects on human beings anticipated by construction or operation of the sign. Therefore, this impact would be less than significant.

CUMULATIVE IMPACTS

4.1 INTRODUCTION

This section addresses the proposed project's potential to contribute to cumulative impacts in the region. California Environmental Quality Act (CEQA) Guidelines Section 15355 defines cumulative impacts as "two or more individual effects that, when considered together, are considerable or which compound or increase other environmental impacts." A project's incremental effects are considered significant if they are "cumulatively considerable" (CEQA Guidelines Sections 15065[a][3] and 15130[a]). "Cumulatively considerable" means the incremental effects of the project are considerable when viewed in connection with the effects of past, current, and future projects (see also CEQA Guidelines Appendix G, Section XVII).

4.2 CUMULATIVE SETTING

The cumulative setting establishes the area of effect in which the cumulative impact has been identified and inside which it would occur. Different cumulative settings can be established for each individual impact or impact area (checklist area). Because the proposed project is a subsequent project within the scope of activities and land uses studied in the General Plan, and because this Initial Study/Mitigated Negative Declaration (IS/MND) is tiered from the Rancho Cordova General Plan EIR (GP EIR), the cumulative setting for the proposed project is identical to the cumulative settings identified in the GP EIR.

4.3 PREVIOUS CUMULATIVE ANALYSIS IN THE CUMULATIVE SETTING

The GP EIR identified several cumulative impacts where expected development and establishment of the roadway network in the city, when combined with other planned, proposed, and approved development and roadway infrastructure projects in the area, would have a significant impact on the environment. The following impact areas were found in the GP EIR to have cumulative impacts that would be cumulatively considerable:

- Aesthetics
- Agricultural Resources
- Air Quality
- Biological Resources
- Cultural Resources
- Hydrology and Water Quality (water supply)
- Land Use and Planning
- Mineral Resources
- Noise (both traffic-related and stationary)
- Population and Housing
- Utilities and Service Systems (water treatment and wastewater infrastructure)
- Transportation/Traffic (traffic congestion)

Areas in which cumulative impacts were found in the GP EIR to be less than cumulatively considerable were:

- Geology and Soils
- Hazards and Hazardous Materials
- Public Services
- Recreation

4.0 CUMULATIVE IMPACTS

4.4 CUMULATIVE IMPACT ANALYSIS

The proposed project is a subsequent project within the scope of activities and land uses studied in the GP EIR. The proposed project is substantially consistent with the General Plan in use, design, and density. Cumulative impacts identified in the GP EIR as being cumulatively considerable are largely due to increases in dwelling units, residents, and employees. As the proposed project would not contribute to increases in dwelling units, residents, or employees in the city, the proposed project's incremental contribution to the cumulatively considerable impacts listed in Subsection 4.3 would not be cumulatively considerable.

Consistency with City policies, action items, ordinances, and other requirements would reduce the proposed project's incremental contribution to the above cumulative impacts. Rancho Cordova Municipal Code Section 23.743.150(C)(1)(d) states that no digital freeway sign shall be located within 2,500 feet of any other digital freeway sign in the city limits. The City is currently considering another proposal for a digital sign approximately 1,000 feet east of the proposed installation site. Even if both signs were to be approved, compliance with design standards contained in the Municipal Code would ensure that these projects would not combine to result in a negative aesthetic effect. In addition, the two projects would also result in the removal of three other billboards, two of which are located along US-50. The proposed project's incremental contribution to the above cumulative impacts would therefore not be cumulatively considerable. Furthermore, since the project's incremental contribution is not significant, no mitigation measures are required and no design elements or project characteristics need to be addressed.

Development of the installation site would not result in any project-specific contribution to cumulative impacts that were not identified in the program EIR. Because the GP EIR found that cumulative impacts in the above areas were cumulatively considerable and because the proposed project is substantially consistent with land uses assumed for the installation site in the program EIR, no further environmental analysis is required pursuant to Public Resources Code Section 21083.3.

The GP EIR did not consider climate change impacts, which are only relevant in the cumulative condition. An analysis of the proposed project's potential greenhouse gas (GHG) emissions/impacts is included in Section 3.0 of this IS/MND. No potentially significant project-specific or cumulative impacts to GHG emissions were identified, and no mitigation measures are required. No further environmental analysis with respect to GHG emissions is required pursuant to Public Resources Code Section 21083.3.

DETERMINATION

ATTACHMENT 3
5.0 DETERMINATION

5.0 DETERMINATION

On the basis of this initial evaluation:

- ☐ I find that the proposed project **COULD NOT** have a significant effect on the environment, and a **NEGATIVE DECLARATION** will be prepared.
- ☒ I find that, although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because the mitigation measures described in Section 3.0 of this document have been added to the project. A **MITIGATED NEGATIVE DECLARATION** will be prepared.
- ☐ I find that the proposed project **MAY** have a significant effect on the environment, and an **ENVIRONMENTAL IMPACT REPORT** is required.
- ☐ I find that the proposed project **MAY** have a significant effect(s) on the environment, but one or more of such significant effects: (1) has been adequately analyzed in an earlier document pursuant to applicable legal standards, and (2) has been addressed by mitigation measures based on the earlier analysis as described on attached sheets. An **ENVIRONMENTAL IMPACT REPORT** is required, but it must analyze only the effects that remain to be addressed.
- ☐ I find that although the proposed project could have a significant effect on the environment, all potentially significant effects: (a) have been analyzed and adequately addressed in an earlier EIR pursuant to applicable standards, or (b) have been avoided or mitigated pursuant to that earlier EIR, previous Mitigated Negative Declaration, or this Subsequent Mitigated Negative Declaration, including revisions or mitigation measures that are imposed upon the proposed project.

Signature:  _____

Date: August 11, 2014

Printed name: Jessica Jordan

For: City of Rancho Cordova

REPORT PREPARATION AND CONSULTATIONS

6.0 REPORT PREPARATION AND CONSULTATIONS

6.1 REPORT PREPARATION AND CONSULTATIONS

CITY OF RANCHO CORDOVA – LEAD AGENCY

Paul Junker	Planning Director
Jessica Jordan	Senior Planner
Bret Sampson	Environmental Coordinator
Kristin Faoro	Environmental Planner

REFERENCES

7.1 REFERENCES

- Caltrans (California Department of Transportation). 2011. *Outdoor Advertising Act and Regulations, 2011 Edition*.
- City of Rancho Cordova. 2006a. *Rancho Cordova General Plan Draft Environmental Impact Report*.
- . 2006b. *Rancho Cordova General Plan Final Environmental Impact Report*.
- . 2006c. *Rancho Cordova General Plan: Final Adopted Version*.
- DTSC (California Department of Toxic Substances Control). 2014. *EnviroStor*. Accessed July 23. <http://www.envirostor.dtsc.ca.gov/public/>.
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- SMAQMD (Sacramento Metropolitan Air Quality Management District). 1994. *Air Quality Thresholds of Significance*.
- . 2009. *Guide to Air Quality Assessment in Sacramento County*.
- . 2011. *Guide to Air Quality Assessment in Sacramento County*. Updated 2011.
- SWRCB (California State Water Resources Control Board). 2014. *GeoTracker*. Accessed July 23. <http://geotracker.waterboards.ca.gov/default.asp>.

Central Valley Regional Water Quality Control Board

9 September 2014

Jessica Jordan
City of Rancho Cordova
2729 Prospect Park Drive
Rancho Cordova, CA 95670

CERTIFIED MAIL
7014 1200 0000 7154 2543

COMMENTS TO REQUEST FOR REVIEW FOR THE MITIGATED NEGATIVE DECLARATION, CLEAR CHANNEL OUTDOOR DIGITAL SIGN CONDITIONAL USE PERMIT AND OPERATING AGREEMENT PROJECT, SCH NO. 2014082044, SACRAMENTO COUNTY

Pursuant to the State Clearinghouse's 15 August 2014 request, the Central Valley Regional Water Quality Control Board (Central Valley Water Board) has reviewed the *Request for Review for the Mitigated Negative Declaration* for the Clear Channel Outdoor Digital Sign Conditional Use Permit and Operating Agreement Project, located in Sacramento County.

Our agency is delegated with the responsibility of protecting the quality of surface and groundwaters of the state; therefore our comments will address concerns surrounding those issues.

Construction Storm Water General Permit

Dischargers whose project disturb one or more acres of soil or where projects disturb less than one acre but are part of a larger common plan of development that in total disturbs one or more acres, are required to obtain coverage under the General Permit for Storm Water Discharges Associated with Construction Activities (Construction General Permit), Construction General Permit Order No. 2009-009-DWQ. Construction activity subject to this permit includes clearing, grading, grubbing, disturbances to the ground, such as stockpiling, or excavation, but does not include regular maintenance activities performed to restore the original line, grade, or capacity of the facility. The Construction General Permit requires the development and implementation of a Storm Water Pollution Prevention Plan (SWPPP).

For more information on the Construction General Permit, visit the State Water Resources Control Board website at:

http://www.waterboards.ca.gov/water_issues/programs/stormwater/constpermits.shtml.

Phase I and II Municipal Separate Storm Sewer System (MS4) Permits¹

The Phase I and II MS4 permits require the Permittees reduce pollutants and runoff flows from new development and redevelopment using Best Management Practices (BMPs) to the maximum extent practicable (MEP). MS4 Permittees have their own development standards, also known as Low Impact Development (LID)/post-construction standards that include a hydromodification component. The MS4 permits also require specific design concepts for LID/post-construction BMPs in the early stages of a project during the entitlement and CEQA process and the development plan review process.

For more information on which Phase I MS4 Permit this project applies to, visit the Central Valley Water Board website at:

http://www.waterboards.ca.gov/centralvalley/water_issues/storm_water/municipal_permits/.

For more information on the Phase II MS4 permit and who it applies to, visit the State Water Resources Control Board at:

http://www.waterboards.ca.gov/water_issues/programs/stormwater/phase_ii_municipal.shtml

Industrial Storm Water General Permit

Storm water discharges associated with industrial sites must comply with the regulations contained in the Industrial Storm Water General Permit Order No. 97-03-DWQ.

For more information on the Industrial Storm Water General Permit, visit the Central Valley Water Board website at:

http://www.waterboards.ca.gov/centralvalley/water_issues/storm_water/industrial_general_permits/index.shtml.

Clean Water Act Section 404 Permit

If the project will involve the discharge of dredged or fill material in navigable waters or wetlands, a permit pursuant to Section 404 of the Clean Water Act may be needed from the United States Army Corps of Engineers (USACOE). If a Section 404 permit is required by the USACOE, the Central Valley Water Board will review the permit application to ensure that discharge will not violate water quality standards. If the project requires surface water drainage realignment, the applicant is advised to contact the Department of Fish and Game for information on Streambed Alteration Permit requirements.

If you have any questions regarding the Clean Water Act Section 404 permits, please contact the Regulatory Division of the Sacramento District of USACOE at (916) 557-5250.

¹ Municipal Permits = The Phase I Municipal Separate Storm Water System (MS4) Permit covers medium sized Municipalities (serving between 100,000 and 250,000 people) and large sized municipalities (serving over 250,000 people). The Phase II MS4 provides coverage for small municipalities, including non-traditional Small MS4s, which include military bases, public campuses, prisons and hospitals.

Clean Water Act Section 401 Permit – Water Quality Certification

If an USACOE permit, or any other federal permit, is required for this project due to the disturbance of waters of the United States (such as streams and wetlands), then a Water Quality Certification must be obtained from the Central Valley Water Board prior to initiation of project activities. There are no waivers for 401 Water Quality Certifications.

Waste Discharge Requirements

If USACOE determines that only non-jurisdictional waters of the State (i.e., “non-federal” waters of the State) are present in the proposed project area, the proposed project will require a Waste Discharge Requirement (WDR) permit to be issued by Central Valley Water Board. Under the California Porter-Cologne Water Quality Control Act, discharges to all waters of the State, including all wetlands and other waters of the State including, but not limited to, isolated wetlands, are subject to State regulation.

For more information on the Water Quality Certification and WDR processes, visit the Central Valley Water Board website at:

http://www.waterboards.ca.gov/centralvalley/help/business_help/permit2.shtml.

Low or Limited Threat General NPDES Permit

If the proposed project includes construction dewatering and it is necessary to discharge the groundwater to waters of the United States, the proposed project will require coverage under a National Pollutant Discharge Elimination System (NPDES) permit. Dewatering discharges are typically considered a low or limited threat to water quality and may be covered under the General Order for *Dewatering and Other Low Threat Discharges to Surface Waters* (Low Threat General Order) or the General Order for *Limited Threat Discharges of Treated/Untreated Groundwater from Cleanup Sites, Wastewater from Superchlorination Projects, and Other Limited Threat Wastewaters to Surface Water* (Limited Threat General Order). A complete application must be submitted to the Central Valley Water Board to obtain coverage under these General NPDES permits.

For more information regarding the Low Threat General Order and the application process, visit the Central Valley Water Board website at:

http://www.waterboards.ca.gov/centralvalley/board_decisions/adopted_orders/general_orders/r5-2013-0074.pdf

For more information regarding the Limited Threat General Order and the application process, visit the Central Valley Water Board website at:

http://www.waterboards.ca.gov/centralvalley/board_decisions/adopted_orders/general_orders/r5-2013-0073.pdf

9 September 2014

If you have questions regarding these comments, please contact me at (916) 464-4684 or tcleak@waterboards.ca.gov.



Trevor Cleak
Environmental Scientist

cc: State Clearinghouse Unit, Governor's Office of Planning and Research, Sacramento

Kelly Kennedy

From: Brohman, Larry B@DOT <larry.brohman@dot.ca.gov>
Sent: Tuesday, August 26, 2014 6:15 AM
To: Jessica Jordan
Cc: Fredericks, Eric B@DOT; Kress, Joshua T@DOT
Subject: SCH #2014082043 Sierra Outdoor Digital Sign at Naturwood Conditional Use Permit and Operating Agreement

Dear Ms. Jordan:

Thank you for including the California Department of Transportation (Caltrans) in the review and comment process for the Sierra Outdoor Digital Sign at Naturwood Conditional Use Permit and Operating Agreement. As you know, an application for both a permit and license for the proposed sign will be needed. See Caltrans' Outdoor Advertising's website for information and forms (<http://www.dot.ca.gov/oda/>). Of course Caltrans Outdoor Advertising cannot make any determination without the application. The only deviation for this procedure would be an on-premise sign which only advertises the company that shares the property. At that point, Caltrans would have no jurisdiction. However, if the owner were to advertise any commercial activity other than that which is occupying the property, then a permit and license would be required.

Please provide our office with copies of any further actions regarding this project. We would appreciate the opportunity to review and comment on any changes related to this project.

If you have any questions or require additional information, please contact at (916) 274-0627 or by email at: larry.brohman@dot.ca.gov



Larry Brohman
Office of Transportation Planning
2379 Gateway Oaks Drive, Suite 150
Sacramento, CA 95833
(916) 274-0627



Edmund G. Brown Jr.
Governor

STATE OF CALIFORNIA
Governor's Office of Planning and Research
State Clearinghouse and Planning Unit



Ken Alex
Director

September 16, 2014



Jessica Jordan
City of Rancho Cordova
2729 Prospect Park Drive
Rancho Cordova, CA 95670

Subject: Clear Channel Outdoor Digital Sign Conditional Use Permit and Operating Agreement
SCH#: 2014082044

Dear Jessica Jordan:

The State Clearinghouse submitted the above named Mitigated Negative Declaration to selected state agencies for review. On the enclosed Document Details Report please note that the Clearinghouse has listed the state agencies that reviewed your document. The review period closed on September 15, 2014, and the comments from the responding agency (ies) is (are) enclosed. If this comment package is not in order, please notify the State Clearinghouse immediately. Please refer to the project's ten-digit State Clearinghouse number in future correspondence so that we may respond promptly.

Please note that Section 21104(c) of the California Public Resources Code states that:

"A responsible or other public agency shall only make substantive comments regarding those activities involved in a project which are within an area of expertise of the agency or which are required to be carried out or approved by the agency. Those comments shall be supported by specific documentation."

These comments are forwarded for use in preparing your final environmental document. Should you need more information or clarification of the enclosed comments, we recommend that you contact the commenting agency directly.

This letter acknowledges that you have complied with the State Clearinghouse review requirements for draft environmental documents, pursuant to the California Environmental Quality Act. Please contact the State Clearinghouse at (916) 445-0613 if you have any questions regarding the environmental review process.

Sincerely,

Scott Morgan
Director, State Clearinghouse

Enclosures
cc: Resources Agency

1400 TENTH STREET P.O. BOX 3044 SACRAMENTO, CALIFORNIA 95812-3044
TEL (916) 445-0613 FAX (916) 323-3018 www.opr.ca.gov

SCH# 2014082044
Project Title Clear Channel Outdoor Digital Sign Conditional Use Permit and Operating Agreement
Lead Agency Rancho Cordova, City of

Type **MND** Mitigated Negative Declaration
Description Installation of a digital freeway sign on the site of an existing landscape material supply company located at 12137 Folsom Boulevard. The project also includes removal of one existing traditional billboard located at 2300 Mien Shaft Lane, adjacent to the south side of Folsom Boulevard. The proposed digital freeway sign would be 60 feet in height and would have two digital display areas measuring 14 feet by 46 feet, for a sign area of 644 sf on each side. Decorative pole cladding would surround the center-mounted pole base.

Lead Agency Contact

Name Jessica Jordan
Agency City of Rancho Cordova
Phone 916 851 8756 **Fax**
email
Address 2729 Prospect Park Drive
City Rancho Cordova **State** CA **Zip** 95670

Project Location

County Sacramento
City Rancho Cordova
Region
Lat / Long 38° 37' 37.3" N / 121° 13' 24.7" W
Cross Streets Folsom Blvd west of Hazel Avenue
Parcel No. 069-0160-004, 072-0231-014
Township **Range** **Section** **Base**

Proximity to:

Highways Hwy 50
Airports
Railways SPRR
Waterways American River
Schools Gold River ES
Land Use Landscape Materials business / Light Industrial / Folsom Blvd Planning Area

Project Issues Aesthetic/Visual; Agricultural Land; Air Quality; Archaeologic-Historic; Biological Resources; Drainage/Absorption; Flood Plain/Flooding; Forest Land/Fire Hazard; Geologic/Seismic; Minerals; Noise; Population/Housing Balance; Public Services; Recreation/Parks; Schools/Universities; Septic System; Sewer Capacity; Soil Erosion/Compaction/Grading; Solid Waste; Toxic/Hazardous; Traffic/Circulation; Vegetation; Water Quality; Water Supply; Wetland/Riparian; Growth Inducing; Landuse; Cumulative Effects

Reviewing Agencies Resources Agency; Department of Fish and Wildlife, Region 2; Department of Parks and Recreation; Department of Water Resources; Office of Emergency Services, California; California Highway Patrol; Caltrans, District 3 S; Air Resources Board; Native American Heritage Commission; Public Utilities Commission; Regional Water Quality Control Bd., Region 5 (Sacramento)

Date Received 08/15/2014 **Start of Review** 08/15/2014 **End of Review** 09/15/2014

Conditions of Approval

ATTACHMENT 3 EXHIBIT B

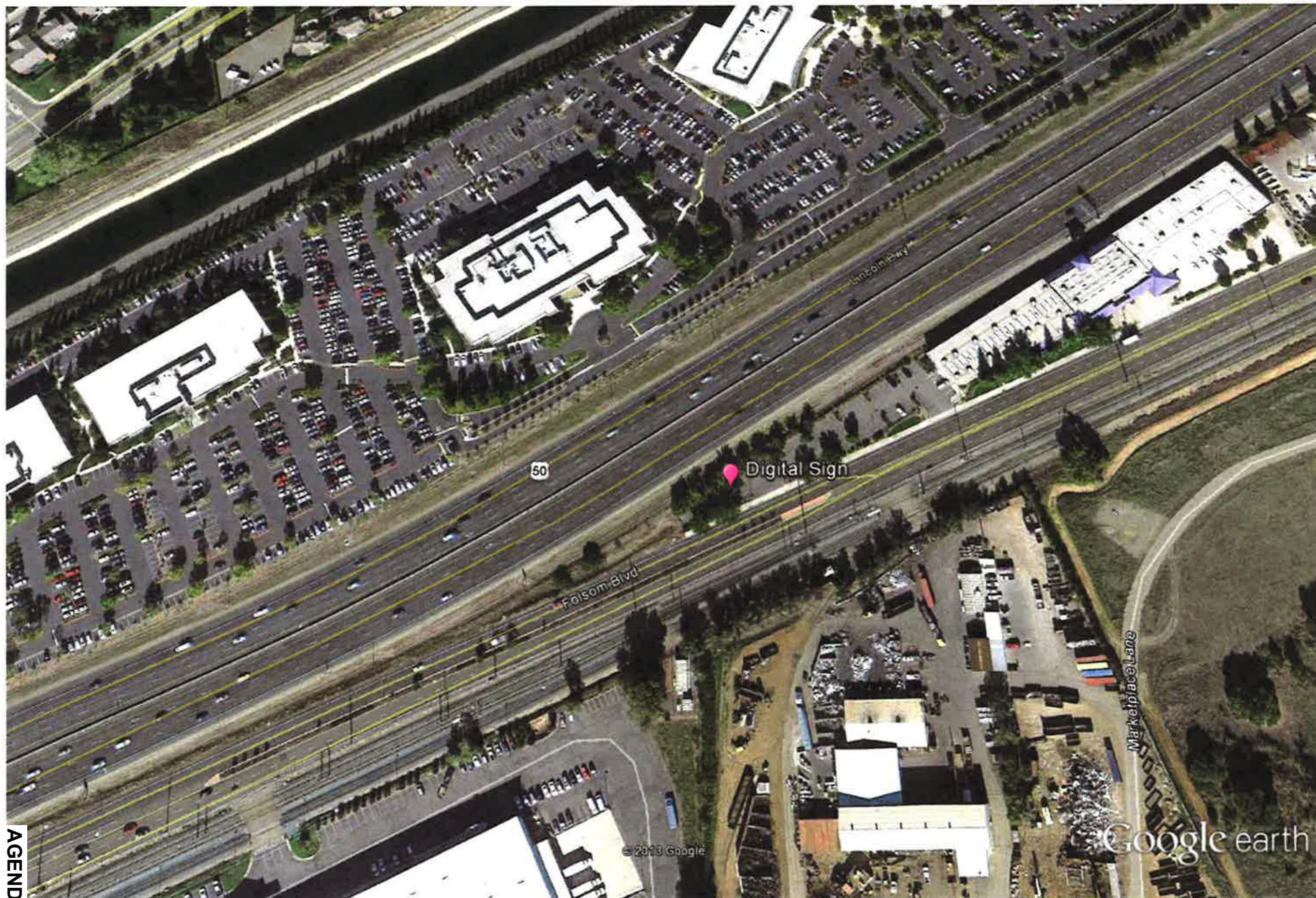
		<u>Timing/ Implementation</u>	<u>Enforcement/ Monitoring</u>	<u>Verification (date & Signature)</u>
1.	The action approves the Conditional Use Permit and Operating Agreement for the Sierra Outdoor/Outfront Media Digital Freeway Sign, to be located at 12125 Folsom Boulevard (APN 069-0160-021-0000), as described in the November 17, 2014 and December 15, 2014 staff reports and associated attachments. The project includes removal of two existing Traditional Billboards at 11373 Folsom Boulevard and near 9847 Folsom Boulevard at the City's western city limits. Any significant modification to the project shall require amendment to the Conditional Use Permit and Operating Agreement.	ON-GOING	PLANNING	
2.	In the event of a legal challenge, this permit shall be withheld pending the outcome of the legal process.	ON-GOING	PLANNING	
3.	This action does not relieve the applicant of the obligation to comply with all ordinances, statutes, regulations, and procedures.	ON-GOING	PLANNING	
4.	The Applicant shall hold harmless the City, its Council Members, officers, agents, employees, and representatives from liability for any award, damages, costs and fees incurred by the City and/or awarded to any plaintiff in an action challenging the validity of this permit or any environmental or other documentation related to approval of this permit. Applicant further agrees to provide a defense for the City in any such action.	ON-GOING	PLANNING	
5.	The Applicant shall not carry a negative account balance with the City for the processing of the project. If a negative account balance occurs, it will be the developer's responsibility to pay the balance due, in order to avoid	ON-GOING	FINANCE	

Conditions of Approval

ATTACHMENT 3 EXHIBIT B

	delays in the processing of future permits or recordation of maps. Please email the Finance Department at billings@cityofranchocordova.org for the status of your account with the City.			
6.	The project shall comply with all applicable development standards of Section 23.743.150 of the City's Zoning Code.	ON-GOING	PLANNING	
7.	The project and the applicant shall comply with all terms of the Project Operating Agreement for the full duration of sign operation.	ON-GOING	PLANNING	

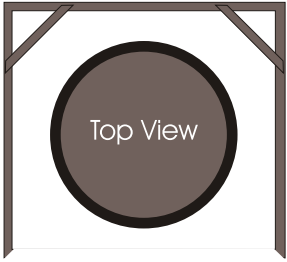




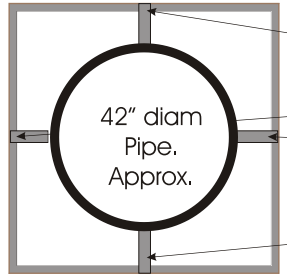








Top View



42" diam
Pipe,
Approx.

Removable end
sections on
this side only.

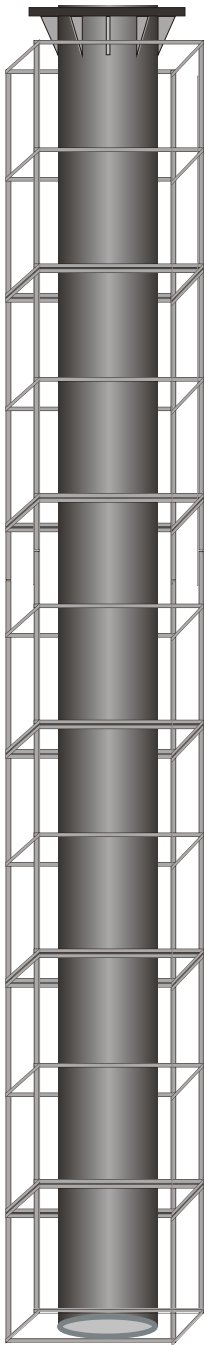
WELDED ANGLE IRON
SECTIONS BETWEEN PIPE
AND POLE COVER FRAMING
TO SECURE POLE COVER
IN PLACE.
BY INSTALLER

Fabricate and install one **5' x 5' x 38'** tall pole cover
for new billboard.
Internal angle to be 1-1/2" x 1/1/2" x 3/16".

Outer skin to be .090 aluminum,
Painted Mathews "Brushed Aluminum". Satin finish.
1/2" tall inset reveals painted same color as pole cover.

CBS copy on both sides to be routed out of aluminum and backed
with blue acrylic. 4" deep light box pan with white LED's mounted
behind routed opening. 20" x 44" overall.

Pole cover to be welded to pipe as noted in diagram.



FRONT VIEW SHOWING
EXAMPLE OF APPROX. PLACEMENT
OF INTERNAL
ANGLE IRON FRAMING



60'
overall
height

46'
Pole Cover
Height

**EQUITY
SIGN GROUP**

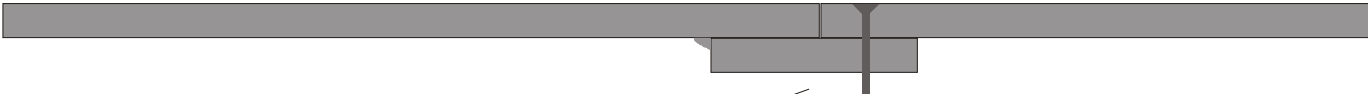
FULL SERVICE - DESIGN, MANUFACTURE, INSTALL

**CBS
OUTDOOR**

ADDRESS Naturewood, Rancho Cordova
DATE 6-23-13
DRAWING NUMBER Rancho 6-23-14

Top and bottom accent bars to be 1/8" thick plate aluminum.
9" tall x 49'-6" long.
Continuous aluminum back channel bracing with vertical aluminum bracing to be bolted to existing horizontal stringers.

All to be painted Matthews "Brushed Aluminum". Satin finish.



Sections join together with overlap/backup strip.
Welded to one end and screwed together with countersunk flat-head screws at the joint.

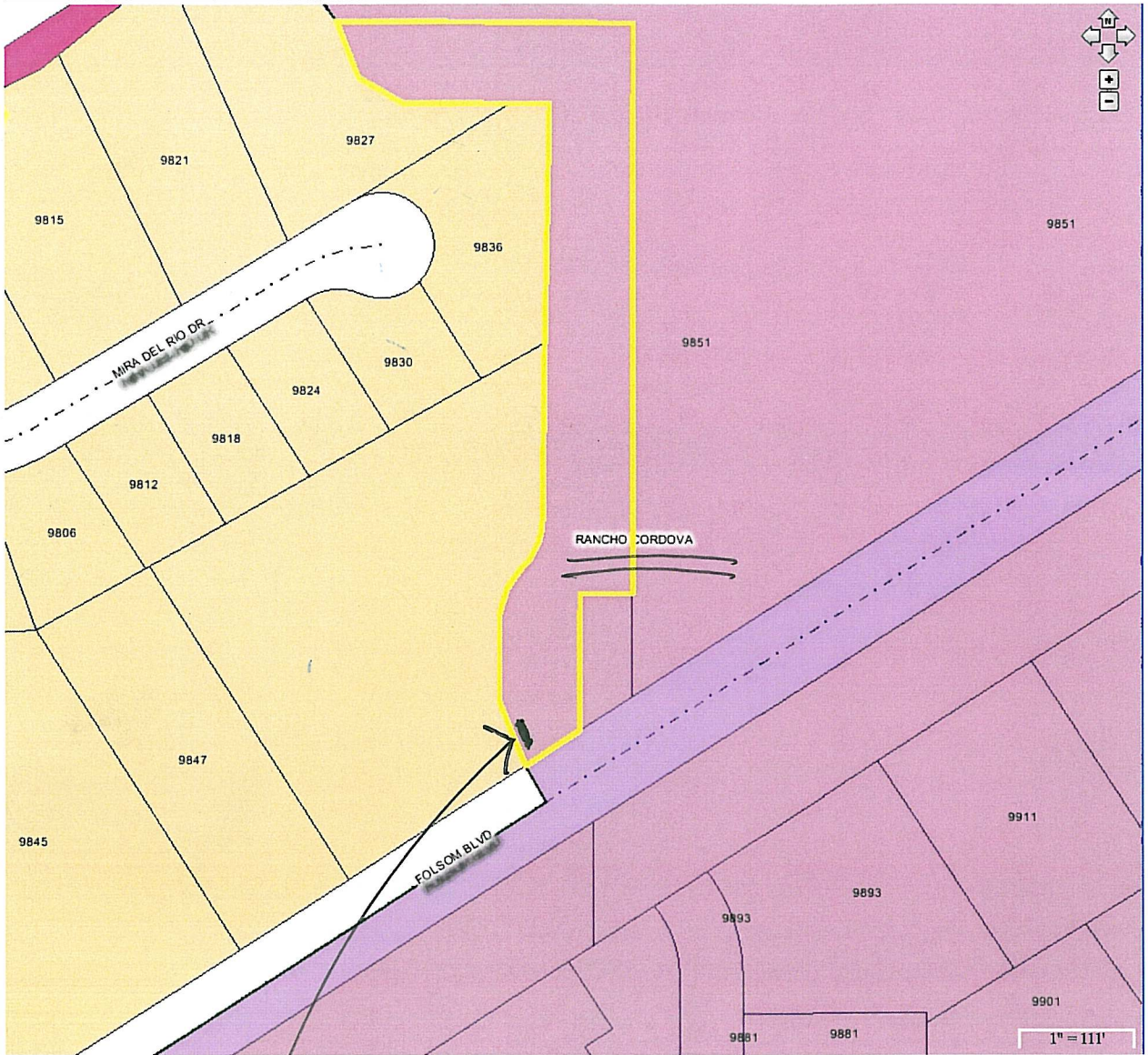
Approx 6' long



Simulated view
from back angle

Assessor Parcel Viewer

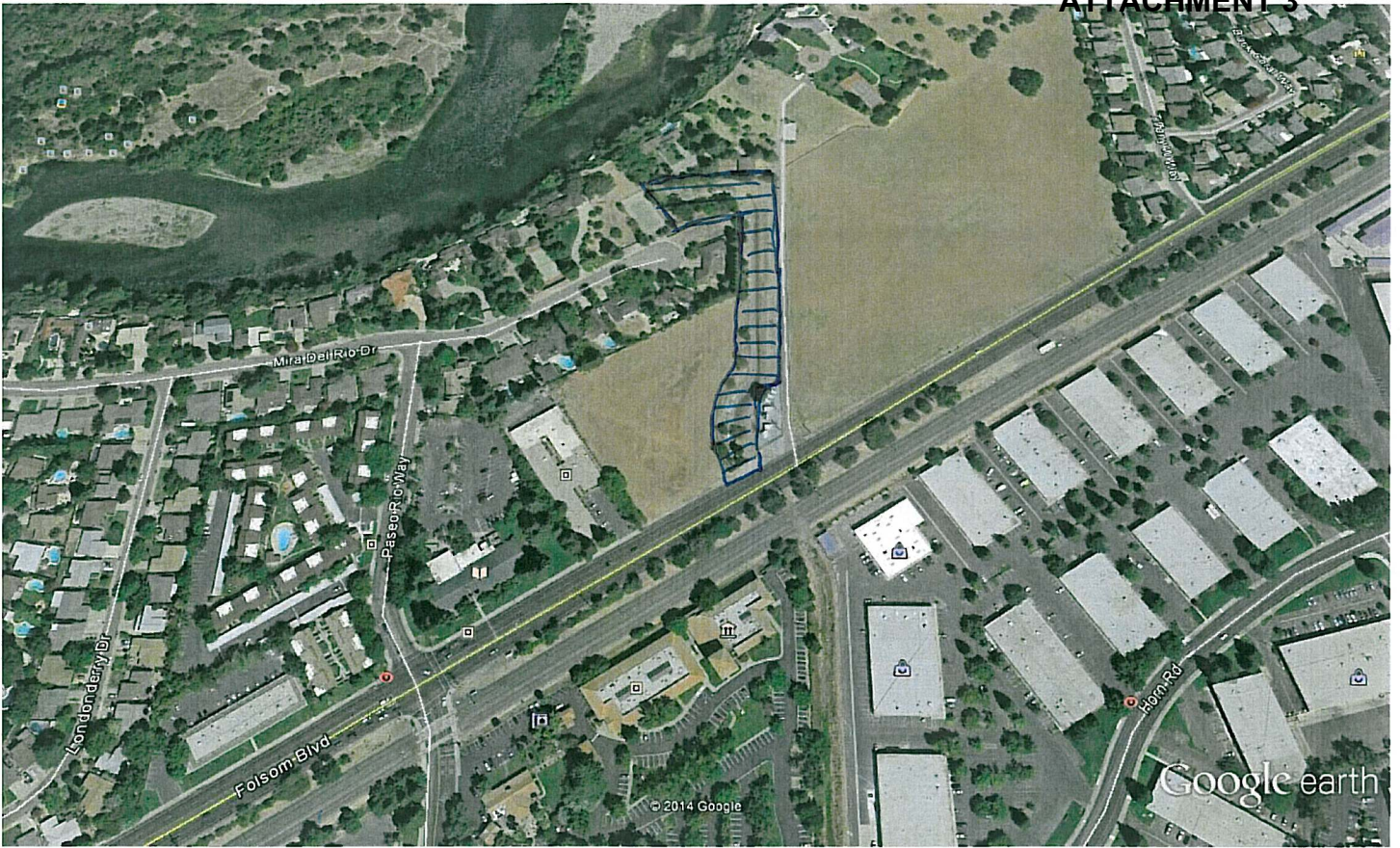
Overview | Navigate | Select | Comments



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2014, please see
C4
AC0A
7 sq ft
in Government Code
ation is not available on-
16) 875-0700, or by
01 Power Inn Road,
ION
0 sq ft
0

CBS Sign is in Rancho Cordova

Sign Location



Google earth





Google earth

feet 10
meters 5



CBS S:6N 40638A



Google earth

feet
meters20
6

LBS SIGN FACE 040 638

**DIGITAL FREEWAY SIGN OPERATING AGREEMENT BY AND BETWEEN
CITY OF RANCHO CORDOVA AND OUTFRONT MEDIA LLC**

PARTIES

This Operating Agreement for a Digital Freeway Sign (hereinafter "Agreement"), dated _____, 2015 by and between the **City of Rancho Cordova** (the "City"), a California municipal corporation and **Outfront Media LLC** ("Outfront Media"), a Delaware corporation.

RECITALS

1. **Background.** Rancho Cordova Municipal Code Section 23.743.150 , after all required notices and public hearing, allows for the City to enter into an Operating Agreement to allow for a Digital Freeway Sign under certain circumstances; including the permanent removal of pre-existing billboards from within the City. Outfront Media has applied for approval to install one (1) Digital Freeway Sign on the real property subleased by Outfront Media from Sierra Outdoor LLC and located at 12125 Folsom Boulevard in the City of Rancho Cordova, State of California (the "Property").

2. **Applicant.** Outfront Media is an outdoor-advertising company that has extensive experience in successfully installing, operating, and maintaining traditional and digital billboards throughout the United States. Outfront Media has contracted with the tenant on the Property for the purpose of installing, operating, and maintaining its Digital Freeway Sign, and it has the requisite resources and expertise to do so successfully.

3. **Legal Framework.** For the reasons recited herein, the City has determined that the construction and operation of Outfront Media's proposed outdoor advertising display on the Property is a development for which this Agreement is appropriate and is specifically permitted and encouraged by §§ 5412 and 5443.5 of the California Outdoor Advertising Act (Bus. and Prof. Code § 5200 et seq. and Rancho Cordova Municipal Code section 23.743.150).

4. **Public Benefit.** City finds that a substantial public benefit will accrue to City by reason of the advertising revenue that will be generated by Outfront Media's outdoor advertising display and shared with City, which adds value to the community by enabling City to undertake projects, programs and other activities for the benefit of City and its businesses and residents. In addition the City finds that an additional substantial public benefit will accrue to the City by reason of Outfront Media removing presently existing billboards as a material condition of this Agreement for a Digital Freeway Sign. In exchange for providing these public benefits, Outfront Media receives assurance that it may proceed with the construction and operation of Outfront Media's outdoor advertising display and the project in accordance with ordinances, resolutions and regulations existing as of the date of this Agreement, subject only to the terms and conditions contained herein and contained in any permits issued pursuant to this project.

NOW, THEREFORE, in consideration of mutual promises, conditions, and covenants hereinafter set forth, the Parties agree as follows:

AGREEMENT

- 1. Incorporation of Recitals.** The Preamble, the Recitals, and all defined terms set forth in both, are hereby incorporated into this Agreement as if set forth herein in full.
- 2. Definitions.** This section defines the terms: "Agreement Year," "Business Day," "Caltrans," "Caltrans Permits," "City Permits," "Commencement Date," "Digital Freeway Sign," "Digital Display Area," "Effective Date," "Include," "Operational," "Obstruction," "Site," "Sign Structure," and "Term." Other terms are defined elsewhere in this Agreement.
 - (a) "Agreement Year" means one of the consecutive 12-month periods during the Term. The first Agreement Year begins on the Effective Date.
 - (b) "Business Day" means any day the City's main offices located at 2729 Prospect Park Drive, , Rancho Cordova, California, are open to the public.
 - (c) "Caltrans" means the California Department of Transportation.
 - (d) "Caltrans Permits" means all permits and approvals that Outfront Media must obtain from Caltrans to install, operate, and maintain the Digital Freeway Sign in accordance with this Agreement.
 - (e) "City Permits" means all building permits, conditional use permits, zoning amendments, operating agreements, and other permits, entitlements, and agreements that the City, acting in its governmental capacity, must issue or approve for Outfront Media to install, operate, and maintain the Digital Freeway Sign in accordance with this Agreement.
 - (f) "Commencement Date" means the date as of which both of the following have occurred: (1) the City has finally approved the Plans (defined in Section 6(a)); and, (2) Outfront Media has received all necessary governmental permits and approvals for the Digital Freeway Sign, including the Caltrans Permits and the City Permits.
 - (g) "Digital Freeway Sign" means an off-site outdoor advertising sign, including all above-ground supporting structures, with one or more digital display areas. A Digital Freeway Sign may be internally or externally illuminated. Digital Freeway Signs are always considered off-site signs and are regulated as such. Outfront Media will install and operate the Digital Freeway Sign on the Site in accordance with the criteria set forth in Exhibit A to this Agreement.

- (h) “Digital Display Area” means the portion of the Digital Freeway Sign that consists of the digital display areas used for general commercial advertising. The Digital Display Area is more particularly described in Exhibit B.
- (i) “Effective Date” means the date as of which both the City and Outfront Media have signed this Agreement, as indicated by the dates in the signature blocks below.
- (j) “Include” and its variants are not restrictive. For example, “includes” means “includes but not limited to,” and “including” means “including but not limited to.”
- (k) “Operational” means the Digital Freeway Sign is capable, legally and functionally, of displaying digital advertising on the Digital Display Area.
- (l) “Obstruction” means any structure, sound wall, communications antennae, tree, or vegetation on City owned or controlled property within 1,000 feet of the Digital Freeway Sign and obstructs the view of the Digital Display Areas from the viewing public on Highway 50.
- (m) “Site” means the portion of the Property located in the City that may be suitable for installation of a Digital Freeway Sign. The Site is more particularly described in Schedule 2 and Exhibit B.
- (n) “Sign Structure” means the portion of the Digital Freeway Sign other than the Digital Display Area, including but not limited to supporting pole(s), display frame and all ancillary equipment and utilities installed on the sign Site. The Sign Structure as improved with Digital Display Area is more particularly described in Exhibit B. If the site currently does not have a Sign Structure, the term “Sign Structure” shall mean all supporting pole(s), display frame and ancillary equipment and above-ground utilities installed on the Site.
- (o) “Term” means the entire time this Agreement is in effect, as specified in Section 3.

