Appendix G

Trip Generation and VMT Screening Memorandum

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TRANSPORTATION TECHNICAL MEMORANDUM

To:	Seamus Laffey, Senior Planner, City of West Sacramento
From:	Sabita Tewani, AICP, PTP, Dudek
Subject:	Trip Generation and Vehicle Miles Travel (VMT) Screening for the City of Dharma Realm Project
Date:	July 16, 2024, Revised June 18, 2025
cc:	Angelica Chiu, Dudek Christine Kronenberg, Dudek Dennis Pascua, Dudek
Attachments	Figure 1 – Project Location Figure 2 – Off Site Parking Lots Attachment A – Site Plan Attachment B – Transportation Management Plan, prepared by Kimley Horn, June 4, 2024, Updated June 16, 2025,

The following technical memorandum provides a trip generation and vehicle miles traveled (VMT) screening analysis for the proposed City of Dharma Realm Project (CDR or Proposed Project), located at 1029 West Capitol Avenue in the City of West Sacramento (City). The City has adopted VMT metric and significance criteria for transportation impact analyses for California Environmental Quality Act (CEQA) compliance; however, the City has not adopted its own transportation or VMT guidelines. Therefore, the VMT screening analysis in this memorandum has been prepared consistent with the Governor's Office of Planning and Research (OPR) Technical Advisory on Evaluating Transportation Impacts under CEQA (December 2018).

1.0 Project Description and Location

The City of Dharma Realm is the site of the Proposed Project, located at 1029 West Capitol Avenue, West Sacramento, California. Regional access to the Project site is provided by Business 80/US 50, Tower Bridge Gateway and Jefferson Boulevard. The Tower Bridge is approximately 0.5 miles east of the Project site via Tower Bridge Gateway, which connects the City of West Sacramento to the City of Sacramento to the east and provides access to Business 80/US 50. The existing roadways of West Capitol Avenue to the north, Merkley Avenue/El Rancho Court to the west, and Grand Street to the east of the Project site provide local access to the Project. Figure 1 illustrates the Project Location.

The Proposed Project includes partial demolition of two buildings and total demolition of a courtyard and associated courtyard features to construct a new three (3)-story, 99,414 square foot (SF) and approximately ninety (90)-foot-tall Temple Building with a 19,620 SF Pedestrian Bridge (Sky Bridge), for a total combined area of 119,034 SF. Attachment A illustrates the Project's site plan.

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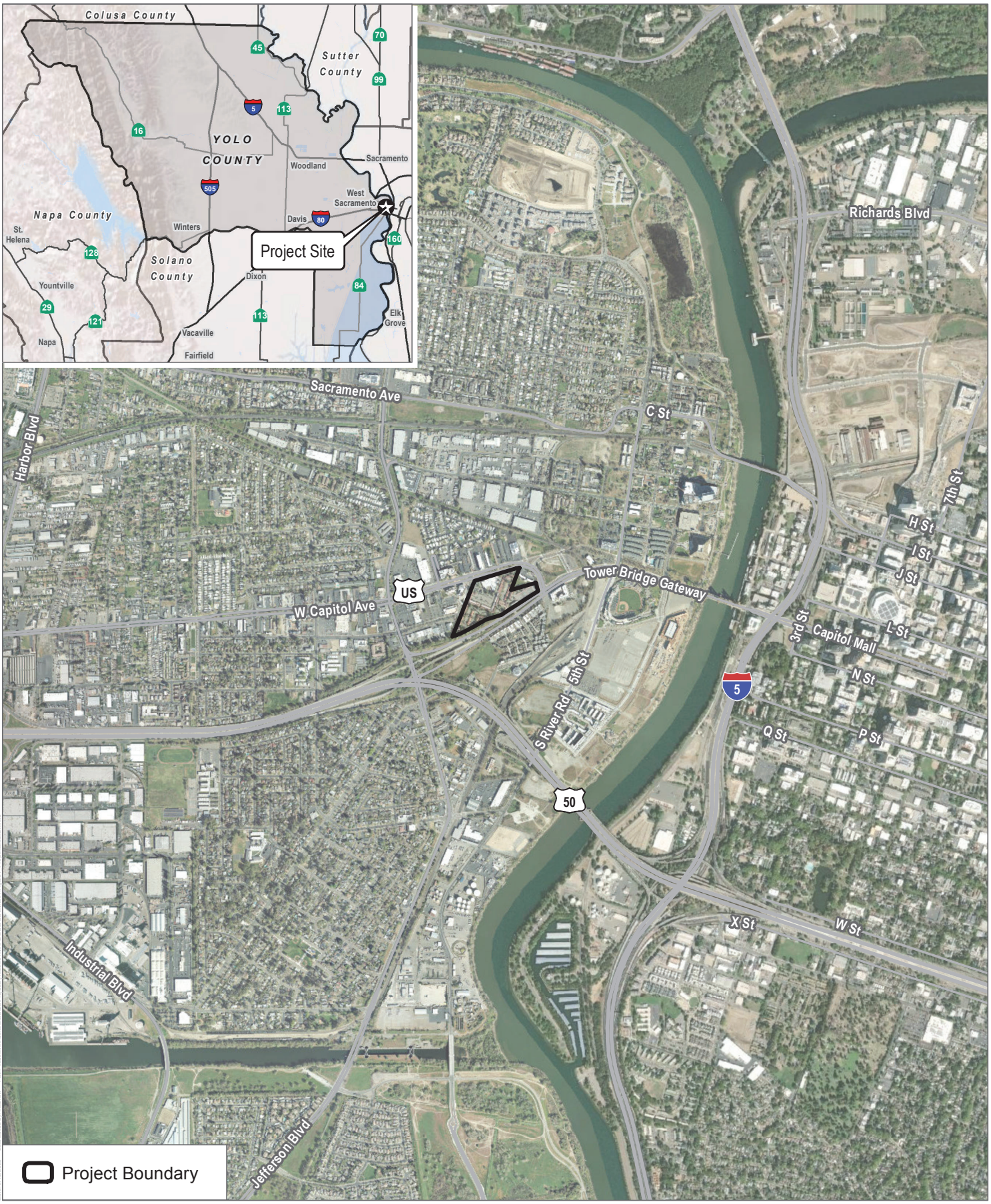