3. Term of Agreement.

- (a) *Term.* The “Term” of this Agreement consists of two phases:
 - (1) The “Development Phase,” which begins on the Effective Date and ends when the Digital Freeway Sign becomes Operational.
 - (2) The “Operations Phase,” with regard to the Digital Freeway Sign begins at the end of the Development Phase and ends when such Digital Freeway Sign is removed or after a twenty five (25) year period following the conclusion of the Development Phase, whichever occurs first. The Agreement is automatically renewed for an additional 25 year Term unless written notice is given by either party to the other

party 60 days prior to expiration of the initial Term expressing the party's intent to terminate this Agreement.

4. **Consideration.** As consideration for the rights and benefits it enjoys under this Agreement, including the contemplated use during the Term, Outfront Media shall do all of the following:
- (a) *Conditional Signing Bonus.* Outfront Media shall pay the City a one-time "Conditional Signing Bonus" of One Hundred Thousand Dollars (\$100,000.00) for the Digital Freeway Sign within ten Business Days after the Effective Date. The City shall refund the Conditional Signing Bonus within thirty (30) days after Outfront Media notifies the City that Outfront Media is not able to obtain the Caltrans Permits and the City Permits for the Digital Freeway Sign contemplated.
 - (b) *Monthly Fee.* Each month during the Operations Phase, Outfront Media shall pay the City the "Monthly Fee" set forth in Schedule 1. If the Operations Phase does not begin within twenty-four (24) months of the Effective Date, Outfront Media shall commence paying the City the Monthly Fee set forth in Schedule 1 beginning on the first day of the twenty-fifth (25th) month after the Effective Date and continuing through the end of the Operations Phase or until this Agreement is terminated.
 - (1) Monthly Fee is due and payable on the first day of each calendar month at the address set forth for the City in Section 9(c). Any installment of the Monthly Fee that is not paid within fifteen (15) days after it is due and payable will increase by (5%).
 - (2) If the Operations Phase begins on a day other than the first day of a month, then the first and last months' installments of Monthly Fee will be prorated.
 - (3) Outfront Media may abate the Monthly Fee if Outfront Media is unable by reason of law or regulation, permit revocation or issuance, to continue operation of the Digital Freeway Sign for any period of time during the Term of this Agreement in which event the Monthly Fee shall be waived in full for any such period of time. In addition, if Outfront Media removes both of the Digital Display Areas on its Sign Structure and places traditional outdoor advertising on its Sign Structure, the Monthly Fee shall no longer be payable with respect to that Digital Freeway Sign. The only circumstance under which placement of traditional outdoor advertising display faces shall be permitted is set forth in Section 6(i) of this Agreement.
 - (4) Outfront Media may offset the Monthly Fee if Outfront Media has provided notice of an Obstruction under Section 5(b) and the City has not removed the Obstruction as provided therein. In such event, the Monthly Fee shall be offset in full until such Obstruction is removed as required in Section 5(b).

- (c) *Removal of Existing Outfront Media Signs.* At no cost to the City, Outfront Media shall remove the “Existing Signs” identified in Schedule 2, attached to this Agreement and incorporated by reference herein according to the schedule set forth in Schedule 2, subject to the following:
- (1) Outfront Media hereby waives any rights it may have to compensation for the Existing Signs under federal, state, or local law, including the Highway Beautification Act of 1965 (23 United States Code section 131) and the Outdoor Advertising Act (California Business and Professions Code section 5200 and following) for removal of the Existing Signs in accordance with this Agreement.
 - (2) Outfront Media’s commitment to remove the Existing Signs according to the schedule set forth in Schedule 2 is a material provision of this Agreement. Outfront Media is not entitled to replace the Existing Signs once they are removed.
- (d) *Dedicated “Click”.* During the Term of this Agreement, to the extent permissible under applicable laws, rules and regulations, OUTFRONT Media shall display advertisements promoting the City and local community events sponsored by and/or partnered with the City (the “City Copy”) on one digital display spot on the Digital Freeway Sign after each 8-spot digital loop (the “Display Time”) provided that: (i) all proposed City Copy is submitted to OUTFRONT Media not less than five (5) business days prior to the date on which the City Copy is proposed to be displayed on the Digital Freeway Sign (the “Copy Submission Deadline”); (ii) all digital artwork is consistent with the quality of material to be posted on the Digital Freeway Sign; and (iii) City pays for all digital production costs associated with the City Copy. In no event shall City be permitted to give, sell, trade, barter or exchange the Display Time to any third party. Such act shall be deemed a material breach of this Agreement and City shall automatically forfeit its right to any further Display Time on the Digital Freeway Sign. City represents and warrants that all copy, content and materials supplied by City to OUTFRONT Media for display under this Agreement (i) are owned or duly licensed by City and do not infringe or misappropriate the rights of any other person or entity, (ii) comply with all applicable federal, state, and local laws, rules and regulations and any industry codes or rules by which City and/or OUTFRONT Media may be bound and do not contain any obscene, libelous, slanderous or otherwise defamatory materials or refer in an offensive manner to the gender, race or ethnicity of any individual or group; (iii) are accurate and that all claims contained therein have been substantiated; and (iv) do not infringe upon any copyright, trademark or other intellectual property or privacy right of any third party. The advertisement to be shown during this “click” is separate from the amber alert and emergency public service notifications required by 6(j) of this agreement.

5. Use of Site.

- (a) *Exclusive Uses.* Except as otherwise provided in Section 6(i), Outfront Media has the exclusive right to display outdoor advertising on the Site, in digital formats. In addition, the City shall not authorize any off-site outdoor advertising on any City-owned or City-

controlled property if the outdoor advertising would be within 1,000 feet of the Digital Freeway Sign. Outfront Media's exclusive right to conduct outdoor advertising on the Site includes the following:

- (1) Installing, erecting, maintaining, operating, improving, supplementing, posting, painting, illuminating, repairing, repositioning, adding, changing and maintaining equipment required to maintain communications with the Digital Freeway Sign repositioning (with the City's consent) during the term of this Agreement.
 - (2) Removing the Digital Display Area and all associated equipment on or from the site when this Agreement terminates, as provided in Section 6(m).
 - (3) Licensing the use of the Digital Freeway Sign, or any portion of it, for any lawful purpose related to outdoor advertising.
 - (4) All rights to operate the sign faces as Digital Display Areas.
- (b) *Unobstructed Use.*
- (1) The City shall not allow the following (an "Obstruction"):
 - (A) On any City-owned or City-controlled real property within 1,000 feet of the Digital Freeway Sign any structure, sound wall, communications antennae, tree, or vegetation that obstructs the view of the Digital Display Areas from the viewing public on Highway 50.
 - (2) If Outfront Media notifies the City in writing that an Obstruction exists, and if the City authorized or actively caused the Obstruction, then the City shall remove or remedy the Obstruction at its own cost within 30 days after receiving the notice. If the City fails to remove the Obstruction within 30 days after receiving the notice, then Outfront Media may remove the Obstruction at the City's expense after coordinating with the City's Public Works Department, which coordination shall include, at a minimum, review and approval of Outfront Media's plans to remove the Obstruction prior to Outfront Media commencing work.
 - (3) If Outfront Media notifies the City in writing that an Obstruction exists, and if the City did not authorize or actively cause the Obstruction, then the City may remove or remedy the Obstruction at its own cost within 30 days after receiving the notice. If the City does not remove or remedy the Obstruction within the 30 days, then, at no cost to the City, and after coordinating with the City's Public Works Department, which coordination shall include, at a minimum, review and approval of Outfront Media's plans to remove the Obstruction prior to Outfront Media commencing work.

- (4) The City is not obligated to remove or seek removal of visual obstructions on private property. Furthermore, this Agreement does not, and cannot authorize Outfront Media to remove visual obstructions from private property.
- (5) Outfront Media's exercise of its rights under this Section 5(b) are in addition to any other remedies it may have under this Agreement.

6. Installation and Operation of a Digital Freeway Sign.

Outfront Media shall install and operate the Digital Display Area on the Sign Structure in accordance with this Section 6 and consistent with Section 5, all at no cost to the City.

- (a) *Plans and Specifications.* At no cost to the City, Outfront Media shall prepare complete plans and specifications for the Digital Freeway Sign, working closely with the City to develop plans and specifications that are mutually acceptable (the "Plans"). Outfront Media shall submit the Plans to the City for final approval, which the City shall not unreasonably withhold.
- (b) *Caltrans Permits.* As soon as practicable after the Effective Date, Outfront Media shall apply to Caltrans for all Caltrans Permits, and the City shall cooperate with Outfront Media in that effort, including the completion of any Caltrans forms. All Caltrans Permits are to be obtained and secured for Outfront Media's sole benefit and are to be issued in Outfront Media's name. Outfront Media shall perform all obligations under the Caltrans Permits at no cost to the City.
- (c) *City Permits.* The City shall diligently process Outfront Media's applications for all City Permits. This Agreement does not commit the City in advance to approve the City Permits; and this Agreement does not constrain the City's discretion, acting as a government, with respect to the City Permits specifically or to the Digital Freeway Sign generally.
- (d) *Installation.* Outfront Media shall begin installing the Digital Display Area as soon as practicable after the Commencement Date and shall diligently pursue installation to completion without unnecessary interruption. Outfront Media will be excused, however, for any delays in beginning or completing installation that are caused by a Force Majeure Event, as defined in Section 9(d)(1). Outfront Media shall use reasonable diligence to avoid such delays and to resume work as promptly as possible after such a delay.
- (e) *Ownership.* Outfront Media will be the owner of the Digital Freeway Sign and all permits and authorizations that relate to it, including the City Permits and the Caltrans Permits.
- (f) *Maintenance.* At no cost to the City, Outfront Media shall maintain the Sign Structure and shall maintain and repair the Digital Freeway Sign in accordance with the standards of the outdoor-advertising industry. Outfront Media's maintenance obligation under this

Section 6(f) includes the obligation to remove any graffiti from the Sign Structure and the Digital Freeway Sign within three (3) business days of being notified of the graffiti by the City. The City is not obligated to maintain the Sign Structure or to maintain or repair the Digital Freeway Sign.

- (g) *Damage or Destruction.* This Agreement will continue in full effect if any of the Digital Freeway Sign is damaged and such damage amounts to less than material damage, as defined in Section 6(h) below. Outfront Media shall promptly repair the Digital Freeway Sign, and Outfront Media shall promptly apply for, and diligently pursue the issuance of, any permits or approvals it needs to repair or replace the Digital Freeway Sign. Within 30 days after obtaining the City Permits, all other necessary permits and approvals, and all parts and components, Outfront Media shall begin work to repair or replace the Digital Freeway Sign. Outfront Media shall complete the work within 180 days after the work begins. If Outfront Media elects, under this Section 6(g), not to repair or replace the Digital Freeway Sign then Outfront Media shall notify the City in writing of its election and shall remove the Digital Freeway Sign and restore the Site in accordance with Section 6(m).
- (h) Notwithstanding Section 6(g), in the event that Outfront Media's Digital Freeway Sign is materially damaged, Outfront Media shall be permitted to abate the Monthly Fee, for a period not to exceed sixty (60) days, until such time as the Digital Freeway Sign becomes Operational again. Materially damaged shall mean at least one-half of the Digital Display Area is completely inoperable due to such damage, which was not caused by Outfront Media or its agents.
- (i) *Utilities.* At no cost to the City, Outfront Media shall provide and pay for all utility connections, utility equipment, and utility service required to install, operate, maintain, repair, improve, or reposition the Digital Freeway Sign. Outfront Media shall participate in the Sacramento Municipal Utility District's Greenergy Program for electricity service to the Digital Freeway Sign. In the event electrical power becomes unavailable, for whatever reason, Outfront Media may remove the Digital Display Area and operate its Sign Structure with traditional faces. In the event that Outfront Media removes its Digital Display Area and operates its Sign Structure with traditional faces, due to the unavailability of electricity, Outfront Media shall be permitted to abate the Monthly Fee until such time as the electricity is restored and the Digital Freeway Sign becomes Operational again, if Outfront Media provides the City with written documentation from the Sacramento Municipal Utility District or other electricity provider confirming the electrical outage and dates thereof.
- (j) *Amber Alerts and Public-Service Messages.* During all periods when Digital Display Areas are Operational on the Digital Freeway Sign, Outfront Media shall make the Digital Display Area available to the appropriate governmental agencies for the purpose of displaying "Amber Alert" messages in accordance with the Amber Alert Guidelines set forth in Exhibit C to this Agreement. In addition, Outfront Media shall allow the Digital Display Area to be

available to the City, and to other government agencies without cost, on a space-available basis determined by Outfront Media, for the purpose of displaying public-service messages (e.g., evacuation routes, drunk-driving-awareness messages, emergency-disaster communications). The City's messages must meet Outfront Media's graphics-arts standards so that the messages are "camera ready," at no cost to Outfront Media. All copy will be subject to Outfront Media's standard advertising copy rejection and removal policies which allow Outfront Media the right in Outfront Media's sole discretion to approve or disapprove a copy and remove a copy once posted or displayed.

- (k) *Future technologies.* The technology currently being deployed for the Digital Freeway Sign is LED (light emitting diode), but there may be alternate, preferred or superior technology available in the future. Outfront Media is authorized to change the Digital Freeway Sign to any other technology that operates under the maximum brightness standards set forth in Section 6(l) of this Agreement. The City shall expedite any required approvals for technology that is superior in energy efficiency over previous generations or types.
- (l) *Illumination Standards.* Digital Freeway Sign illumination is expressly permitted when in compliance with all applicable rules and regulations (see Section 5(n) below) and when operated within these standards, Digital Freeway Signs:
 - (1) shall not operate at brightness levels of more than 0.3 foot candles above ambient light, as measured using a foot candle meter at a pre-set distance.
 - (2) Distance to measure the foot candles impact shall be measured from a distance of 250 ft. for a sign with a nominal face size of 14' x 48'.
 - (3) Each Digital Display Area must have a light sensing device that will adjust the brightness as ambient light conditions change.
- (m) *Removal of Digital Freeway Sign.* When the Term ends, whether it expires as scheduled or is terminated early, Outfront Media shall promptly apply for, and diligently pursue the issuance of, at no cost to the City, any permits or approvals it needs to remove the Digital Freeway Sign, including the Digital Display Area and all above-ground sign structures and supports. Within 120 days after obtaining the necessary permits and approvals, Outfront Media shall remove the Digital Freeway Sign and all above-ground sign structures and supports and restore the site to the pre-Agreement condition, all at no cost to the City. Outfront Media shall not be required to remove the below-grade portions of the Sign Structure. Following termination of this Agreement but prior to removal of the Digital Freeway Sign, Outfront Media shall not display digital advertising on the Digital Display Area.
- (n) *Compliance with Laws; Waiver of Compensation.* During the Term and while removing the Digital Freeway Sign after the Term in accordance with Section 6(m), Outfront Media shall do the following at no cost to the City: comply with all valid and applicable statutes,

ordinances, regulations, rules, and orders that concern the Digital Freeway Sign and are enacted or issued by any federal, state, or local governmental entity with jurisdiction over the Digital Freeway Sign (including the City) whether enacted or issued before, on, or after the Effective Date including but not limited to sections 5403, 5402, 5405, 5408 and 5408.1 of the California Outdoor Advertising Act. Notwithstanding the foregoing, nothing herein shall be deemed to negate, void, or diminish (i) any claim Outfront Media may have for just compensation as a result of any governmental action that results in the taking of its property or (ii) the right of Outfront Media to avail itself of all remedies available to Outfront Media under state or federal law to maintain its Digital Freeway Sign.

7. Early Termination.

- (a) *City's Termination Rights.* Without prejudice to its other remedies at law or in equity, the City may terminate this Agreement, at any time and in its sole discretion, effective 30 days after the City gives Outfront Media written notice of termination, if any of the following circumstances occurs:
 - (1) Outfront Media breaches its obligation to pay the Monthly Fee when due and does not cure the breach within 30 days after the City serves Outfront Media with a written notice of breach.
 - (2) Outfront Media breaches its obligation to perform in accordance with any material provision of this Agreement other than the obligation to pay Monthly Fee and: (A) does not cure the breach within 30 days after the City serves it with a written notice of breach or, if the breach cannot reasonably be cured within 30 days; (B), does not begin work on a cure within 30 days after the City serves it with a written notice of breach and diligently pursue the cure to completion within ninety (90) days after work begins. The parties can agree to extend the time period to cure the breach by mutual written agreement. The express designation in this Agreement of a provision as "material" does not imply that other provisions are not material.
 - (3) Outfront Media ceases to pay the Monthly Fee pursuant to Section 4(b)(3) of this Agreement, and no other provision permitting the nonpayment of the Monthly Fee is applicable.
 - (4) Outfront Media initiates legal challenge to the validity of this Agreement or its authorizing ordinance provided that this subsection shall not prevent Outfront Media from enforcing this Agreement and the parties' obligations hereunder.
- (b) *Outfront Media's Termination Rights.* Without prejudice to its other remedies at law or in equity, including the right to seek just compensation under the laws of eminent domain as described in Section 9, Outfront Media may terminate this Agreement, at any time and in its sole discretion, effective 30 days after Outfront Media gives the City written notice of termination, if any of the following circumstances occurs:

- (1) The view of the Digital Display Area from the adjacent portion of Highway 50 is obstructed by an Obstruction on City-owned or City-controlled real property, and Outfront Media did not cause the Obstruction and the City has failed to adhere to its obligations under Section 5(b) following proper notice by Outfront Media. Materially obstructed shall mean at least one-half of the displayed area is obstructed.
 - (2) Outfront Media cannot safely use the Site to install, operate, maintain, repair, or improve the Digital Freeway Sign because of a non-remediable or costly condition, and Outfront Media did not cause the condition.
 - (3) There is a material diversion of traffic from, or a material reduction or change in the directional flow of traffic on, the portion of Highway 50 adjacent to the Site, and the diversion or disruption continues uninterrupted for at least 30 consecutive days
 - (4) Outfront Media cannot obtain or maintain any governmental permits, licenses or approvals required to install, operate, maintain, repair, or improve the Digital Freeway Sign, including but not limited to the Caltrans Permits and the City Permits.
 - (5) Use of the Digital Freeway Sign for its intended purpose is prevented or limited by law, or Outfront Media is required by any court or other governmental entity, for reasons other than eminent domain, to remove the Digital Freeway Sign from the Site.
 - (6) The Digital Freeway Sign is materially damaged or destroyed and Outfront Media elects not to repair or replace the Digital Display Area. Materially damaged or destroyed shall mean at least one-half of the Digital Display Area is damaged or destroyed such that at least one-half of it is fully inoperable.
- (c) *City's and Outfront Media's Additional Termination Rights.* Without prejudice to their other remedies at law or in equity, either party may terminate this Agreement if the other party (and/or, for Outfront Media, its parent company).
- (1) Has an order for relief entered with respect to it, commences a voluntary case, or has an involuntary case filed against it under any applicable bankruptcy, insolvency, or other similar law then in effect, and the order or case is not stayed, withdrawn, or settled within 60 days after it is entered, commenced, or filed (11 U.S.C. § 365(e)(2)(A), as amended, or any successor statute); or
 - (2) Files for reorganization, becomes insolvent, or has a receiver or other officer with similar powers appointed for its affairs in any court with jurisdiction, whether or not with its consent (unless dismissed, bonded, or discharged within 60 days after appointment).

8. Indemnification.

(a) *Definitions.* The following definitions apply to this Section 8:

- (1) “Person” is to be interpreted broadly. It includes not just third persons but also Outfront Media and Outfront Media’s directors, officers, employees, contractors, and agents; and the City and the City’s elected officials, officers, employees, contractors, and agents.
- (2) “Liabilities” means all liabilities, claims, demands, damages, and costs (including reasonable attorneys’ fees and litigation costs through final resolution on appeal) that arise directly or indirectly from Outfront Media’s possession or use of the Site.
- (3) “Occurrence” means: (A) the death of, or injury to, any Person; and (B) damage to, or destruction of, any real property, personal property.

(b) *General Indemnity.* Outfront Media shall indemnify, defend (with attorneys reasonably acceptable to the City), protect, and hold the City harmless from and against all Liabilities that arise directly or indirectly from Outfront Media’s possession or use of the Site. Outfront Media is obligated under this Section 8(b) even if the City or the City’s elected officials, officers, employees, contractors, or agents reviewed, accepted, or approved the work, materials, or activities from which the Liabilities arise. But Outfront Media is not obligated under this Section 8(b) to the extent the Liabilities are caused by the active negligence or willful misconduct of the City or the City’s elected officials, officers, employees, contractors, or agents. Outfront Media’s obligation under this Section 8 (b) includes Liabilities arising from any of the following:

- (1) Any Occurrence on the Site, but only to the extent caused by Outfront Media’s acts or omissions.
- (2) Any Occurrence that is in any way connected with any of Outfront Media’s personal property on the Site.
- (3) Any Occurrence caused or allegedly caused by (A) any condition of the Site created by Outfront Media or by any Person on the Site with Outfront Media’s permission; or (B) some act or omission on the Site by Outfront Media or by any Person on the Site with Outfront Media’s permission.
- (4) Any Occurrence caused by, or related in any way to, work or activities performed on the Site or materials furnished to the Site at the request of Outfront Media or any Person or entity acting for Outfront Media or with Outfront Media’s permission.
- (5) Any Occurrence that is caused by, or related in any way to, a verbal or non-verbal display on the Digital Display Area.

- (6) Outfront Media's failure to perform any provision of this Agreement, to comply with any requirement of law applicable to Outfront Media, or to fulfill any requirement imposed by any governmental entity (including the City when acting as a government) on Outfront Media or Outfront Media's use of the Site.
- (c) *Legal Challenges.* Outfront Media shall indemnify, defend with attorneys selected by the City, protect, and hold harmless the City and the City's elected officials, officers, and employees ("Agents") in any litigation to attack, set aside, void or annul an approval by the City or its Agents concerning the Digital Freeway Sign (collectively, a "Claim" including litigation based on the California Environmental Quality Act) brought to challenge the validity of this Agreement, the validity of the City Permits or the Caltrans Permits, or the validity of the City ordinances that authorize the installation and Operation of the Digital Freeway Sign on the site. Outfront Media's obligation to indemnify under this Section 7(c) includes liability for attorneys' fees awarded to a party who successfully challenges the validity of this Agreement, of the City Permits, or the Caltrans Permits, or of any authorizing ordinance. If such a Claim is brought, the parties shall promptly notify the other party of such Claim and each party shall cooperate with the efforts of the Outfront Media to defend such Claim. The City will not voluntarily assist the opposing party in any such Claim or take any position adverse to Outfront Media in connection with such Claim. Nothing in this paragraph shall obligate the City to defend any Claim and the City shall not be required to pay or perform any settlement arising from any such Claim, unless the settlement is approved in writing by the City.
- (d) *Survival.* Outfront Media's obligations under this Section 8 will survive this Agreement.

9. Miscellaneous.

- (a) *Assignments and SubAgreements.* A party may not assign or otherwise transfer this Agreement or any interest in it, and this Agreement is not assignable by operation of law, without the other party's prior written consent, which the other party shall not withhold, delay, or condition unreasonably. This Agreement remains in effect, and an assignment or transfer of this Agreement does not occur, for purposes of this Section 9(a), if Outfront Media merges with another company, reorganizes its stock, or undergoes a similar corporate restructuring, or if Outfront Media sells any of its assets or stock. An assignment or transfer made contrary to this Section 9(a) is void.
- (b) *Successors and Assigns.* This Agreement binds and inures to the benefit of the successors and permitted assigns of the parties. This Section 9(b) does not constitute the City's consent to any assignment of this Agreement or any interest in the Agreement.
- (c) *Notices.* Any notice or other communication under this Agreement must be in writing and will be considered properly given and effective only when mailed or delivered in the manner provided by this Section 9(c) to the persons identified below. A mailed notice or

other communication will be effective or will be considered to have been given on the third day after it is deposited in the United States Mail (certified mail and return receipt requested), addressed as set forth below, with postage prepaid. A notice or other communication sent in any other manner will be effective or will be considered properly given when actually delivered. A party may change its address for these purposes by giving written notice of the change to the other party in the manner provided in this Section 9(c).

If to the City:

City of Rancho Cordova
Planning Department
2729 Prospect Park Drive
Rancho Cordova, California 95670
Attention:
Aaron Busch, Community Development
Director

If to Outfront Media:

Outfront Media LLC
1731 Workman St. S,
Los Angeles, CA 90031
Attention: VP Real Estate

With a copy to:

Outfront Media LLC
405 Lexington Avenue
New York, NY 10174
Attn: General Counsel

(d) *Force Majeure.*

- (1) "Force Majeure Event" means a cause of delay that is not the fault of the party who is required to perform under this Agreement and is beyond that party's reasonable control, including the elements (such as floods, earthquakes, windstorms, and unusually severe weather), fire, energy shortages or rationing, riots, acts of terrorism, war or war-defense conditions, acts of any public enemy, epidemics, the actions or inactions of any governmental entity (excluding the City) or that entity's agents, litigation, labor shortages (including shortages caused by strikes or walkouts), and materials shortages.
- (2) Except as otherwise expressly provided in this Agreement, if the performance of any act required by this Agreement to be performed by either the City or Outfront Media is prevented or delayed because of a Force Majeure Event, then the time for performance will be extended for a period equivalent to the period of delay, and performance of the act during the period of delay will be excused.

(e) *Waiver of Breach.* A party's failure to insist on strict performance of this Agreement or to exercise any right or remedy upon the other party's breach of this Agreement will not constitute a waiver of the performance, right, or remedy. A party's waiver of the other

party's breach of any provision in this Agreement will not constitute a continuing waiver or a waiver of any subsequent breach of the same or any other provision. A waiver is binding only if set forth in writing and signed by the waiving party.

- (f) *Relationship of the Parties.* This Agreement does not create any relationship or association between the City and Outfront Media. For example, and without limiting the previous sentence, this Agreement does not create between the City and Outfront Media the relationship of principal and agent, nor does it create a partnership or joint venture.
- (g) *Attorneys' Fees.* The party prevailing in any litigation concerning this Agreement, the Site, or any improvements to the Site (including the Digital Freeway Sign) will be entitled to an award by the court of reasonable attorneys' fees and litigation costs through final resolution on appeal in addition to any other relief that may be granted in the litigation. If the City is the prevailing party, then this Section 9(g) will apply whether the City is represented in the litigation by the Office of the City Attorney or by outside counsel.
- (h) *Severability.* If a court with jurisdiction holds any nonmaterial provision of this Agreement to be invalid, void, or unenforceable, then the remaining provisions will remain in full force.
- (i) *Counterparts.* The parties may execute this Agreement in counterparts, each of which will be considered an original, but all of which will constitute the same Agreement.
- (j) *Further Assurances.* Each party shall execute all additional documents or instruments and take all necessary action that either party reasonably considers necessary to carry out the proper purposes of this Agreement.
- (k) *Time of Essence.* Time is of the essence of this Agreement.
- (l) *Interpretation.* This Agreement is to be interpreted and applied in accordance with California law without regard to conflict-of-laws principles, except that the rule of interpretation in California Civil Code section 1654 will not apply. Schedules 1 and 2 and Exhibits A, B, and C are part of this Agreement.
- (m) *Integration and Modification.* This Agreement sets forth the parties' entire understanding regarding the matters addressed. It supersedes all prior or contemporaneous agreements, representations, and negotiations (written, oral, express, or implied) and may be modified only by another written agreement signed by both parties.

(Signature Page Follows)

City of Rancho Cordova

Outfront Media LLC

By: _____
Brian Nakamura
City Manager
Dated: _____, 2015

By: _____
Raymond Nowak
EVP, CAO and US CFO
Dated: _____, 2015

Approved as to Form
Rancho Cordova City Attorney

By: _____
Adam Lindgren
City Attorney

**Agreement for Digital Billboard
City of Rancho Cordova and Outfront Media**

Schedule 1

Monthly Fee

1. For the Site developed under this Agreement, the Monthly Fee due on the first day of the month is as follows:

Contract Year	Monthly Fee
Year 1	\$10,833
Year 2 -25	\$4,166

Agreement for Digital Freeway Sign
City of Rancho Cordova and Outfront Media
Schedule 2

Existing Billboards to be Removed

New Billboard	Existing Billboards
Naturewood Site Address: 12125 Folsom Boulevard APN 069-0160-021	Outfront Media shall obtain the necessary permits to remove these Existing Signs <i>before</i> the Commencement Date for the new Digital Freeway Sign; and will actually complete removal within 12 months from said date: Locations: 11373 Folsom Boulevard (APN 069-0130-003) – Two sided traditional billboard with approximately 600 square feet of sign area Near 9847 Folsom Boulevard (APN 075-0440-008) – Two sided traditional billboard with approximately 600 square feet of sign area

Agreement for Digital Freeway Sign
City of Rancho Cordova and Outfront Media
Exhibit A

Digital Freeway Sign Operational Requirements

- a. **Operational Limitations.** Digital Freeway Sign shall display static messages only, and shall not have animation, movement, or the appearance or optical illusion of movement in or on any part of the Sign Structure, design, or pictorial segment of the sign. Each static message shall not include flashing, scintillating lighting or varying light intensity.
- b. **Minimum display time.** Each message on the sign must be displayed for a minimum of eight (8) seconds.
- c. **Each display must have a light sensing device that will adjust the brightness as ambient light conditions change.**
- d. **The Digital Freeway Sign shall be operated with systems and monitoring in place to either turn the display off or show a “full black” image on the display in the event of a malfunction that affects at least fifty percent of the display area.**
- e. **The Digital Freeway Sign shall not be deemed prohibited under Section 23.743.050 and is not governed by any of the prohibitions set forth in Subsections B, Q, S or U thereof as the operation thereof is specifically authorized by Section 23.743.150 of the Code.**
- f. **Section 23.743.090 of the Code shall not apply to Digital Freeway Sign. Illumination for the Digital Freeway Sign shall comply with the terms of this Agreement and is otherwise specifically permitted by Section 23.743.150 of the Code.**
- g. **Digital Freeway Sign is not considered to be a pole sign under Section 23.743.120. E of the Code.**
- h. **Digital Freeway Sign shall not be included within any definition of Flashing set forth in the Code.**

**Agreement for Digital Freeway Sign
City of Rancho Cordova and Outfront Media
Exhibit B**

Digital Freeway Sign Description

Insert Final Exhibit

Agreement for Digital Freeway Sign
City of Rancho Cordova and Outfront Media

Exhibit C

Amber Alert Guidelines

AMBER alerts are issued by the National Center for Missing and Exploited Children in Washington, DC. For those alerts, Outfront Media and the outdoor advertising industry adhere to these guidelines:

Digital Freeway Sign advertising will be completely interrupted upon receipt of an AMBER Alert within the affected geographical boundary.

The appropriate AMBER Alert will run uninterrupted for a minimum of one hour preempting all other advertising.

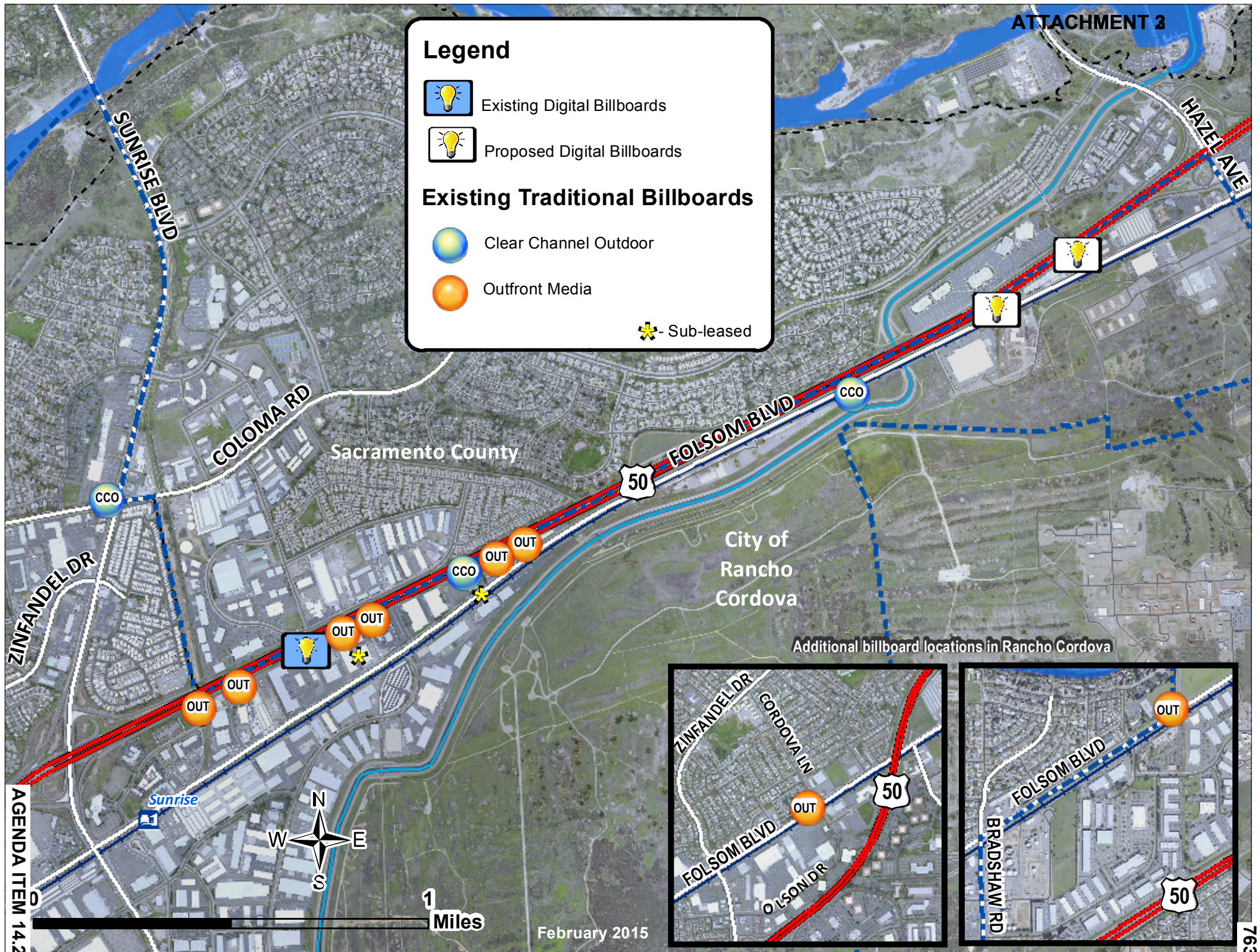
Thereafter, during the two hours immediately following the aforementioned one-hour display of the AMBER Alert, the same alert will be displayed in rotation along with other paid advertisers unless cancelled earlier. After the initial 3 hour display period, any additional posting of the alert shall be based on the situation and availability.

Legend

-  Existing Digital Billboards
-  Proposed Digital Billboards

Existing Traditional Billboards

-  Clear Channel Outdoor
-  Outfront Media
-  - Sub-leased





February 6, 2015

Mayor McGarvey and Members of the City Council
2729 Prospect Park Dr.
Rancho Cordova, CA 95670

Re: Proposed Digital Sign at Naturwood

Dear Mayor McGarvey and Members of the City Council:

On February 17, 2015, the City Council will consider for a fourth time the digital sign applications submitted by Sierra Outdoor, LLC/Outfront Media and Clear Channel Outdoor. Consistent with Council's direction at the December 15 hearing on these items, city staff has recommended approval of Sierra Outdoor, LLC/Outfront Media's application, and denial of Clear Channel's.

On January 6, 2015, the property owner of the Clear Channel Outdoor site, Steven Hansen, submitted to you a six-page letter. Mr. Hansen's letter contains numerous factual inaccuracies and incorrect assumptions, and omits important facts. Sierra Outdoor, LLC categorically refutes the erroneous accusations contained therein. Given the extent of the aforementioned inaccuracies and omissions, it is not practical to offer a point-by-point rebuttal here. However, should you have any questions, or if you would like a response on any particular topic, please do not hesitate to contact us.

Very truly yours,

SIERRA OUTDOOR, LLC

By

A handwritten signature in dark ink, appearing to read 'Patrick M. Gardner', is written over a horizontal line.

Patrick M. Gardner, Managing Member



LAW OFFICES
ESTABLISHED 1896

TIMOTHY D. TARON
DIRECT: (916) 567-7329
EMAIL: TTARON@HSMILAW.COM

February 9, 2015

2150 RIVER PLAZA DRIVE
SUITE 450
SACRAMENTO, CA
95833-4136
TEL: (916) 925-6620
FAX: (916) 925-1127

Mayor McGarvey and Members of the City Council
2729 Prospect Park Dr.
Rancho Cordova, CA 95670

RE: Proposed Digital Sign at Naturwood

Dear Mayor McGarvey and Members of the City Council:

On January 19, 2015, the City Council received a letter from Steven Hansen, owner of the property on which Clear Channel has proposed to place its second digital sign in the City, alleging as follows: "[w]e believe the city and the public have been misled regarding City of Rancho Cordova resolution No. 4-2015 section 2.B.b. Evidence; which states 'no vegetation shall be removed from the property to accommodate the sign'" ("Hansen letter"). In support of this accusation, the Hansen letter included two satellite images: one dated May 31, 2007, and the other dated April 18, 2014. For the convenience of Council members, the page of the Hansen letter containing these photos is attached hereto as **Exhibit 1**.

As is clear from these images, numerous trees were removed from the Naturwood site between the dates these images were taken. What is also clear from these images is that the parking lot depicted therein was resurfaced during that same timeframe. The reason for both of these observations is simple: Naturwood's trees were destroying their parking lot, causing drainage issues, and threatening public safety. A photo depicting a portion of the damage these trees caused in the parking lot is attached hereto as **Exhibit 2**. Because of the parking lot damage as well as the tripping hazards and accessibility issues caused thereby, Naturwood removed the problem trees and resurfaced its parking lot. Sierra Outdoor has not, nor does it, dispute that the Hansen letter is correct in this regard.

However, the Hansen letter omits numerous critical facts. First and foremost, the proposed digital sign does not require any prospective tree removal, so no vegetation will be removed to accommodate the sign. Whether Naturwood removed trees to prevent further damage in its parking lot in the past is irrelevant. Second, because of their height, none of the trees removed would have affected visibility of the sign from Highway 50. Additionally, as is obvious from the images in Exhibit 1, the height of many of the removed trees is irrelevant, as many were located on the opposite side of the parking lot where, regardless of their height, they would not impair visibility of the proposed digital sign. Finally, the vast majority of the trees

Mayor McGarvey and Members of the City Council
February 9, 2015
Page 2

that provide a visual barrier between Naturwood and Highway 50 remain in place today. A photo of these trees is attached hereto as **Exhibit 3**.

Should you have any questions, please do not hesitate to contact us.

Very truly yours,

HEFNER, STARK & MAROIS, LLP



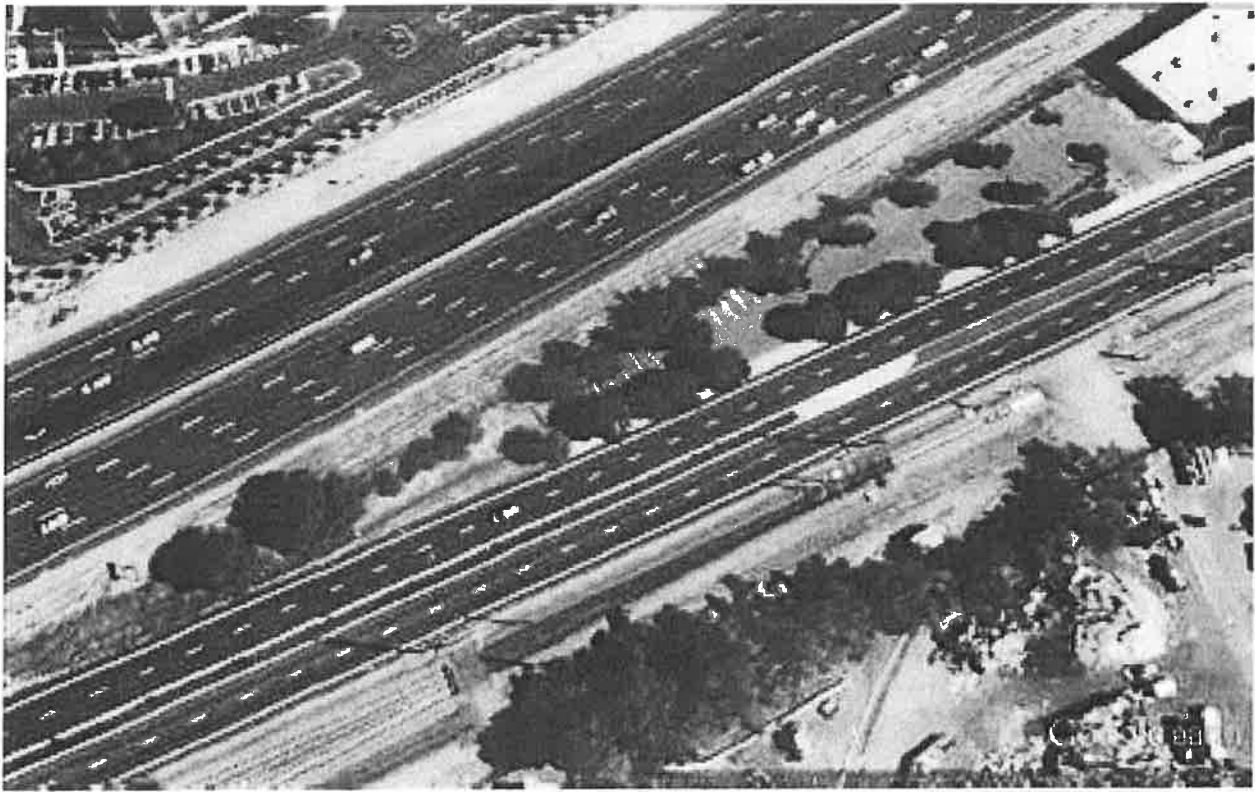
By

Timothy D. Taron

TDT:CER

cc: Mindy Cuppy, City Clerk
Jessica Jordan, Principal Planner
Pat Gardner
Vinton Hawkins
Kevin Johnson

Exhibit 1



HWY 50 & POLYSOM BLVD OVERVIEW INTO NATURWOOD PARKING LOT WEST END MAY 11, 2011



HWY 50 & POLYSOM BLVD OVERVIEW INTO NATURWOOD PARKING LOT WEST END APRIL 18, 2011

Exhibit 2

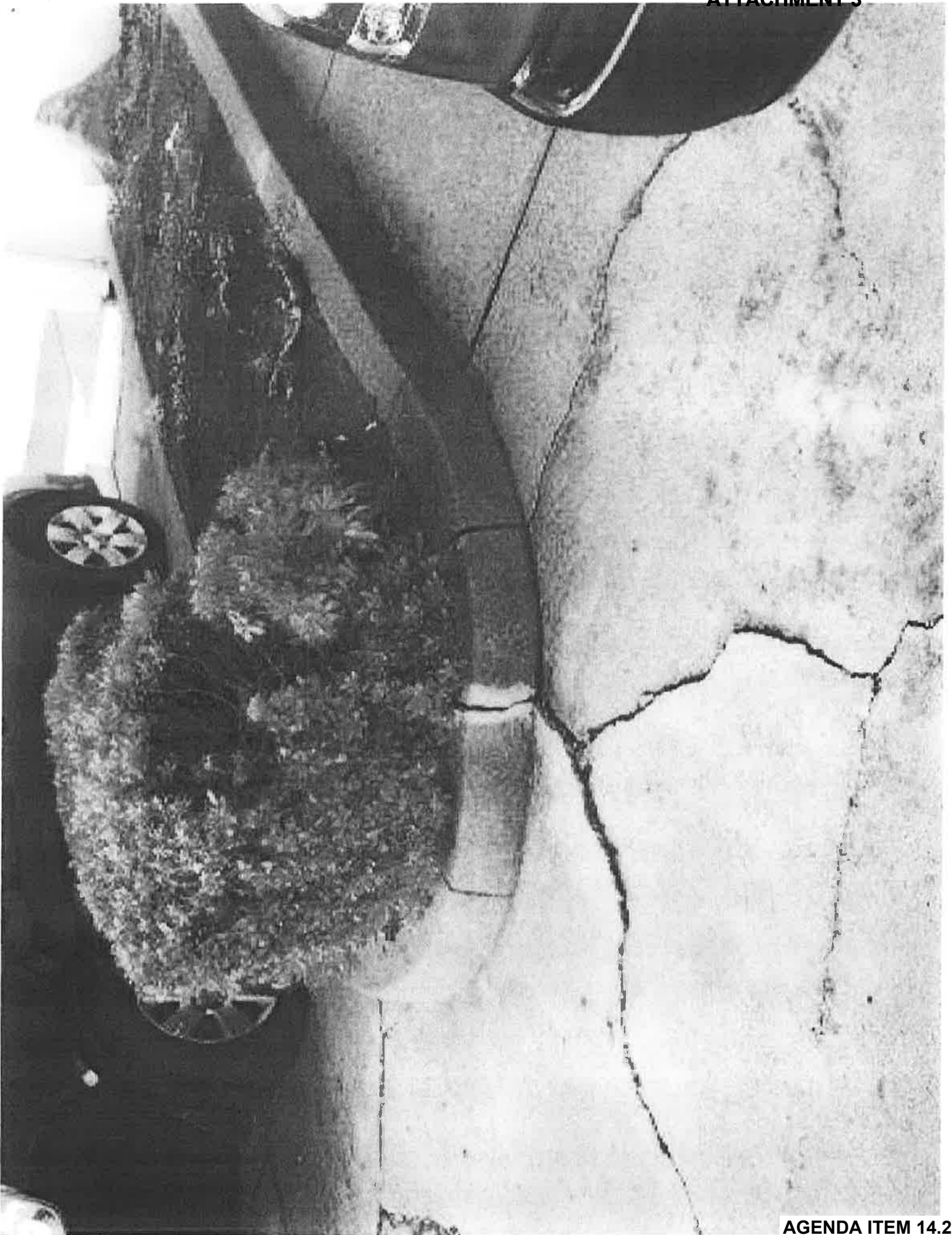
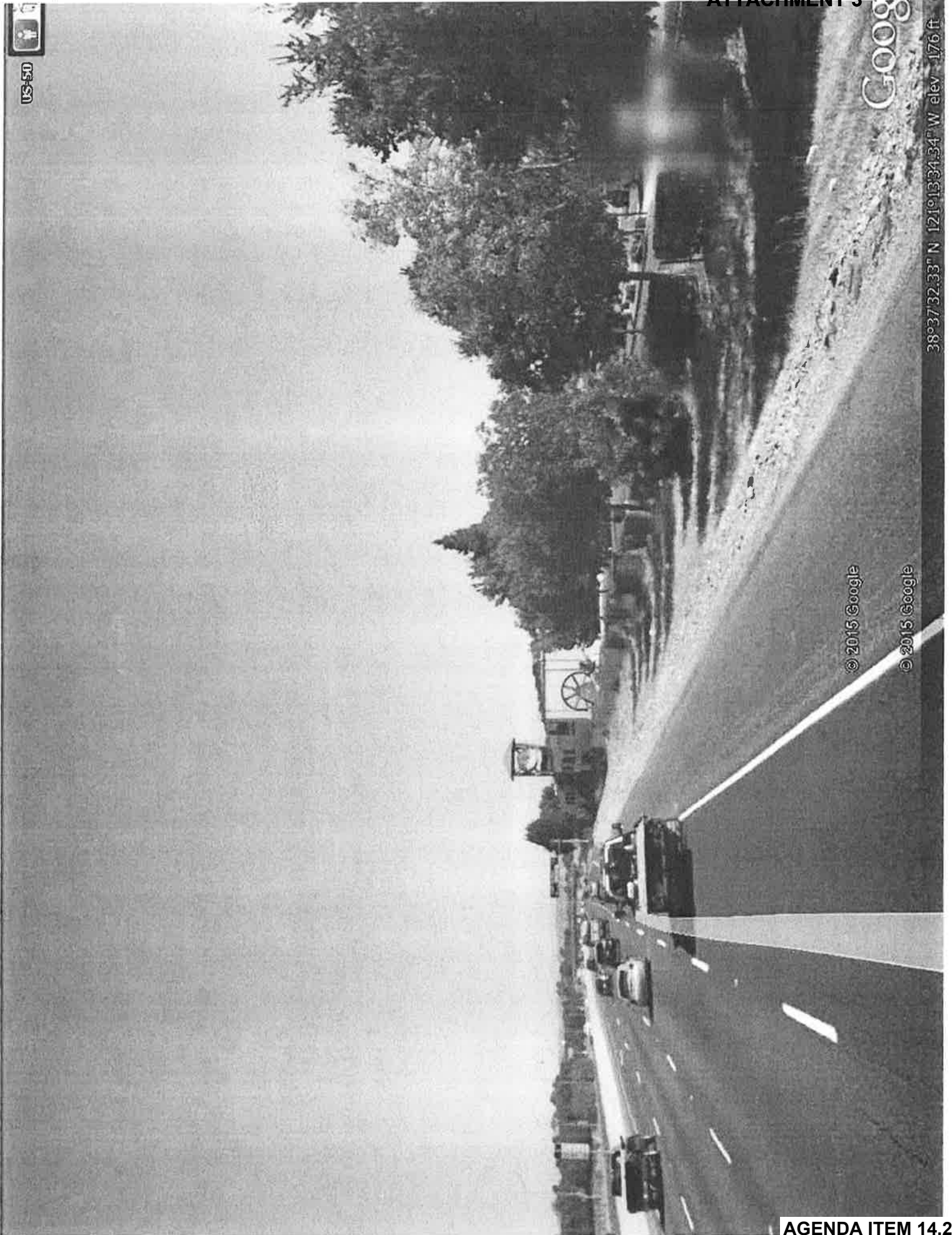


Exhibit 3



US-50

© 2015 Google

© 2015 Google

Google

38°37'32.33" N 121°13'34.34" W elev. 176 ft



LAW OFFICES
ESTABLISHED 1896

TIMOTHY D. TARON
DIRECT: (916) 567-7329
EMAIL: TTARON@HSMILAW.COM

February 9, 2015

2150 RIVER PLAZA DRIVE
SUITE 450
SACRAMENTO, CA
95833-4136
TEL: (916) 925-6620
FAX: (916) 925-1127

Mayor McGarvey and Members of the City Council
2729 Prospect Park Dr.
Rancho Cordova, CA 95670

RE: Proposed Digital Sign at Naturwood

Dear Mayor McGarvey and Members of the City Council:

Rancho Cordova Municipal Code section 23.743.150 established the City's digital freeway signs overlay zone (Ordinance). Pursuant to subsection (C)(1), for every one digital sign installed, an applicant must remove at least four legally existing billboard structures within the City. Alternatively, the City and applicant may enter into an operating agreement to reduce the number of required billboard removals if the City determines that the operating agreement would achieve community benefits that are equivalent to those that would be achieved through strict compliance with the Ordinance. At the December 15, 2014 hearing, Sierra Outdoor, LLC ("Sierra Outdoor") and Outfront Media, LLC, formerly CBS Outdoor ("Outfront Media") (collectively referred to as "Applicants") proposed an Operating Agreement under which (1) two existing billboards would be removed, (2) the City would receive annual payments in lieu of two additional billboard removals, and (3) the City would receive a dedicated "click" for public service announcements.

Consistent with Council's direction at the December 15, 2014 hearing, staff recommended approval of Applicants' application at the next hearing on January 20, 2015. However, the Council voted to continue the public hearing on this item and made its position clear: the City preferred additional billboard removals over annual payments. Accordingly, Applicants have listened and expended tremendous effort to craft a proposal under which the City would not receive annual payments but additional billboard removals would be achieved. Notwithstanding significant financial, logistical, and strategic hurdles, Applicants are now prepared to offer one additional sign removal at 10833 Folsom Boulevard (see Exhibit A), in addition to the originally proposed removals at 11373 Folsom Boulevard and 9847 Folsom Boulevard. Additionally, Applicants are working diligently to secure one additional removal in an effort to comply with the City's Ordinance. However, until and unless this additional removal is secured, Applicants propose a revised Operating Agreement.

Mayor McGarvey and Members of the City Council
February 9, 2015
Page 2

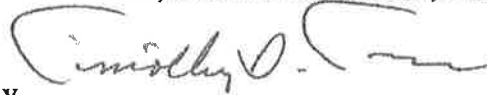
Under the Operating Agreement, Applicants propose, in addition to the three (3) removals, a one-time contribution of \$50,000 to the City for construction of a digital reader board at Coloma Road and Chase Drive, Folsom Boulevard revitalization, or any other project to which the City wishes to dedicate these funds. Applicants also propose a \$65,000 annual payment in year one, and annual payments of \$25,000 thereafter. Finally, Applicants wish to provide the City a dedicated "click" for public service announcements. Over the course of the potential 50-year term, this dedicated "click" would be worth \$3,000,000, and provide the City a significant opportunity to connect with the citizens of Rancho Cordova as well as the greater Sacramento region.

Alternatively, if the Council prefers Applicants' original offer of two sign removals at 11373 Folsom Boulevard and 9847 Folsom Boulevard, a one-time signing bonus of \$100,000, a dedicated click, a \$130,000 annual payment in year one, and annual payments of \$50,000 thereafter, Applicants remain willing to adhere to that proposal.

Should you have any questions regarding any of the topics discussed herein, please do not hesitate to contact me.

Very truly yours,

HEFNER, STARK & MAROIS, LLP

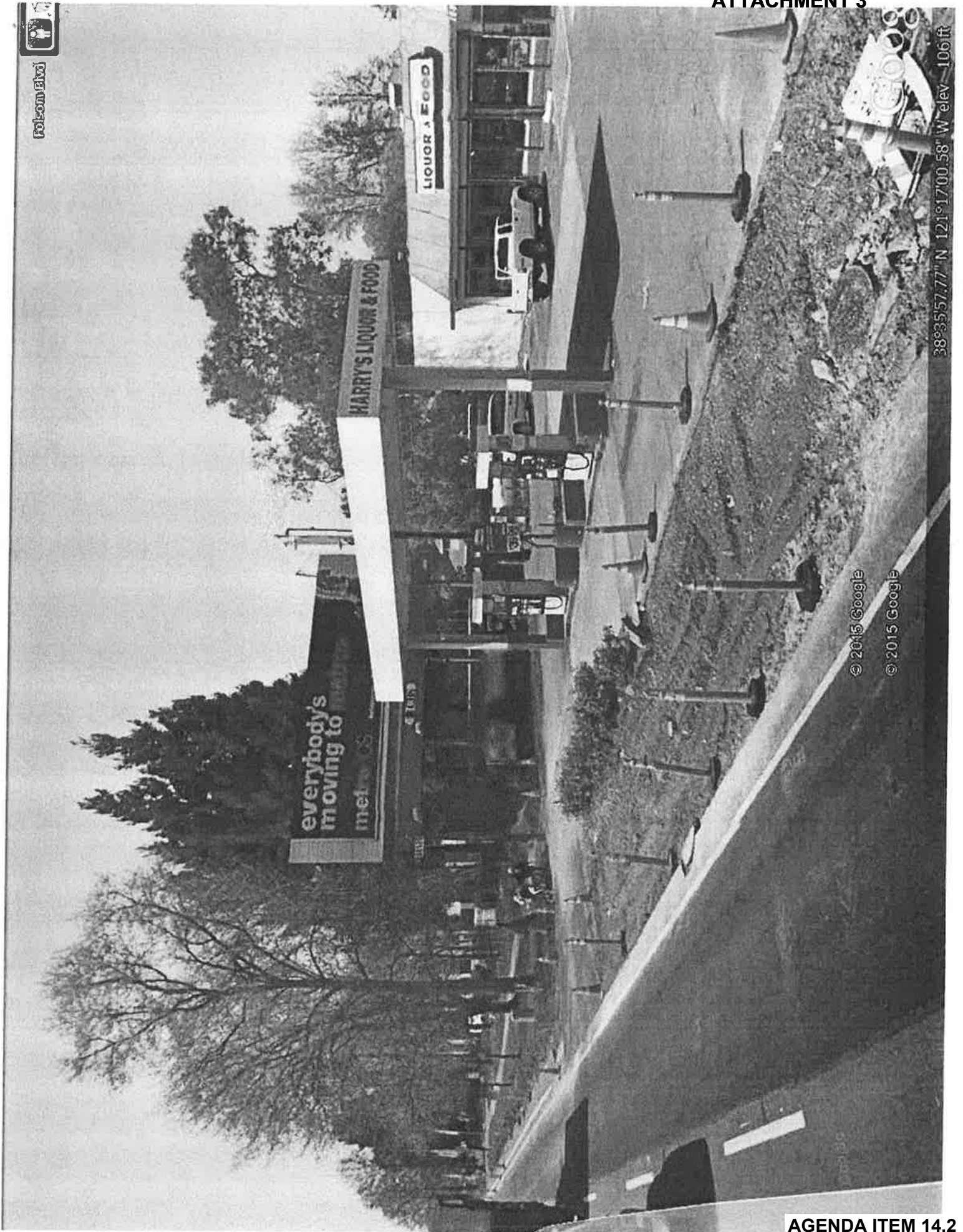


By
Timothy D. Taron

TDT:CER

cc: Mindy Cuppy, City Clerk
Jessica Jordan, Principal Planner
Pat Gardner
Vinton Hawkins
Kevin Johnson

Exhibit A



© 2015 Google

© 2015 Google

38°35'57.77" N 121°17'00.58" W elev. 106 ft



February 9, 2015

Mr. Brian Nakamura
City Manager
City of Rancho Cordova
2729 Prospect Park Drive
Rancho Cordova, CA 95670

Re: Digital Signage Operating Agreement in the City of Rancho Cordova

Dear Mr. Nakamura:

I am writing this letter on behalf of Outfront Media in support of our contemplated operating agreement with the City of Rancho Cordova and to clear up some erroneous information that has been disseminated in connection therewith.

Outfront Media f/k/a CBS Outdoor is a responsible vendor with strong ties to the local community. We currently operate eight sign structures bearing a total of twelve sign faces within the City of Rancho Cordova. A little over 8 months ago, Outfront Media properly submitted its current digital billboard permit application to the City of Rancho Cordova. The City made it clear to Outfront Media that its intent in awarding a digital permit was to reduce the overall number of sign structures within the City of Rancho Cordova. Thus, Outfront Media offered to remove more than a quarter of its existing inventory from within the City of Rancho Cordova in addition to providing a significant revenue stream to the City in exchange for a digital permit. Outfront Media also remains willing to negotiate the removal of additional signage in lieu of the cash compensation portion of our initial offer. Outfront Media has never demanded that it be the only outdoor advertising company to receive a digital permit. However, it appears that it is the only company with sufficient outdoor advertising inventory to remove from within the City of Rancho Cordova to justify such an award.

That being said, Outfront Media is not obtaining an unfair advantage in the marketplace, as has previously been suggested. Rather, we are at a competitive *disadvantage* in the current marketplace. Outfront Media operates merely two 20'x60' digital advertising faces and two 12'x25' digital advertising faces in the greater Sacramento area, each with 8 clicks for a total of 32 clicks. Our competitor, Clear Channel, who is objecting to the award of any digital permits to Outfront Media, operates **eighteen** 14'x48' digital faces in the greater Sacramento area, each with 8 clicks for a total of 144 clicks. Even with the addition of the Rancho Cordova digital sign (which requires removal of a significant portion of our inventory from within the City of Rancho Cordova), Outfront Media would still be operating digital signage that comprises less than 1/3 of the digital inventory operated by Clear Channel in the Sacramento market.

While we can sympathize with Mr. Hansen and his frustration over the lengthy permit application process, Outfront Media diligently and in good faith pursued a permit for the placement of a digital sign on Mr. Hansen's property for over a year, which was complicated by concerns from the City regarding tree removal and issues with Mr. Hansen's then-current tenants. Mr. Hansen notified Outfront Media that he no longer wished to tie up his property with our Lease, which was interfering with his ability to make other uses of his property. At Mr. Hansen's request, Outfront Media agreed to terminate our Lease only to later learn that Mr. Hansen had entered into a similar lease with our competitor, Clear Channel. Outfront Media did not begin pursuing a permit for the placement of a digital sign on the Sierra property until after Mr. Hansen terminated our lease, which can be verified by City records.

While it is unfortunate that a dispute has arisen over a proposed agreement that was properly noticed and subsequently approved by City Council in December, 2014, we remain committed to working with the City to see this through to fruition. Please do not hesitate to contact me with any questions.

Sincerely,

A handwritten signature in blue ink, appearing to read "Chris Steinbacher".

Chris Steinbacher
VP, Real Estate West Coast

Cc. Jessica Jordan, Principal Planner, City of Rancho Cordova

MEMORANDUM

TO: Rancho Cordova City Council

CC: Adam Lindgren, City Attorney
Paul Junker, Planning Director

FROM: Bluff City, Inc. Homeowners Association, Lake Natoma Heights Neighborhood Association, Rollingwood Unit #6 Homeowners Association, Save the American River Association, The Classics at Gold River

RE: Petition to Reject the August 2014 Mitigated Negative Declarations for Sierra/CBS Outdoor at Naturwood Digital Sign and Clear Channel Outdoor Digital Freeway Sign due to Violation of CEQA Guidelines §15072 – Insufficient Public Notification

DATE: JANUARY 19, 2015

The California Environmental Quality Act (CEQA) (Public Resources Code §21000, et seq.) includes many procedural requirements including those for public notice and review.

The goal of fully informing the public of the effects of development is at the heart of CEQA. Public involvement in the CEQA process aims to ensure that the public has a voice in the decision-making process - specifically, that public concerns about environmental issues and the potential effect of development on the physical environment are addressed prior to project approval.¹

Pursuant to CEQA Guidelines Section 15072, Notice of Intent to Adopt a Negative Declaration or Mitigated Negative Declaration, specific minimum requirements to ensure public notification are outlined, as follows:

(b) The lead agency shall mail a notice of intent to adopt a negative declaration or mitigated negative declaration to the last known name and address of all organizations and individuals who have previously requested such notice in writing and shall also give notice of intent to adopt a negative declaration or mitigated negative declaration by at least one of the following procedures to allow the public the review period provided under Section 15105:

(1) Publication at least one time by the lead agency in a newspaper of general circulation in the area affected by the proposed project. *If more than one area is*

¹ UC CEQA Handbook: Chapter 4.1 - Formal Requirements

affected, the notice shall be published in the newspaper of largest circulation from among the newspapers of general circulation in those areas. (Emphasis added.)

(2) Posting of notice by the lead agency on and off site in the area where the project is to be located.

(3) Direct mailing to the owners and occupants of property contiguous to the project. Owners of such property shall be identified as shown on the latest equalized assessment roll.

The abovementioned Mitigated Negative Declarations (MNDs) were noticed *only* in the Rancho Cordova *Grapevine* and on the City's website.² Sections 15072(b)(2) and (b)(3) were not utilized as a means of notification, thus Section 15072(b)(1) stands as the procedure chosen by the city of Rancho Cordova to allow the public the review period provided under Section 15105.

The undersigned respectfully submit that the City of Rancho Cordova was aware that homeowners on the bluffs would be affected by the construction of a large digital sign(s) located directly within the line of sight of homes on the bluffs. If the City did not know, they should have known. That impression was amplified by a member of the Rancho Cordova Council during the City Council meeting on December 15, 2014 when he stated that the concerns expressed by a speaker that evening were similar to those expressed by homeowners on the bluffs during hearings for the construction of the Mormon Temple. Further, the City of Rancho Cordova was a partner with many of the abovementioned homeowner associations and with SARA in 2011 when a concerted effort was made to oppose the construction of a Joint Operations Center near the fish hatchery just below Nimbus Dam. Several of the most significant concerns were the impacts on traffic safety, scenic views and light pollution. It is therefore logical to suggest that the City of Rancho Cordova should have known that interest in the digital sign proposals would extend beyond the city limits of Rancho Cordova. Traffic safety and congestion are continuing concerns at the Highway 50 & Hazel interchange. Residents of many communities who drive this route frequently understand how challenging these problems are. The addition of a large digital billboard at this already-chaotic interchange will affect thousands of people outside of the City of Rancho Cordova. Further, The MNDs address several critical environmental questions about scenic vistas, light and glare. Specifically, the environmental documents ask if the project(s) will "Have a substantial adverse effect on a scenic vista?" and will the project(s) "Create a new source of substantial light or glare that would adversely affect day or nighttime views in the area?" Citizens outside of Rancho Cordova were not notified to provide comment on the above-referenced MNDs. Yet, the impacts would directly affect them. Adverse impacts on scenic vistas, a new source of substantial light and glare, and traffic safety are substantive and have such standing that residents of Fair Oaks, Gold River, Orangevale and Folsom, at a minimum, should have been noticed.

² Per telephone conversation with member of Rancho Cordova City Planning Department, January 9, 2015.

We submit that the notification procedure for the Mitigated Negative Declarations for the abovementioned projects was insufficient and does not meet the minimum standards required by CEQA. The legislature has spoken on the issue of noncompliance in Public Resources Code, Division 13, Chapter 1, Section 21005(a): "The Legislature finds and declares that it is the policy of the state that noncompliance with the information disclosure provisions of this division which precludes relevant information from being presented to the public agency, or noncompliance with substantive requirements of this division, may constitute a prejudicial abuse of discretion within the meaning of Sections 21168 and 21168.5, regardless of whether a different outcome would have resulted if the public agency had complied with those provisions."

Thank you for your consideration of our concerns. We appreciate the city's recent efforts to reduce signage along Folsom Boulevard and laud the direction it has taken to improve its commercial development, such as the Zinfandel and White Rock Road area. It is with this kind of foresight that we urge this City Council to consider its legacy and begin creating a truly scenic section of Highway 50 along the Sunrise Boulevard to Hazel Avenue corridor—in part by keeping it billboard free.

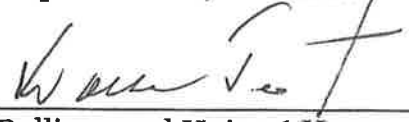
Respectfully Submitted,



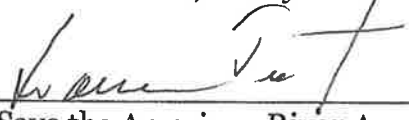
Bluff City, Inc. Homeowners Association
James Kangas, President



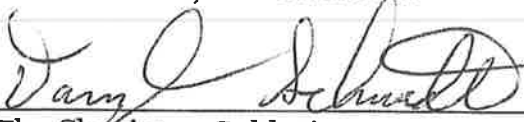
Lake Natoma Heights Neighborhood Association
Stephen Green, Immediate Past President



Rollingwood Unit #6 Homeowners Association
Warren Truitt, Safety Coordinator



Save the American River Association
Warren Truitt, Vice President



The Classics at Gold River
Darryl Schmidt, Volunteer Coordinator, Neighborhood Safety

Digital freeway sign conditional use permit**01-06-2015**

Dear Mayor McGarvey, Vice Mayor Sander, City Council Members Budge, Terry, Skoglund, City Attorney Lingren, and City Manager Nakamura.

I would like to thank all of you for your service, dedication and loyalty to the city of Rancho Cordova. It was an honor to witness the recent swearing in ceremony of Mayor McGarvey, and Vice Mayor Sander. I can appreciate and fully understand what it takes to serve the public. I have been a Police Officer for over 15 years. I understand that you have to first and foremost be unbiased, possess qualities such as integrity, empathy, morals, values, honesty, and most importantly to do the right thing. I began a career in Law enforcement to help people, to give back to the community. I learned most of these values right here in Rancho Cordova. In the late 1970's my grandfather and Grandmother purchased the property located at 12137 Folsom Blvd. There were huge mountains of dredger tailings, rock, sand and gravel on the property. My father just got out of the military after serving eight years in the US Air Force during the Viet Nam War. His degree at American River College was in Business Management. My father and mother partnered with his parents and Started Nimbus Landscaping Materials. They imported decorative bulk landscaping and building supplies from all over the area. We and Rudy's Hideaway were the first business in the area, even before Naturewood. With a lot of hard, back breaking work we became a destination location for surrounding residents, businesses and municipalities to acquire bulk landscaping and building materials to construct their projects. I started helping my family at a young age with the business. I began bagging coal to heat resident's homes in the early 1980's, bagging sand to help with winter flooding. I was 12 years old. My father and grandfather taught me strong work ethics, and values. My grandfather would always tell me at a young age, treat people with respect, do unto to others as you would have them do unto you, don't be lazy, put in an honest day's work and help people. The list goes on. I learned so much at a young age from my grandfather and father. Fast forward, working full time at Nimbus, and going to college part time I earned a BS in Criminal Justice from CSUS. I then went on to enter my career in Law Enforcement, to achieve my dream, to help people in need, to protect and serve, to give back to the community. The reason I give you this small Bio of myself and family is because I want you to understand that we are real, honest, hardworking, genuine people who have owned and operated three businesses in the Rancho Cordova area for a very long time. We have provided numerous jobs for residents in the Rancho Cordova area over the years. We have contributed thousands of dollars in tax revenue in the City of Rancho Cordova. We have partnered with the city and residents in Rancho Cordova for over 30 years helping to beautify the community. My brother, Mark with Nimbus Pond Inc. built the water feature at Hagen Community Center on Chase Dr. Most recently Nimbus stayed open late and partnered with City employees to provide sand bags to the public during the recent storm. We have been doing things such as this for over 30 years.

My family and I feel that we were completely taken advantage of by CBS. As you know CBS entered in contract with us almost two years ago (1-24-2013) to place a sign on our property. They kept us in contract for almost a year and a half (5-28-2014), meeting with us, phone conversations, Emails, stating that the project was on its way. They continued to say they were just waiting on the City of Rancho Cordova to finalize a few things before they broke ground with construction. They, Kevin Johnson (CBS) kept promising us, next month, next month, the revenue will be coming in. This was obviously during the time of the recession, decline in the housing and building market. Our businesses took a huge hit as they were all tied to the building and construction industry. Building almost came to a stop. We, like many others took a huge financial hit with the economy. My parents actually lost their house and home equity of 40 years trying to stay afloat. They were barely able to retain the property, 12137 Folsom Blvd. We had no idea CBS was working with Naturewood behind our backs. We asked CBS if there was anything we could do, perhaps talk to the City, and write a letter. They told us no, that they had it handled, not to make contact with the City. My father still wrote the City a letter, and on his own met with Planner Jessica Jordan. It finally became apparent when CBS stopped staying in touch as often as they use to. When we tried to make contact with CBS's representative Kevin Johnson, he was always out of town, on vacation, numerous excuses, all while telling us things were still in motion, it would be soon, It became evident this was far from the truth. We knew something just wasn't right. We put our trust in Kevin Johnson and CBS. After spending thousands of dollars for legal advice, reviewing, establishing lease agreements, addendums and hundreds of hours of personal time, we finally realized CBS was leading us on. They had no plans on breaking ground or starting the project. We emailed them and requested a letter, allowing us to opt out of their contract, which was binding us from virtually doing anything with our property, tying it up for over 17 months. We were completely taken advantage of, and misled by CBS and Kevin Johnson. They continually lied to us and led us on; keeping us from doing business with another company, all the while they were secretly working on a deal next door with Naturewood. This business practice was completely unethical and wrong in every way. Makes me sick to my stomach when I think of what they put my elderly parents through in times such as this. I ask myself, why in the world would the City of Rancho Cordova want to do business, potentially enter a 25 year Partnership with a company like this?

Finally after 16 months 05-28-2014, we received a contract release letter from CBS Outdoor. We talked to Clear Channel about a digital sign and entered into contract with them (6-27-2014). We were advised that Clear Channel was trying to put a sign up at the Naturewood property a couple years prior but Rancho Cordova City Counsel told them that they would not approve a sign at that location, that Clear Channel had to find a more industrial location. Well, our property is 2 acres, rectangular, approx. 400' of Freeway frontage and 200' wide and zoned light industrial. It is a clear open slate for a project such as this.

Realistically the sign could go anywhere on our property and it would not affect business, the building, or Folsom Blvd. It would not obscure anything. The sign would not stretch from Folsom Blvd. to Hwy 50 like it would on Naturewood's triangular shaped property.

Between 8-13-2013 and 2-21-2014, as per Google Earth pictures, Naturewood or someone removed two old growth, 100 year plus, Black Walnut trees at the western tip of their property, plus numerous trees in their western parking lot planter barriers near where they would like to put the sign. Did they have City approval; was it CBS that advised them to do this? Drive by; look at the area on the west end of their property, clearly exposed stumps and empty planters. Did Michael Wagner bring this up, No, he remained completely professional. Our Coastal Redwoods are not indigenous to the area as the Walnut trees were; they thrive in the coastal regions, consuming hundreds of gallons of water each day. Both of my grandfathers and grandmother are World War two Veterans. My father is a Vietnam era Veteran serving 8 years in the Air Force. I put the uniform on every day, sacrificing my safety for the good of the public. For over 25 years we raised and lowered an American flag every day adjacent to highway 50 on our property; allowing it to soar above the freeway, paying respect to Americans and America. We are a very proud, patriotic family. Two of the Redwoods have overgrown and blocked the flag pole. It would be a blessing to re-plant more indigenous trees and let the American flag soar again, bringing back my late grandfathers tradition. There are over 1000 Redwoods from Bradshaw to Hazel along the freeway corridor, many trimmed high from the ground, such as the Redwoods around 2729 Prospect Drive (City Hall). There are no redwood trees along the City of Folsom and El Dorado Hills Highway 50 corridor east of Hazel Ave. as they are not indigenous to the area. To five or all of the Redwood trees on our property would be less than 1/2 of 1% of the Redwoods along the Highway 50 corridor through Rancho Cordova. This would clearly having a minimal impact on the Coastal Redwood population in Rancho Cordova. Neither Clear Channel nor do we want to eradicate the landscaping or trees on our property. It is the complete opposite. We want to beautify the 400' of freeway frontage, encompassing the City of Rancho Cordova's vision. This is an opportunity to plant indigenous trees, shrubs, and plants, beautifying this highly traveled corridor. It is our goal, that if any trees are removed, to replace them two fold with indigenous trees, plants and shrubs. Clear Channel will pay for whatever landscape design and installation the City wants. I believe this area is in great need of updating and beautifying. A few hundred thousand vehicles drive by this location daily.

Something else that struck me odd with CBS is that they hired an attorney to represent them. An attorney that stated negative things about the Hansen family, negative things about our location, negative things about Clear Channel and the rumor the of threatening legal actions against the City of Rancho Cordova. Why is this? Kevin Johnson surely didn't represent and present their proposition, because he is as unethical as they come. Clear Channel had humble, respectful,

Michael Wagner, a sales representative, that spoke nothing but positively about the City of Rancho Cordova and Clear Channels proposal. He didn't speak negatively about the Key's family, Naturewood, or CBS for that matter. Clear Channel has proven themselves throughout their prior and current relationship with the City of Rancho Cordova. They voluntarily removed profitable signs in effort to assist the City in beautifying the City. They donated benches, bus stops, City advertising. They didn't place an unrealistic value on any advertising they were offering the City. It was a gift, for the betterment of the community. As Michael Wagner stated, Clear Channel is all in, they would provide the City whatever they needed, whatever was fair, whatever it takes to continue the mutual, positive Partnership. If the City needs advertisement space, a designated click, for an emergency, a city function, or event, it wouldn't be a problem; Clear Channel would accommodate the City. An unrealistic value wouldn't be placed on the donated advertisement space. Clear Channel is a true proven Partner to the City of Rancho Cordova. They would proudly continue to remove signs along Highway 50 in the city of Rancho Cordova if they had them.

It is so ironic that CBS was claiming Monopoly, speaking of fair competition. It is they who are a Monopoly. They have 6 double sided signs from Sunrise to Hazel along the south side of highway 50, far exceeding Clear Channel's 2 1/2. Did CBS offer to remove one, or all of their signs along Highway 50? No, they offered to remove one sign and another sign not even in the city limits. If you take a drive, CBS\Outdoor owns 95%, or more, of the signs in the city of Folsom, El Dorado Hills along Highway 50, all the way to South Lake Tahoe along Highway 50. They own 99% of all signs along Highway 50 to Interstate 80 towards San Francisco. All you see is there newly attached large "OUTFRONT" placards pasted on the signs. It is completely ridiculous that this attorney would even bring this up; it is they who are monopolizing on the region. Again, what a terribly unethical tactic. Clear Channel also has a sign in the County of Sacramento, North of highway 50 that they could remove if that is what the City is allowing, and asking for? Is it policy that a company can remove signs outside of City jurisdiction and still be counted as inside?

I also did some research on CBS/OUTFRONT. They are now the world's largest outdoor media company in the world, having signs throughout the US, Canada, Mexico, South America and Europe. CBS Outdoor or OUTFRONT is a sister company to CBS corporation, a multi-billion dollar organization, far from the minority anywhere in the world. "OUTFRONT Media Inc. (NYSE: OUT) is the US leader in out-of-home advertising. From Sunset Boulevard to Times Square, our diverse portfolio includes more than 400,000 digital and static displays in the most iconic and high-traffic locations in the top 25 markets across the U.S." CBS owns or acquired the following Outdoor Media companies, 3M National, Whiteco, Gannett Outdoor, Outdoor Systems, Infinity Outdoor, Viacom Outdoor, and CBS Outdoor. CBS Outdoor, now "OUTFRONT" recently purchased Van Wagner Communications for \$690 million. I noticed Wells Fargo has partnered with

CBS/OUTFRONT and is their committed fiancée and support for the acquisition. OUTFRONT MEDIA shares began trading on the New York Stock Exchange on March 28, 2014; the CEO of CBS Corporation was present. Wells Fargo Bank will also serve as the company's election and disbursing agent. CBS/OUTFRONT has partnered with Wells Fargo. I truly hope there is no conflict of interest.

CBS Outdoor changed their name to OUTFRONT because of their new vision. It seems they are trying to take over the industry and get OUTFRONT of their competition. Which again, with this in mind I can't believe their attorney has the audacity to claim Clear Channel was forming a monopoly, they are clearly trying to take over using unethical tactics and politics. The ploys and strategies of CBS are clearly under the belt and I hope they don't go unnoticed. CBS clearly has more signs along the highway 50 corridor in Rancho Cordova, the entire region for that matter.

In regards to the comment about the Hazel off ramp sign having anything to do with the placement of a sign, I believe the argument is inaccurate and made up. Being an expert in traffic, and thinking logically, if the billboard was before the Hazel off ramp sign it would tend to pull people's attention to the billboard, causing them to not focus on the off ramp sign, possibly missing the exit, or causing them to make a last second lane change to not miss the exit. This could quite possibly be more dangerous. However if the Hazel off ramp sign was before the billboard this would not occur, people would see the off ramp sign prior to the billboard, and make their appropriate lane change. There are actually two exit signs. With both locations being so close to one another, I don't even think this an arguable issue. There are Cal Trans directional signs in the middle of the freeway, on both sides of the freeway, ground mounted, pole mounted, L shape mounts above traffic, attached to center medians, billboards within 1000' from one another. I truly don't think there is any proof that any of the signs are the cause of accidents. I have not been able to find any research supporting that theory. There are also two Cal Trans exit signs just prior to Naturewood. The Hazel off ramp sign that was spoken of is right in the middle of Naturewood's building. If you are traveling W/B Highway 50 just prior to the Folsom Blvd. exit, there is a Folsom exit off ramp sign, then a large OUTFRONT sign as you exit. They are in very close proximity.

If the city is now going to allow CBS to place a sign on Naturewood's property when Clear Channel was told the City will not approve a sign at that location, that equates to millions of dollars of lost revenue by Clear Channel based on the City's decision. It also doesn't go well with the dedication, loyalty, respect, and commitment Clear Channel has given the city of Rancho Cordova over the past years. Clear Channel took the City's advice and found what they asked for, an industrial piece of property. We have worked with both companies and for obvious reasons I mentioned above we believe that Clear Channel is a far better choice to continue partnering with. What CBS did to us was just not right. What

CBS did to the City of Rancho Cordova was not right, bad business and politics.

The City stated it wasn't about the money, the "Chump Change." However I disagree. The 2.2 Million dollars Clear Channel offered equates to a lot of jobs within the city. This is far more than CBS offered. Clear Channel also wanted to donate money towards the Folsom Blvd. revitalization project. Did CBS, do they care about Rancho Cordova and the community, the vision? Clear Channel offered to pay for Landscaping and modernizing over 400' of Freeway frontage that thousands of people see every day. Did CBS offer to do any landscaping or beautifications of the Folsom Blvd. or Highway 50 corridor, the trees that were illegally removed at Naturewood? If the City mainly wants signs removed and it's not about the money or anything else, I think they should allow Clear Channel the opportunity to remove signs in the County, on the other side of the Freeway and assist with beautifying the Rancho Cordova corridor's. The Naturewood location shouldn't even be on the table, it was already decided against years ago. Also even in light of all the unethical treatment we received from CBS, tying our hands, We and Clear Channel were still able to get our completed application into the City first. I think the City should go with who they know, what they know, proven past practice, go with who they trust, who has been loyal to the City, and go with the ones who share the same vision as Rancho Cordova. Don't go with some unethical, giant company that just care about getting their large OUTFRONT placards all over the place at any means possible without due regard for others.

We ask one thing, that you go to your hearts, that you do the right thing, and that you don't let this company bully you into a decision by fear of legal action. We ask that you continue to work with Clear Channel and the Hansen family, we truly believe in the same vision, "to update, and beautify the City, something we have been greatly involved with for the past 30 plus years.

Respectfully,
Steven Hansen



1/19/2015

RE: Project# DD8490

12125 FOLSOM BLVD RANCHO CORDOVA

SIGN PROJECT

Dear; Mayor, City Council, City Manager, and City Attorney & Public;

There are several issues that have risen since the onset of this project. We believe the city and the public have been misled regarding City of Rancho Cordova resolution No. 4-2015 section 2 B. b. Evidence; which states "no vegetation shall be removed from the property to accommodate the sign." We have compiled this small 2 page visual to illustrate the complete removal of mature trees. As you can see there are several trees that mysteriously have been removed according to Google Earth around the time of the impending Naturewood sign application.

The Illustrations below are actual pictures taken from Google Earth of the NATUREWOOD LOT located at 12125 Folsom Blvd Rancho Cordova, CA 95670.