SOURCE: ESRI World Imagrey

DUDEK

0 1,000 2,000 Feet

FIGURE 1

Project Location

City of Dharma Realm Project

The Project site's existing pedestrian and internal vehicular circulation system would be modified and expanded to provide additional connections between the Project site and the adjacent public streets. Fire equipment and vehicles, passenger buses, and passenger vehicles would access the project Site through four access driveways:

- Merkley Avenue/Project Driveway (north)
- El Rancho Court/Project Driveway (south)
- Project Driveway (west)/West Capitol Avenue
- Project Driveway (east)/West Capitol Avenue

The existing main entrance to the Dharma Realm campus off Merkley Avenue would be updated to meet the City's design standards, including compliance with the fire code, and serve as an access point for the fire department. The Project proposes an additional gated entry south of the existing Merkley Avenue entrance, along El Rancho Court, which would serve as the primary entrance and bus drop-off and pick-up during special events. The two new access points located on West Capitol Avenue include a gated driveway (ingress only) and, farther east, a gated entry used for bus parking. Additionally, two new bus drop-offs that double as fire department turnarounds would be added to the southwestern portion of the Project site. The Proposed Project would require off-site improvements to widen El Rancho Court along the Project site frontage with new paving, curb and sidewalk.

The Project site is designated as Central Business District (CBD) in the City's 2035 General Plan (adopted November 2016) and it is zoned Central Business District (CBD). The zoning code states that the CBD zoning allows for civic uses such as public libraries, restaurants, retail, service, professional offices, multi-family residential, and similar and compatible uses, including cultural institutions and community assembly and religious uses.

2.0 Vehicle Miles Traveled

Pursuant to Senate Bill 743 (SB 743), the focus of a transportation analysis required under CEQA changed from an evaluation of a project's level of service (LOS) or vehicle delay to VMT. The related updates to the CEQA Guidelines required under SB 743 were approved on December 28, 2018. This methodology was required to be used statewide beginning July 1, 2020. Many agencies use "screening thresholds" to quickly identify when a project would be expected to cause a less-than-significant impact without conducting a detailed study (CEQA Guidelines §§ 15063 (c)(3)(C), 15128, and Appendix G). As discussed below, the OPR's Technical Advisory suggests that lead agencies may screen out VMT impacts using project size, maps, and transit availability. Because the City has not adopted its own VMT guidelines, the analysis in this memorandum has been prepared consistent with the OPR Technical Advisory.

Per OPR's Technical Advisory, the following criteria may be used to screen land use projects from conducting a detailed VMT assessment and would constitute a less-than-significant impact related to VMT for CEQA purposes:

- **Screening Thresholds for Small Projects:** Projects that generate or attract fewer than 110 trips per day[1] generally may be assumed to cause a less-than-significant transportation impact.

[1] Technical Advisory, p. 12: CEQA provides a categorical exemption for existing facilities, including additions to existing structures of up to 10,000 square feet, so long as the project is in an area where public infrastructure is available to allow for maximum planned development and the project is not in an environmentally sensitive area. (CEQA Guidelines, § 15301, subd. (e)(2).) Typical project types for which trip generation increases relatively linearly with building footprint (i.e., general office building, single tenant office building, office park, and business park) generate or attract an additional 110-124 trips per 10,000 square feet. Therefore,

- **Map-Based Screening for Residential and Office Projects:** Projects located in areas designated by VMT data maps as low VMT areas can be screened out as they would likely result in similarly low levels of VMT.
- **Presumption of Less Than Significant Impact Near Transit Stations:** Projects proposed within ½ mile of an existing major transit stop or an existing stop[2] along a high-quality transit corridor[3] will have less-than-significant impact on VMT. This presumption would not apply if project-specific information[4] indicates that the project will generate significant levels of VMT.
- **Presumption of Less Than Significant Impact for Affordable Residential Development:** Projects that include a high percentage of affordable housing near job centers are expected to have a less-than-significant impact on VMT.

Per OPR's Technical Advisory, there are numeric thresholds for evaluating the significance of transportation impacts for residential, office and retail projects. A project exceeding a level of 15% below existing VMT per capita or employee may indicate a significant transportation impact. Existing VMT per capita or employee may be measured as regional VMT per capita/employee or as city VMT per capita/employee. A net increase in total VMT may indicate a significant transportation impact for regional retail projects. For land use projects, residential, office, and retail projects tend to have the greatest influence on VMT. For that reason, OPR recommends the quantified thresholds for purposes of analysis and mitigation. Using more location-specific information, or developing more specific thresholds, for other land use types is recommended. Additionally, Section 15125, subdivision (d), of the CEQA Guidelines provides that lead agencies should analyze impacts resulting from inconsistencies with regional plans, including regional transportation plans.