TREE AND VEGETATION PICTURES

The following illustrations we will identify a photo progression of no less than 9 large mature trees were removed from the west end of the Naturewood parking lot. These trees were eradicated which violates the City of Rancho Cordova resolution No. 4-2015 section 2 B. b. Evidence.



HWY 50 & FOLWSOM BLVD OVERVIEW INTO NATUREWOOD PARKING LOT WEST END MAY 31, 2007



HWY 50 & FOLWSOM BLVD OVERVIEW INTO NATUREWOOD PARKING LOT WEST END APRIL 18, 2014

Digital freeway sign conditional use permit DD8480**02-06-2015****Rancho Cordova City Council and Attorney**

We request that you **reverse** the denial for the Clear Channel Digital Billboard Application No. DD8480 and **reverse** the approval of CBS\Outfronts Application No. DD8490.

- As you all know, recently Clear Channel was proposing Naturewoods parking lot as a location for a digital billboard when few of your City Council Members told Clear Channel to find a different location because the Council would not approve this location. Council Member Budge even stated they were against this location during the first City Council meeting. Why is Council considering Naturewoods location for CBS\Outfront? What changed between the first Council meeting and now? Did CBS threaten legal action?
- CBS\Outfront offered to remove only one sign in Rancho's city limits and another possibly outside the city boundaries. Pryor to the meeting, when and where was it stated that either company could take down square footage outside the city limits? CBS\Outfront hired an attorney and spokesman to present their case and accused Clear Channel of advertising monopoly. They are the monopoly with signs in the area.
- Council Member Mr. Terry mentioned the Hazel off ramp sign was a negative issue against the Clear Channel location, what evidence supports this? There is no documentation supporting that digital billboards cause accidents. There are no California vehicle codes stating such.
- It is the goal of Clear Channel to beautify and landscape the 400' of freeway frontage, working toward the Cities vision to beautify the corridor.

- **CONCURRENT MEETING
CITY COUNCIL/SUCCESSOR AGENCY TO THE CRA/RCFC**

Tuesday, January 20, 2015

5:30 PM – Regular Meeting

Recommendation: Adopt Resolution No. 4-2015, Proposal DD8490

Result of Recommended Action: Adoption of Resolution No. 4-2015 would allow for the construction of a new digital Freeway Sign located at 12125 Folsom Boulevard. The sign would be located within an existing landscape planter in the existing Naturewood Home Furnishings parking lot. No vegetation would be removed to accommodate the new sign. Two existing traditional billboards located at 11373 Folsom Boulevard and near 9847 Folsom Boulevard would be removed as part of the project. Additionally, the Applicant will enter into an Operating Agreement with the City, requiring additional community benefits of the project.

Note:

1. At the West end of Naturewoods property, the parking lot and CBS's proposed sign location; numerous trees were removed in preparation of a digital sign installation. Two, approximately 50 foot tall, 125 plus year old black Walnut Trees were cut to the ground. Stumps are still there as evidence. Numerous other large trees were **recently** removed in the parking lot adjacent to the parking spaces in the proposed sign location. See previously submitted Google Earth photos. Planning can research the approximate removal times. Did CBS or Naturewood get approval from the City Council for eradication? The above Adopt Resolution No.4-2015 clearly states, (No vegetation would be removed to accommodate the new sign). No problem now. CBS\Outfront offered to remove only one sign in Rancho's city limits and another just outside the city boundaries. Pryor to the meeting, when and where was it stated that either company could take down signs outside the city limits? Did CBS offer to landscape or beautify either a Folsom Blvd. streetscape or footage along the H-50 corridor? I recommend that, for the above reasons, the City Council's recommendation to adopt Resolution No. 4-2015, Proposal DD8490 be **reversed** and changed to **deny** Resolution No 4-2015, Proposal DD8490.

CITY COUNCIL/SUCCESSOR AGENCY TO THE CRA/RCFC

Tuesday, January 20, 2015

5:30 PM – Regular Meeting

A. Evidence for denial of sign Proposal DD8480: The subject property is located adjacent to the Hazel Avenue off-ramp on State Route 50, between two freeway directional signs. A digital freeway sign in this location may potentially cause a distraction or safety hazard to drivers making lane choices in close proximity to the freeway exit. Additionally, landscape modifications to the existing stand of redwood trees along the northern property boundary would be required to accommodate the visibility needs of the proposed sign. Both of these circumstances of the proposed project are undesirable because they oversaturate the particular area with signs and would substantially modify and/or eliminate the area's natural landscaping. The project would also remove a one-sided traditional billboard within the State Route 50 corridor and install a double-sided digital freeway sign, resulting in a net increase of sign faces in this area. As such, the subject property and overall project proposal is not appropriate or desirable and the finding cannot be demonstrated in the affirmative.

Please reconsider the above denial of Proposal DD8480.

1. Council Member Mr. Terry mentioned the Hazel off ramp sign was a negative issue against our location. What evidence supports this? Both sign proposals are in such close proximity they would have the same effect. There is no legal documentation supporting that signs cause a distraction or safety hazard to drivers making lane choices in close proximity to the freeway exit. The articles below state the opposite. This should not be an issue.
 2. The issue of oversaturating the area with signs. There's only one other sign in the area and it's the one Clear Channel is proposing to remove. Signs are not considered single sided or double sided, they are just signs. It's inevitable that these signs are going to come up in the surrounding areas. They are going to have the same visual effect on Rancho Cordova whether they are across the freeway on the Gold River side in Sacramento County, or a short distance down the freeway in Folsom. What happens when Sac. County allows a digital just across the freeway? Rancho Cordova will lose out on income revenue, landscape beautification and advertising possibilities.
 3. The issue of modifying and/or eliminate the area's natural landscaping. The trees in question are Coastal Redwoods and are not indigenous or natural to this area. There are thousands in Rancho Cordova and along Highway 50. Indigenous plants and trees of the City Councils recommendation would beautify the property's freeway frontage.
 4. The issue of sign removal. Clear Channel has already removed almost all of their signs in Rancho Cordova area and would remove the two stated for this proposal. Rancho Cordova would be compensated for signs three and four not being removed. Clear Channel would enter into an Operating Agreement with the City, requiring additional community and monetary benefits. If CBS\Outfronts digital were to be approved it would just **add** another sign along the Highway 50 corridor.
- Clear Channels sign application was submitted first, does this hold any merit?
 - Shouldn't the City benefit from a sign so close? The addition of revenue to the general fund, added city advertisement, added landscaping and the beautification of the Folsom Blvd. and Highway 50 corridors.
 - Council Members, Clear Channel has been a dedicated longtime community partner for years. What has CBS\Outfront done for the city except allegedly threaten legal action and demand an even larger piece of the advertising market? We believe the Clear Channel proposal meets all of the City Councils criteria of being more industrial, less visible and with more signage removed within Rancho Cordova City limits.
 - In closing, I would like to request that Clear Channels Application No. DD8480 **not be denied**. It seems that a lot of facts still need to be discussed. I request a motion to **reverse** the motion for denial of Application No. DD8480 due to lack of Just Cause.

Sincerely,

John Hansen
Property owner
12137 Folsom Blvd, Rancho Cordova, Ca.

<http://www.calsign.org/2014/07/federal-highway-administration-confirms-emc-digital-sign-safety/>

Federal Highway Study Confirms Digital Billboard Safety

The U.S. Department of Transportation Federal Highway Administration has released a landmark study declaring that digital billboards do not pose a safety risk to passing motorists. Within the sign industry, the results of this study come as no surprise. Numerous traffic studies and analyses performed in the last couple of decades have reached similar conclusions.

Certainly, real-world experience from around the country reveals that digital billboard displays simply do not cause accidents, to wit:

“[IN] MY CONVERSATIONS WITH THE DEPUTY CHIEF IN CHARGE OF OUR TRAFFIC UNITS, CERTAINLY OVER THE LAST FIVE YEARS THAT WE’VE DONE RESEARCH, WE HAVE FOUND NO INSTANCES OF TRAFFIC COLLISIONS BEING CAUSED AS A RESULT OF INATTENTIVENESS FOR BILLBOARDS. THE ELECTRONIC BILLBOARDS HAVE GONE UP ON CITY STREETS, EIGHT OF THEM, AND SINCE THEY’VE BEEN UP OVER THE LAST SEVERAL MONTHS, WE HAVE HAD NO INSTANCES THAT THEY HAVE CONTRIBUTED TO ANY DRIVER INATTENTION THAT HAS RESULTED IN A COLLISION. SO I DON’T BELIEVE THAT THAT’S AN ISSUE.” – RICHARD WILES, CHIEF OF POLICE, EL PASO, TX, TESTIMONY BEFORE THE TEXAS TRANSPORTATION COMMISSION, 12/6/07.

This new peer-reviewed FHWA study should help put to rest concerns that digital billboards, and other outdoor digital signs, pose a hazard to passing motorists. The study will also help pave the way for communities to bring this powerful outdoor advertising medium to their communities, benefiting not just local operators and advertisers but the entire local economy as well. The report, actually divided into two studies, is officially titled "Driver Visual Behavior In The Presence of Commercial Electronic Variable Message Signs." For the purposes of the studies, the FHWA refers to digital billboards as Commercial Electronic Variable Message Signs. The studies sought to address three specific questions:

1. Do CEVMS attract drivers' attention away from the forward roadway and other driving-relevant stimuli?
2. Do glances to CEVMS occur that would suggest a decrease in safety?
3. Do drivers look at CEVMS more than at standard billboards?

To conduct the study, the FHWA tracked participant's eye movements with an eye-tracking camera device mounted in the vehicle. This device was able to track the driver's eyeball movement and determine if the driver was looking ahead at the roadway or off to the side of the roadway at a static billboard or CEVMS.

Drivers in Richmond, Va., and Reading, Pa., participated in the study, and the research concluded that drivers do indeed look at digital billboards longer than they do at static billboards. Glance duration toward digital billboards averaged 0.379 seconds, while glances at static billboards were at 0.335 seconds at both test sites. Both of these measurements fall far below the two-second benchmark, which would constitute a hazard, according to the National Highway Traffic Safety Administration.

The results showed that drivers did look at CEVMS a greater percentage of time than at standard billboards; however, the time spent looking at off-premise advertising was less than 5 percent when the signs were visible to the participants across the two experiments. Long glances at off-premises advertising were not evident. The longest glance at a CEVMS was less than 1.3 seconds and glances greater than 1 second were rare events. The percentage of time that drivers dedicated to the road ahead was not significantly affected by the presence of CEVMS or standard billboards. Rather, the overall clutter and complexity of the visual scene appeared to be the principal driver of glance time away from the road ahead. This was the case regardless of the presence or absence of off-premise advertising. The results suggest that overall visual complexity of the highway environment needs to be taken into account when considering driver glance behavior.

In conclusion, the study states, "The results did not provide evidence indicating that CEVMS, as deployed and tested in the two selected cities, were associated with unacceptably long glances away from the road. When dwell times longer than the currently accepted threshold of 2,000 ms

[milliseconds] occurred, the road ahead was still in the driver's field of view. This was the case for both CEVMS and standard billboards."

Photo credit: "Digital billboard" by Dwight Burdette - Own work. Licensed under Creative Commons

Article in "THE HILL"

Behind the signs of the times

By Jonathan Easley - 11/19/13 06:00 AM EST

Nancy Fletcher arrived in Washington in 1990 to work for the Outdoor Advertising Association of America, the country's largest billboard trade group, at the most critical juncture for the industry in decades.

At the time, Congress was considering a highway bill that would effectively ban billboards nationwide. The measure had 10 Senate co-sponsors, more than two-dozen House co-sponsors and was riding a wave of support from advocates pushing to eliminate "visual pollution" along the nation's highways.

Fletcher, a Minnesota native with a law degree who happened into the outdoor advertising industry in 1978, led the fight against the measure but couldn't have done it without a little help from two freshman senators who formed an unlikely alliance.

Sens. Harry Reid (D-Nev.) and Trent Lott (R-Miss.) joined forces to have the measure struck from the final bill in 1991.

That victory has allowed Fletcher to focus her pursuant 20-plus years as the president and CEO of the OAAA on less existential matters, like shepherding the industry into the digital age.

"It's amazing," she told The Hill in a recent interview. "These last 21 years, we have a whole generation now who sees it in a different way. They never saw the tobacco ads, never saw the fights in '70s or '80s. They actually think [billboards are] trendy."

In 1990, the idea of a shape-shifting digital advertisement seemed like something out of a hardly imaginable futuristic metropolis. In 2013, the medium is quickly becoming the standard.

The OAAA is presently focused on converting static billboards to digital ones that change every eight seconds.

There are currently about 4,400 nationwide.

"These are not just billboards," Fletcher explains. "Now they're on buses, the Metro, airports, Times Square – the medium is 'out of home' really. It's not just something that's outdoors that defines a billboard."

Of course, if it was just the cigarette ads Fletcher mentioned, it's unlikely the medium would have seen its trend quotient spike.

The outdoor advertising industry has blossomed into a multi-billion dollar revenue generator. When Fletcher entered the industry in the late 1970s, the industry generated \$700 million in revenue. That ran up to \$2.6 billion by the time she became president of the OAAA in the early 1990s. Today, the industry generates \$6.7 billion.

Fletcher pointed out that part of billboards' appeal has come from her commitment to using them for the betterment of society.

"We provide millions of free advertising for public services, and we've been doing it since war bonds were for sale in the early 1900s," she said.

The most high profile example of this came on 9/11, when more than 1,000 OAAA members had gathered at the Marriot Marquis ballroom in Times Square for the group's annual convention, when terrorists struck the World Trade Center a few miles south.

In addition to vacating the hall to make way for a makeshift residency for those affected by the lethal attacks, many members donated blood, and the group had its "United We Stand" campaign erected on billboards within hours.

The OAAA now has partnerships with the FBI, the Federal Emergency Management Agency, and the Department of Justice's Amber Alert system, which has been triggered more than 850 times since 2008.

These broadcasts override paid advertisements on digital billboards in an emergency, as they did during the Boston Marathon bombing, when they warned citizens what high-risk neighborhoods to avoid during the manhunt.

Fletcher says the FBI has caught 51 fugitives because their faces were plastered on billboards across the country.

One of these, a rapist who had been on the run for years, was finally brought to justice after his picture went up on 150 billboards along the East Coast.

"One fugitive turned himself in because his mother didn't want to see him on the sign anymore," Fletcher said.

"The immediacy of the digital basis is really changing the industry."

It's almost comical, she said, to think back on the changes the industry has undergone since the OAAA formed in 1891.

"Think about what a billboard is – it's a bill of advertisement placed on a wooden board," Fletcher said. "It started with circus posters; then went up on the early stage coaches, then the railroads; then in the early 1900s, the auto industry caused a need to standardize, to have rules and regulations on where they can go."

The regulations at first came at the local level, but the feds finally got involved in 1958. By 1965, President Lyndon B. Johnson had signed into law the Highway Beautification Act, championed by his wife Lady Bird Johnson, which mandated that ads could only go in spots where business takes place, not in residential, scenic or agricultural areas.

In 2013, only four states – Maine, Alaska, Hawaii and Vermont – have outlawed billboards, but those states have digital ads up in bus shelters and in other formats. Many municipalities, most notably Chicago under the direction of Mayor Rahm Emanuel, are forming partnerships with the industry to convert old billboards to digital through revenue-sharing deals.

While Fletcher is quick to talk about the progress her industry has made, there's one area of progress she sought to downplay.

After arriving in Washington in 1990 to join the OAAA, she became president and CEO in 1992. That makes her one of the earliest women to lead a Washington trade group.

Fletcher says there was nothing special about her career arc, arguing instead that it was more a product of having the right experience and being at the right place at the right time.

"If you follow my career, it wouldn't be dissimilar to what happened on the Hill, in Congress or academia," she said.

"The numbers certainly haven't changed enough to the point where I'd like to see them today, but my industry has followed a lot of those same trends."

Fletcher points to Clear Channel President and COO Suzanne Grimes as evidence women are gaining traction in Washington trade group management. Clear Channel is one of the big three companies, along with Lamar and CBS, on the OAAA board.

Still, being one of the earliest women to head a Washington trade group will lead to another impressive accomplishment. Fletcher just signed an extension with the OAAA through 2017.

At that point, she'll have led the group for 25 years, making her one of the longest serving female heads of a Washington trade association.

MEMORANDUM

TO: Rancho Cordova City Council

CC: Brian Nakamura, City Manager; Adam Lindgren, City Attorney; Aaron Busch, Community Development Director

FROM: Residents of Rancho Cordova, Bluff City, Inc. Homeowners Association, Lake Natoma Heights Neighborhood Association, Rollingwood Unit #6 Homeowners Association, Save the American River Association and other good neighbors

RE: Why the City of Rancho Cordova Should Not Approve Digital Billboards at This Time – A Proposal for Planning

DATE: FEBRUARY 6, 2015

The City of Rancho Cordova is a young and vibrant city. It is a city which deservedly has a reputation for caring about its image, following its vision, doing the right thing and making thoughtful decisions, based upon best practices and which serve the public's best interest. Wise and prudent long-term decisions will continue to guide Rancho Cordova into the future as a progressive family-friendly, safe, beautiful, eco-friendly and financially sustainable city.

As city residents and good neighbors of Rancho Cordova, we have volunteered our time and finances to research issues of public interest as they relate to digital billboards. Based upon our research and the discovery of new information, we urge the council to pause and take the requisite time to conduct a more comprehensive and educated look at all of the issues related to digital billboards: safety, changing technologies, uncertain legal outcomes and long-term financial impacts. Attached is our Proposal for Planning for your review.

Also, on January 30th, we asked Jerry Wachtel, an established expert in the field of traffic and highway safety for more than 40 years, if he would have time to provide us with an overview of significant issues relating to digital billboards. We further sought his opinion on the proposals before the Council. Mr. Wachtel's letter to us and his Curriculum Vitae are attached.

Thank you for the opportunity to present this information to you for your consideration.

11137 Nile River Court - Rancho Cordova, CA 95760

**Why the City of Rancho Cordova Should Not Approve Digital Billboards
A Proposal for Planning
February 6, 2015**

Background

Before September 2007, the Federal Highway Administration (FHWA) rules barred intermittently changing commercial billboards. In 2007, FHWA reversed the ban. This decision opened the door for a proliferation of digital billboards. In 2008 there were an estimated 800 digital billboards in the United States; by 2012 that number increased to about 3600.

The result is a nationwide concern that our country's thoroughfares are becoming steadily less attractive and more dangerous. A number of studies worldwide show that digital billboards, *designed* to be distracting, are actually causing more traffic accidents. Because of these concerns, a number of U.S. cities have banned digital signs. In turn, billboard companies have sued, claiming they have a right to put up digital signs. Another group is suing the FHWA for improperly changing their policy in 2007.

The current environment is one of uncertainty and lack of clarity.

New Information Exists Not Referenced In Proposals

The City's documents for the two new digital billboard proposals in the Highway 50 corridor approaching the Hazel Avenue off-ramp reference a single traffic study, a 2009 Federal Highway Administration study (FHWA). Of interest, the Minimum Negative Declarations for both proposed projects, dated August 2014, are virtually identical to the Minimum Negative Declaration, dated December 2012, for a digital billboard approved by the City near Highway 50 and Sunrise. Almost 18 months separate those documents, yet they continue to reference only the 2009 FHWA report.

Since the 2009 FHWA report, important new information, in the form of studies, reports and newspaper articles, has been published. The following examples are a sample of what we have learned:

- 1) A Peer-Reviewed Critique of the Federal Highway Administration Report Titled: "Driver Visual Behavior in the Presence of Commercial Electronic Variable Message Signs (CEVMS),"¹ The Veridian Group, Wachtel, 2015. This critique is a comprehensive review of an FHWA study, which was published in December 2013.² This critique was independently reviewed by 14 international

¹ <https://www.enotrans.org/eno-brief/fhwas-2013-research-report-on-digital-billboards-cevms-seriously-flawed>

² http://www.fhwa.dot.gov/real_estate/oac/visual_behavior_report/final/cevmsfinal.pdf

professionals (13 of whom hold doctorates) who are experts in human factors and traffic safety. The report concludes that the FHWA study's conclusions are seriously flawed and recommends that, "State and local governments ... adopt a cautious and conservative approach to digital billboard control and regulation until such time as a definitive study is available."

- 2) Effects of Electronic Billboards on Driver Distraction, Swedish National Road and Transport Research Institute; Light Technology Institute, Karlsruhe Institute of Technology; Duckic, Ahlstrom, Patten, Kettwich, Kircher, July 8, 2012. This study, published in the peer-reviewed journal *Traffic Injury Prevention*, concludes that digital billboards attract and hold the gazes of drivers for far longer than a threshold that previous studies have shown to be dangerous. The Swedish government nonetheless ordered the removal of all digital billboards based upon the results of this and related studies.³
- 3) Impact of Roadside Advertising on Road Safety, Austroads, Roberts, et. al., January 2013. This review is focused on distraction from an external source, specifically advertising billboards. "The fundamental logic of roadside advertising is to attract attention to something that is not part of the driving task."⁴
- 4) Roadside Advertising Affects Driver Attention and Road Safety, Herrstedt, Greibe, Andersson, September 2013. This highly-regarded Danish study concluded that, "The overall results of the empirical studies show that advertising signs do affect driver attention to the extent that road safety is compromised."⁵
- 5) Roadside Advertising and Driver Distraction – Recent Research, presented to American Association of State Highway and Transportation Officials/Subcommittee on Traffic Engineering, The Veridian Group, Inc., Wachtel, June 25, 2013, "Every study in the past 5 years has produced consistent findings – that roadside billboards, especially digital and video, cause significant levels of driver distraction."⁶
- 6) Safety Impacts of the Emerging Digital Display Technology for Outdoor Advertising Signs, Research for AASHTO Standing Committee on Highways Project 20-7 (256), Wachtel, National Cooperative Highway Research Program, Washington, DC, 2009. "The newest digital billboards are also increasingly capable of 'interacting' with approaching drivers. In some cases, the Radio Frequency Identification Device (RFID) embedded in a vehicle's key or on-board computer system, can trigger a personalized message on a digital billboard; in other cases, the billboard can display a message tailored to the radio frequency of

³ <http://www.scenic.org/storage/PDFs/eebdd.pdf>

⁴ <http://scenic.org/storage/PDFs/austroads%20research%20report%20on%20impact%20of%20roadside%20advertising%20on%20road%20safety.pdf>; pg. 10.

⁵ http://www.researchgate.net/publication/259592621_Roadside_Advertising_Affects_Driver_Attention_and_Road_Safety

⁶ <http://scote.transportation.org/Documents/Issues%20Related%20to%20Digital%20Sign%20Usage.pdf>

passing vehicles. Still other billboards encourage drivers to interact with the sign by 'texting' a message or calling a number displayed on the billboard."⁷

- 7) In Cities across Texas, Activists Battle Billboard Companies, NPR, Burnett, September 6, 2014. "More and more cities consider billboards as visual blight. In Texas 388 cities, including most large and medium-sized ones, have ordinances prohibiting new billboards and the list keeps growing."⁸ Following are several cities which have banned digital billboards, universally citing such concerns as blight, light pollution and roadway safety:

- Denver, Colorado⁹
- Ann Arbor¹¹
- Austin, Texas¹³
- Knoxville, Tennessee¹⁵
- St. Paul, Minnesota¹⁷
- Los Angeles, California¹⁰
- Anaheim, California¹²
- Walker, Michigan¹⁴
- Franklin Township, New Jersey¹⁶
- And Others ...

- 8) Veridian Comment Letter in response to City of Vista, California. Minimum Negative Declaration, The Veridian Group, Inc., Wachtel, July 2, 2013. "Digital billboards, even when dimmed for nighttime use, are visible for distances of six miles or more ... appear as the brightest objects in the environment."¹⁸

- 9) Digital LED Billboard Luminance Recommendations - How Bright Is Bright Enough? Draft, November 9, 2010. This draft document discusses the difference between the Outdoor Advertising of America's proposed luminance levels and the recommendations of the Illuminating Engineering Society of America, stating that "The OAAA proposed luminance levels are too high, about ten or more times as bright as recommended in most IESNA recommended practices, and three or more times as bright as current accepted practice reflected in billboard floodlighting. This is unnecessary for advertising effectiveness and unnecessarily risks roadway safety."¹⁹

⁷ Wachtel, J 2009, Research for AASHTO Standing Committee on Highways task 256: safety impacts of the emerging digital display technology for outdoor advertising signs, National Cooperative Highway Research Program, Washington, DC, USA. [http://rightofway.transportation.org/Documents/NCHRP%20Reports/20-7\(256\)%20digital%20outdoor%20advertising_aashto.pdf](http://rightofway.transportation.org/Documents/NCHRP%20Reports/20-7(256)%20digital%20outdoor%20advertising_aashto.pdf)

⁸ <http://www.npr.org/2014/09/06/346153394/in-cities-across-texas-activists-battle-billboard-companies>

⁹ http://www.denverpost.com/headlines/ci_14638259

¹⁰ <http://www.latimes.com/local/california/la-me-1023-billboard-20141023-story.html>

¹¹ <http://www.scenic.org/blog/177-city-of-ann-arbor-passes-ban-on-digital-billboards>

¹² <http://www.ocregister.com/articles/city-640752-digital-anaheim.html>

¹³ <http://www.npr.org/2014/09/06/346153394/in-cities-across-texas-activists-battle-billboard-companies>

¹⁴ http://www.mlive.com/business/west-michigan/index.ssf/2011/07/judge_sides_with_walker_in_lam.html

¹⁵ http://www.knoxnews.com/news/local-news/judge-rules-against-digital-billboards-in-knoxville_60592419

¹⁶ http://www.nj.com/somerset/index.ssf/2014/10/court_nj_towns_can_ban_electroinc_billboards.html

¹⁷ http://www.twincities.com/localnews/ci_25321032/minnesotas-4-3m-billboard-settlement-criticized-by-group

¹⁸ <http://www.scenic.org/storage/PDFs/mnd%20comment%20jerry%20wachtel%20veridian%20group.pdf>

¹⁹ Luginbuhl, CB, Israel, H., Scowen, P., Polakis, J., & Polakis, T. (2010). Digital LED Billboard Luminance Recommendations: How Bright is Bright Enough? Unpublished Draft Report. Flagstaff, AZ: U.S. Naval Observatory Flagstaff Station.

Financial Sustainability

City of Rancho Cordova Ballot Measure H, November 4, 2014. Passed by Rancho Cordova electorate 61% - 38%. This additional ½ cent sales tax will provide from \$5 million to \$7-1/2 million annually to the city's coffers. These funds, which will help provide financial sustainability for Rancho Cordova, will be used for a variety of purposes, including the removal of blight, enhancing safety and beautifying the city.²⁰

Legal Uncertainties

Scenic America v. FHWA Department of Transportation and Outdoor Advertising Association of America²¹

September 25, 2007. The Federal Highway Administration (FHWA) issued a memorandum, entitled "Guidance On Off-Premise Changeable Message Signs,"²² which reversed the agency's long-held position that barred intermittently changing commercial billboards.

January 23, 2013, Scenic America filed suit with the U.S. District Court for the District of Columbia seeking to overturn the Federal Highway Administration's September 2007 ruling which suddenly allowed formerly-banned intermittently changing commercial billboards. Scenic America argued that it violated the lighting standards established in the 1965 Highway Beautification Act and that the FHWA did not follow the federal government's rulemaking procedures.²³ In March 2013, the Outdoor Advertising Association of America, Inc. (OAAA) joined the lawsuit as an Intervenor-Defendant.²⁴ On June 20, 2014, the District Court Judge dismissed Scenic America's lawsuit, stating that FHWA's Guidance might not have offered the best reading of lighting standards by stating that digital billboards are not "flashing, intermittent, or moving" lights, but it did constitute an interpretation rather than a substantive change.²⁵

²⁰ [http://ballotpedia.org/City_of_Rancho_Cordova_General_Sales_Tax_Measure_H_\(November_2014\)](http://ballotpedia.org/City_of_Rancho_Cordova_General_Sales_Tax_Measure_H_(November_2014))

²¹ Longest, R., Wangu, L., Duke School of Law, Scenic America Lawsuit Seeks to Overturn FHWA Ruling on Digital Billboards. <http://www.scenic.org/storage/PDFs/scenic%20america%20lawsuit%20summary.pdf>. The Legal Uncertainties section liberally references from this paper.

²² <http://www.scenic.org/storage/PDFs/FHWA/fhwa%20guidance%20memorandum%20cvems%209-25-07%20final.pdf>

²³ Complaint against Federal Highway Administration, Ray Lahood, Victor Mendez, United States Department of Transportation, Scenic America Inc. v. Dept. of Transportation et al, No. 1:13-cv-00093 (D.D.C. Jan 23, 2013). <http://www.scenic.org/storage/PDFs/FHWA/scenic%20america%20complaint.pdf>

²⁴ Memorandum in Opposition by Outdoor Advertising Association on America, Inc., and Memorandum in opposition by Federal Highway Administration, United States Department of Transportation, entered on Mar. 21, 2014, Scenic America Inc. v. Dept. of Transportation et al, Docket No. 1:13-cv-00093, 2013 BL 293609.

²⁵ See Memorandum Opinion filed by United States District Court for the District of Columbia on June 20, 2014, Scenic America Inc. v. Dept. of Transportation et al, No. 1:13-cv-00093 (D.D.C. Jan 23, 2013). <http://scenic.org/storage/PDFs/memorandum%20opinion-6-20-14.pdf>

December 22, 2014. Scenic America filed an appeal in the United States Court of Appeals for the District of Columbia Circuit.²⁶ The American Planning Association and others filed an amicus curiae brief in support of Scenic America's position on December 30, 2014.²⁷

Scenic America and Neighborhood Coalition of Greater Phoenix v. City of Phoenix Board of Adjustment and Outdoor Advertising Association of America

November 17, 2011. In a separate case in Arizona, an Arizona appellate court unanimously agreed with the Scenic America position that a dwell time (the length of time that a given message is displayed on a digital billboard before changing to the next message) of eight seconds constitutes intermittent light, and found that this is something expressly prohibited by the Arizona Highway Beautification Act.²⁸

Minnesota Billboard Settlement

January 11, 2014, Twin Cities.com, Minnesota's \$4.3M billboard settlement criticized by group. The first-ever case of a state exercising eminent domain to remove digital billboards for freeway widening project. Following three years of "legal haggling", the Minnesota Department of Transportation wound up paying \$4.3 million for one digital billboard.²⁹

Conclusion

Rancho Cordova's decision about these digital billboard proposals will have long-term consequences on the overall image and feel of the city. We, therefore, recommend the City take the time to comprehensively research the issues noted above, and conduct a more thorough and educated look at all of the issues related to digital billboards, including safety, changing technologies, uncertain legal outcomes and long-term financial impacts.

We thank you for your consideration of our proposal and respectfully ask that you not consider the digital billboard proposals currently before you.

²⁶ Scenic America, Inc. v. United States Dept. of Transportation, et. al., and Outdoor Advertising Association of America, Inc., United States Court of Appeals for the District of Columbia Circuit, December 22, 2014. <http://scenic.org/storage/PDFs/sa%20versus%20fhwa%20appeal.pdf>

²⁷ Corrected Brief of Amici Curiae The American Planning Assn., The Garden Club of America, The Sierra Club, Inc., and The International Dark-Sky Assn., Inc. in Support of Petitioner and Reversal of Judgment. United States Court of Appeals for the District of Columbia Circuit, December 30, 2014.

²⁸ Scenic America and Neighborhood Coalition of Greater Phoenix v. City of Phoenix Board of Adjustment and Outdoor Advertising Association of America, Arizona Court of Appeals Division One, November 11, 2011, Cause No. LC2008-000497-001 DT

²⁹ http://www.twincities.com/localnews/ci_25321032/minnesotas-4-3m-billboard-settlement-criticized-by-group



DATE: February 6, 2015

TO: Residents of Rancho Cordova, Bluff City, Inc. Homeowners Association, Lake Natoma Heights Neighborhood Association, Rollingwood Unit #6 Homeowners Association, Save the American River Association, and other good neighbors.

Thank you for inviting me to provide some context and background from the human factors, environmental psychology, and traffic safety perspectives concerning digital billboards. Two such signs, known as **Commercial Electronic Variable Message Signs or CEVMS** by the Federal Highway Administration (FHWA) are discussed in recently issued Initial Study/Mitigated Negative Declarations (MND) by the City of Rancho Cordova. One MND addresses a proposed Clear Channel CEVMS, and the other concerns a proposed CEVMS from Outfront Media. Because of the similarity of the two MNDs and their citations of the same references, I have concentrated my remarks in this letter on the Clear Channel proposal. I will, however, note where specific concerns are relevant to the Outfront Media MND as well.

Before offering my comments on this topic, please allow me to provide some background about my consulting firm, The Veridian Group, Inc. and myself.

I am an Engineering and Environmental Psychologist, and have worked in the field of traffic and highway safety for more than 40 years. While serving as Director of the Highway Aesthetics Laboratory at the Federal Highway Administration (FHWA) in Washington, D.C., I was the senior author of a report about the safety and environmental impacts of CEVMS. This report, published in 1980, was the first comprehensive review of this new technology, and it was awarded the "Outstanding Technical Achievement of the Year" at FHWA. Soon after its publication, the report was used as evidence by the U.S. Department of Justice in an Amicus brief in a U.S. Supreme Court case concerning digital billboards (*Metromedia v. City of San Diego*).

Since the publication of that report, my services as a consultant, researcher, and expert witness have been retained in jurisdictions throughout the U.S. I have worked on behalf of the three largest outdoor advertising companies in the country (currently known as Clear Channel, Lamar, and Outfront) and many smaller companies, as well as the industry trade groups representing both the on- and off-premise advertising industries. I have also worked on behalf of state and local government agencies in developing or modernizing their sign codes and ordinances. And, I have been hired by private roadway and tollway operating authorities to help them determine where such advertising signs might be appropriately placed and operated.

Finally, I have served as an expert witness in numerous legal cases, and have never been denied acceptance as an expert in human factors and traffic safety. Although some billboard companies and organizations try to paint me as "anti-billboard," that is simply not the case. As my record shows, I have *never* been an opponent of digital billboards; rather I have tried to argue in favor of taking into account the time, place, and manner of their operation such that they will have the

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– 2 –

February 6, 2015

least adverse effect on traffic safety and environmental considerations. I am a Fellow of the Human Factors and Ergonomics Society, a Certified Professional Ergonomist, and the Chair of the Digital Billboards Subcommittee of the Transportation Research Board of the National Academy of Sciences.

My review of the City of Rancho Cordova's MND leads to several areas of concern. I have divided my major concerns into three basic areas. These are:

- The document does not adequately address the two CEVMS characteristics that cause the greatest concern and the strongest opposition from road users and nearby residents alike – sign brightness (properly called “luminance”) and message dwell time (also known as the message change interval).
- The document does not look ahead to the likely useful life of the proposed CEVMS and, as a result, fails to take advantage of the opportunity to address, via regulation, the capabilities inherent in such signs which, when implemented, could serve as powerful new sources of driver distraction.
- The document contains a series of misleading and inaccurate statements and representations, which lead to concerns about the depth to which the authors investigated the relevant issues before preparing the MND.

Permit me to address these issues in turn.

1A. CEVMS BRIGHTNESS. Sign luminance, which the human eye and brain interpret as “brightness,” is an issue of both traffic safety and quality of life.

For drivers, signs that are too bright, particularly at night, can cause temporary, but nonetheless impactful, *discomfort or disability glare*. The former causes the driver to turn his or her eyes away from the light source (in this case, the billboard). When such a billboard is positioned close to the roadway edge, as is the case with the sign addressed in the MND, the driver can fail to observe time-critical traffic information (e.g. sudden braking or lane-changing vehicles). The latter actually causes the driver to be temporarily blinded, unable to see potentially important visual cues ahead (such as brake lights).

Outdoor advertising companies generally want their signs to be as bright as they can be, on the mistaken basis that a brighter sign is easier to read. Extensive traffic safety research, conducted over many decades, has clearly demonstrated that optimum sign luminance levels are far lower than those sought by the industry. This research has resulted in standards and requirements for official traffic signs (warning, regulatory, and other) that are far lower than billboards that may be quite near to them. In fact, similar research has been conducted on behalf of outdoor advertising groups, and the recommendations have been the same – specifically, that far lower lighting levels (further discussed below) are not only appropriate, but superior for sign readability, than the levels promulgated by billboard companies and their national trade organizations. In short, the billboard industry has ignored the extensive research suggesting reduced luminance levels of their signs – even when such research has been conducted on behalf of sign companies themselves.

- 3 -

February 6, 2015

In addition to adverse effects on drivers, residents who can see digital billboards from their windows are particularly affected by CEVMS that are excessively bright. This annoyance, over which such residents have no control, is exacerbated by signs that change their message (with an accompanying change in color and brightness) every few seconds. Complaints about loss of sleep, interruption of circadian rhythms, and other quality of life issues generally have been met by the refusal of billboard owners/operators to adequately address this issue. The most recent example is a case in Pennsylvania that has received considerable attention in the press. It concerns an elderly couple who have lived in their home for 37 years and came home one evening to find that a digital billboard had been erected nearby, flooding their bedroom with bright light and preventing them from sleeping. Multiple lawsuits are now pending in this matter. It is my understanding that a number of individuals live in homes on a bluff near Rancho Cordova and will be directly and adversely impacted by the brightness of the proposed sign. I have measured sign luminance in many locations around the country, and it is my experience that, even when digital billboards conform to the OAAA's guidelines, they can present excessive levels of brightness. I have personally measured one particular CEVMS that can be seen from a distance of six (6) miles and, even at that distance, appears to be the brightest object in the field of view (See Figure 1).

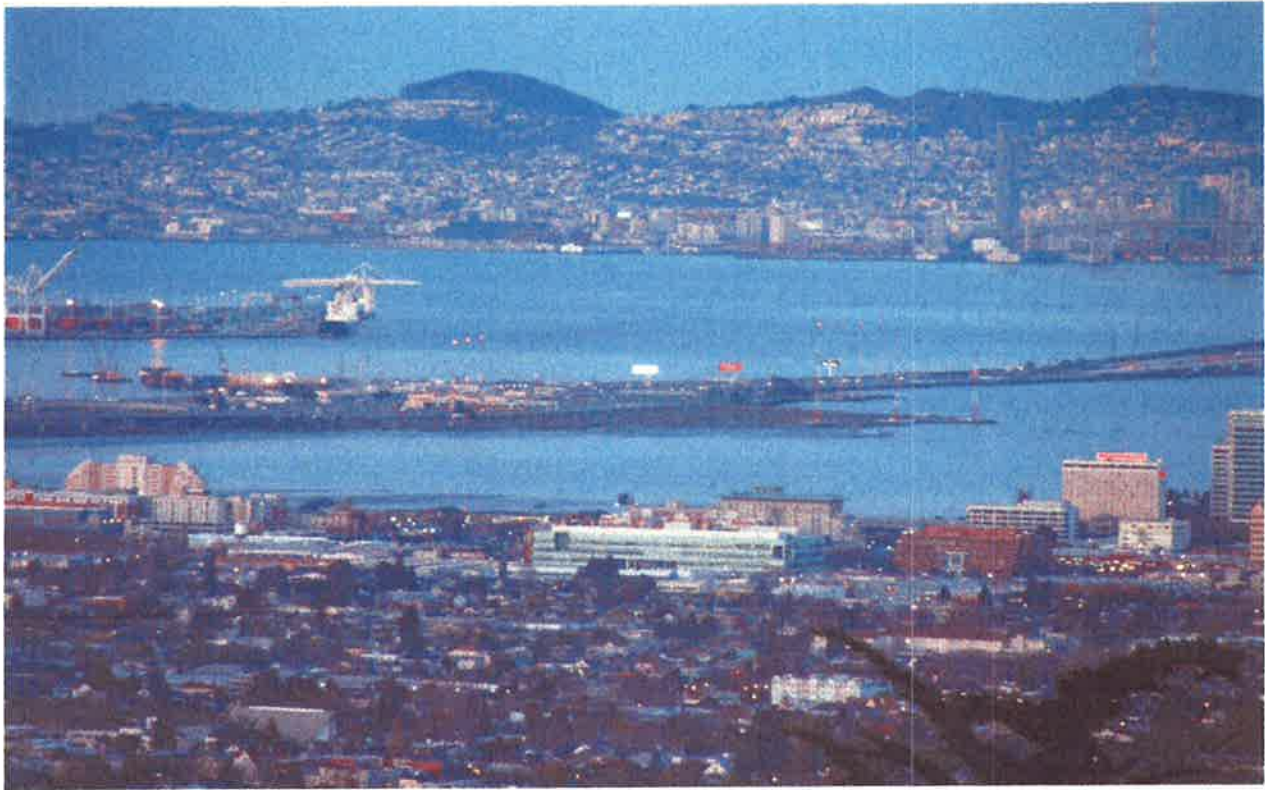


Figure 1. One of three digital billboards at the eastern end of the Oakland Bay Bridge viewed from a distance of six miles.

The billboard industry retained the services of a lighting expert, Dr. Ian Lewin, to develop a set of "guidelines" that the industry trade group (the OAAA) has adopted and promotes to government regulatory agencies nationwide. Independent lighting experts not employed by the billboard

– 4 –

February 6, 2015

industry disagree both with the brightness levels allowed by these guidelines, and by the measurement methods proposed to achieve them. I have written extensively about these issues, and I recommend that the City of Rancho Cordova, which has adopted the industry-recommended guidelines in its *Digital Freeway Signs Overlay* to the City's Zoning Code (Overlay), review the relevant technical literature (which I would be pleased to provide) and consider revising its guidelines to reduce the excessive lighting levels now permitted and the inappropriate and incomplete measurement methods required in the Overlay (further discussed below).

1B. DWELL TIME. Dwell time is the industry term used to measure the length of time that a message remains displayed prior to changing to the next message. Members of the outdoor advertising community claim that a driver needs approximately 5-6 seconds to observe and "take in" a message, and so they typically request a 6-second dwell time. CEVMS operators will often, however, accept a dwell time of 8-seconds or longer if the local government demands this. The mathematics are quite clear. The shorter the dwell time, the more advertising messages can be displayed within a given time interval (e.g. one minute or one hour) and the greater the revenue that accrues to the billboard owner. But thousands of driver comments and interviews, in the U.S. and abroad, demonstrate that the "flashing effect" of these shorter dwell times are highly distracting, causing these drivers to (involuntarily) continue looking at the sign because of these visual characteristics. In addition, drivers report that they are tempted to continue looking at the billboard if the message changes frequently, in order to see "what comes next." In a report that I wrote for the American Association of State Highway and Transportation Officials (AASHTO) in 2009, I presented a formula that I believed would satisfy both the desires of the billboard owners and the safety obligations of the road authorities, by tying the required minimum dwell time of a CEVMS to the prevailing roadway speed, combined with the sight distance to the sign. I believe that the City would do well to consider such an approach to setting dwell time for the proposed billboard.

2. FUTURE TECHNOLOGY. Digital billboards are, for all practical purposes, large, high-definition, flat screen televisions. The technology used for these signs is the same as that used in major sports arenas, and in entertainment districts such as Times Square, Las Vegas and Hollywood. CEVMS have far greater display and communication capabilities built-in than what they currently employ in roadside settings; their current limitations are those enforced by legislation, not technology.

I wrote extensively about several of these technologies in my 2009 AASHTO report. Since that time, these technologies have become more widespread and more sophisticated. I believe that any sign code should be proactive in addressing them given the anticipated life of the sign. I note with concern that the Overlay contains a "Development Standard" (1.xii) titled "Future Technologies," that addresses only "technologies available in the future to illuminate Digital Freeway Signs," while it ignores those technologies, several of which are already in use, that can enable such signs to be far more distracting to drivers than is currently the case.

These technologies all have essentially the same purpose – that is, to more deeply and completely engage the viewer (the driver) in an effort to increase brand recognition, product awareness, and sales. These technologies may use one or a combination of methods to accomplish these goals, and we can group them into a small number of categories.

– 5 –

February 6, 2015

a. Message sequencing. Message sequencing has been used in advertising for decades. On U.S. roadways, from the 1920's through the 1960's, the ads for a company called "Burma Shave" set the standard with a series of hand-painted signs, each displaying only a small part of the message, installed every few hundred feet along the roadside. To read the complete message, which always ended with the company's logo on the final sign, the driver had to read each part of the message as he or she drove past it. The same technique is used today in ads in magazines, where the reader must turn the page to see the second part of the message, and on late-night television, with the announcer proclaiming – "But wait, there's more."

Message sequencing is based on a concept discovered in the 1920s by the Russian psychologist Bluma Zeigarnik, which is now known as the Zeigarnik Effect. It demonstrates that human observers experience stress and discomfort when performing a task when that task cannot be completed for some reason. In other words, we are "wired" to seek closure, and so we will keep attending to unfolding messages until we can get to the end of the sequence. Advertising experts have written extensively about their use of this technique, and digital billboards make it easier than ever to apply it to the roadside environment, where drivers are a captive audience. By displaying only part of a message on the sign at a time, the advertiser can keep the driver's gaze directed at the sign long enough for successive parts of the message to be displayed (See Figure 2).



Figure 2. A single "frame" from a longer sequenced message. The intent is to keep the driver looking at the sign, anticipating the next frame display.

(Although not specifically relevant to the present case, which involves only a single CEVMS, there may, in the future, be locations where two digital billboards are located in sequence, or opposite one another on a highway. In that case, a message can be "sequenced" with part displayed on the one sign, and part on the other [See Figure 3]).

- 6 -

February 6, 2015



Figure 3. A pair of digital billboards spanning a 4-lane highway in London. The signs are used together to display parts of a message that encourage the driver to look at both signs sequentially.

b. Asking the driver to call, scan, or text the billboard for more information. Increasingly, digital billboards are displaying phone numbers, text message addresses and QR codes, and suggesting or directly requesting drivers to contact the displayed service to obtain additional information (See Figures 4 and 5).



Figure 4. A billboard suggesting that the driver send a text message to obtain the latest information on waiting time at the local hospital emergency room.

- 7 -

February 6, 2015



Figure 5. A billboard implicitly suggesting that the driver scan the QR code for more information.

C. RECOGNITION/IDENTIFICATION OF THE DRIVER AND/OR VEHICLE TO PROVIDE PERSONALIZED MESSAGES. Advertisers generally want to know the demographic of the audience to which they are advertising, so that they can tailor the message to those most likely to be receptive. There are, to our knowledge, four current technologies available, some of which are already in use by advertisers, to personalize billboard messages to intended drivers.

1. RFID tags. RFID stands for Radio Frequency Identification. It is the technology widely in use for keyless entry systems and keyless starting ability for many current vehicles. The “receiver,” located in the vehicle, reads the specific frequency being broadcast by the key, to open the door or start the car. Advertisers, including the manufacturer of the Mini Cooper automobile, have extended this technology to roadside billboards, so that when the billboard reads the RFID being broadcast from an approaching Mini Cooper automobile, the sign can send a unique, personalized message to the driver of that vehicle. (See Figure 6).

- 8 -

February 6, 2015



Figure 6. When a Mini Cooper drives by with an RFID tag that can be “read” by the roadside billboard, the billboard posts a personalized message to the driver.

2. *Automated License Plate Readers (ALPR)*. ALPR technology has been, until recently, available only to law enforcement personnel. These specialized computers can quickly (hundreds of plates per minute) scan license plates of vehicles being passed by the police car in which they are mounted, compare those license plate numbers against a data base of stolen vehicles, or vehicles wanted in relation to a crime, and alert the officer to the vehicle bearing the identified plate. But recently the technology has become available on the commercial market, and outdoor advertisers have been among the first to use it.

A California company has publicized plans to mount ALPR devices onto buildings or billboards adjacent to freeways, scan the license plates of passing vehicles, and use their proprietary technology to personalize ads on the billboards or to send personalized messages to the vehicles directly. (See Figure 7). In England, a newspaper headline reading “UK Billboards Equipped with License Plate Spy Cameras” reported on the use of this technology on billboards as early as 2009.

- 9 -

February 6, 2015

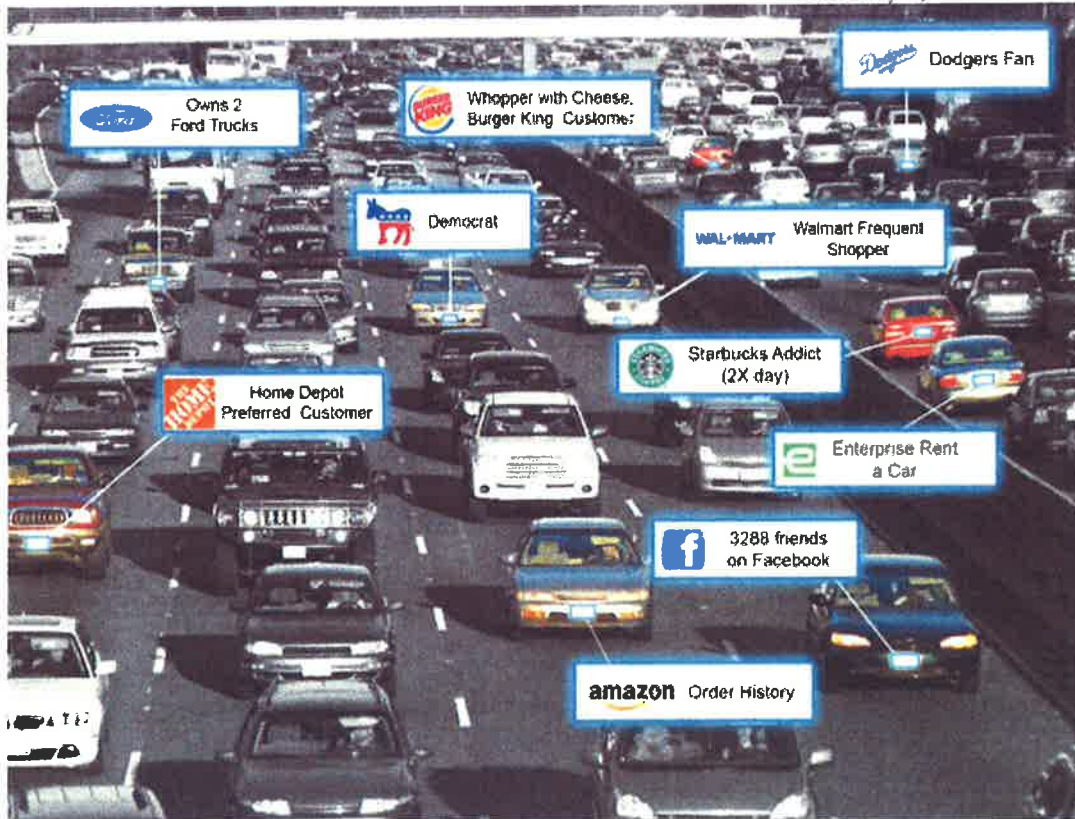


Figure 7. A depiction, from a company website, of the application of its ALPR technology for sending personalized messages to approaching drivers.

3. *Billboards that read "local oscillator" signals from radios in passing vehicles.* A company named "Smart Sign Media" has developed a technology that uses billboard mounted sensors to capture specific, real-time demographic information about motorists approaching the sign, which then can display advertising messages targeted to that demographic. An exemplar of this technology has been installed along Highway 99 in Turlock, California (See Figure 8).

- 10 -

February 6, 2015



Figure 8. A “smart sign” on Highway 99 in Turlock, California

4. *Billboard mounted face- and eye-recognition cameras.* Most digital billboards have video cameras mounted on their structures. These cameras serve primarily to view the sign itself to send a message back to the remote control centers about its functioning; they also can serve to monitor the ambient lighting conditions to trigger adjustments of the sign’s luminance levels. But some digital billboards have begun to sprout second cameras – aimed at approaching traffic. One supplier of such cameras has stated that the purpose of the cameras is to record the faces of approaching drivers to learn what percentage of them are looking at the billboard, and for how long. With the rapid improvement of camera speed and resolution, it is quite likely that this technology will soon be used (if it is not already) to identify driver demographics (age, gender, and more) and respond with real-time targeted ads. (See Figure 9).

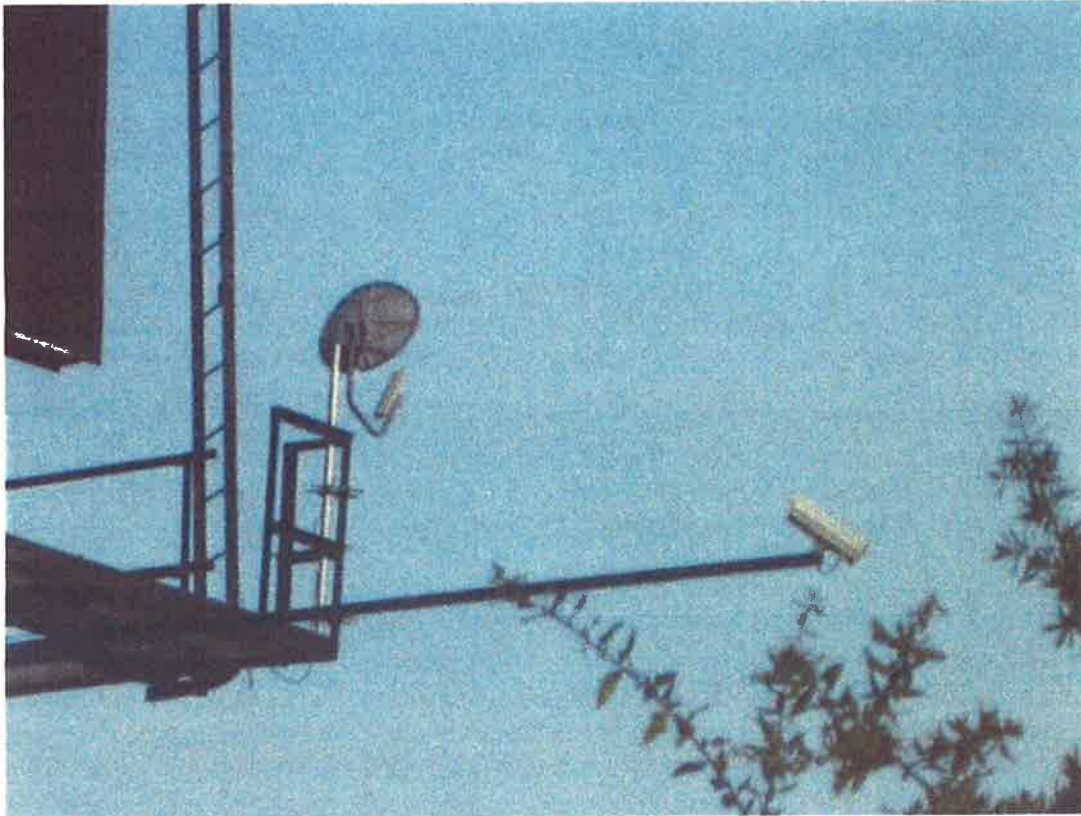


Figure 9. A typical billboard-mounted camera.

4. GENERAL CONCERNS WITH THE MND AND SPECIFIC STATEMENTS MADE WITHIN THE DOCUMENT.

4a. CEVMS relationship to official traffic control signs. The sign as proposed will be larger, taller, and brighter than any of the four official traffic control signs in the immediate area. These signs are: (a) the advance exit sign for Hazel Avenue, (b) a warning sign reading "Thru Traffic Merge Left," (c) the regulatory sign reading "Right Lane Must Exit," and (d) the actual Hazel Avenue exit sign. Because the "simulated view" of the proposed sign, shown in Figure 4 of the MND, was presented from Lane 3 and not Lane 4, there is no way to know whether the view of one or more of these official signs from the viewpoint of an approaching driver traveling in Lane 4 would be obstructed.

In addition, the proposed sign is to be located immediately adjacent to the Hazel Avenue interchange (see Section 4b below), where two of the required warning and regulatory signs address unsafe and improper lane changing. This raises the question, for which there seems to

– 12 –

February 6, 2015

have been no analysis performed, of whether the sign will “obstruct or physically interfere with the vision of drivers in approaching, merging, or intersecting traffic,” which is prohibited under the California’s Federal-State Agreement (FSA) with FHWA.

4b. CEVMS location in relation to the Hazel Avenue exit. Although the application states that the sign will be located “approximately 1,500 feet west of the Hazel Avenue/US-50 eastbound off-ramp,” this is misleading, and is in conflict with the FHWA definition of an interchange (of which the off-ramp is a part). In actuality, Figure 4 of the MND shows that the sign is located immediately adjacent to the point where the roadway begins to widen, i.e. “the point of beginning ... of pavement widening at the exit from the main-traveled way.” Therefore, the proposed sign is, according to FHWA, *at* the Hazel Avenue interchange.

4c. Consideration of the “Transportation/Traffic” environmental factor. In the section of the MND titled: “Environmental Factors Potentially Affected,” under the “Transportation/Traffic” section, the report states, in part: “The project would not adversely impact traffic” Given the preponderance of evidence from research studies in the past five years that demonstrate that the presence of roadside digital billboards adversely affects driver performance, including factors such as lane placement, speed maintenance, following behavior and anticipation of and response to hazards, and given that the proposed sign is to be located immediately adjacent to the official start of an interchange and within the immediate vicinity of four official traffic signs, it seems unreasonable that this statement can be made, especially given the authors’ apparent failure to examine any of the recent research in this field.

Sections 4d through 4g, below (with the exception of 4f2 and 4h), are applicable to both the Clear Channel and Outfront Media proposals.

4d. MND discussion of the FHWA 2009 report. Later in the discussion in this same section, the authors discuss, in some detail, a 2009 FHWA report titled: “The Effects of Commercial Electronic Variable Message Signs (CEVMS) on Driver Attention and Distraction: An Update.” As one of the authors of that report, I can note that the authors of the MND misunderstood or misinterpreted what that FHWA report accomplished. Further, the citation to the FHWA report provided in the MND’s “References” section is incorrect. The correct link is:
http://www.fhwa.dot.gov/real_estate/oac/possible_effects/

4e. MND discussion of the feasibility of conducting a study of driver attention to a CEVMS. I also disagree with the authors’ statement about the impossibility of “conducting a study of an individual digital billboard to measure and analyze the effects of driver attention to the sign.” Indeed, such studies have been done, and should have been cited by the authors of the MND. In addition, I have designed such a study myself, but its conduct would require the support of a dedicated organization.

4f. MND discussion of actions to reduce safety concerns regarding CEVMS. The authors state: “Regulations on sign brightness, message duration, ... *and continuation of vehicle maneuver requirements at interchanges* (italics added) serve to reduce safety concerns to the fullest known extent.” I am concerned about this claim for several reasons:

– 13 –

February 6, 2015

1. The discussion of sign brightness in this MND is technically incorrect and quite incomplete,
2. The italicized statement concerning vehicle maneuver requirements at interchanges makes no sense as written, and, as discussed above, I believe that there is a high likelihood that the erection of a digital billboard at the exact beginning of this freeway exit will have a direct, and causal effect on an increase in unsafe vehicle maneuvers at this interchange, and
3. There is no disagreement in the driver behavior research literature that the presence of a CEVMS leads to longer and more frequent driver eye glances off the road than matched roadway sections in which a CEVMS is not present. Therefore, it is unreasonable for the authors to state that allowing this sign in this location is consonant with reducing safety concerns “to the fullest known extent.”

4g. Description of brightness and brightness measurement in the MND. As discussed in Section 1a of this letter, I believe that both the allowable brightness of the proposed sign is excessive, and the method required to calculate such brightness (described in the Overlay) is inappropriate and incomplete. For example, there is no requirement in the Overlay that a CEVMS default to a dark screen in the event of a failure anywhere within the sign’s system that controls sign brightness – this is a basic requirement that I have observed in the vast majority of controlling regulations for digital billboards nationwide.

In addition, however, whereas the Overlay establishes an upper limit for sign brightness at “0.3 foot candles above ambient light” at 250 ft from the sign, the MND erroneously deletes the crucial term “ambient light,” rendering the MND statement meaningless.

Finally, as stated above, brightness levels of 0.3 foot candles above ambient can be easily seen by residents of dwellings thousands of feet from the sign. When combined with the frequent, rhythmic changing of brightness and color, the adverse effect on the quality of life for these residents can be quite dramatic.

4h. Removal of ten mature redwood trees. The MND states, “Ten mature redwood trees located at the installation site are proposed for removal. The statement goes on to say that because the trees and the site are not located in a scenic highway corridor, “changes in views due to the removal of trees in this area would result in no impact on scenic resources or scenic highways.” While this statement may be technically correct with regard to CEQA requirements, it begs the larger question. That is, the Rancho Cordova “Digital Freeway Signs Overlay,” expressly prohibits “the substantial trimming or reduction of existing vegetation and landscaping.” Given that the Overlay was written to apply specifically to this very location (and one other), it is of concern that the MND now proposes to violate this requirement of the city’s zoning code.

4i. Distance between signs. Although the two MNDs were silent on this issue, it is clear from the Overlay that “No Digital Freeway Sign shall be located within 2,500 feet of any other Digital Freeway Sign within the City limits.” Since the Overlay employs the word *shall* (italics added) in its statement, it is clear that the intent of this provision is to specifically prohibit CEVMS placement closer than this minimum distance. Using the data provided in the two MNDs, I have calculated

– 14 –

February 6, 2015

that the two proposed CEVMS would be approximately 1,100 feet apart – less than half the minimum distance between signs that is permitted in the Overlay.

In summary, I have reviewed several documents, including: the negative declarations, the City's general plan, its Digital Freeway Signs Overlay of the Zoning Code, and the FHWA-California Federal-State Agreement. In addition, I am familiar with all of the research in this field and have extensive experience with digital billboard technology and applications. As a result, I recommend that the City not approve these two proposed CEVMS until a more comprehensive review and analysis is conducted to ensure that the needs of all stakeholders are addressed, that more reasonable and appropriate measures are applied to the establishment of luminance and dwell time standards, that such signs be brought into compliance with the City's Zoning Code, and that the Code itself be revised as necessary to reflect new technologies and the potential for CEVMS malfunction.

I appreciate the opportunity to have reviewed this MND and presented my opinions and conclusions to you. I am happy to provide any of the references mentioned in this letter, and to discuss my opinions in more detail with you and with city officials and other stakeholders in this matter.

Sincerely yours,



Jerry Wachtel,
President

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Curriculum Vitae

BACKGROUND AND EXPERTISE

The Veridian Group was established in 1982 to provide consulting services to Government, non-profit and corporate clients in areas of human factors and ergonomics, including: human performance; visibility and conspicuity; hazards and warnings; slips and falls; simulation; training and assessment; expectancy and situation awareness, distraction and attention; roadway design and traffic control devices; sign codes and ordinances, hindsight bias and positive guidance. Mr. Wachtel has more than 40 years of experience in research, project management, and regulation at all levels of Government and in private industry.

EXPERT WITNESS QUALIFICATION.

Mr. Wachtel has never been denied qualification as an expert witness in human factors, ergonomics, or engineering psychology. He has served as an expert in Alaska, Arkansas, California, Mississippi, Montana, New Jersey, New York, Oregon, Pennsylvania, Virginia, Washington and Washington, DC.

PARTIAL CLIENT LIST.

In addition to providing services to numerous law firms, our clients have included:

Government: U.S. Department of Transportation; U.S. Nuclear Regulatory Commission; County of Fairfax, VA; Cities of New York, San Francisco, Baltimore, Seattle, Portland, Berkeley, and others; LA Department of Highways; MD State Highway Administration; NJ Department of Law and Public Safety; PA Department of Transportation; Port Authority of NY and NJ (PANY); Atlantic City Expressway Authority; League of Minnesota Cities; Association of Bay Area Governments (ABAG); California Department of Transportation (CALTRANS); California Commission on Peace Officer Standards and Training (POST).

Corporate: Ackerley (Clear Channel) Communications, Inc.; AMFS, Inc.; Arco Chemical Co.; Atari Games Corp.; DriveSafety, Inc.; Drive Square, LLC; Electronic Learning Facilitators, Inc.; Fuel Outdoor; Hyperion Technologies, Inc.; Infinity (CBS) Outdoor; I-Sim Corp.; Lamar Outdoor, Inc.; Medved Autoplex; MORR Transportation Consulting; OTR Media; Parallax, Inc.; PB World; Positive Guidance Applications, Inc.; SAIC; Scientex Corp.; Strategic Media (Toronto); Systems Technology, Inc.; Talisman-International, LLC; Time-Warner Interactive; TransAnalytics, LLC; Vega Vista, Inc.

Educational and Non-Profit: Fondation MAIF, France; International Atomic Energy Agency (IAEA); National Safety Council; Sister Kenney Institute; Stein Gerontological Institute; University of California, Berkeley; University of Iowa; University of Miami Center on Human Factors and Aging; University of Minnesota; Washington University, St. Louis; American Association of State Highway and Transportation Officials (AASHTO); Sharp Memorial Hospital Rehabilitation Center; Outdoor Advertising Association of America (OAAA); International Sign Association (ISA); National Cooperative Highway Research Program (NCHRP).

EMPLOYMENT HISTORY:**DRIVING LAB, LLC**

Co-Founder and Partner, 2007-Present

Driving Lab is a start-up company formed to address the growing need for a practical and valid assessment of driving impairments due to age, injury, or illness. The company is developing a line of standardized, state-of-the-art, affordable driving simulators, complete with proven assessment and training scenarios and protocols, for use in clinical, research, and DMV applications.

U.S. NUCLEAR REGULATORY COMMISSION, Washington, D.C.

Senior Engineering Psychologist, Training & Assessment Specialist, 1982-2000

Author of Federal regulations for fidelity and testing requirements for training simulators. Designed, developed and implemented agency-wide program in workplace ergonomics, and wrote policy paper on "Safety Conscious Work Environment." Managed multi-million dollar research programs in areas related to nuclear power plant simulation, training, procedures, and human factors engineering for advanced control rooms. Initiated, developed and defended research areas; developed contract documents and negotiated with offerors; managed all technical and financial aspects of research and technology transfer; explained and defended programs through the public hearing process; and published results. Developed and performed training and procedures reviews, control room design reviews, examination audits, incident response site-visits, simulator certification audits, and power plant staff interviews. Developed and maintained cooperative working relationship with industry.

Published and presented technical papers, chaired professional conferences, and served as invited keynote speaker. Appointed Chair, U.S. Technical Advisory Committee to International Standards Organization (ISO) Committee 159, SC6/WG8, Ergonomics of Control Centres. Served as NRC representative to American Nuclear Society committee writing the ANSI standard for nuclear power plant simulators. Conducted classes and workshops on human factors in the nuclear industry for international organizations in England, Norway, Sweden and Slovenia.

U.S. DEPARTMENT OF TRANSPORTATION, Washington, D.C.

Research Psychologist, 1973-82.

Developed and staffed a research laboratory using simulators and psycho-physiological recorders to conduct and manage highway safety research related to: accidents under reduced visibility conditions; driver task demands in the presence of roadside distractors; safety and traffic flow at bridge and tunnel entrances; real-time motorist guidance and information systems; adequacy of traffic control devices. Named Laboratory Director in 1980. My research results have been implemented throughout the US and Europe, and have been used as evidence in court cases, including the U.S. Supreme Court. Wrote and presented papers at conferences. Served on international committees concerned with highway safety. Appointed by the Secretary of Transportation to tasks force on Occupational Safety and Health and Transportation System Environmental Design. Chaired the simulation committee of the National Academy of Sciences' Transportation Research Board, and served as Chair of the Board's Human Factors Workshop in Transportation. Served the Human Factors and Ergonomics Society as Alternate Member of the National Committee on Uniform Traffic Control Devices.

Curriculum Vitae of Jerry Wachtel, C.P.E.

GRUMMAN AEROSPACE CORPORATION, Bethpage, New York

Human Factors Psychologist, 1969-73.

Served as NASA-Apollo Lunar Module (LM) Team Leader for simulation and real-time mission support. Developed and implemented man-in-the-loop simulation tests in support of flight crew training, procedures development, verification and validation, display/control design, and on-board maintenance activities. Supervised all corporate life sciences NASA support functions for Apollo flights including direction of a round-the-clock emergency response team of scientists and engineers, and conduct of post-mission astronaut debriefings. Wrote the human factors sections of corporate post-flight reports to NASA for Apollo missions. Researched the LM crew/computer interface, the results of which led to a reduction of in-flight errors during periods of high task demands. Discovered the problem and evaluated the effects of distance perception illusions experienced by astronauts on the lunar surface, which led to new equipment and procedures to reduce these effects. Wrote technical papers, and served as Grumman's representative to NASA lunar surface operations planning meetings. Consulted on other corporate projects, and contributed to the design of Grumman health care delivery systems and emergency medical treatment devices.

PROFESSIONAL APPOINTMENTS AND AFFILIATIONS

Fellow, Human Factors and Ergonomics Society

Member, Technical Groups on Forensics, Surface Transportation, Product Design,
Visual Performance, Computer Systems, Health Care

Member Emeritus, National Academy of Sciences, Transportation Research Board

Chair, Subcommittee on Roadside Digital Signage

Member, TRB Leadership Group

Past Chair, Committee on Simulation and Measurement of Vehicle and Operator Performance

Member, Committee on User Information Systems

Member, Committee on Vehicle User Characteristics

Member, Committee on Eminent Domain and Land Use

Chair, Fifteenth and Thirtieth Annual Workshop on Human Factors in Transportation

Member, Human Factors Workshop Planning Committee

Member or past member of the following Scientific and Technical Committees:

Human Factors Resource, An Advisory Body to the National Committee on Uniform
Traffic Control Devices, Authors of the MUTCD.

Intelligent Transportation System (ITS) America, Committee on Safety and Human Factors.

Society of Automotive Engineers (SAE), Committee on Safety and Human Factors.

Advisory Board, Center on Human Factors and Aging Research – University of Miami School
of Medicine.

U.S. Technical Advisory Group to International Standards Organization (ISO) TC159

Ergonomics, and its Subcommittee 4, Ergonomics of Human-System Interaction.

Chair, U.S. Technical Advisory Group to ISO TC159/SC6, Ergonomics of Control Centres.

Guest Lecturer. Graduate Class in Ergonomics and Engineering Psychology, San Jose State University.

Curriculum Vitae of Jerry Wachtel, C.P.E.

CERTIFICATIONS, HONORS AND AWARDS

Certified Professional Ergonomist (CPE), Board of Certification in Professional Ergonomics

Fellow, Human Factors and Ergonomics Society

Member Emeritus, Transportation Research Board, National Academy of Sciences

High Quality Performance Awards, U.S. Nuclear Regulatory Commission.

NASA Apollo Achievement Award for outstanding contributions to manned space flight.

Outstanding Technical Achievement by the Federal Highway Administration for report titled: "Safety and Environmental Design Considerations in the Use of Commercial Electronic Variable Message Signage." (This publication was used as evidence by the Attorney General of the United States in a case heard before the U.S. Supreme Court).

Member of Psi Chi, the National Honor Society in Psychology.

EDUCATION.

Brooklyn College, Brooklyn, NY, B.A., Psychology, 1965

The City University of New York, New York, NY, M.B.A., Engineering/Industrial Psychology, 1969

The Stevens Institute of Technology, Hoboken, NJ, Advanced Graduate Studies in Engineering and Environmental Psychology

The Catholic University of America, Washington, DC, Advanced Graduate Studies in Human Factors and Engineering Psychology

COMMUNITY SERVICE.

Past-President, Member of the Executive Board, Panoramic Hill Association, a 501-C-4 organization in Berkeley, California.

Member of the Board, Friends of the Havens House, Berkeley, California

Past Director and Public Safety Chair, Berkeley Path Wanderers Association

Past President and Chairman, Federal Hill Neighborhood Association, Inc., a 501-C-3 organization representing a community of 3000 listed on the National Register of Historic Places.

Appointed by several Mayors of Baltimore City to membership on planning committees and tasks force, including: City Master Plan for the Year 2000 and Beyond; Downtown Stadium Committee; Key Highway Waterfront Advisory Committee.

SELECTED PUBLICATIONS, PRESENTATIONS, AND PROFESSIONAL ACTIVITIES.

Reviewer: *Simulation: Transactions of the Society for Modeling and Simulation*. 2014 - Present.

“FHWA’s 2013 Research Report on Digital Billboards (CEVMS) – Seriously Flawed.” *Eno Brief Newsletter*. Washington, DC: The Eno Center for Transportation. 1/13/2015.

“A Peer-Reviewed Critique of the Federal Highway Administration (FHWA) Report Titled: ‘Driver Visual Behavior in the Presence of Commercial Electronic Variable Message Signs,’” January 2015.

“Code 3: The Impact of In-Vehicle Technologies on Performance and Distraction of First Responders. With Andrew Kun, University of New Hampshire. Invited Human Factors Workshop to be conducted at the 94th Annual Meeting of the Transportation Research Board of The National Academies. Washington, DC, January 2015.

“Shedding Light on Billboard ‘Brightness.’” Invited Presentation to the Scenic America Annual Symposium. San Francisco: May 2013.

“The United States Version of the Stroke Drivers’ Screening Assessment: A Pilot Study.” With Abiodun Akinwuntan, Nadina Lincoln, Diana Gantt, Gina Gibson, Kurt Kimmons, and Valerie Ross. *Topics in Stroke Rehabilitation*. 2013; 20(1), 87-92.

Member, Scientific Review Committee. International Driving Symposium on Human Factors in Driving Assessment, Training and Vehicle Design, 2011-Present.

“Ironies of Automation.” With Judith Burki-Cohen. Invited Human Factors Workshop conducted at the 92nd Annual Meeting of the Transportation Research Board of The National Academies. Washington, DC, January 2013.

“Human, Organizational, and Cultural Factors in Accidents.” Convener and Chair of Special Symposium held at the 92nd Annual Meeting of the Transportation Research Board of The National Academies. Washington, DC, January 2013.

Reviewer, *Journal of Traffic Injury Prevention*, 2012 - present.

“Visual Clutter and Roadside Distractions: The Challenge to Good Traffic Engineering and Human Factors Practice.” Invited Presentation to the 5th International Conference on Traffic and Transport Psychology, Groningen, The Netherlands, August 2012.

“Stroke Driver Screening Assessment predicts driving in individuals with Relapsing-Remitting Multiple Sclerosis.” With A. Akinwuntan, T. O’Connor, K. Turchi, E. McGonegal, and S. Smith. *International Journal of MS Care*, Paper #2012-010R, accepted for publication. March 2012.

“Whodunit? – Human Factors in the Courtroom.” With Alison Smiley. Human Factors Workshop conducted at the 91st Annual Meeting of the Transportation Research Board of The National Academies. Washington, DC, January 2012.

Curriculum Vitae of Jerry Wachtel, C.P.E.

“Driver Fitness in Patients with Cognitive Impairment and Glaucoma.” With Peter Rosen, Abiodun Akinwuntan, Erwin Boer, Robert Weinreb, and Felipe Medeiros. *Proceedings of the 6th International Driving Symposium on Human Factors in Driver Assessment, Training, and Vehicle Design*. June 2011.

“The United States Version of the Stroke Drivers’ Screening Assessment Battery: A Report of Preliminary Findings.” With Abiodun Akinwuntan, Diana Gantt, Gina Gibson, Kurt Kimmons, Valerie Ross, and Peter Rosen. *Proceedings of the 6th International Driving Symposium on Human Factors in Driver Assessment, Training, and Vehicle Design*. June 2011.

Member, Scientific Review Committee, 3rd International Conference of Road Safety and Simulation, 2011.

“Driving Simulation for Evaluation and Rehabilitation of Driving After Stroke.” (2011) With Abiodun Emmanuel Akinwuntan and Peter Newman Rosen. *Journal of Stroke and Cerebrovascular Diseases*.

“Digital Billboards, Distracted Drivers.” *Planning: The Magazine of the American Planning Association*, 25-27. March 2011.

Reviewer: Grant Proposals Submitted to National Institutes of Health – National Institute of Child Health and Human Development: “Experimental Research on the Effects of Teenage Passengers on Driving Performance Among Teenagers.” March 2010.

Consultant: National Institutes of Health STTR Grant: “Driving Simulation for Assessment and Training After Stroke.”

“The State of the Art and the State of the Knowledge About Digital Billboards and Traffic Safety.” Invited Webinar Presented to the Motorist Information and Services Association, March 18, 2010.

“Safety Impacts of Emerging Digital Display Technology.” Invited Presentation to the American Planning Association, Pennsylvania Chapter, Southeast Section, December 4, 2009.

“The Relationship Between New Roadside Advertising Technologies and Driver Distraction: an International Assessment.” Proceedings of the First International Conference on Driver Distraction and Inattention. Gothenburg, Sweden, September 28-29, 2009.

“Safety Impacts of the Emerging Digital Display Technology for Outdoor Advertising Signs.” Report No. 20-7 (256). Washington, DC: National Cooperative Highway Research Program, April 2009.

“The Effect of Commercial Electronic Variable Message Signs (CEVMS) on Driver Attention and Distraction: An Update.” With J.A. Molino, J.E. Farbry, M.B. Hermosillo, and T.M. Granda. Report No. FHWA-HRT-09-018. Washington, DC: US Department of Transportation, Federal Highway Administration. February 2009.

“Digital Billboards: The Hype, The Facts, The Solutions.” Invited Presentation to the Annual Meeting of the Intelligent Transportation Society of California. Sacramento: December 2008.

Curriculum Vitae of Jerry Wachtel, C.P.E.

“Safety Impacts of Emerging Digital Display Technology for Outdoor Advertising Signs: An Overview of NCHRP Project 20-7 (256).” Paper presented at the 11th Annual NAHBA Conference. Kalispell, Montana, August 11, 2008.

“Review of Two Billboard Industry Reports.” Paper presented at the 11th Annual NAHBA Conference. Kalispell, Montana, August 12, 2008.

“Digital Billboards on the Highway – Who’s Watching?” Human Factors Workshop conducted at the 87th Annual Meeting of the Transportation Research Board of The National Academies. Washington, DC, January 2008.

“Programs and Practices to Reduce Simulator Sickness: Lessons Learned from the Field.” *Proceedings of the International Conference on Road Safety and Simulation, 2007*. Rome, Italy: University of Roma Tre.

Reviewer: “Changeable Message Sign Displays During Non-Incident, Non-Roadwork Periods.” National Cooperative Highway Research Program (NCHRP), Project 20-5, Topic 38-11, July 2007.

Principal Developer – International Standards Organization (ISO) Warning Symbol No. 21482, a symbol to warn the public of radiation dangers, February 2007.
(<http://www.iaea.org/NewsCenter/News/2007/radiationsymbol.html>)

Reviewer: *Preventing Teen Motor Crashes: Contributions from the Behavioral and Social Sciences: Workshop Report*. Washington, DC: The National Academies, January 2007.

“A Protocol for Avoiding Simulator Sickness.” With E. Stern, V. Barth, W. Durfee, M. Rosen, T. Rosenthal, E. Schold-Davis, C. Schaffer, M. Watson, & J. Zola. Paper presented at the Conference on New Approaches to Simulation and the Older Operator, MIT AgeLab & New England University Transportation Center, October 27, 2006.

“Survey of Standards and Practices toward the Reduction of Simulator Sickness.” Paper presented at the Conference on New Approaches to Simulation and the Older Operator, MIT AgeLab & New England University Transportation Center, October 27, 2006.

Invited Participant. U.S. Institute for Environmental Conflict Resolution: National Outdoor Advertising Control Program Assessment. Sacramento, California, August 2006. U.S. Department of Transportation, Federal Highway Administration.

Invited Presenter, “Hindsight Bias in Attribution of Crash Causes,” Workshop on *Why Crashes Happen: Factors Associated with Crash Causation - Human Factors Insights from In-Depth Investigations*, 85th Annual Meeting of the Transportation Research Board, Washington, DC, January 2006.

“The Use of a Driving Simulator to Assess Senior Driver Performance: Increasing Situational Awareness Through Post-Drive One-on-One Advisement,” with M. Romoser, D.L Fisher, R. Mourant, & K. Sizov. *Proceedings of the 3rd International Driving Symposium on Human Factors in Driver Assessment, Training, and Vehicle Design*. Rockport, Maine: June 27-30, 2005.

Curriculum Vitae of Jerry Wachtel, C.P.E.

Invited Moderator, Human Factors Issues. *The Crossing Zone – A Decade of Progress: Western Regional Safety Grade-Crossing Training Conference*. Organized by Federal Railroad Administration and University of California, Berkeley. May 2005.

“The Potential to Enhance Older Drivers’ Critical Driving Skills Through Simulator-Based Advice,” with M. Romoser, D.L. Fisher, K.A. Sizov, & R.R. Maurant. In *Driver Behaviour and Training: Vol. II*, L. Dorn, Ed. pp. 105-120. Hampshire, England: Ashgate.

“Safety Challenges Facing Tomorrow’s Commercial Drivers and the Role of New Simulation Technology to Meet Them.” Proceedings of the *Conference on Future Truck and Bus Safety Research Opportunities*. Washington, DC: Transportation Research Board of the National Academy of Sciences, March 2005.

“Use of a Driving Simulator to Assess Older Adults’ Critical Driving Skills,” with M. Romoser, D.L. Fisher, R. Maurant, K. Sizov, S. Kennedy, & M. Andra. Paper presented at the 84th Annual Meeting of the Transportation Research Board, Washington, DC, January 2005.

“Making Vehicles and Roads Safer for Older Drivers: A Human Factors Approach.” Paper presented at the Symposium on Safe Mobility for the Aging, Sacramento, California, November 2004.

“Discriminating Between Brain Injured and Non-Disabled Persons: a PC-Based Interactive Driving Simulator Pilot Project,” with E.B. Stern, E. Schold Davis, W.K. Durfee, and T.J. Rosenthal. *Advances in Transportation Studies: An International Journal*, 2004 Special Issue, pp. 67-78

“Driving Simulation in the Clinical Setting: Utility for Testing and Treatment,” with P.N. Rosen. *Advances in Transportation Studies: An International Journal*, 2004 Special Issue, pp. 91-96

Invited Panelist, The Santa Monica Crash: Strategies to Reduce Future Occurrences. Joint Conference of the American Society on Aging and the National Council on Aging, April 2004.

Invited Participant, “International Consensus Conference: How to Assess Road Driving Skills and Abilities,” Sponsored by U.S. Public Health Service, Centers for Disease Control, December 2003.

“Assessment of Cognitively Impaired Persons Who Wish to Resume Driving.” The First STISIM Drive Users Group Meeting, Cranfield University, United Kingdom, September 2003.