2.0 Project Trip Generation and VMT Screening Analysis

This section provides a summary of the Project's trip generation estimates under existing and proposed conditions using the operational data for employees, visitors and events provided by the applicant. The Institute of Transportation Engineer's (ITE) Trip Generation Manual was not used to estimate the trip generation for the Proposed Project due to the unique features of this type of religious use and occasional special events which would occur as part of the Project. The Project's trip generation potential and unique land use type has been used to screen the existing uses and the Proposed Project from conducting a detailed VMT analysis. Additionally, as mentioned above, the existing and Proposed Project land use is consistent with the underlying land use and zoning; therefore, the existing and Proposed Project are not considered to be inconsistent with any regional plan (i.e.,

absent substantial evidence otherwise, it is reasonable to conclude that the addition of 110 or fewer trips could be considered not to lead to a significant impact.

2 Technical Advisory p. 13: Pub. Resources Code, § 21064.3 ("'Major transit stop' means a site containing an existing rail transit station, a ferry terminal served by either a bus or rail transit service, or the intersection of two or more major bus routes with a frequency of service interval of 15 minutes or less during the morning and afternoon peak commute periods.").

3 Technical Advisory p. 14: Pub. Resources Code, § 21155 ("For purposes of this section, a high-quality transit corridor means a corridor with fixed route bus service with service intervals no longer than 15 minutes during peak commute hours.").

4 Technical Advisory p. 14: The presumption might not be appropriate if the project:
- Has a Floor Area Ratio (FAR) of less than 0.75
- Includes more parking for use by residents, customers, or employees of the project than required by the jurisdiction (if the jurisdiction requires the project to supply parking)
- Is inconsistent with the applicable Sustainable Communities Strategy (as determined by the lead agency, with input from the Metropolitan Planning Organization)
- Replaces affordable residential units with a smaller number of moderate- or high-income residential units.

Sacramento Council of Governments 2020 Metropolitan Transportation Plan/Sustainable Communities Strategy) or local plan (i.e., City's General Plan and Bicycle, Pedestrian, and Trails Master Plan).

2.1 Typical Day (Existing Conditions)

The existing CDR campus contains worship and meditation halls, a dining hall, a nunnery, nuns' dormitories, administration offices and educational facilities. Based on information provided by the applicant, the trip generation for a typical day was calculated for existing weekday operations at the Project site when no special event is scheduled to occur.

Table 1. Dharma Realm – Typical Day

Use	Number/ Units	Daily	AM Peak Hour			PM Peak Hour		
			In	Out	Total	In	Out	Total
Employees[1]	5 persons	10	5	0	5	0	5	5
Visitors[2]	10 persons	20	3	0	3	0	3	3
Personal Trips[3]	4 occurrences	8	1	0	1	0	1	1
Deliveries[4]	2 trucks	4	0	0	0	0	0	0
Total Trip Generation		**42**	**9**	**0**	**9**	**0**	**9**	**9**

Notes:

1 Approximately 5 full-time employees are assumed to work onsite. Each employee is assumed to drive separately; hence, each would generate two daily trips (one inbound and one outbound). All employees were assumed to commute in the AM and PM peak hour.

2 Approximately 10 visitors are assumed on a typical weekday. Each visitor is assumed to drive separately; hence, each would generate two daily trips (one inbound and one outbound). Visitors were assumed to be distributed over an 8-hour period.

3 A small number of personal trips were assumed for resident nuns. These trips were assumed to be distributed over an 8-hour period.

4 A small number of delivery trips were conservatively assumed to occur on a daily basis. No trips were assumed to occur during the peak hour.

Source: Dudek 2024; CDR 2024.

As shown above, on a typical day, approximately 42 daily trips, 9 AM peak hour trips and 9 PM peak hour trips are generated. Therefore, the existing Typical Day operations meet the project screening criteria for generating less than 110 vehicle trips per day. Therefore, impacts related to VMT under existing condition are less than significant.

2.2 Type 1 Special Event

Based on information provided by the applicant, the campus currently hosts special events throughout the year. These events (Type 1 Special Event) include approximately 50-100 visiting worshippers, staying on-site, four to six times per year. All visitors park on-site for these events and the average duration of the stay is seven consecutive days. Therefore, all visitors attending these events do not depart on the same day as they arrive. The trip generation for a Type 1 Special Event was calculated and is shown in Table 2.

Table 2. Dharma Realm – Type 1 Special Event

Use	Number/ Units	Daily	AM Peak Hour			PM Peak Hour		
			In	Out	Total	In	Out	Total
Employees[1]	5 persons	10	5	0	5	0	5	5
Visitors [2]	100 persons	85	75	0	75	5	5	10
Part-time Employees[3]	5 persons	10	5	0	5	0	5	5
Deliveries[4]	2 trucks	4	0	0	0	0	0	0
Total Trip Generation		**109**	**85**	**0**	**85**	**5**	**15**	**20**

Notes:

1 Approximately 5 full-time employees are assumed to work onsite. Each employee is assumed to drive separately; hence, each would generate two daily trips (one inbound and one outbound). All employees were assumed to commute in the AM and PM peak hour.

2 Approximately 50-100 visitors attend Type 1 Special Event and stay for a period of 7-10 days. Assuming 25% of the visitors would carpool, 100 visitors would result in 75 inbound car trips. All visitor trips were assumed to arrive in the AM peak hour. Since the visitors stay for a period of 7-10 days, a small number of trips would occur in the PM peak hour of the same day.

3 Approximately 5 part-time employees were assumed to during Type 1 Special Event. Each employee is assumed to drive separately; hence, each would generate two daily trips (one inbound and one outbound). All employees were assumed to commute in the AM and PM peak hour.

4 A small number of delivery trips were conservatively assumed to occur on a daily basis. No trips were assumed to occur during the peak hour.

Source: Dudek 2024; CDR 2024.

As shown above, based on Type 1 Special Event, the Project site generates approximately 109 daily trips, 85 AM peak hour trips and 20 PM peak hour trips. Therefore, the existing Type 1 Special Event operations meets the project screening criteria for generating less than 110 vehicle trips per day. It should be noted that Type 1 Special Event would occur upto six times a year, hence the trip generation estimate of 109 daily trips would occur only few times per year. Therefore, under existing conditions Type 1 Event impacts related to VMT are less than significant.

2.3 Type 2 Special Event

Based on information provided by the applicant, the number of events on-site would increase and would be larger than the Type 1 Special Event, which would continue to occur under the Proposed Project. These new events (Type 2 Special Event) would occur once or twice per year on weekends with 1,000 to 2,000 visitors attending worship services and require a special event permit. As shown in Attachment B Traffic Management Plan, all required parking for Type 2 Special Events can be accommodated in the Ziggurat building parking garage located at 707 3rd Street, West Sacramento. Based on the availability of parking supply (approximately 1562 parking spaces), the Ziggurat building parking garage would provide adequate parking for Type 2 Special Event. However, in addition to the Ziggurat building there are three other off-public lots[5] located within 1.5 miles of the Project site that can also accommodate parking for Type 2 events. (See Figure 2).

5 Off-site parking lots:
1. Public parking lot at 7th and West Capitol Avenue – Approximately 1.5 miles from the Project site.
2. West Sacramento Parking lot on West Capitol Avenue – Approximately 0.4 mile from the Project site.
3. Parking lot at 5th Street and Bridge Street – Approximately 1.0 mile from the Project site.
4. Parking Garage at 3rd Street and F Street (Ziggurat) – Approximately 1.0 mile from the Project site.

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SOURCE: ESRI World Imagery 2023; Open Street Map 2023

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0 325 650 Feet

FIGURE 2

Off-Site Parking Lots

Dharma Realm Project

The trips made by shuttles from off-site parking lots would carry approximately 50 passengers per trip. Therefore, fewer shuttle trips would occur at Project site (i.e., on-site) compared to the vehicle trips off-site location such as parking lots where visitors attending the event would park. It is anticipated that these visitors would stay at local nearby visitor accommodations and not on-site. The trip generation for Type 2 Special Events was calculated as shown in Table 3.

Table 3. Dharma Realm – Type 2 Special Event

Use	Number/Units	Daily	AM Peak Hour			PM Peak Hour		
			In	Out	Total	In	Out	Total
Employees[1]	5 persons	10	5	0	5	0	5	5
Visitors[2]	12 shuttles	192	48	48	96	48	48	96
Visitors[3]	1,000 cars	2,000	1,000	0	1,000	0	1,000	1,000
Part-time Employees[4]	45 persons	90	45	0	45	0	45	45
Deliveries[5]	4 trucks	8	0	0	0	0	0	0
On-site Trip Generation		**300**	**98**	**48**	**146**	**48**	**98**	**146**
Off-site Trip Generation		**2,000**	**1,000**	**0**	**1,000**	**0**	**1,000**	**1,000**
Total Trip Generation (On-site plus Off-Site)		**2,300**	**1,098**	**48**	**1,146**	**48**	**1,098**	**1,146**
Annualized Daily Trip Generation[6]		**25**	**12**	**1**	**13**	**1**	**12**	**13**

Notes:

1 Approximately 5 full-time employees are assumed to work onsite. Each employee is assumed to drive separately; hence, each would generate two daily trips (one inbound and one outbound). All employees were assumed to commute in the AM and PM peak hour.

2 A maximum of 2,000 visitors are anticipated to attend a Type 2 Special Event and would park in one of the four off-site parking lots and use shuttles to access the Project site. Assuming a capacity of 50 passengers per shuttle, approximately 12 shuttles would make four trips each to transport up to 2,000 visitors to the site from off-site parking lots. This would result in 96 daily trips, 48 inbound trips and 48 outbound trips during the same hour. All trips were assumed to occur in the AM peak hour and PM peak hour, although shuttle service maybe operate over the entire duration of the special event. These trips are included in the on-site trip generation.

3 A maximum of 2,000 visitors are anticipated to attend Type 2 Special Event. Assuming 50% of the visitors would carpool, 2,000 visitors would result in 1,000 inbound car trips. All visitor trips were assumed to arrive in the AM peak hour and depart in the PM peak hour. The visitors would not stay on-site. The 1,000 visitor cars are expected to use the four off-site parking lots that have been identified in the vicinity of the Project. Therefore, these trips are not included in the on-site trip generation.

4 Approximately 45 part-time employees were assumed to during Type 2 Special Event. Each employee is assumed to drive separately; hence each would generate two daily trips (one inbound and one outbound). All employees were assumed to commute in the AM and PM peak hour.

5 A small number of delivery trips were conservatively assumed to occur on a daily basis. No trips were assumed to occur during the peak hour.