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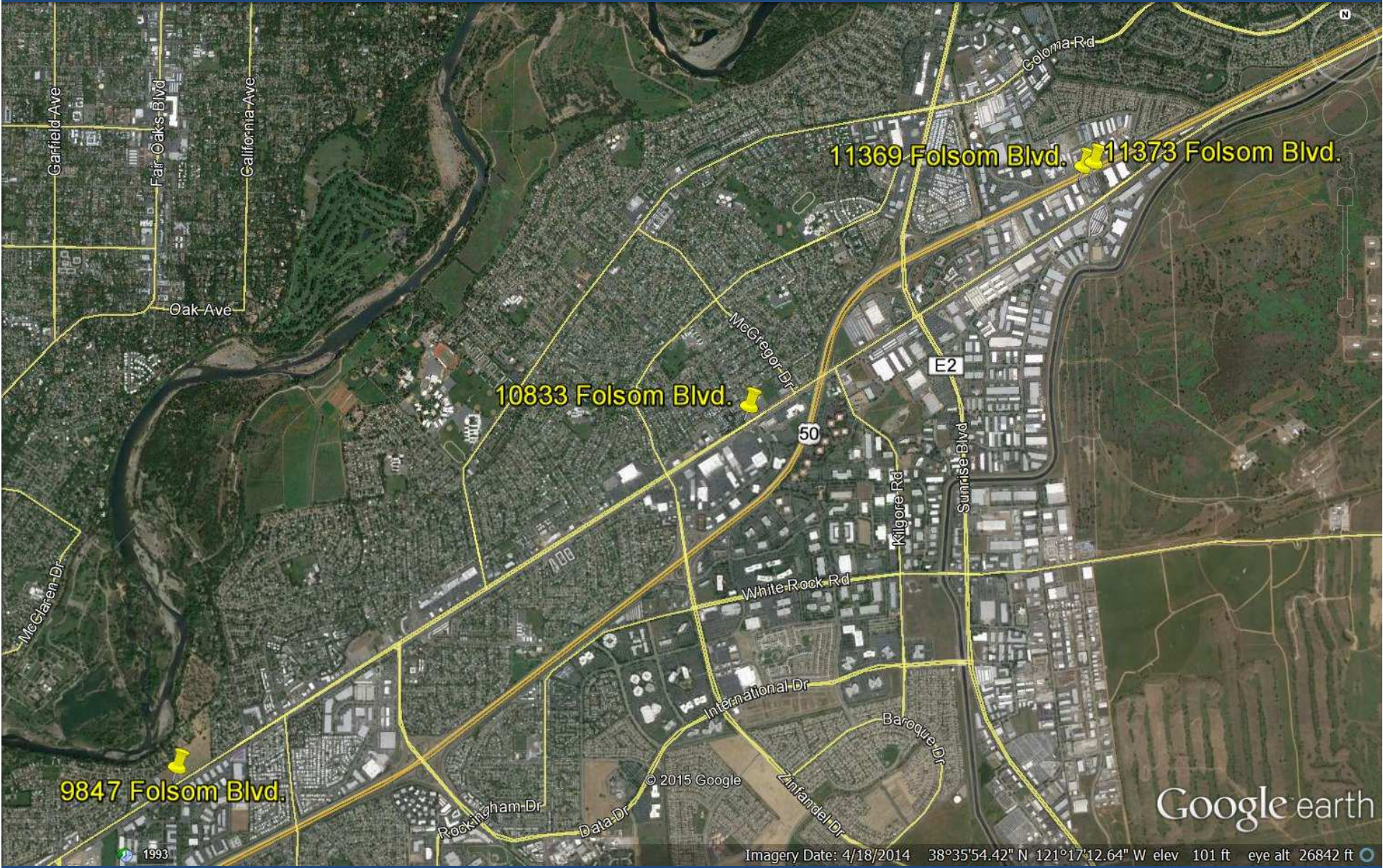
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Rancho Cordova City Council
May 4, 2015 Meeting
Agenda Item No. 14.2

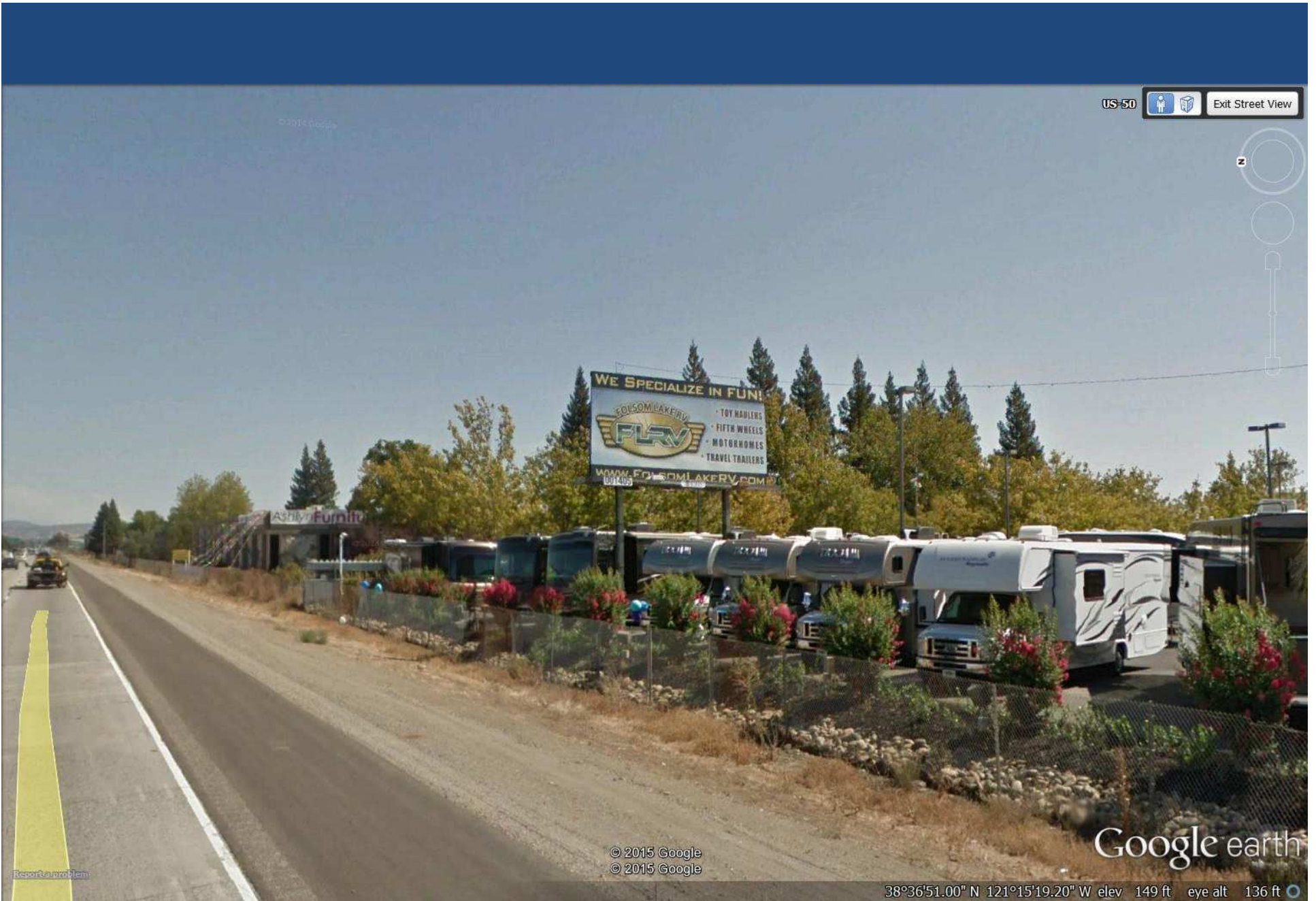
Sierra Outdoor Digital Sign
Use Permit and Operating Agreement

Proposal Details

- Four existing sign removals
 - 11373 Folsom Blvd. (two sign faces)
 - 11369 Folsom Blvd. (two sign faces)
 - 9847 Folsom Blvd. (two sign faces)
 - 10833 Folsom Blvd. (one sign face)
- Dedicated Click



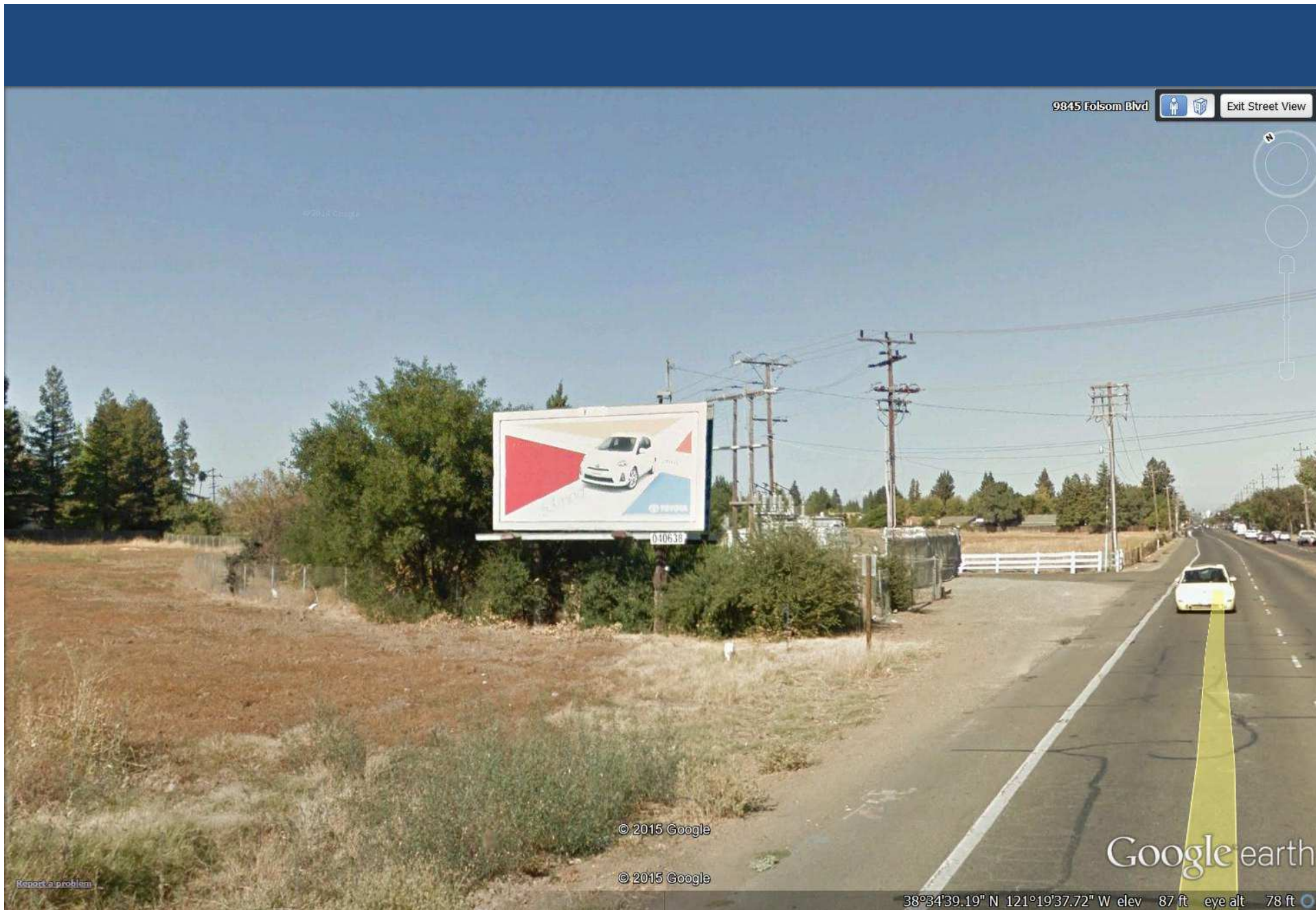
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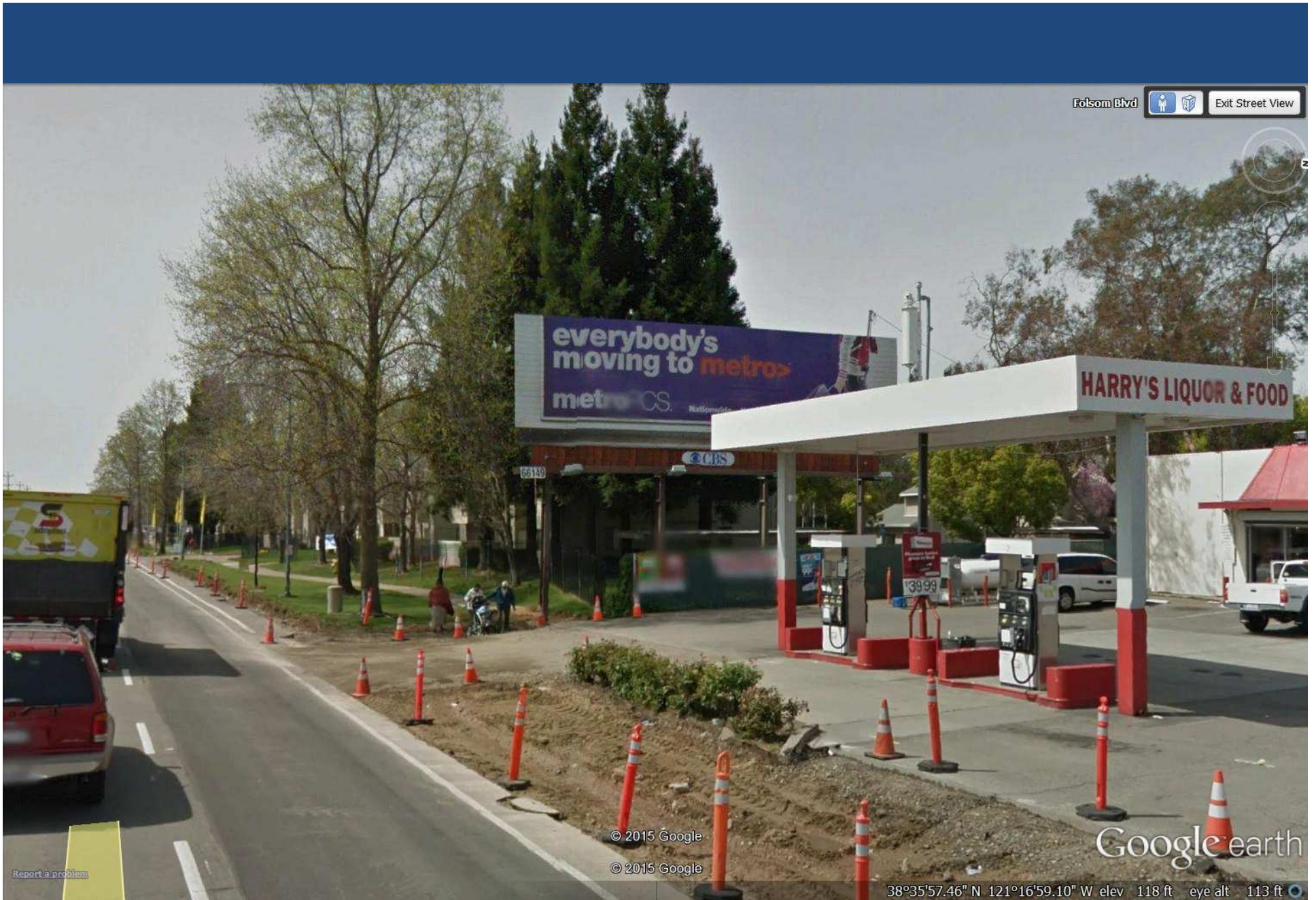
11369 Folsom Blvd.



9847 Folsom Blvd.



10833 Folsom Blvd.



Proposal Details

- Four existing sign removals
 - 11373 Folsom Blvd. (two sign faces)
 - 11369 Folsom Blvd. (two sign faces)
 - 9847 Folsom Blvd. (two sign faces)
 - 10833 Folsom Blvd. (one sign face)
- Dedicated Click

MEMORANDUM

DATE: May 4, 2015

TO: Honorable Mayor and Council Members

FROM: Nicholas Sosa, Assistant Planner



SUBJECT: ST. JOHN VIANNEY CATHOLIC CHURCH AND SCHOOL LED MONUMENT SIGN LIMITED USE PERMIT; PROJECT NO. DD8565 – LOCATED AT 10497 COLOMA ROAD

PROPERTY OWNER: St. John Vianney Church Father Chuck Kelly 10497 Coloma Road Rancho Cordova, CA 95670	APPLICANT/DEVELOPER: Yesco Signs, LLC Mr. Nate Buchaklian 875 National Drive, Suite 107 Sacramento, CA 95834
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PROJECT: FILE: LOCATION: APN: PLANNER:	The applicant is requesting a Limited Use Permit for an electronic monument sign to be installed at 10497 Coloma Road DD8565 10497 Coloma Road 056-0230-019-0000 Nicholas Sosa, Assistant Planner
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RECOMMENDATION

Adopt Resolution 48-2015

RESULT OF RECOMMENDED ACTION

Adoption of Resolution 48-2015 would allow the applicant to receive a Limited Use Permit which is required for all electronic monument signs in all zoning areas. Once adopted, St. John Vianney Church & School would be able to receive building permits and soon after begin construction and operation of a monument sign with an electronic sign face. Approval of the project would also include removal of existing legal nonconforming pole signage that currently exists on site.

BACKGROUND

The City of Rancho Cordova received an application on February 24, 2015 requesting a Limited Use Permit to allow the installation of an electronic monument sign at 10497 Coloma Road within a RD-5 zoning area. This proposed sign would allow the property owner to display information regarding the church or school to the public. The project also includes removal of an existing legal nonconforming pole sign on the property.

The proposed monument sign, as indicated in **Exhibit A**, stands 8 feet tall and approximately 9.5 feet wide with a total sign area of 31.8 square feet. This square footage includes an approximately 25 square foot LED screen that will be used daily to display information that is directly related to both the church and the school that are located on the property. The sign will be constructed with a brick base and footing, followed by a steel frame, overlaid with aluminum skin and fitted with white LED illumination lighting. As required by the Rancho Cordova Zoning Code, the LED lighting will contain a brightness control to eliminate any excessive brightness during the night hours.

The location of the sign as proposed in **Exhibit A** complies with all required setbacks and size requirements that are mandated by the City's Zoning Code. The monument sign is set 10 feet back from the public right-of-way, as well as 100 feet from the nearest residential parcel.

Figure 1: Subject Property Aerial Photograph



The Planning Department conducted a thorough review of the project for consistency with the Rancho Cordova Zoning Code and all applicable design guidelines. The applicant had been in contact with the Planning Department prior to submittal to obtain guidance on design development and required information and materials for a complete submittal.

Per Chapter 23.125.025(B), a public hearing notice was mailed within a 500' radius on March 13, 2015. The notice stated that a Public Hearing would be held in the Community Board Room on March 26, 2015. Although there was no attendance at the hearing, an opposition letter from a concerned resident was received on March 26, 2015 regarding the construction of the proposed electronic monument sign (**Attachment 1**).

The opposition letter identified several areas of concern, some of which were applicable to the proposed monument sign and others that were related to ongoing issues with traffic and parking in the neighboring residential area. Issues specifically related to the project included light intrusion upon neighboring homes and concerns of distracted driving along Coloma Road.

With regard to light intrusion into neighboring homes, Chapter 23.743.065(B)(5) of the Code requires that all electronic monument signs regulate illumination levels such that the illumination is appropriate to the time of day and surrounding ambient light levels to limit the amount of light intrusion during dark hours. The applicant's project has been reviewed for compliance with the requirement. The proposed sign would be equipped with the ability to regulate illumination to not exceed 0.3 foot-candles at 50 feet at all times. Additionally, the sign would be oriented perpendicular to existing homes across Coloma Road, so as a result the sign face would not be directly pointed at the homes. The residential properties on the north side of Coloma Road and to the west and east of the church property, back up to the church site, so that the sign faces would not be directly visible from within these homes due to intervening fencing and landscaping. There will be no discernable change in ambient light levels at any residential unit in the area as a result.

The resident also indicated a concern with the proposed monument sign, specifically the electronic component causing drivers along Coloma Road to become distracted. There are Code restrictions on flashing and animation that would apply to the sign. The message board would be utilized to display short text type messages such as upcoming church events, public service announcements and various spiritual messages. These displays may contain background images but would not be permitted to involve flashing or animation. Each image would be held for a minimum of 8 seconds per image. Any given vehicle driving by the sign would likely only see one message, two at most, which would mimic the driving experience of someone passing a static monument sign. Significant issues related to distracting driving caused by the proposed sign are not anticipated.

The other items (i.e. traffic and parking) within the comment letter that were not directly related to the proposed monument sign will be examined by the proper departments for a follow-up response. Since these items are not directly related to the monument sign, the Limited Use Permit was approved by staff at the March 26, 2015 public hearing.

Following Director approval, Councilmember Budge provided the proper notification to staff that she desired the St. John Vianney Limited Use Permit be called up for full Council consideration as provided by Chapter 23.167 of the Zoning Code. In her communication to staff, Councilmember Budge acknowledged the letter of concern from a local resident and believed that it deserves full consideration by the City Council. A concern for the number of electronic monument signs within the City was also voiced and the possible impact that these monument signs could have on Rancho Cordova's image in the future.

REQUIRED PERMITS AND REGULATORY BASIS

Chapter 23.743.040 of the City of Rancho Cordova Zoning Code requires a Limited Use Permit for all electronic graphic display signs in all zoning areas throughout the City.

Specific findings required for approval of a Limited Use Permit are stated in Section 23.125.030 of the City's Zoning Code as follows:

A. The proposed electronic sign is allowed in the Residential 5 (RD5) Zone upon issuance of a Limited Use Permit (LUP). The project is consistent with the General Plan, Municipal Code, and applicable provisions of the Zoning Code. The proposed sign does not exceed the size and height limitations of the Zoning Code and meets the required setback from the public right-of-way.

B. The project site is already developed with landscaping as well as the necessary utilities for the sign to be installed and function correctly. The new monument sign will also be required to be fitted with an appropriate light sensor and automatic brightness control to eliminate any excessive brightness during the night hours. The proposed sign meets all applicable size, height, setback, and illumination standards.

C. The proposed project will create a new sign for St. John Vianney Church and School that is compliant with all zoning code requirements. The sign will also provide the community with ongoing and updated information on upcoming events and helpful groups and meetings taking place at both the school and church. The sign will not be detrimental to the public health, safety, or welfare; nor will it be material injurious to persons, property, or improvements within its vicinity.

D. The proposed project will not create conflicts with vehicular, bicycle, or pedestrian transportation modes of circulation.

Chapter 23.167, Council Call-Ups, establishes the purpose and procedural requirements for a Council Call Up. By submitting for a Council Call-Up, the Community Development Director action on the project has been suspended, pending a Council decision on the project. The City Council is provided with the authority to review any issues associated with the project under consideration in addition to the specific grounds for the call-up.

ANALYSIS

This project includes the removal of an existing legal non-conforming pole sign and the construction of a replacement electronic monument sign at the same location. The proposed sign design includes a 2 foot brick base with a 6 foot sign height which is compliant with the 6 foot maximum provided in Table 23.743-1. Sign bases are not included in height measurement.

Sign area of the proposed project included both the area of any lettering on the face of the sign as well as the area of the LED screen. The allowable square footage for sign area for electronic monument signs is 32 square feet. The LED active area sits approximately 3.2 feet in height and 7.5 feet in width for a square footage of 24.6 square feet. The lettering portion is approximately 1.2 feet in height and 6.5 feet in width for a square footage of 7.8 square feet. In total the sign area is 31.8 square feet which does not exceed the maximum 32 square footage.

The proposed monument sign also maintains a 10 foot setback from the public right-of-way along with a 100 foot setback from neighboring residential parcels as required by the Zoning code.

As described above, the proposed monument sign would be equipped to maintain 0.3 footcandles at 50 feet during all illuminated hours. Brightness levels will be regulated by auto dimming technology which will dim down at night accordingly per International Sign Association (ISA) Guidelines to not create undue glare for motorists or residences.

ENVIRONMENTAL

This project is Categorically Exempt under Section 15311 (Accessory Structures) of the California Environmental Quality Act.

The newly proposed electronic monument sign will be placed within the front setback of an existing church along Coloma Road. The new sign will be in an approved location that is outside of any clear vision triangles and also within all required setbacks. The site is served by adequate public utilities and there are no environmental resources within the immediate area.

RECOMMENDED MOTIONS

Staff recommends that the City Council find the project to be in compliance with the California Environmental Quality Act (CEQA) as exempt pursuant to CEQA Guidelines Section 15311 and adopt Resolution No. 48-2015 for St. John Vianney Limited Use Permit DD8565, subject to the findings, Project Plans (**Exhibit A**) and Conditions of Approval (**Exhibit B**)."

ATTACHMENTS

1. Concerned Letter from Resident dated March 26, 2015.
2. Planning Director Approval Letter and Attachments dated March 26, 2015.
3. Resolution 48-2015, including Project Plans (**Exhibit A**) and subject to the Conditions of Approval (**Exhibit B**).
4. 500' Radius Map and Labels.

Comments on the Proposal of St. John Vianney Church to install a LED Electronic Monument sign

Thursday, March 26, 2015

Laura L. Thornberry

I am extremely opposed to the application for St. John Vianney Church to install a LED Electronic Monument sign on or near their property located at 10497 Coloma Rd, Rancho Cordova, CA.

I have two angles to my opposition:

1. Public Safety
2. Personal nuisance, property value depreciation

I'm guessing that St. John Vianney's leadership is not directly concerned with my personal situation so I will first focus on the **PUBLIC Safety factors**.

St. John Vianney has already afforded themselves the title of neighborhood nuisance amongst me and many of my neighbors. I also have neighbors who are registered members of this congregation, so I am open to all opinions and have listened from both sides of this issue.

Installing a Electronic Monument Sign on their property will add yet another cause to the long list of reasons living in this neighborhood is no longer desirable. As many are very aware, this is one of the most highly traveled stretches of road in Rancho Cordova. Coloma Road has become a major thoroughfare for commuters to shorten their drive through the city. Speeding, distracted driving and general congestion account for most of the accidents here. However, have any of you witnessed a Sunday near St. John Vianney? How about a holiday when they are giving away food and the people begin to park outside your bedroom window and line up at 3am for free food?

The stretch of Coloma Road near the Chardonay intersection is notorious for being a complete mess. **Traffic congestion from the church services is monumental. St. John Vianney boasts 1,700 registered families on their website, with an approximate enrollment of 300 students annually at their onsite school. Through visual inspection I count only 222 parking spaces on their property, with 7 of those being designated as handicap only.** What does this mean for our neighborhood? We get to accommodate ALL of the overflow parking, which is QUITE substantial. My neighbors have shared experiences how they have found it necessary to drive over their own front lawns just to leave their driveway to go to work. All because of the inconsiderate St. John Vianney congregates blocking their driveway while going to attend a function at the church. This is unacceptable to us.

Let's not forget that we lost one of our Rancho Cordova Officers, Larry Canfield - November 12, 2008. It was so unfortunate that someone exiting the St. John Vianney's parking lot was responsible for this horrific tragedy.

I learned shortly after purchasing my home that St. John Vianney is so powerful that they were the ones in support of redesigning the entire intersection of Coloma and Chardonay. At this intersection you can no longer turn left onto Chardonay if you are traveling westbound on Coloma. Instead, ALL of the Rancho Cordova traffic that wishes to turn left onto Chardonay, must first turn left onto Dattier Ct. and make a U-turn along the frontage road past two homes before then turning right onto Chardonay. I wonder if they had a hearing on a Thursday at 2pm (when most were unable to attend due to work obligations) to approve that whole project? Why did they feel this project was necessary? Well, I've been told it was to accommodate the pedestrians who were attempting to cross from the south side of Coloma to the north side. Again, proving that even back 10 years ago, their congregation was habitually parking in our neighborhood to attend services and functions across the street, because St. John even then, did not have enough parking spaces to accommodate their activities.

The traffic St. John Vianney attracts is greater than any other business, church or school on the entire Coloma Road.

There are numerous studies and statistics that support the installation of LED signs, leads to further driving distractions and traffic accidents. This area of Coloma Rd is already riddled with distractions, congestion from the church and general traffic, we cannot afford to add to this safety predicament. If anything, we should be looking to correct some of the problems already created in previous years' decisions.

Here are some extracts from the Huffington Post, July 7, 2014
http://www.huffingtonpost.com/dave-meslin/driven-to-distraction-the_b_5563176.htm :

The outdoor advertising industry has one singular goal: to get your attention.

There are two sets of data related to digital signage and road safety. One is driver distraction and the other is collisions. The first category gives us very clear conclusions. Almost every study that's been done shows a **direct causal relationship between digital signage and driver distraction**. This is no surprise, since the purpose of these signs is to distract drivers! When it comes to collision data, however, we get inconsistent results. Some studies show a significant increase in collisions while others show little or no change at all. Experts blame this inconsistency on the fact that the collision data itself is often inaccurate or incomplete due to lack of proper reporting, and because so many other external variables are involved.

Lobbyists for the billboard industry have taken advantage of this inconclusive data, for collisions, and twisted it into an argument that digital signage is therefore safe for drivers. This is a terrible distortion of the truth, and a distortion that puts human lives at risk.

The writer's question is summarized: **If we know that flashing digital billboards are guaranteed to increase distraction, and we know that driver distraction is the number one cause of traffic fatalities... then why would we even consider placing commercial digital billboards on highways?**

I would like to add, why would we even consider placing a digital sign in our already dangerous and poorly designed intersection?

So let's ask the question why does St. John Vianney feel the need to install this new LED Electronic Monument sign?

To attract additional parishioners? Well, we already know that they do not have the adequate facilities to accommodate their current families. This has been proven and the problem is increasing continually already. Let's focus on that problem before disrupting their neighbors and compounding on our already existing problems.

Is it to notify current parishioners of upcoming events? They publish newsletters and distribute them weekly, they have a calendar of events posted online, and if you are in attendance you are informed in person.

What exactly is the value and purpose to the church for requesting this sign? Can this value override the comfort or safety of their neighborhood?

St. John Vianney's Mission Statement is:

"We, the parishioners of St. John Vianney Church, affirm our calling to embrace Jesus Christ as our Lord and Savior, through our faith and to practice in our daily lives, the principles of Christianity that He taught us. Towards these ends, we commit ourselves to make our parish community characterized by love, respect, and mutual support."

Does this mission statement only cover love, respect, and mutual support of their parishioners who do NOT live near the safety hazards they themselves are creating?

On a final note, I live directly across from St. John, I obviously am not happy with a proposal to have flashing LED lights shining in my windows, front and back yards 24 hours each day. This is a residential neighborhood and I do not feel anyone should be subjected to such ridiculous living conditions. This would also, very obviously, detract from my home's value and my ability to sell in future years.

I, Laura Thornberry, neighbor to St. John Vianney in Rancho Cordova, CA, oppose the installation of a LED Electronic Monument sign anywhere on or near their property located at 10497 Coloma Road.

March 26, 2015

Yesco Signs, LLC
Mr. Nate Buchaklian
875 National Drive Suite 107
Sacramento, CA 95834

Subject: Project No. DD8565 –St. John Vianney Catholic Church – Limited Use Permit

Dear Mr. Nate Buchaklian

The Rancho Cordova Planning Department has received your application for a Limited Use Permit to allow an electronic sign at the St. John Vianney Catholic Church located at 10497 Coloma Road.

The Zoning Code requires properties to obtain a Limited Use Permit for an electronic message sign in all zones. A Limited Use Permit may be approved or conditionally approved by the Community Development Director if the project is 1) exempt from the California Environmental Quality Act (CEQA), and 2) found consistent with the approval findings outlined in the Rancho Cordova Zoning Code (Zoning Code).

Project Description: The requested Limited Use Permit will allow for the construction of a new, electronic monument sign to be installed at 10497 Coloma Road. The monument sign, as indicated in **Exhibit A**, stands 8 feet tall and approximately 9 feet wide with a total sign area of 32 square feet. This square footage includes an approximately 25 square foot LED screen that will be used to display information that is directly related to both the church and the school that are located on the property. This proposed sign meets all applicable size, height, setbacks, and illumination standards required by Chapter 23.743.065 of the Rancho Cordova Zoning Code.

A duly noticed public meeting was held on March 26, 2015, as prescribed, and the Limited Use Permit for the project is approved, based on the following findings:

- 1.) The project is exempt from CEQA analysis by Sections 15311 of the CEQA Guidelines.

Finding: *The project is exempt from the CEQA Guidelines under Sections 15311 (Accessory Structures).*

Evidence: The newly proposed electronic monument sign will be placed within the front setback of an existing church along Coloma Road. The new sign will be in an approved location that is outside of any clear vision triangles and also within all required setbacks. The site is served by adequate public utilities and there are no Environmental resources within the immediate area.

- 2.) The project is consistent with all findings outlined in Chapter 23.125.030 of the Zoning Code, as follows:

A. **Finding:** *The proposed use is allowed within the applicable zoning district and complies with all other applicable provisions of this Zoning Code, Municipal Code, General Plan, and any applicable Specific Plans or City regulations/standards.*

Evidence: The proposed electronic sign is allowed in the Residential 5 (RD5) Zone upon issuance of a Limited Use Permit (LUP). The project is consistent with the General Plan, Municipal Code, and applicable provisions of the Zoning Code. The proposed sign does not exceed the size and height limitations of the Zoning Code and meets the required setback from the public right-of-way.



- B. **Finding:** *The site is physically suited for the type, density, and intensity of the proposed use including access, utilities, and the absence of any physical constraints and can be conditioned to meet all related performance criteria and development standards.*

Evidence: The project site is already developed with landscaping as well as the necessary utilities for the sign to be installed and function correctly. The new monument sign will also be required to be fitted with an appropriate light sensor and automatic brightness control to eliminate any excessive brightness during the night hours. The proposed sign meets all applicable size, height, setback, and illumination standards.

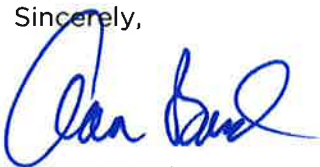
- C. **Finding:** *Granting the permit would not be detrimental to the public interest, health, safety, convenience, or welfare, or materially injurious to persons, property, or improvements in the vicinity in which the project is located.*

Evidence: The proposed project will create a new sign for the St. John Vianney Church and School that is compliant with all zoning code requirements. The sign will also provide the community with ongoing and updated information on upcoming events and helpful groups and meetings taking place at both the school and church. The sign will not be detrimental to the public health, safety, or welfare; nor will it be materially injurious to persons, property, or improvements within its vicinity.

Based on the findings and evidence above, the Administrative Use Permit is approved, subject to the following Conditions of Approval in **Exhibit A**.

If you have any questions concerning the attached conditions of approval, please contact me at (916) 851-8750.

Sincerely,



Aaron Busch
Community Development Director
Attachments: Project Plans



Project Location

ATTACHMENT 2



ST. JOHN VIANNEY
CATHOLIC CHURCH & SCHOOL

NEW D/F INTERNALLY ILLUMINATED MONUMENT SIGN
10497 COLOMA RD., RANCHO CORDOVA, CA

RECEIVED
FEB 24 2015
RANCHO CORDOVA
PLANNING

SHEET INDEX

CV - Cover Page
SP - Site Plan
Design Page S1
Design Page S2



YESCO

**SACRAMENTO
BRANCH**

875 National Drive
Suite 107
Sacramento, Ca. 95834
(916) 419-8101

CA. CONTRACTOR LICENSE NO.
980698

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Note: The colors depicted on this rendering may not match actual colors used on the finished display.
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Note: The cost of providing electrical wiring to the sign area, all required permits and all special inspections are not included in this sign proposal.
Note: The proportion of signs shown on building and landscape area photos is an approximate representation.
Note: This sign is intended to be installed in accordance with the requirements of Article 600 of the National Electrical Code and/or other applicable local codes. This includes proper grounding and bonding of the sign.

FIRM NAME / LOCATION ADDRESS

St. John Vianney
Catholic Church
& School

10497 COLOMA RD.

ADDRESS:

RANCHO CORDOVA, CA

CITY:

NATHAN BUCHAKLIAN

ACCOUNT EXECUTIVE:

DESIGNER	DATE
TORK	07/07/14
TORK	08/07/14
B Nolen	02/17/15

APPROVAL

CUSTOMER	DATE
LANDLORD	DATE
SALES	DATE
ESTIMATING	DATE
SURVEY	DATE

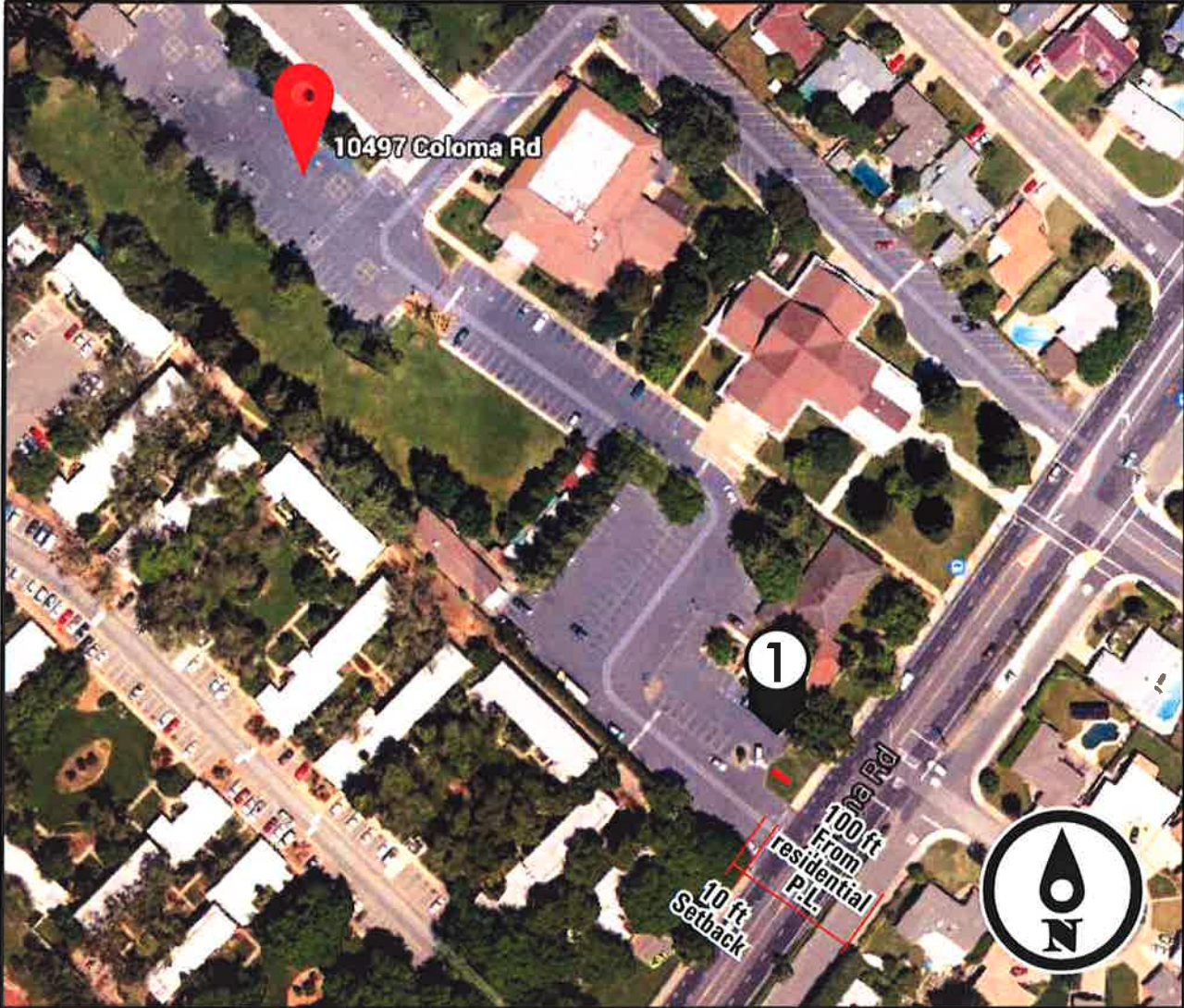
DESIGN NUMBER

569838 prod

ARCHIVE NUMBER

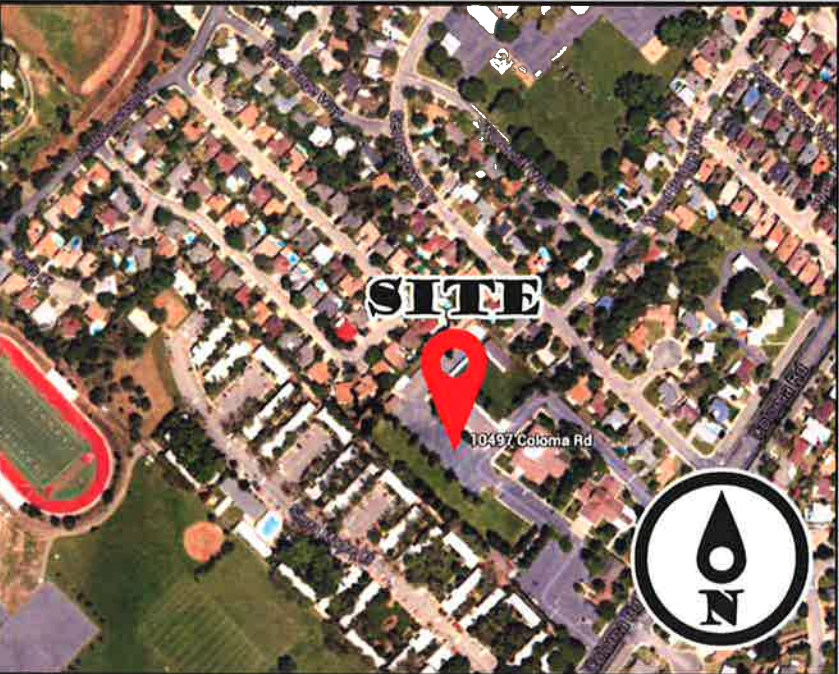
SHEET

CV1



AERIAL PHOTO

SCALE: 100 ft



VICINITY MAP

SCALE: 200 ft

SIGN	PROJECT	ELECT. LOAD	SQ FT.
①	NEW D/F INTERNALLY ILLUMINATED MONUMENT SIGN WITH 20MM LED DISPLAY	T.B.D.	76
TOTAL		T.B.D.	76

GENERAL NOTES

All work shall comply with 2010 Edition of CCR Title 24 which adopts and amends the 2009 IBC to 2010 California Building Code, 2009 UMC to 2010 California Mechanical Code, 2009 UPC to 2010 California Plumbing Code, 2008 NEC to 2010 California Electrical Code 2009 IFC to 2010 California Fire Code and the 2008 Title 24 Energy Efficiency Standards. CBC 1.8.3, LMMC 14.10.010.