6 Type 2 Special Event could occur on two days over two weekends per year, therefore annualized daily trip generation was calculated by dividing the total of on-site and off-site trip generation for Type 2 Special Event by 365 / 4 = 91 days.

Source: Dudek 2024; CDR 2024.

As shown in Table 3, Type 2 Special Event, the Proposed Project would generate approximately 300 on-site daily trips, 146 on-site AM peak hour trips and 146 on-site PM peak hour trips. The off-site trip generation is estimated to be approximately 2,000 daily trips, 1,000 AM peak hour trips and 1,000 PM peak hour trips. The total trip generation (on-site plus off-site) is estimated to be approximately 2,300 daily trips, 1,146 AM peak hour trips and 1,146 PM peak hour trips. This special event would occur only once or twice a year for one to two days over the weekend; thus, trips would not occur daily. No permanent residents or employees would be added to the Project site. Therefore, the special event would not generate permanent daily trips or an increase in daily VMT. The VMT generated by visitors attending a Type 2 Special Event would be temporary and when its trips are annualized, would

result in nominal daily trips (i.e., 25 daily trips, 13 AM peak hour trips and 13 PM peak hour trips). Therefore, a Type 2 Special Event would also screen out of conducting a detailed VMT analysis because it would generate less than 110 daily trips (when annualized) and impacts related to VMT would be less than significant.

A Transportation Management Plan provided by the applicant (see Attachment B) would be implemented for these large events to manage ingress and egress from the Project site and at critical intersections around the Project site as well as the Ziggurat building parking garage The plan includes strategies on pre- and post-event traffic control, temporary traffic signal timing modifications, traffic control officers, loading zones, parking lot access, and truck deliveries. It discusses on-site parking supply, ADA parking, staff/volunteer parking, access routes, and parking payment. It also discusses off-site parking supply, advance attendee information, and parking restrictions. The plan includes descriptions of off-site shuttle utilization and designated pick-up/drop-off zoning for transportation network companies. During the first year of its implementation, all stakeholders (i.e. Dharma Realm Buddhist Association, the City's Department of Public Works, West Sacramento Police Department, and West Sacramento Fire Department), should continuously evaluate the strategies provided and refine the measures provided in the plan.

3.0 Conclusion

As shown in the trip generation and VMT screening analysis, the trips generated on a Typical Day, Type 1 Special Event, and Type 2 Special Event would be screened from VMT assessment because they would be less than 110 daily trips and meet OPR's criteria of small project screening. Therefore, the Proposed Project would result in a less-than-significant VMT impact. No mitigation measures are required.

4.0 References

OPR (California Governor's Office of Planning and Research). 2018. *Technical Advisory on Evaluating Transportation Impacts in CEQA*. December 2018. Accessed at. http://opr.ca.gov/docs/20190122-743_Technical_Advisory.pdf.

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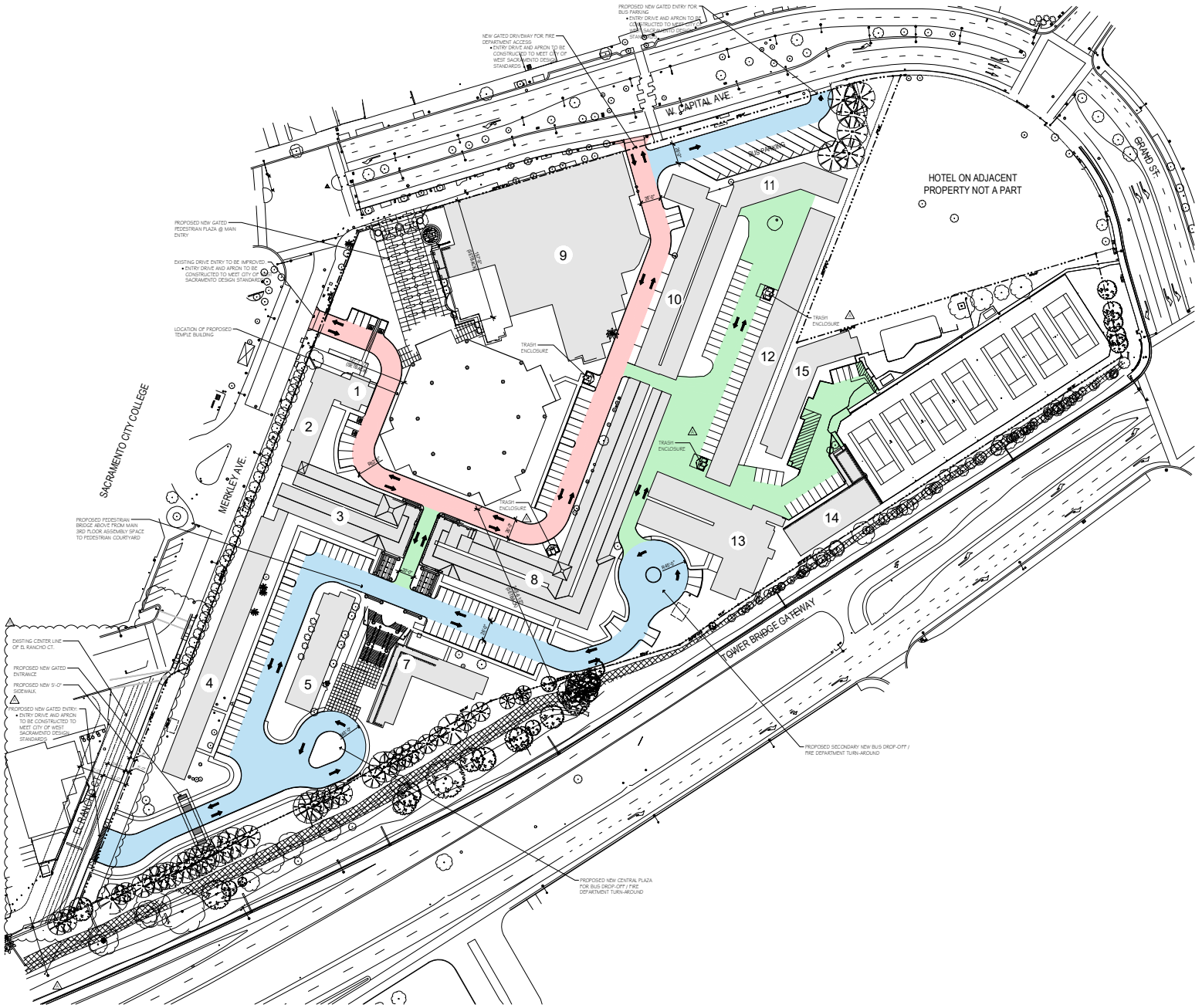
Attachment A

Site Plan



1 OVERALL SITE PLAN

NORTH

SCALE: 1" = 50' - 0"

LEGEND

#	EXISTING STRUCTURE TO REMAIN. SEE SITE SUMMARY TABLE ON SHEET G0.0
	FIRE DEPT. ACCESS 26'-0" MIN. WIDTH • 26'-0" MIN. WIDTH • 26'-0" MIN. INSIDE TURNING RADIUS • 46'-0" MIN. OUTSIDE TURNING RADIUS
	PASSENGER BUS / VEHICULAR TRAFFIC
	VEHICULAR TRAFFIC
	PROPOSED MAIN TEMPLE BUILDING
	PROPOSED PEDESTRIAN BRIDGE
	EXISTING DRAINAGE SWALE

EXHIBIT "C"

法界聖城
CITY OF THE DHARMA REALM

09/15/22	1ST COMMENTS
11/22/22	2ND COMMENTS

CORPORATE HEADQUARTERS
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BEVERLY HILLS, CA 90212
714-423-3100

PROJECT:
DHARMA REALM BUDDHIST ASSOC.
MAIN TEMPLE
1029 W. CAPITOL AVE.
WEST SACRAMENTO, CA 95691

SHEET TITLE:
OVERALL SITE PLAN

drawn by:	TDG
plot date:	Nov 22, 2022
issue date:	Nov 22, 2022
cad#:	21-03CDR
cad file:	A1.0 SD_0 Site.dwg
drawing no:	A0.0

DRAWING FILE:
PLOTTED:
XREF INCLUDED:
T:\PROJ\20_PROJECTS\10-DOCS\04-DRAWINGS\01-DESIGN\01-ARCHITECT\A-PLAN\D-PLAN\SITE\A1.0-SD-P-PLAN-SITE.DWG
November 22, 2022 - 12:47pm
C:\Users\jmcdonald\Documents\21-03CDR_Central_Hwy_21-03-xRvtSite.dwg, (WEB), STAMP, L, L, L, L, L, L, PROJECTS\PROJECTION STANDARDS\Display.stg=0, STAMP.lin=0, STAMP.dwg, 1:10.4=Site | 2.0=Drawing | 3.0=Site | 4.0=Sheet, ...

Attachment B

Transportation Management Plan

Transportation Management Plan

Sagely City of Dharma Realm
West Sacramento, California

June 16, 2025

Prepared for:

Dharma Realm Buddhist Association

Prepared by:

Kimley»Horn

555 Capitol Mall, Suite 300
Sacramento, California 95814

Phone: (916) 858-5800

EXECUTIVE SUMMARY

- This Traffic Management Plan (TMP) is prepared on behalf of Dharma Realm Buddhist Association (DRBA) in compliance with conditions established by the City of West Sacramento for construction of the Jeweled Palace within the existing Sagely City of the Dharma Realm (SCDR) complex. The Dharma Realm Buddhist Association is a 501(c)3 non-profit.
- Recommendations provided and discussed in this TMP are primarily devised to accommodate special events (events drawing up to 2,000 attendees on-site). Special events of this size are anticipated to occur up to two (2) times annually. This special event TMP condition is represented graphically in Plan A.
- The TMP includes strategies on pre- and post-event traffic control, temporary traffic signal timing modifications, traffic control officers (TCOs), loading zones, parking lot access, and truck deliveries.
- The TMP should incorporate collaborative feedback from DRBA, the City of West Sacramento Department of Community Development (CDD), West Sacramento Police Department (WSPD), and West Sacramento Fire Department (WSFD) representatives. All stakeholders should engage on a regular basis to proactively develop traffic management solutions for scheduled events on the venue calendar.
- The TMP discusses on-site parking supply, ADA parking, staff/volunteer parking, access routes, and parking payment. The TMP discusses off-site parking supply, advance attendee information, and parking restrictions.
- The TMP includes descriptions of off-site shuttle utilization and designated pick-up/drop-off zoning for transportation network companies (TNCs).
- During the first year of TMP implementation, all stakeholders should continuously evaluate the strategies provided and refine the measures provided herein as necessary.