GENERAL NOTES



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BRANCH

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Sacramento, Ca. 95834
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St. John Vianney
Catholic Church
& School

10497 COLOMA RD.
ADDRESS:

RANCHO CORDOVA, CA
CITY:

NATHAN BUCHAKLIAN
ACCOUNT EXECUTIVE:

DESIGNER	DATE
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TORK	08/07/14
B Nolen	02/17/15

APPROVAL

CUSTOMER

DATE

LANDLORD

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SALES

DATE

ESTIMATING

DATE

SURVEY

DATE

DESIGN NUMBER
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ARCHIVE NUMBER

SHEET
SP1



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APPROVAL

CUSTOMER DATE

LANDLORD DATE

SALES DATE

ESTIMATING DATE

SURVEY DATE

DESIGN NUMBER
569838 prod

ARCHIVE NUMBER

SHEET
S1

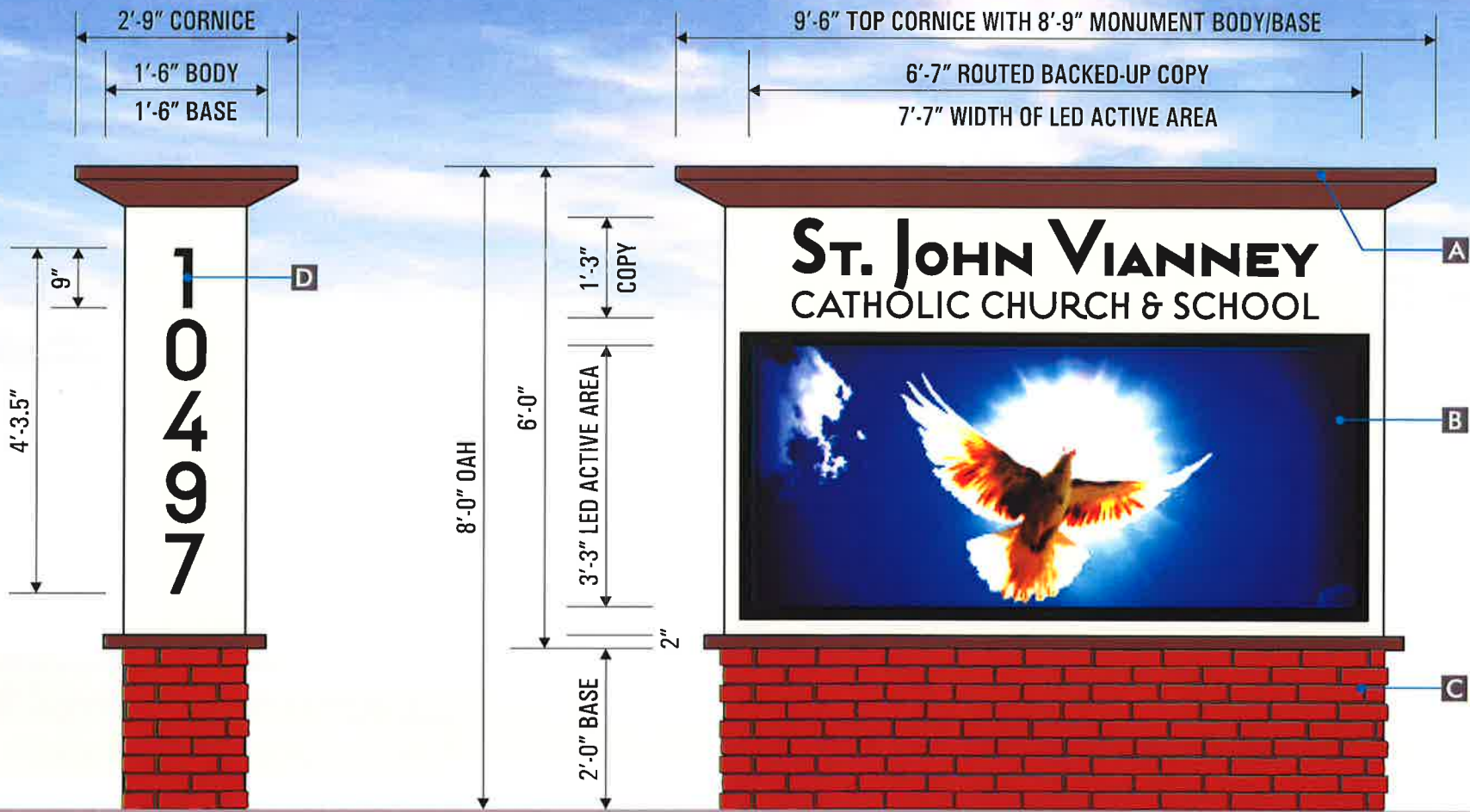
COLOR KEY

PAINT	PAINTED SW 6336 "NEARLY PEACH"
FINISH	MED. TEXTCOTE
PAINT	PAINTED SW 6083 "SABLE"
FINISH	SMOOTH

NOTE: UNLESS OTHERWISE NOTED, THE COLORS DEPICTED ON THIS RENDERING
MAY NOT MATCH ACTUAL COLORS ON FINISHED DISPLAY. PLEASE REFER TO
COLOR CALL OUTS AND THEIR APPROPRIATE VENDOR SPECIFIED SAMPLES
FOR APPROVED COLOR SPECIFICATIONS.

SIGN SPECS

A	MON. BODY	MATERIAL/COPY	ALUMINUM SKIN OVER STEEL FRAME CONSTRUCTION; ROUTED & BACKED-UP w/ WHITE PLEX & DAY/NIGHT VINYL COPY
		LIGHTING CORNICES	WHITE LED ILLUMINATION ALUMINUM
B	LED DISPLAY	SPECIFICATIONS	20MM 48 X 112 MATRIX FULL COLOR 3'-6.7" X 7'-10.25" CABINET 3'-3" X 7'-7" ACTIVE AREA
C	STONE BASE	MATERIAL	BRICK BASE & FOOTING PROVIDED BY CUSTOMER
D	ADDRESS	MATERIAL	ONE SET OF BLACK PAINTED .125 ALUM. FCO NUMERALS FLUSH-MOUNTED TO STREET SIDE OF SIGN BODY/CABINET



- 1 NEW D/F INTERNALLY ILLUMINATED MONUMENT SIGN W/ 20MM LED DISPLAY
QUANTITY: 1, MANUFACTURE & INSTALL

SCALE: 1/2" = 1'-0"
76 SQFT



AGENDA ITEM 14.3

Rendering



SACRAMENTO
BRANCH

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Suite 107
Sacramento, Ca. 95834
(916) 419-8101

CA. CONTRACTOR LICENSE NO.
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NATHAN BUCHAKLIAN
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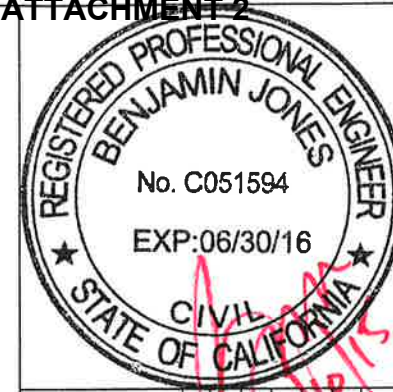
APPROVAL

CUSTOMER	DATE
LANDLORD	DATE
SALES	DATE
ESTIMATING	DATE
SURVEY	DATE

DESIGN NUMBER
569838 prod

ARCHIVE NUMBER

SHEET
S2



CORPORATE OFFICE
2401 FOOTHILL DRIVE
SALT LAKE CITY, UT 84109
801.464.4600 TELEPHONE
801.463.0998 FAX
WWW.YESCO.COM

YESCO.Engineering

JOB NAME ST. JOHN VIANNEY Catholic Church & School
LOCATION 10497 COLOMA RD. - RANCHO CORDOVA, CA
ORG. DATE 2-9-15 DRAWN BY Bamey W. CHECKED BY _____

569838
DESIGN NUMBER
MONUMENT
DESCRIP
SHEETS 1c 858

GENERAL STRUCTURAL NOTES

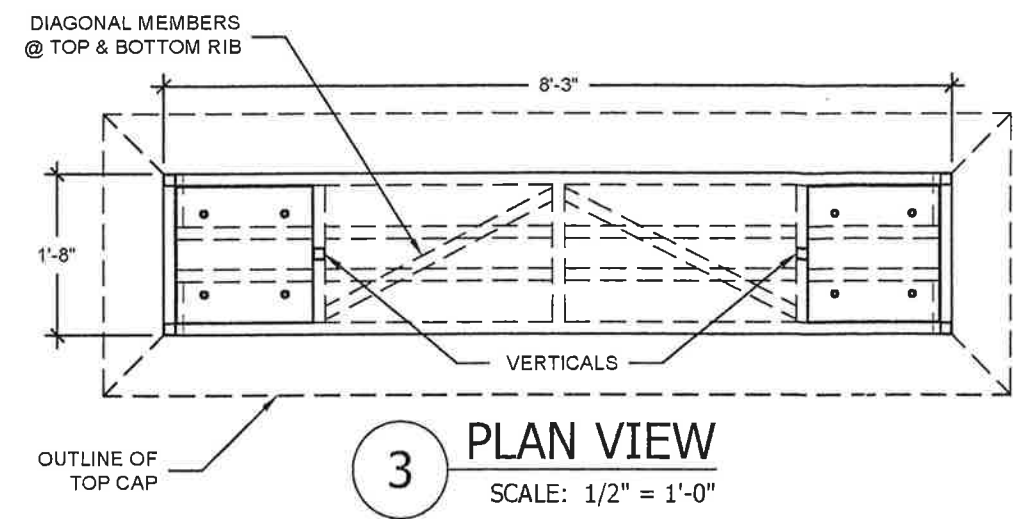
- DESIGN CRITERIA
1. BUILDING CODE: CBC 2013
 2. DEAD LOAD: SIGN CABINETS <= 15 PSF
FRONT ELEVATION AREA
 3. WIND LOAD: $V_{ult} = 100$ MPH (3 SECOND GUST), EXP. B
 4. SNOW LOAD: N/A

- STRUCTURAL STEEL
5. DESIGN AND FABRICATION ACCORDING TO AISC-ASD, 13TH EDITION
 6. STEEL TUBE (HSS): ASTM A500 GRADE B, $F_y = 46$ KSI
 7. ANGLE: ASTM A36, $F_y = 36$ KSI
 8. STEEL PLATE & ROD: ASTM A36
 9. REINFORCING STEEL: ASTM 615 GRADE 60

- WELDING
10. DESIGN AND FABRICATION ACCORDING TO AWS D1.1, CURRENT EDITION.
 11. E70XX ELECTRODES FOR SMAW PROCESS
 12. $\frac{3}{16}$ " MIN FILLET WELD UNLESS OTHERWISE NOTED

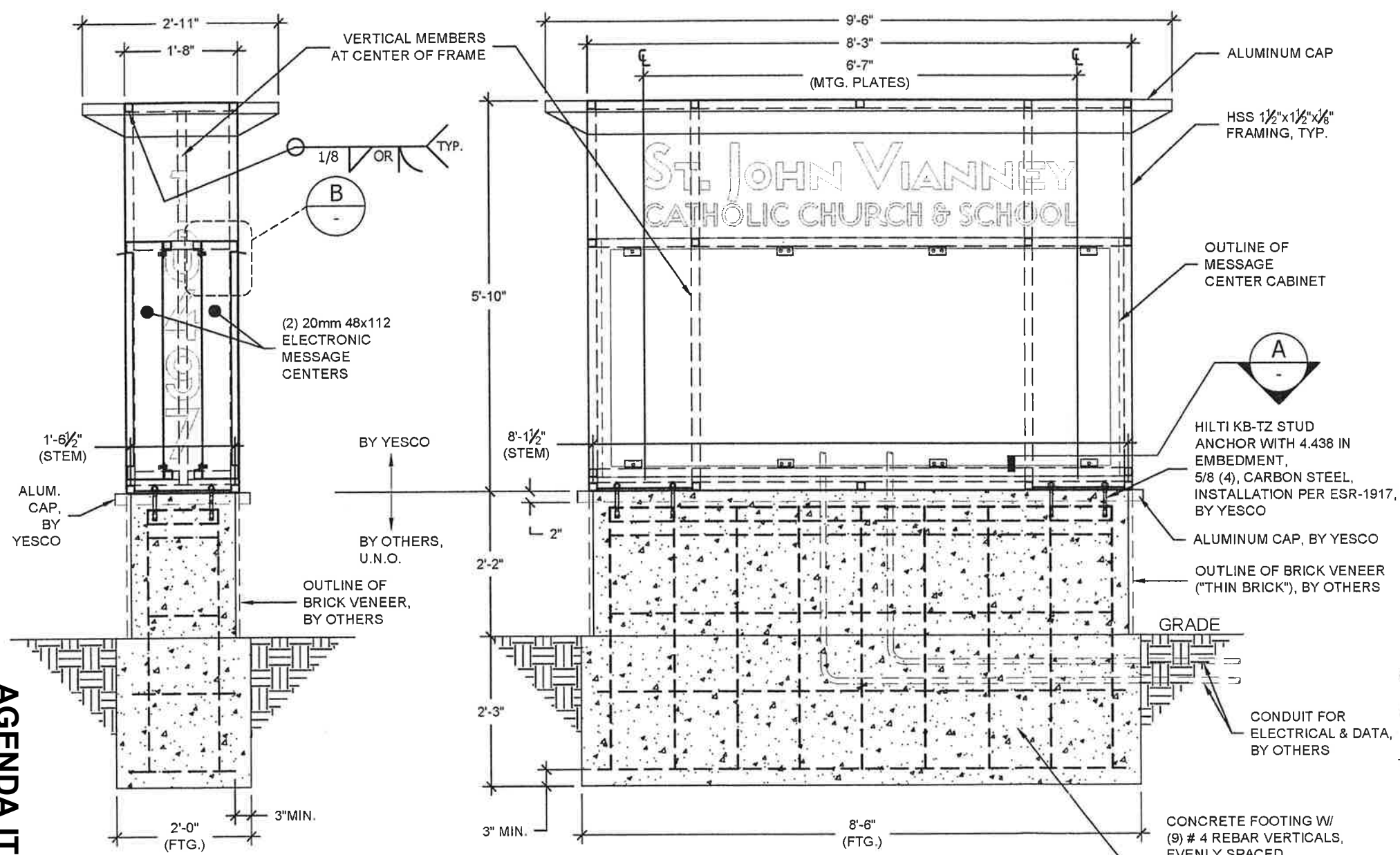
- FOUNDATION
13. CONCRETE COMPRESSIVE STRENGTH, $f'_c = 2500$ PSI AT 28 DAYS MIN.
 14. CONCRETE POURED AGAINST UNDISTURBED NATIVE SOILS
 15. MECHANICALLY VIBRATE ALL CONCRETE WHEN PLACED, REMOVE ALL DEBRIS FROM FORMS BEFORE PLACING CONCRETE.
 16. SOIL ALLOWABLE LATERAL BEARING CAPACITY = 180 PSF/FT

- OTHER NOTES
17. SEE ART DRAWINGS FOR SIGN FINISHES, COLORS, AND LIGHTING SPECIFICATIONS
 18. PROVIDE DIELECTRIC PROTECTION BETWEEN DISSIMILAR METALS, TYP.



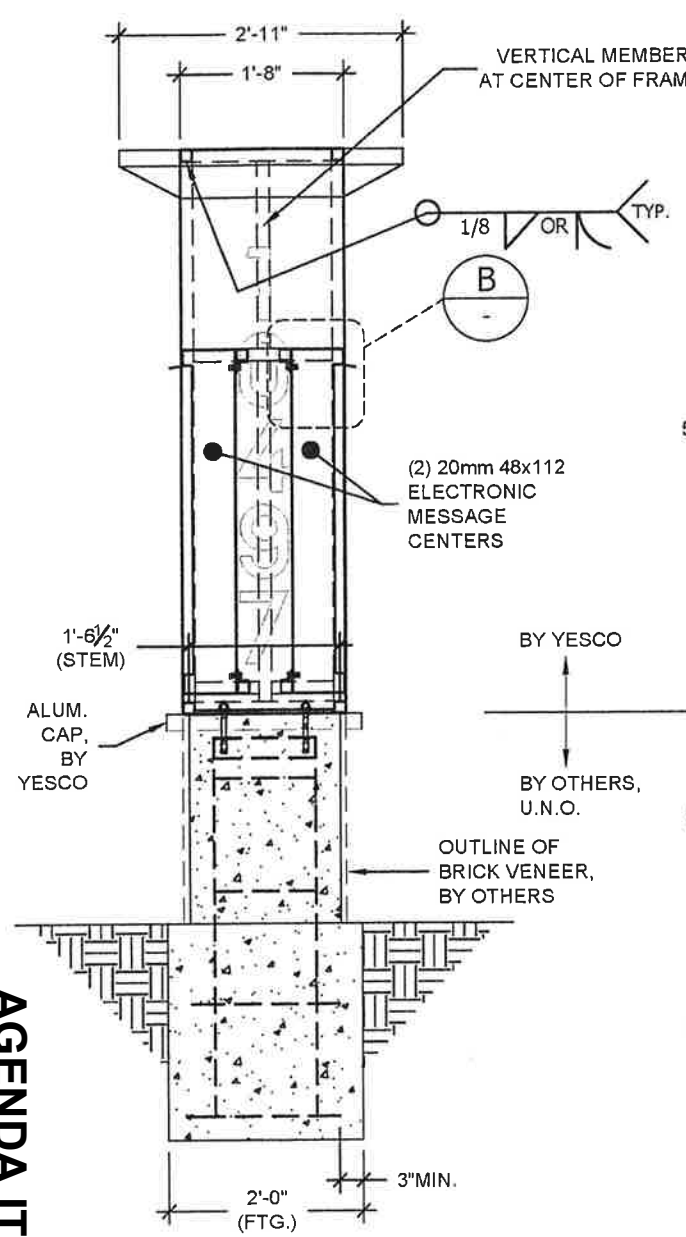
3 PLAN VIEW

SCALE: 1/2" = 1'-0"



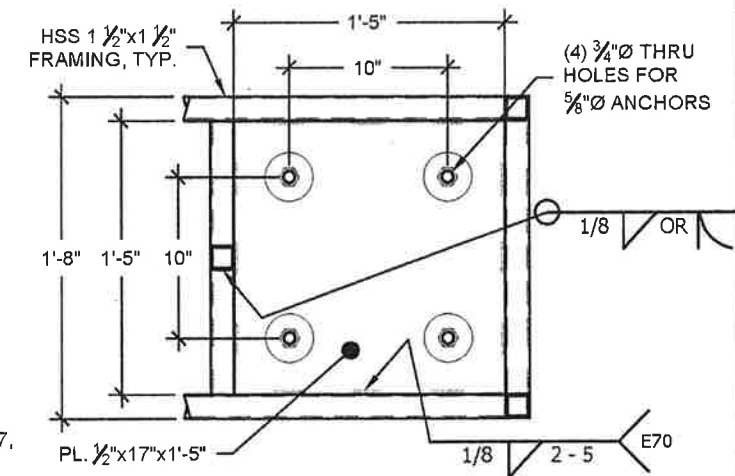
1 FRONT ELEVATION

SCALE: 1/2" = 1'-0"



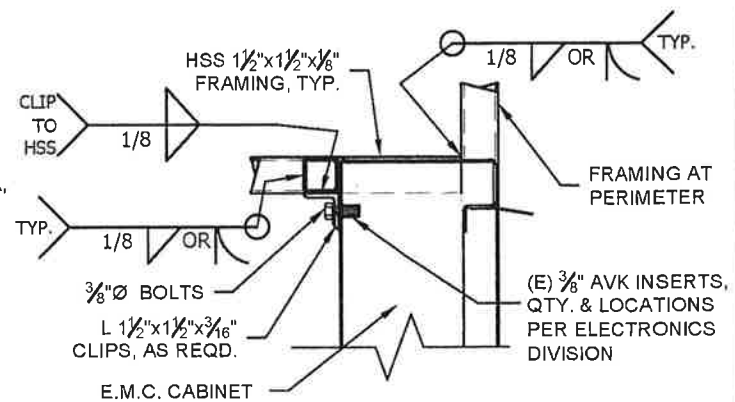
2 SIDE ELEVATION

SCALE: 1/2" = 1'-0"



A SECTION @ BASE PLATE

SCALE: 1" = 1'-0"



B E.M.C. ATTACH DETAIL

SCALE: 1-1/2" = 1'-0"

AGENDA ITEM 14.3

EXHIBIT A-CONDITIONS OF APPROVAL

	<u>Category</u>	<u>Timing/ Implementation</u>	<u>Enforcement/ Monitoring</u>	<u>Verification</u> (date & Signature)
General Conditions				
The Applicant shall hold harmless the City, its Council Members, officers, agents, employees, and representatives from liability for any award, damages, costs and fees incurred by the City and/or awarded to any plaintiff in an action challenging the validity of this permit or any environmental or other documentation related to approval of this permit. Applicant further agrees to provide a defense for the City in any such action.	General	On-Going	Planning	
Any future alteration to the buildings, change in use, intensification of the site, or modification to the parking and landscaped area must be reviewed by the City to ensure compliance with all local, state, and federal regulations. Minor modifications that are found to be in substantial conformance with the approved plans such as colors, plant materials, or minor lot line adjustments, may be approved administratively. Major modifications shall be approved by the applicable decision making body.	General	On-Going	Planning	
Applicant/Developer shall not carry a negative account balance with the City for the processing of the project. If a negative account balance occurs, it will be the developer's responsibility to pay the balance due, in order to avoid delays in the processing of future permits or recordation of maps. Please email the Finance Department at billings@cityofranchocordova.org for the status of your account with the City.	General	On-Going	Planning/ Building /Public Works	
Applicant shall be responsible for all damage to City streets associated with construction of the project and shall repair any damage as soon as possible.	General	On-Going	Finance	
Construction equipment shall not be serviced at the site at any time. During construction no deliveries shall be made to the site and no delivery vehicles (including gasoline tanker trucks) shall enter the site between 6:00 p.m. and	Construction	On-Going	Planning/Building	

EXHIBIT A-CONDITIONS OF APPROVAL

	<u>Category</u>	<u>Timing/ Implementation</u>	<u>Enforcement/ Monitoring</u>	<u>Verification</u> (date & Signature)
7:30 a.m. on weekdays, and between 5:00 p.m. and 8:00 a.m. on weekends and federal holidays. Delivery vehicles shall have their engines turned off during unloading.				
Should any formal complaints be submitted in regards to the impacts of this facility, the operation will be reevaluated by the Planning Department. This re-evaluation may involve an amendment to the approved plans or scope, additional studies (noise, air quality, traffic), or the revocation of the permit.	Construction	On-Going	Public Works	
The Applicant shall comply with all adopted City of Rancho Cordova codes and regulation, including but not limited to the Rancho Cordova Municipal Code and Zoning Ordinance, Uniform building Code and Uniform Fire Code.	General	On-Going	Planning/Building/Public Works/ Fire	
The permit holder is hereby notified that failure to comply with any one of these conditions may result in the revocation of this permit, pursuant to the City of Rancho Cordova Zoning Code.	General	On-Going	Planning	
Illumination levels shall be regulated such that the illumination is appropriate to the time of day through the use of such means as light meters and programmed illumination regulation or LEDs that are designed to limit the spread of light. Dimmer controls that are automatically responsive to surrounding light levels are highly encouraged.	Construction	On-Going	Planning	
The applicant shall not utilize the proposed LED Monument Sign for any off-site advertising. This sign shall only display information directly related to the church or the catholic school.	General	On-Going	Planning	

ATTACHMENT 3

CITY OF RANCHO CORDOVA

RESOLUTION NO. 48-2015

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF RANCHO CORDOVA
APPROVING THE ST. JOHN VIANNEY LIMITED USE PERMIT - PROJECT NO. DD8565**

WHEREAS, St. John Vianney (hereinafter referred to as Applicant) filed an application with the City of Rancho Cordova for a Limited Use Permit for an electronic monument sign located at 10497 Coloma Road (Assessor's Parcel Number: 056-0230-019-0000); and

WHEREAS, during the standard review process, staff determined the project followed all zoning code regulations and setbacks for electronic monument signs in Rancho Cordova; and

WHEREAS, staff received and reviewed a letter from a concerned resident identifying issues regarding the project; and

WHEREAS, proper public noticing occurred for the Community Development Director's action and a public hearing took place on March 26, 2015; and

WHEREAS, Councilmember Budge provided the proper notification to staff that she desired the St. John Vianney Limited Use Permit be called-up for full Council consideration as provided for by Chapter 23.167 of the Zoning Code; and

WHEREAS, the City Council is the appropriate authority to hear and take action on this project; and

WHEREAS, the City Council of the City of Rancho Cordova has conducted a properly noticed public hearing pursuant to Government Code Section 65090 and has duly considered all written and verbal testimony presented during the hearing.

**NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF RANCHO CORDOVA
HEREBY RESOLVES AS FOLLOWS:**

- 1.) Determine the project is exempt from CEQA analysis by sections 15311 of the CEQA Guidelines.

Finding: The project is exempt from the CEQA Guidelines under Sections 15311 (Accessory Structures).

Evidence: The newly proposed electronic monument sign will be placed within the front setback of an existing church along Coloma Road. The new sign will be in an approved location that is outside of any clear vision triangles and also within all required setbacks. The site is served by adequate public utilities and there are no Environmental resources within the immediate area.

- 2.) Approve the Limited Use Permit, subject to the submitted monument sign design package (**Exhibit A**) and the Conditions of Approval (**Exhibit B**); supported by the following Findings and Evidence, as required by Zoning Code 23.125.030.

ATTACHMENT 3

- A. **Finding:** The proposed use is allowed within the applicable zoning district and complies with all other applicable provisions of this Zoning Code, Municipal Code, General Plan, and any applicable Specific Plans or City regulations/standards.

Evidence: The proposed electronic sign is allowed in the Residential 5 (RD5) Zone upon issuance of a Limited Use Permit (LUP). The project is consistent with the General Plan, Municipal Code, and applicable provisions of the Zoning Code. The proposed sign does not exceed the size and height limitations of the Zoning Code and meets the required setback from the public right-of-way.

- B. **Finding:** The site is physically suited for the type, density, and intensity of the proposed use including access, utilities, and the absence of any physical constraints and can be conditioned to meet all related performance criteria and development standards.

Evidence: The project site is already developed with landscaping as well as the necessary utilities for the sign to be installed and function correctly. The new monument sign will also be required to be fitted with an appropriate light sensor and automatic brightness control to eliminate any excessive brightness during the night hours. The proposed sign meets all applicable size, height, setback, and illumination standards.

- C. **Finding:** Granting the permit would not be detrimental to the public interest, health, safety, convenience, or welfare, or materially injurious to persons, property, or improvements in the vicinity in which the project is located.

Evidence: The proposed project will create a new sign for the St. John Vianney Church and School that is compliant with all zoning code requirements. The sign will also provide the community with ongoing and updated information on upcoming events and helpful groups and meetings taking place at both the school and church. The sign will not be detrimental to the public health, safety, or welfare; nor will it be materially injurious to persons, property, or improvements within its vicinity.

PASSED AND ADOPTED by the City Council of the City of Rancho Cordova on this _____ day of _____, 2015 by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

Robert J. McGarvey, Mayor

ATTEST:

Mindy Cuppy, MMC, City Clerk

ST. JOHN VIANNEY
CATHOLIC CHURCH & SCHOOL

NEW D/F INTERNALLY ILLUMINATED MONUMENT SIGN
10497 COLOMA RD., RANCHO CORDOVA, CA

RECEIVED
FEB 24 2015
RANCHO CORDOVA
PLANNING

SHEET INDEX

CV - Cover Page
SP - Site Plan
Design Page S1
Design Page S2



YESCO

**SACRAMENTO
BRANCH**

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Catholic Church
& School

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RANCHO CORDOVA, CA
CITY:

NATHAN BUCHAKLIAN
ACCOUNT EXECUTIVE:

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TORK	07/07/14
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B Nolen	02/17/15

APPROVAL

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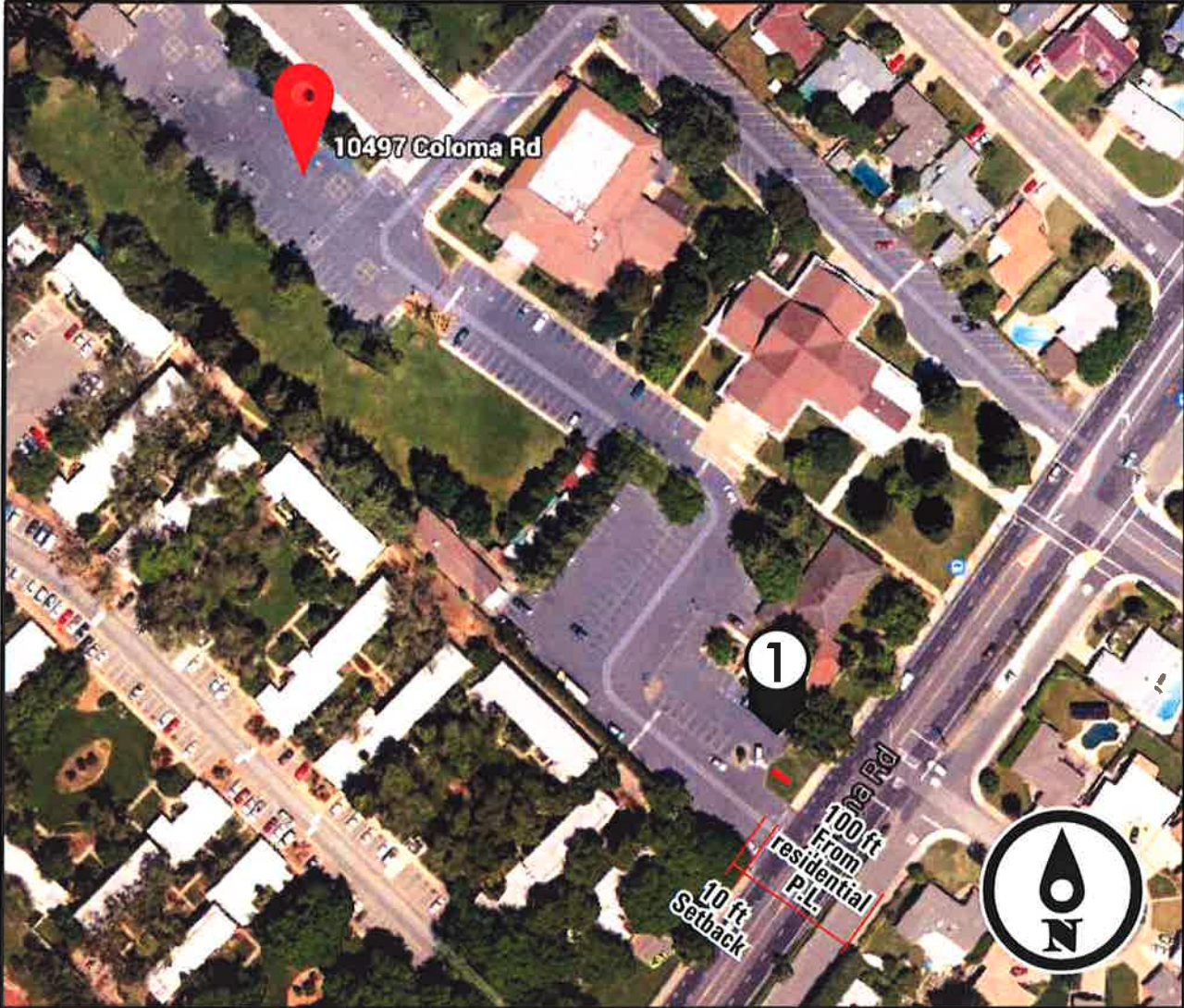
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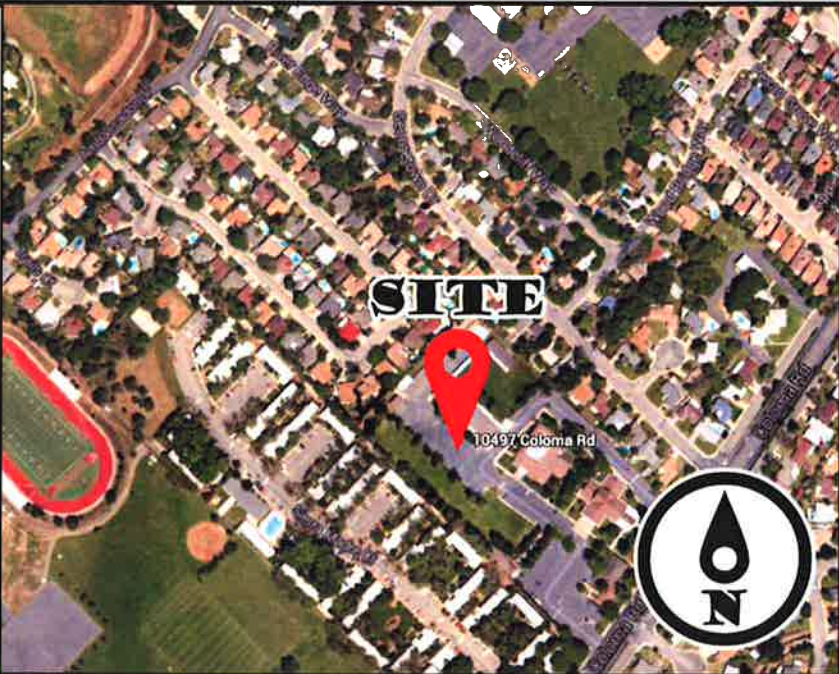
SHEET

CV1



AERIAL PHOTO

SCALE: 100 ft



VICINITY MAP

SCALE: 200 ft

SIGN	PROJECT	ELECT. LOAD	SQ FT.
①	NEW D/F INTERNALLY ILLUMINATED MONUMENT SIGN WITH 20MM LED DISPLAY	T.B.D.	76
TOTAL		T.B.D.	76

GENERAL NOTES
All work shall comply with 2010 Edition of CCR Title 24 which adopts and amends the 2009 IBC to 2010 California Building Code, 2009 UMC to 2010 California Mechanical Code, 2009 UPC to 2010 California Plumbing Code, 2008 NEC to 2010 California Electrical Code 2009 IFC to 2010 California Fire Code and the 2008 Title 24 Energy Efficiency Standards. CBC 1.8.3, LMMC 14.10.010.

GENERAL NOTES



SACRAMENTO
BRANCH

875 National Drive
Suite 107
Sacramento, Ca. 95834
(916) 419-8101

CA. CONTRACTOR LICENSE NO.
980698

Notice to the Customer

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Note: The colors depicted on this rendering may not match actual colors used on the finished display.
Please refer to the detail drawing for the approved color specifications.

Note: The cost of providing electrical wiring to the sign area, all required permits and all special inspections are not included in this sign proposal.

Note: The proportion of signs shown on building and landscape area photos is an approximate representation.

Note: This sign is intended to be installed in accordance with the requirements of Article 600 of the National Electrical Code and/or other applicable local codes. This includes proper grounding and bonding of the sign.

FIRM NAME / LOCATION ADDRESS

St. John Vianney
Catholic Church
& School

10497 COLOMA RD.
ADDRESS:

RANCHO CORDOVA, CA
CITY:

NATHAN BUCHAKLIAN
ACCOUNT EXECUTIVE:

DESIGNER	DATE
TORK	07/07/14
TORK	08/07/14
B Nolen	02/17/15

APPROVAL

CUSTOMER

DATE

LANDLORD

DATE

SALES

DATE

ESTIMATING

DATE

SURVEY

DATE

DESIGN NUMBER
569838 prod

ARCHIVE NUMBER

SHEET
SP1



SACRAMENTO
BRANCH

875 National Drive
Suite 107
Sacramento, Ca. 95834
(916) 419-8101

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Note: The colors depicted on this rendering
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approved color specifications.

Note: The cost of providing electrical wiring
to the sign area, all required permits and
all special inspections are not included in
this sign proposal.

Note: The proportion of signs shown on
building and landscape area photos is an
approximate representation.

Note: This sign is intended to be installed in
accordance with the requirements of Article 600
of the National Electrical Code and/or other
applicable local codes. This includes proper
grounding and bonding of the sign.

FIRM NAME / LOCATION ADDRESS:

St. John Vianney
Catholic Church
& School

10497 COLOMA RD.
ADDRESS:

RANCHO CORDOVA, CA
CITY:

NATHAN BUCHAKLIAN
ACCOUNT EXECUTIVE:

DESIGNER	DATE
TORK	07/07/14
TORK	08/07/14
B Nolen	02/17/15

APPROVAL

CUSTOMER DATE

LANDLORD DATE

SALES DATE

ESTIMATING DATE

SURVEY DATE

DESIGN NUMBER
569838 prod

ARCHIVE NUMBER

SHEET
S1

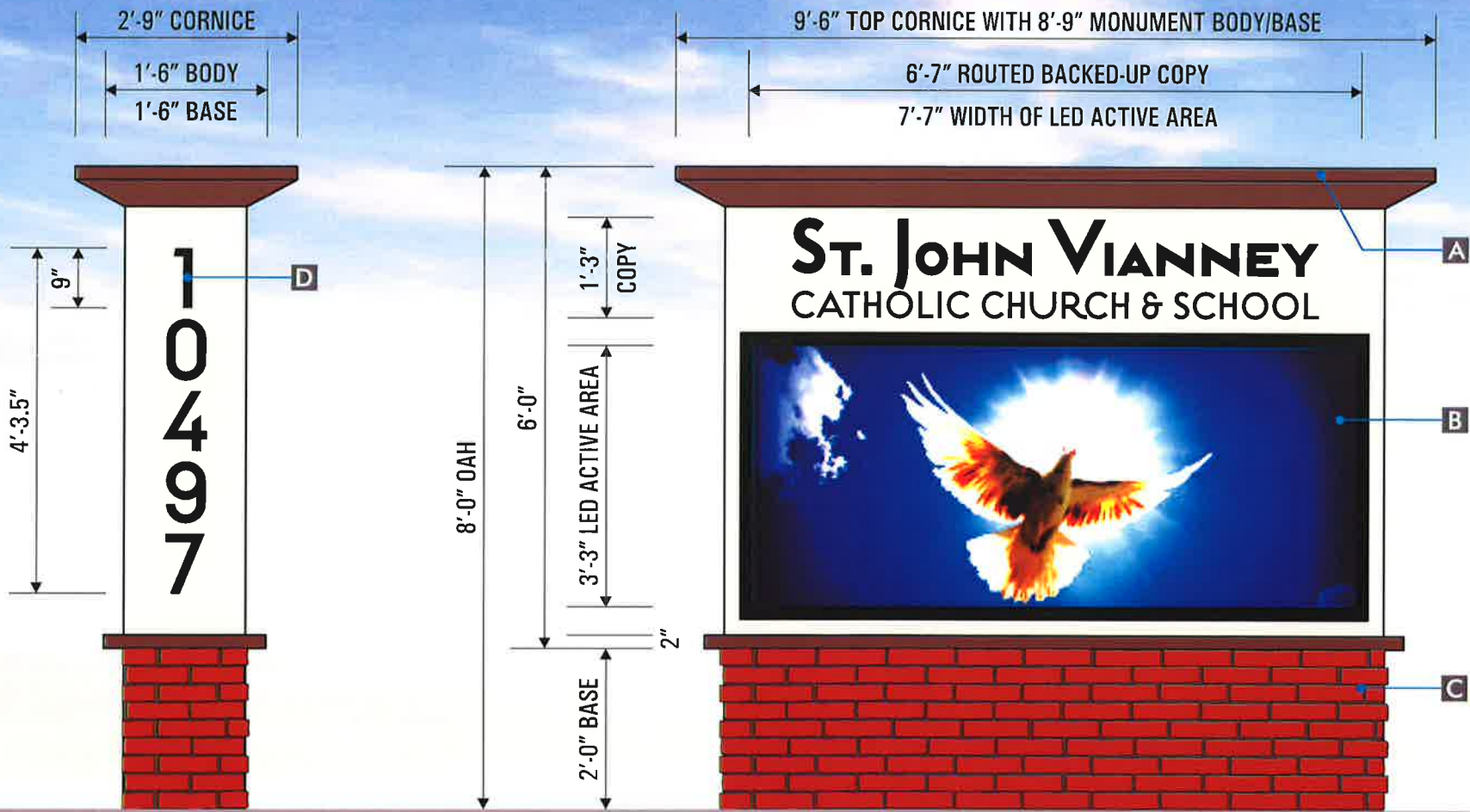
COLOR KEY

PAINT	PAINTED SW 6336 "NEARLY PEACH"
FINISH	MED. TEXTCOTE
PAINT	PAINTED SW 6083 "SABLE"
FINISH	SMOOTH

NOTE: UNLESS OTHERWISE NOTED, THE COLORS DEPICTED ON THIS RENDERING
MAY NOT MATCH ACTUAL COLORS ON FINISHED DISPLAY. PLEASE REFER TO
COLOR CALL OUTS AND THEIR APPROPRIATE VENDOR SPECIFIED SAMPLES
FOR APPROVED COLOR SPECIFICATIONS.