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INTRODUCTION

This report documents a Transportation Management Plan (TMP) prepared on behalf of the Dharma Realm Buddhist Association (the "operator" or DRBA) for the Sagely City of Dharma Realm (the "facility", "venue", "site", or SCDR) located in the City of West Sacramento, California (the "City"). The Dharma Realm Buddhist Association is a 501(c)3 non-profit. The operator currently plans to redevelop parts of the existing site to construct the new Jeweled Palace Buddhist Temple at Dharma Realm (the "project"). As a result of this planned redevelopment, per correspondence with representatives of the operator[1], the operator is responsible for preparation of a TMP prior to holding special functions at the venue. After the completion of the project, DRBA anticipates hosting up to two (2) large special functions per year at the venue which are anticipated to result in an on-site attendance of up to 2,000 patrons at a single time[2]. This TMP is subject to review and approval by the City. The TMP documented herein outlines a series of traffic management strategies that may be implemented by the operator to mitigate the effects of venue traffic on proximate City transportation facilities. The strategies outlined are intended to minimize conflicts between all travel modes before, during, and after events at the venue.

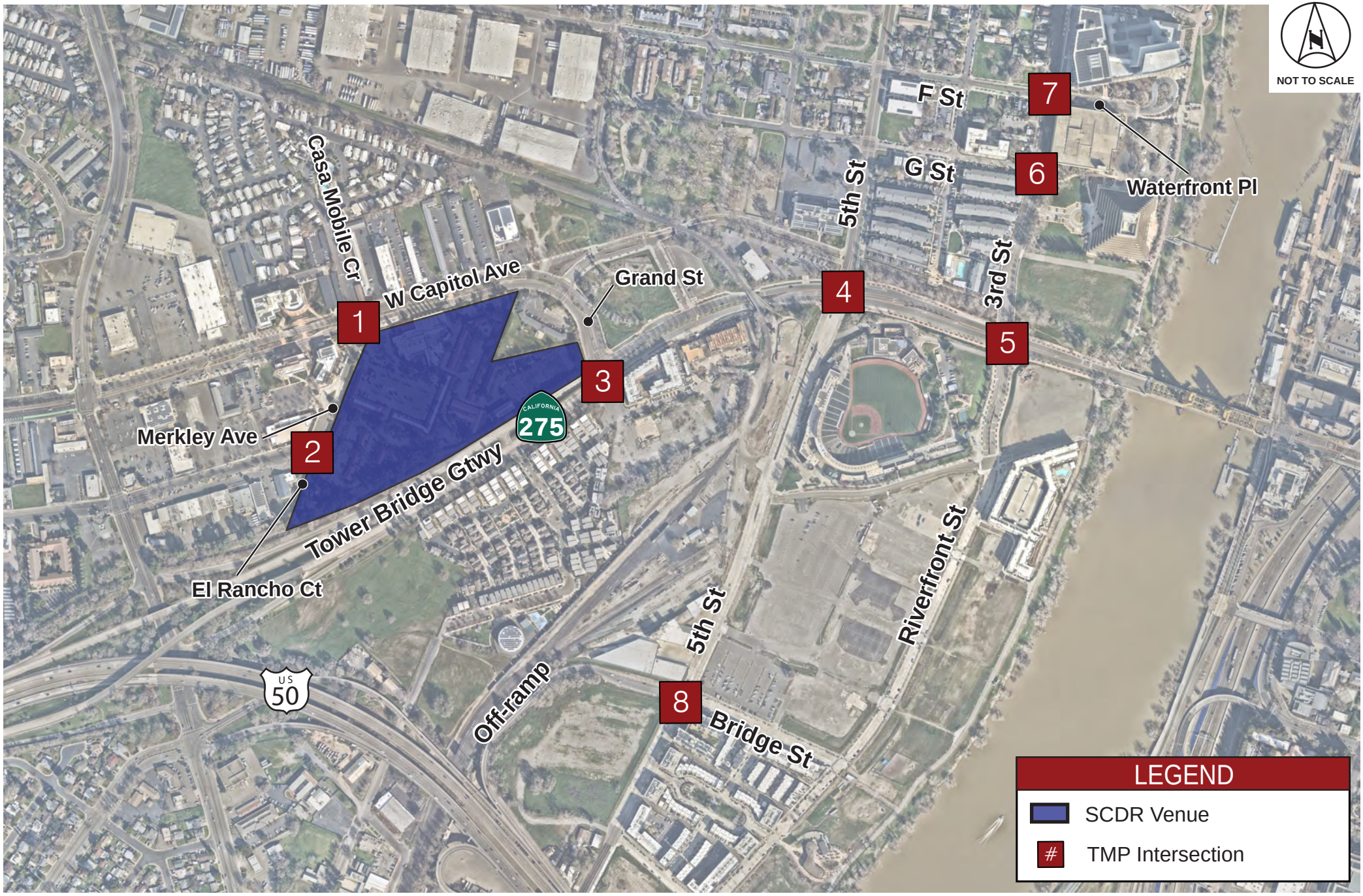
The existing Sagely City of Dharma Realm facility includes residences, a private primary and secondary school (K-12), conference space, a religious activity center, and administrative facilities. The project (not currently constructed) would allow for the site to host one to two special functions per year serving the entire Dharma Realm Buddhist Association. For the operator to construct the project, which would result in increased on-site programming, the City requests that the operator provide a TMP to accommodate the anticipated attendance at these large events.