SIGN SPECS

A	MON. BODY	MATERIAL/COPY	ALUMINUM SKIN OVER STEEL FRAME CONSTRUCTION; ROUTED & BACKED-UP w/ WHITE PLEX & DAY/NIGHT VINYL COPY
		LIGHTING CORNICES	WHITE LED ILLUMINATION ALUMINUM
B	LED DISPLAY	SPECIFICATIONS	20MM 48 X 112 MATRIX FULL COLOR 3'-6.7" X 7'-10.25" CABINET 3'-3" X 7'-7" ACTIVE AREA
C	STONE BASE	MATERIAL	BRICK BASE & FOOTING PROVIDED BY CUSTOMER
D	ADDRESS	MATERIAL	ONE SET OF BLACK PAINTED .125 ALUM. FCO NUMERALS FLUSH-MOUNTED TO STREET SIDE OF SIGN BODY/CABINET



1 NEW D/F INTERNALLY ILLUMINATED MONUMENT SIGN W/ 20MM LED DISPLAY
QUANTITY: 1, MANUFACTURE & INSTALL

SCALE: 1/2" = 1'-0"
76 SQFT



AGENDA ITEM 14.3

Rendering



SACRAMENTO
BRANCH

875 National Drive
Suite 107
Sacramento, Ca. 95834
(916) 419-8101

CA. CONTRACTOR LICENSE NO.
980698

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written agreement with YESCO.

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Note: The colors depicted on this rendering
may not match actual colors used on the
finished display.
Please refer to the detail drawing for the
approved color specifications.
Note: The cost of providing electrical wiring
to the sign area, all required permits and
all special inspections are not included in
this sign proposal.
Note: The proportion of signs shown on
building and landscape area photos is an
approximate representation.
Note: This sign is intended to be installed in
accordance with the requirements of Article 500
of the National Electrical Code and/or other
applicable local codes. This includes proper
grounding and bonding of the sign.

FIRM NAME / LOCATION ADDRESS

St. John Vianney
Catholic Church
& School

10497 COLOMA RD.
ADDRESS:

RANCHO CORDOVA, CA
CITY:

NATHAN BUCHAKLIAN
ACCOUNT EXECUTIVE:

DESIGNER	DATE
TORK	07/07/14
TORK	08/07/14
B Nolen	02/17/15

APPROVAL

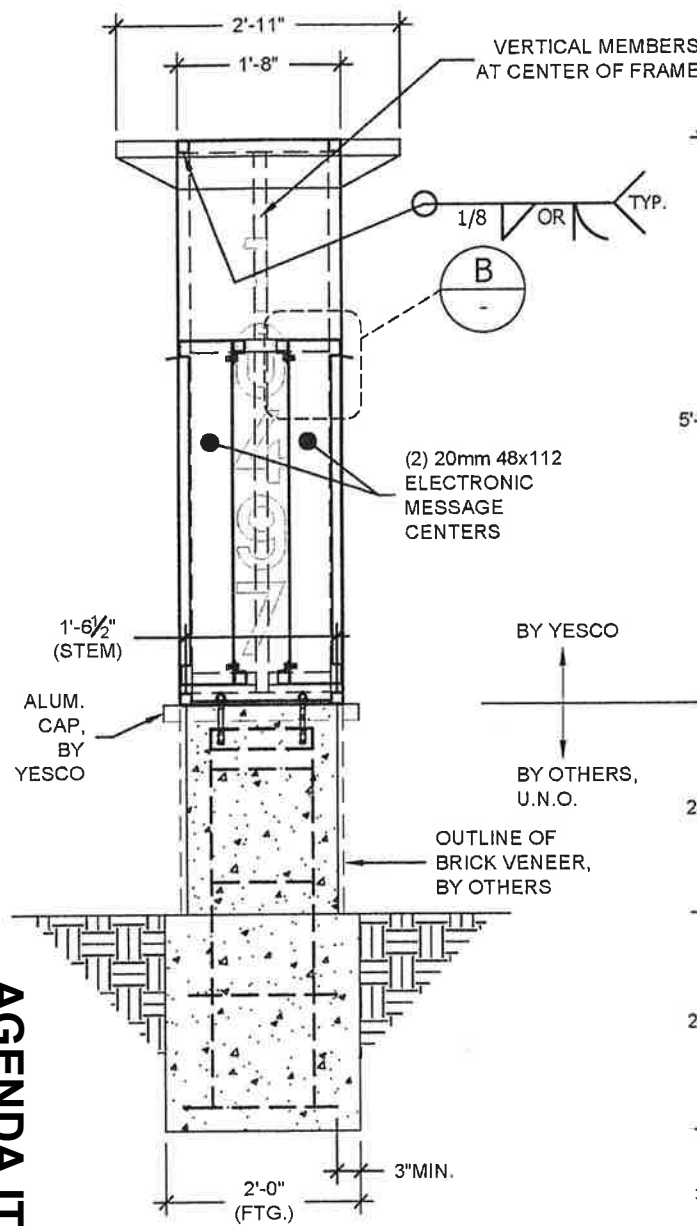
CUSTOMER	DATE
LANDLORD	DATE
SALES	DATE
ESTIMATING	DATE
SURVEY	DATE

DESIGN NUMBER
569838 prod

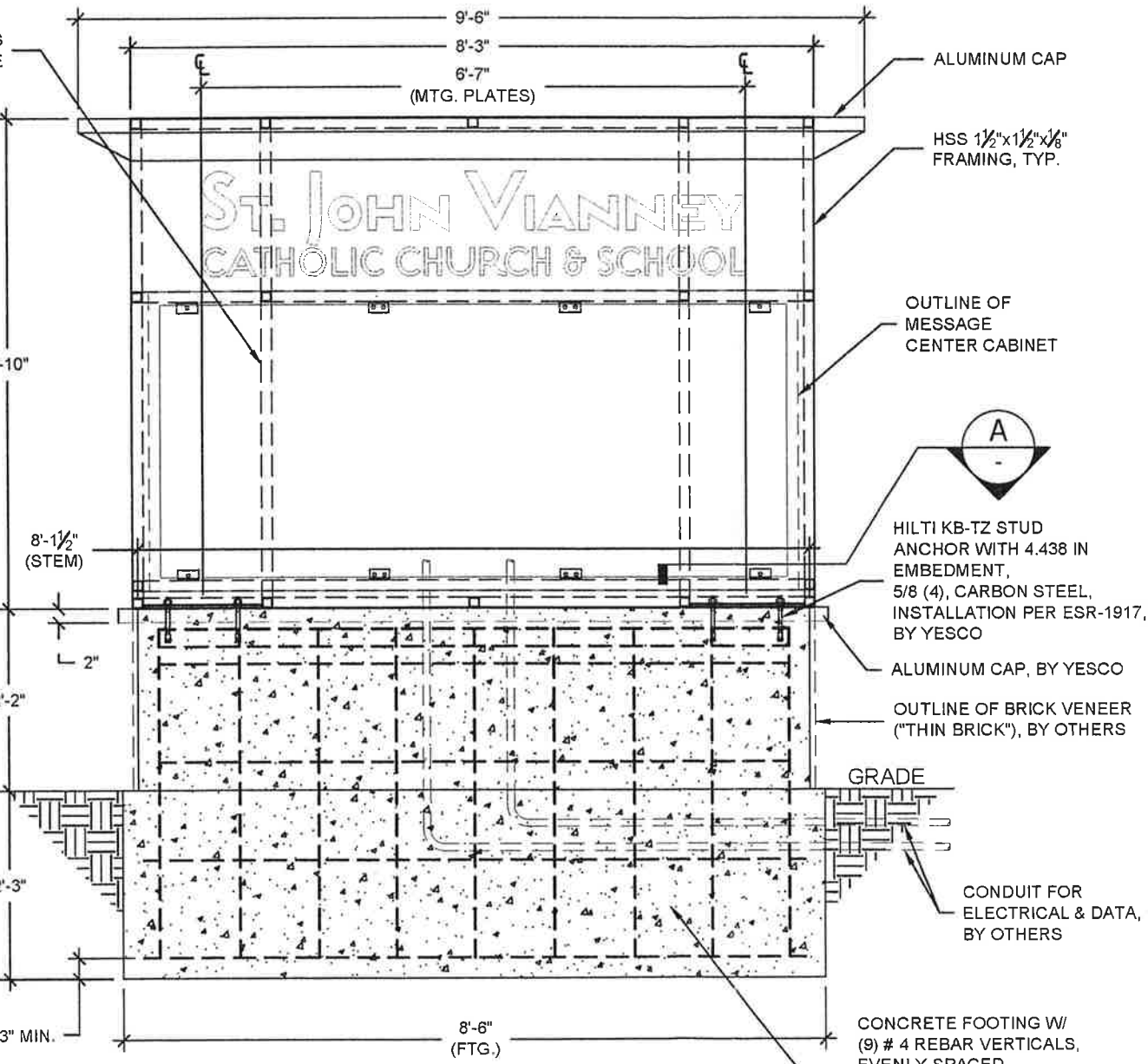
ARCHIVE NUMBER

SHEET
S2

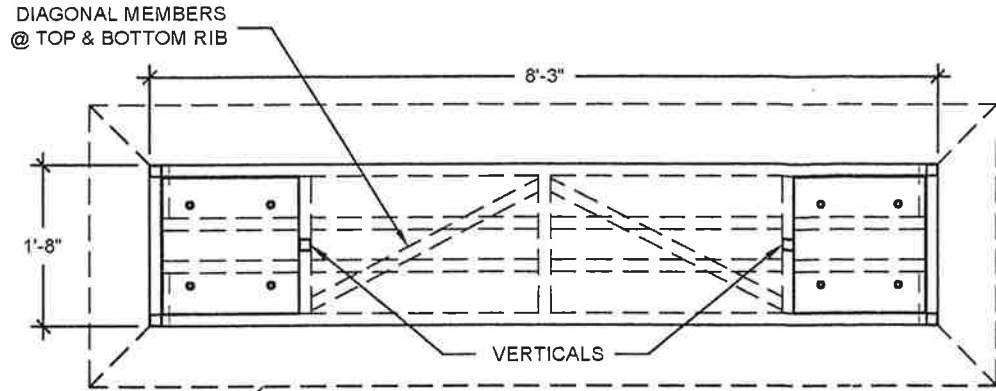
2 SIDE ELEVATION
SCALE: 1/2" = 1'-0"



1 FRONT ELEVATION
SCALE: 1/2" = 1'-0"



3 PLAN VIEW
SCALE: 1/2" = 1'-0"



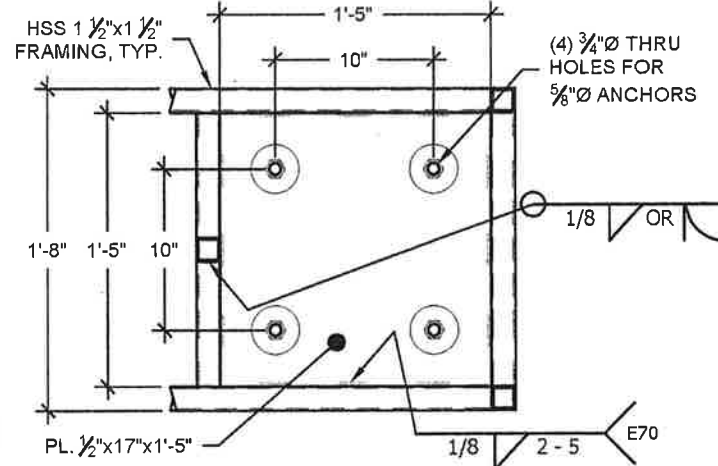
GENERAL STRUCTURAL NOTES

- DESIGN CRITERIA
1. BUILDING CODE: CBC 2013
 2. DEAD LOAD: SIGN CABINETS <= 15 PSF
FRONT ELEVATION AREA
 3. WIND LOAD: $V_{ult} = 100$ MPH (3 SECOND GUST), EXP. B
 4. SNOW LOAD: N/A
- STRUCTURAL STEEL
5. DESIGN AND FABRICATION ACCORDING TO AISC-ASD, 13TH EDITION
 6. STEEL TUBE (HSS): ASTM A500 GRADE B, $F_y = 46$ KSI
 7. ANGLE: ASTM A36, $F_y = 36$ KSI
 8. STEEL PLATE & ROD: ASTM A36
 9. REINFORCING STEEL: ASTM 615 GRADE 60

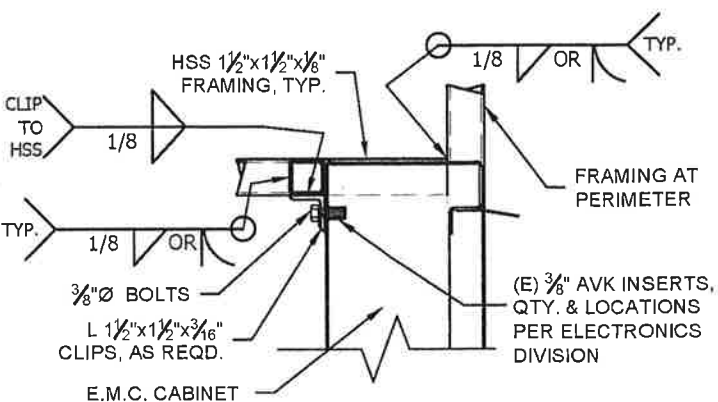
- WELDING
10. DESIGN AND FABRICATION ACCORDING TO AWS D1.1, CURRENT EDITION.
 11. E70XX ELECTRODES FOR SMAW PROCESS
 12. 3/16" MIN FILLET WELD UNLESS OTHERWISE NOTED

- FOUNDATION
13. CONCRETE COMPRESSIVE STRENGTH, $f'_c = 2500$ PSI AT 28 DAYS MIN.
 14. CONCRETE POURED AGAINST UNDISTURBED NATIVE SOILS
 15. MECHANICALLY VIBRATE ALL CONCRETE WHEN PLACED, REMOVE ALL DEBRIS FROM FORMS BEFORE PLACING CONCRETE.
 16. SOIL ALLOWABLE LATERAL BEARING CAPACITY = 180 PSF/FT

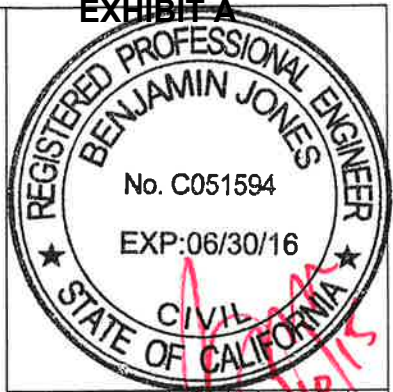
- OTHER NOTES
17. SEE ART DRAWINGS FOR SIGN FINISHES, COLORS, AND LIGHTING SPECIFICATIONS
 18. PROVIDE DIELECTRIC PROTECTION BETWEEN DISSIMILAR METALS, TYP.



A SECTION @ BASE PLATE
SCALE: 1" = 1'-0"



B E.M.C. ATTACH DETAIL
SCALE: 1-1/2" = 1'-0"



CORPORATE OFFICE
2401 FOOTHILL DRIVE
SALT LAKE CITY, UT 84109
801.464.4600 TELEPHONE
801.463.0998 FAX
WWW.YESCO.COM



JOB NAME ST. JOHN VIANNEY Catholic Church & School
LOCATION 10497 COLOMA RD. - RANCHO CORDOVA, CA
ORG. DATE 2-9-15 DRAWN BY Barney W. CHECKED BY

569838
DESIGN NUMBER
MONUMENT
DESCRIP
SHEETS 1c 796

EXHIBIT A-CONDITIONS OF APPROVAL

	<u>Category</u>	<u>Timing/ Implementation</u>	<u>Enforcement/ Monitoring</u>	<u>Verification</u> (date & Signature)
General Conditions				
The Applicant shall hold harmless the City, its Council Members, officers, agents, employees, and representatives from liability for any award, damages, costs and fees incurred by the City and/or awarded to any plaintiff in an action challenging the validity of this permit or any environmental or other documentation related to approval of this permit. Applicant further agrees to provide a defense for the City in any such action.	General	On-Going	Planning	
Any future alteration to the buildings, change in use, intensification of the site, or modification to the parking and landscaped area must be reviewed by the City to ensure compliance with all local, state, and federal regulations. Minor modifications that are found to be in substantial conformance with the approved plans such as colors, plant materials, or minor lot line adjustments, may be approved administratively. Major modifications shall be approved by the applicable decision making body.	General	On-Going	Planning	
Applicant/Developer shall not carry a negative account balance with the City for the processing of the project. If a negative account balance occurs, it will be the developer's responsibility to pay the balance due, in order to avoid delays in the processing of future permits or recordation of maps. Please email the Finance Department at billings@cityofranchocordova.org for the status of your account with the City.	General	On-Going	Planning/ Building /Public Works	
Applicant shall be responsible for all damage to City streets associated with construction of the project and shall repair any damage as soon as possible.	General	On-Going	Finance	
Should any formal complaints be submitted in regards to the impacts of this facility, the operation will be reevaluated by the Planning Department. This re-evaluation may involve an amendment to the approved plans or scope, additional	Construction	On-Going	Public Works	

EXHIBIT A-CONDITIONS OF APPROVAL

	<u>Category</u>	<u>Timing/ Implementation</u>	<u>Enforcement/ Monitoring</u>	<u>Verification</u> (date & Signature)
studies (noise, air quality, traffic), or the revocation of the permit.				
The Applicant shall comply with all adopted City of Rancho Cordova codes and regulation, including but not limited to the Rancho Cordova Municipal Code and Zoning Ordinance, Uniform building Code and Uniform Fire Code.	General	On-Going	Planning/Building/Public Works/ Fire	
The permit holder is hereby notified that failure to comply with any one of these conditions may result in the revocation of this permit, pursuant to the City of Rancho Cordova Zoning Code.	General	On-Going	Planning	
Illumination levels shall be regulated such that the illumination is appropriate to the time of day through the use of such means as light meters and programmed illumination regulation or LEDs that are designed to limit the spread of light. Dimmer controls that are automatically responsive to surrounding light levels are highly encouraged.	Construction	On-Going	Planning	
The applicant shall not utilize the LED Monument Sign for any off-site advertising. This sign shall only display information directly related to the church or the catholic school.	General	On-Going	Planning	
Messages and images shall be displayed for a minimum of 8 seconds before transitioning to the next consecutive message.	General	On-Going	Planning	



ATTACHMENT 4

056-0033-007
JOSEPH M & PATSY M RASPINO
2224 RIVER EDGE WAY
RANCHO CORDOVA CA 95670

056-0041-001
TIMOTHY O MORGERA
10425 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0041-002
SHARON L STRELOW FAMILY TRUST
10423 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0041-003
JEFFREY S & HOLLIS M RAY KENEY
10421 GEORGETOWN DR
GOLD RIVER CA 95670

056-0041-004
MACK K & MARGARET A GILPIN
10419 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0041-005
PERRY & SHONA MAYER
10417 GEORGETOWN DR
GOLD RIVER CA 95670

056-0041-006
MARY KELLEY TRUST
10415 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0041-007
VICTOR PEREZ
156 ANACAPA CIR
SAN LUIS OBISP CA 93405

056-0041-007
OCCUPANT
10413 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0041-008
BRIAN J & JANETTE M MCINTYRE
10411 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0041-009
JEROLYN KESTER
PO BOX 1028
RANCHO CORDOVA CA 95741

056-0041-009
OCCUPANT
10409 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0041-010
JOHN R & GERETHA F BROWN
10405 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0041-011
PATRICIA SCHESSER
10401 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0042-001,002
CALAY FAMILY TRUST
2200 WOOD CLIFF WAY
RANCHO CORDOVA CA 95670

056-0042-003
DAN & KATHLEEN KIMBERLING
2208 WOOD CLIFF WAY
RANCHO CORDOVA CA 95670

056-0042-004
JUDY NAYLOR
2212 WOOD CLIFF WAY
RANCHO CORDOVA CA 95670

056-0042-005
OCCUPANT
2216 WOOD CLIFF WAY
RANCHO CORDOVA CA 95670

056-0042-005/0052-016
MAURICE W & THELMA L HAYWARD
FAMILY TRUST
10312 WESTWOOD CT
RANCHO CORDOVA CA 95670

056-0042-006
JACK E & GLENDA C MORRIS
2220 WOOD CLIFF WAY
RANCHO CORDOVA CA 95670

056-0042-007
CRAIGE LLC
PO BOX 1229
OAKLAND CA 94604

056-0042-007
OCCUPANT
2224 WOOD CLIFF WAY
RANCHO CORDOVA CA 95670

056-0042-008
JAMES R & MARILYN J BURGESS
2228 WOOD CLIFF WAY
RANCHO CORDOVA CA 95670

056-0042-009
MEGHAN L HURLEY
10407 WOODBRIDGE WAY
RANCHO CORDOVA CA 95670

056-0042-010
LAURAINÉ R BAJORIN REVOCABLE LIVING
TRUST
10401 WOODBRIDGE WAY
RANCHO CORDOVA CA 95670

056-0042-011
CONYERS FAMILY TRUST
10410 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0042-012
INTERPRISES INCORPORATED SVS
318 CANYON FALLS DR
FOLSOM CA 95630

056-0042-012
OCCUPANT
10412 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0042-013
VASYL OVSIYENKO
10414 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0042-014
JIM VAN ECK REVOCABLE TRUST 2007
10416 GEORGETOWN DR
RANCHO CORDOVA CA 95670

ATTACHMENT 4

056-0042-015
TINBLE LLC
1999 HARRISON ST
OAKLAND CA 94612

056-0042-015
OCCUPANT
10418 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0042-016
OLIVIA L ALLEN
10420 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0042-017
KAY M MATTAROLO
10422 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0043-002
JAMES GELEIN
10417 WOOD BRIDGE WAY
RANCHO CORDOVA CA 95670

056-0043-003
DOMINI CHRISTIANSEN
6113 RICH HILL DR
ORANGEVALE CA 95662

056-0043-006/2320-007,009
FOLSOM CORDOVA UNIFIED SCHOOL
DISTRICT
1965 BIRKMONT DR
RANCHO CORDOVA CA 95742

056-0043-007
AEROJET GENERAL CORPORATION
PO BOX 1209
FOLSOM CA 95763

056-0051-001
KIM D WALKER
11395 HUNTINGTON VLG LN
GOLD RIVER CA 95670

056-0051-001
OCCUPANT
10331 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0051-002
BONNIE M JONES
10327 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0051-003
FORREST FAMILY REVOCABLE 2010 TRUST
10323 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0051-004
PENETHA NEOMA STROTHERS LIVING
TRUST
10319 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0051-005
MICHAEL J GRADY
10315 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0051-006
ROBERT C PULEO REVOCABLE TRUST
10311 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0051-007
LUCAS TRAMONTANAS
10307 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0051-008
LORRIN A & DIANA M BURDICK
10303 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0051-009
ENRIQUE V ALBERT
10301 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0052-001
MICHELLE SCOTT-KIRBY
10400 WOODBRIDGE WAY
RANCHO CORDOVA CA 95670

056-0052-002
STERLING H & CARLENE S DRAKE
10404 WOOD BRIDGE WAY
RANCHO CORDOVA CA 95670

056-0052-003
FRANCES F GRAY TRUST AGREEMENT
10408 WOODBRIDGE WAY
RANCHO CORDOVA CA 95670

056-0052-004
JAMES AUSTIN
10412 WOOD BRIDGE WAY
RANCHO CORDOVA CA 95670

056-0052-005
REBECCA G KAMRAR
10416 WOOD BRIDGE WAY
RANCHO CORDOVA CA 95670

056-0052-009
AMERICAN BAPTIST CONV OF N CALIF
10527 COLOMA RD
RANCHO CORDOVA CA 95670

056-0052-010
LOUISE MARY GOMEZ REVOCABLE TRUST
10515 COLOMA RD
RANCHO CORDOVA CA 95670

056-0052-011
KINGSTON & CONNIE HAFlich
10513 COLOMA RD
RANCHO CORDOVA CA 95670

056-0052-012
DENA E A & RICHARD A DERBY
10509 COLOMA RD
RANCHO CORDOVA CA 95670

056-0052-013
DONNA S GREEN
10304 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0052-014
MASIAS LIVING TRUST
10308 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0052-015
HARUE RYAN FAMILY TRUST
10310 GEORGETOWN DR
RANCHO CORDOVA CA 95670

ATTACHMENT 4

056-0052-017
IRMA KURTZ
10314 W WOOD CT
RANCHO CORDOVA CA 95670

056-0052-018
RICHARDSON JAMES W
10316 W WOOD CT
RANCHO CORDOVA CA 95670

056-0052-019
KEREKES FAMILY TRUST
10318 W WOOD CT
RANCHO CORDOVA CA 95670

056-0052-020
RICHARD J & YVONNE N BONACCI
9292 KATENA LN
WILTON CA 95693

056-0052-021
RENEE E ONEIL
5351 DIVOT CIR
FAIR OAKS CA 95628

056-0052-021
OCCUPANT
10322 GEORGETOWN DR
RANCHO CORDOVA CA 95670

056-0230-019,020
DIOCESE OF SAC EDUC & WELF CORP
10497 COLOMA RD
RANCHO CORDOVA CA 95670

056-0230-021
ROMAN CATHOLIC BISHOP OF SACTO
10497 COLOMA RD
RANCHO CORDOVA CA 95670

056-0230-022
MEADOWS CORDOVA
1006 4TH ST #701
SACRAMENTO CA 95814

056-0230-022
OCCUPANT
2335 SIERRA MADRE CT # A
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2335 SIERRA MADRE CT # B
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2335 SIERRA MADRE CT # C
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2335 SIERRA MADRE CT # D
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2333 SIERRA MADRE CT # A
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2333 SIERRA MADRE CT # B
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2333 SIERRA MADRE CT # C
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2333 SIERRA MADRE CT # D
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2333 SIERRA MADRE CT # E
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2333 SIERRA MADRE CT # F
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2331 SIERRA MADRE CT # A
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2331 SIERRA MADRE CT # B
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2331 SIERRA MADRE CT # C
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2331 SIERRA MADRE CT # D
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2331 SIERRA MADRE CT # E
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2331 SIERRA MADRE CT # F
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2331 SIERRA MADRE CT # G
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2331 SIERRA MADRE CT # H
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2329 SIERRA MADRE CT # A
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2329 SIERRA MADRE CT # B
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2329 SIERRA MADRE CT # C
RANCHO CORDOVA CA 95670

ATTACHMENT 4

056-0230-022
OCCUPANT
2329 SIERRA MADRE CT # D
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2329 SIERRA MADRE CT # E
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2329 SIERRA MADRE CT # F
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2327 SIERRA MADRE CT # A
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2327 SIERRA MADRE CT # B
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2327 SIERRA MADRE CT # C
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2327 SIERRA MADRE CT # D
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2325 SIERRA MADRE CT # A
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2325 SIERRA MADRE CT # B
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2325 SIERRA MADRE CT # C
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2325 SIERRA MADRE CT # D
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2325 SIERRA MADRE CT # E
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2325 SIERRA MADRE CT # F
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2325 SIERRA MADRE CT # G
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056-0230-022
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2325 SIERRA MADRE CT # H
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056-0230-022
OCCUPANT
2323 SIERRA MADRE CT # A
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056-0230-022
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2323 SIERRA MADRE CT # B
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056-0230-022
OCCUPANT
2323 SIERRA MADRE CT # C
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056-0230-022
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056-0230-022
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2321 SIERRA MADRE CT # A
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056-0230-022
OCCUPANT
2321 SIERRA MADRE CT # C
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056-0230-022
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2321 SIERRA MADRE CT # D
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056-0230-022
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2321 SIERRA MADRE CT # E
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056-0230-022
OCCUPANT
2319 SIERRA MADRE CT # C
RANCHO CORDOVA CA 95670

ATTACHMENT 4

056-0230-022
OCCUPANT
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056-0230-022
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2315 SIERRA MADRE CT # A
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056-0230-022
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2313 SIERRA MADRE CT # A
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056-0230-022
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2313 SIERRA MADRE CT # F
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2313 SIERRA MADRE CT # G
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2313 SIERRA MADRE CT # H
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2311 SIERRA MADRE CT # B
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056-0230-022
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2311 SIERRA MADRE CT # C
RANCHO CORDOVA CA 95670

056-0230-022
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2311 SIERRA MADRE CT # D
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2311 SIERRA MADRE CT # E
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056-0230-022
OCCUPANT
2311 SIERRA MADRE CT # F
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2311 SIERRA MADRE CT # G
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2311 SIERRA MADRE CT # H
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2309 SIERRA MADRE CT # A
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2309 SIERRA MADRE CT # B
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2309 SIERRA MADRE CT # C
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2309 SIERRA MADRE CT # D
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2309 SIERRA MADRE CT # E
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056-0230-022
OCCUPANT
2309 SIERRA MADRE CT # F
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2309 SIERRA MADRE CT # G
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2309 SIERRA MADRE CT # H
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2307 SIERRA MADRE CT # A
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2307 SIERRA MADRE CT # B
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2307 SIERRA MADRE CT # C
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056-0230-022
OCCUPANT
2307 SIERRA MADRE CT # D
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056-0230-022
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OCCUPANT
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OCCUPANT
2307 SIERRA MADRE CT # G
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056-0230-022
OCCUPANT
2307 SIERRA MADRE CT # H
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2305 SIERRA MADRE CT # A
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2305 SIERRA MADRE CT # B
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2305 SIERRA MADRE CT # C
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2305 SIERRA MADRE CT # D
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2303 SIERRA MADRE CT # A
RANCHO CORDOVA CA 95670

056-0230-022
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2303 SIERRA MADRE CT # B
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056-0230-022
OCCUPANT
2303 SIERRA MADRE CT # C
RANCHO CORDOVA CA 95670

ATTACHMENT 4

056-0230-022
OCCUPANT
2303 SIERRA MADRE CT # D
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2301 SIERRA MADRE CT # A
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056-0230-022
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2301 SIERRA MADRE CT # B
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056-0230-022
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2306 SIERRA MADRE CT # A
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2306 SIERRA MADRE CT # B
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OCCUPANT
2306 SIERRA MADRE CT # C
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056-0230-022
OCCUPANT
2306 SIERRA MADRE CT # D
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056-0230-022
OCCUPANT
2308 SIERRA MADRE CT # A
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056-0230-022
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2312 SIERRA MADRE CT
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OCCUPANT
2314 SIERRA MADRE CT # A
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2328 SIERRA MADRE CT # A
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ATTACHMENT 4

056-0230-022
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056-0230-022
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2328 SIERRA MADRE CT # F
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2334 SIERRA MADRE CT # A
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056-0230-022
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056-0230-022
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2334 SIERRA MADRE CT # C
RANCHO CORDOVA CA 95670

056-0230-022
OCCUPANT
2334 SIERRA MADRE CT # D
RANCHO CORDOVA CA 95670

056-0270-007
MARILYN SUE MELLOW REVOCABLE
TRUST
2216 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-008
MICHAEL D & GINA M MC BRIDE
2218 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-009
PEDRO & ESTHER CAREAGA
2220 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-010
WAYNE B FLUKE
2222 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-011
CHRISTINE W & JOHN W TYLER
2224 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-012
DAVID A & CHRISTINE M WHAM
2228 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-013
CONRADE C MAYER
2236 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-014
CHRISTOPHER CHAVEZ
2240 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-015
THERESA C MCGARRY
2248 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-016
SUZANNE E HAWLEY
2250 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-017
TROY K & CHERYL L STCHARLES
2252 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-018
BARBARA & ELVI A REALI
2254 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-019
SCOTT D & LUCY E NORTON
2256 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-038
GORDON R & EIKO POY REVOCABLE
TRUST
1211 ESTATES DR
FAIRFIELD CA 94533

056-0270-038
OCCUPANT
2217 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-039
DARYL B & CHRISTINE A PIERMAN
4890 SPYGLASS DR
IONE CA 95640

056-0270-039
OCCUPANT
2219 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-040
DAVID W & DIANA M SPARROW
2221 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-041
NIKITA & OLGA OUSHAKOFF
2223 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-042
JOHN R & CONNIE J GUSTAFSON
REVOCABLE TRUST
2225 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-043
STANLEY G TUCKER
2227 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-044
MACHELLE M MARTIN REVOCABLE TRUST
4631 LEI ST
FAIR OAKS CA 95628

056-0270-044
OCCUPANT
2229 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-045
CHARLES & AMY CARRASCO
2231 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-046
RICHARD & CAROL BUCKNER
2233 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-047
BRUCE & CAROL KENNEDY FAMILY TRUST
2235 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-048
CLAIRE EILEEN BARR-SMITH
2237 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-049
MAVIS K FRIDAY REVOCABLE TRUST 2002
1633 38TH ST
SACRAMENTO CA 95816

056-0270-049
OCCUPANT
2239 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-050
DANIEL & PATRICIA STEPHENS 2012
PO BOX 135
PENNGROVE CA 94951

056-0270-050
OCCUPANT
2241 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-051
GEGAM & SHUSHAN AYVAZIAN
2243 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-052
W & MEGANNE E ZBIERSKI REVOCABLE
FRANK
2245 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-053
SANFORD W & ELAINE W TRIPHAN
2247 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-054
HONEYCUTT FAMILY TRUST
2249 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-055
THOMAS O & JOYCE C SHERMAN
1100 CREEK RIDGE CT
ROSEVILLE CA 95747

056-0270-055
OCCUPANT
2251 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-056
KEVIN Z LU
4250 NARRAGANSET WAY
MATHER CA 95655

056-0270-056
OCCUPANT
2253 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-057
MATTHEW J & KERRI L NELSON
2255 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

056-0270-058
HAROLD D MITCHELL
PO BOX 181
RANCHO CORDOVA CA 95741

056-0270-058
OCCUPANT
2257 RIVER TRAILS CIR
RANCHO CORDOVA CA 95670

057-0030-002
CH SELF REALIZATION ANANDA
10450 COLOMA RD
RANCHO CORDOVA CA 95670

057-0030-003
DAKSHINA LLC
10448 ANANDA LN
RANCHO CORDOVA CA 95670

057-0030-004
THOMAS & MICHELE MOUSER FAMILY
TRUST
10462 NEIRETTO CT
RANCHO CORDOVA CA 95670

057-0030-005
LARRY RAYMOND & JONIANNE
JEANNETTE
10464 NEIRETTO CT
RANCHO CORDOVA CA 95670

057-0030-006
EDWARD ENG
10466 NEIRETTO CT
RANCHO CORDOVA CA 95670

057-0030-007
SELENA T PATOLO
10468 NEIRETTO CT
RANCHO CORDOVA CA 95670

ATTACHMENT 4

057-0041-029
OCCUPANT
10512 COLOMA RD
RANCHO CORDOVA CA 95670

057-0041-030
CHRISTINA M & CARLTON BURLEW
10510 COLOMA RD
RANCHO CORDOVA CA 95670

057-0041-031
ROBISON FAMILY TRUST
10508 COLOMA RD
RANCHO CORDOVA CA 95670

057-0041-032
JASON & SARAH HALLFORD
10506 COLOMA RD
RANCHO CORDOVA CA 95670

057-0042-001
WILLIE J & JUANITA G JOHNSON
10600 CHARDONAY DR
RANCHO CORDOVA CA 95670

057-0071-009
GUADALUPE & RAMONA C ALVISO
10543 DOLECETTO DR
RANCHO CORDOVA CA 95670

057-0071-010
RYAN SPROULL
10547 DOLECETTO DR
RANCHO CORDOVA CA 95670

057-0071-011
LARRY & JANICE TORNATORE LIVING
TRUST
10551 DOLECETTO DR
RANCHO CORDOVA CA 95670

057-0071-012
DOYE P & MARION J WILSON
10555 DOLECETTO DR
RANCHO CORDOVA CA 95670

057-0071-013
CHRIS A DEKALB
10561 DOLECETTO DR
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**St. John Vianney Church
Electronic Monument Sign
Project No. DD8565
Rancho Cordova City Council
Nicholas Sosa, Project Planner
May 4, 2015**

Project Request

- Requesting a Limited Use Permit for an electronic monument sign to be constructed at 10497 Coloma Road.
- Sign structure will be 8 feet tall and approximately 9.5 feet wide
- Contains a 24.6 square foot LED screen

Administrative Approval

- This project was originally approved by the Community Development Director on March 26, 2015 per section 23.125.030.
- On April 6, 2015 staff received a request for council call up due to general neighborhood concerns.

Site Location



Site Plan



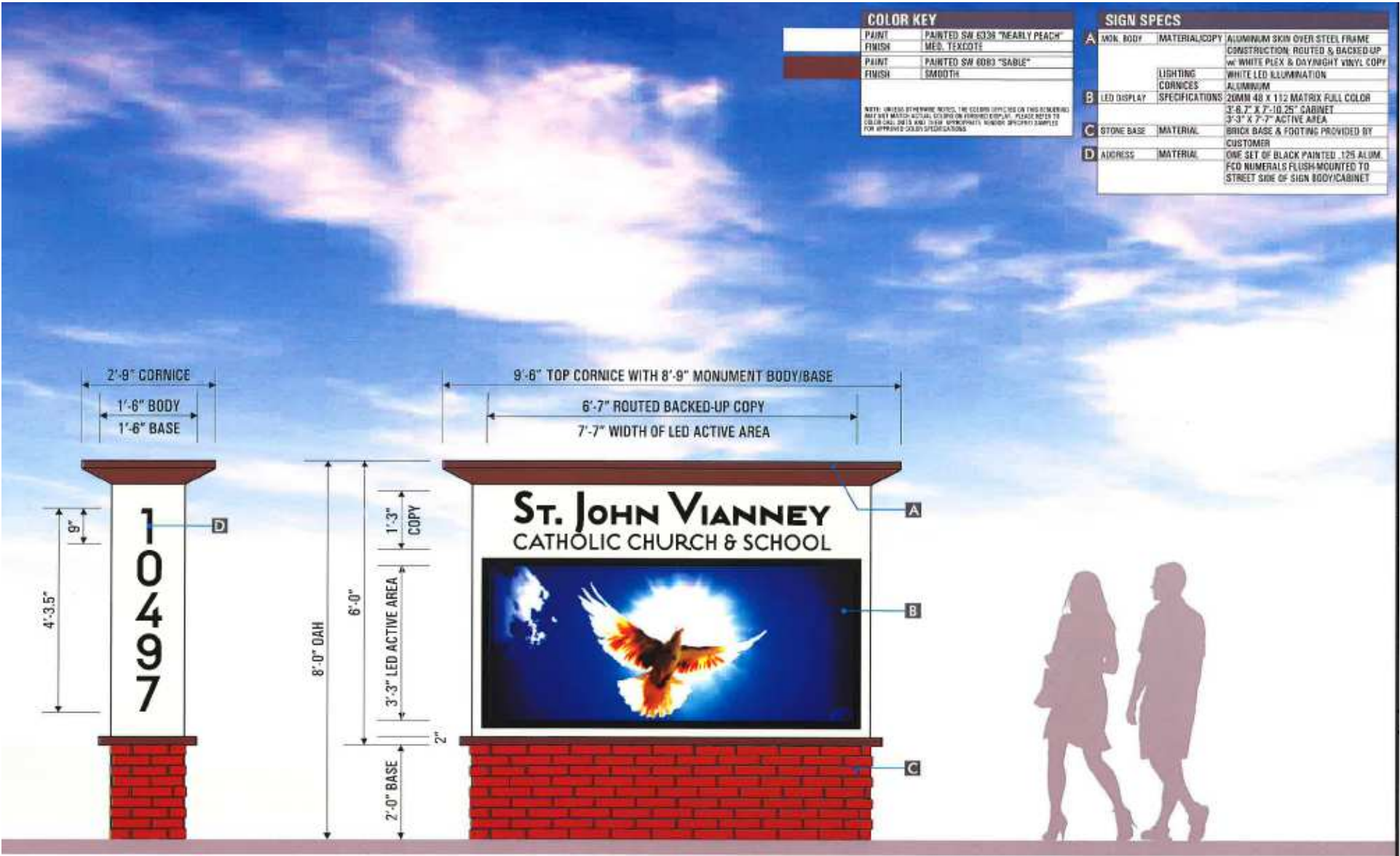
Monument sign will be 10 feet from the property line and 100 feet from neighboring residential parcels.

Existing Site



- The existing legal non-conforming signage will be removed and replaced with the electronic monument sign.

Exterior Elevations



Proposed Renovations

- The sign is measured at 8 feet tall and approximately 9.5 feet wide
- Meets all required height, signage, and setbacks for electronic monument signs
- Will contain automatic illumination regulation system to regulate light based on time of day.
- Message transition time will be limited to a minimum of 8 seconds per image.

Environmental Review

- This project is Categorically Exempt under Section 15311, (Accessory Structures), of the California Environmental Quality Act (CEQA) Guidelines.

Recommended Motions

- “I move that City Council determine the project Categorically Exempt under Section 15311, Accessory Structures, of the California Environmental Quality Act (CEQA) Guidelines and approve the Limited Use Permit for St. John Vianney Church, Project No. DD8565. Subject to the Design package (Exhibit A), Conditions of Approval (Exhibit B), and Findings contained in the Resolution.”

Questions?