The Sagely City of Dharma Realm is located southeast of the West Capitol Avenue intersection with Merkley Avenue. Primary access to the site, including administrative facilities, is provided at the unsignalized driveway on Merkley Avenue. Regional vehicular access to and from the venue is accomplished via Interstate 80 (I-80) to the west, Business Interstate 80 (BUS-80) to the south, and Interstate 5 (I-5) to the east. The venue location is shown in **Figure 1**.

APPLICABILITY OF TMP

The measures contained in this TMP are intended to be applicable for up to two (2) special events a year where up to 2,000 people are anticipated on-site at one time. Such events may include, but are not limited to, annual worship retreats, celebrations, and educational events centered around the Buddhist faith. Additional "smaller" events attracting fewer attendees than the special events may warrant application of some strategies outlined within this TMP. To efficiently accommodate such events, the operator, relevant City staff, and the West Sacramento Police Department (WSPD) will collaborate on the "best" measures that may be implemented to address these "smaller" events. It is suggested that the venue's event calendar be reviewed monthly (i.e., reviewing the calendar for August in July) to allow all parties sufficient advanced time and opportunity to coordinate and plan for implementation of the preferred TMP measures. The operator, City staff, and WSPD will document and use observations and experiences gained from "smaller" events to better understand the specific strategies from the TMP that may be suitable for future applications.

[1] Telephone conversation with Diane Kindermann Henderson and Brian Holloway, February 13, 2024.
[2] Email correspondence with Brian Holloway, April 29, 2024.



Kimley»Horn

Figure 1
Project Vicinity Map

ROLES AND RESPONSIBILITIES

The following are descriptions of the roles and responsibilities for various stakeholders, all of whom have an interest in the performance of the surrounding transportation network and the who have the authority to assist in plan elements' implementation.

- Dharma Realm Buddhist Association (DRBA)
  DRBA is the operator of the Sagely City of Dharma Realm (SCDR). DRBA is sponsoring the preparation of this TMP and is ultimately responsible for appropriate implementation of and compliance with the TMP.
- City of West Sacramento Department of Community Development (CDD)
  The City of West Sacramento CDD – Transportation and Mobility Division is responsible for the operation and maintenance of the transportation network proximate to SCDR. Events held at the venue have a direct effect on the City's transportation system with the magnitude of the impact expected to vary based on anticipated attendance. Critical intersections to consider within this TMP include:

  1. West Capitol Avenue at Merkley Avenue/Casa Mobile Circle
  2. Merkley Avenue at El Rancho Court
  3. Tower Bridge Gateway/SR 275 at Grand Street
  4. Tower Bridge Gateway/SR 275 at 5th Street
  5. Tower Bridge Gateway/SR 275 at 3rd Street/Riverfront Street
  6. 3rd Street at G Street
  7. 3rd Street at F Street/Waterfront Place
  8. WB US-50 Off-ramp/Bridge Street at 5th Street

  These intersections and their proximity to the venue are highlighted in Figure 1. Recommendations within this TMP related to traffic operations or circulation, including proposed physical or operational modifications to accommodate events held at the venue, are understood to require review and approval by CDD. CDD is also understood to help coordinate the proposed off-hours utilization of the Ziggurat Garage.
- West Sacramento Police Department (WSPD)
  The WSPD is responsible for emergency response, implementation and oversight of temporary traffic control plans, incident management, and coordination with other emergency responders. As such, they will provide critical input on the feasibility and appropriateness of different TMP components for certain events.
- West Sacramento Fire Department (WSFD)
  The WSFD is responsible for providing fire suppression and emergency medical services as necessary. They will provide input on the feasibility of different TMP components in ensuring that appropriate emergency access is maintained for all event sizes.

TRAFFIC MANAGEMENT (PRE- AND POST-EVENT)

This section describes pre-event and post-event plan elements to be implemented in the vicinity of Sagely City of Dharma Realm for up to two (2) special events (those events anticipated to result in up to 2,000 attendees). These TMP components are applicable for an event this size regardless of the day of the week.

As the extent of traffic control measures needed varies with the number of anticipated attendees, it is not anticipated that "smaller events" will require a comprehensive implementation of the traffic control strategies outlined within this TMP. Appropriate strategies for handling "smaller" events should be determined by DRBA, the City, WSPD, and WSFD at least one month in advance of the scheduled event dates to ensure safe and efficient access to and from the venue for all attendees.

For "smaller" events, associated Traffic Control Officers (TCO) and equipment deployment requirements should be adjusted to the appropriate level desired by DRBA, the City, and WSPD. As the venue continues to host scheduled events of different sizes and attendee demographics, DRBA, the City, and WSPD will continuously gain an enhanced perspective on the appropriate TMP strategies that may be necessary to accommodate "smaller" events.

It is recommended that DRBA proactively coordinate with the City CDD to identify dates for special events that do not overlap with concurrent activities at Sutter Health Park where possible.

Traffic Control Overview

Traffic control for special events at SCDR is centered on attended parking in off-site lots and utilizing shuttle buses to access the venue. Additional details of shuttle bus operations are provided later in the TMP.

Traffic control measures for the pre-event and post-event time periods are intended to facilitate the following:

- Limiting vehicle congestion immediately proximate to SCDR before and after events by directing traffic appropriately to/from the designated, previously identified off-site lot via West Capitol Avenue
- Limiting vehicle congestion beyond the immediate SCDR area before and after events by directing traffic to/from the designated, previously identified off-site lot via 3rd Street and Waterfront Place
- Enhanced public safety for attendees of events held at SCDR

Pre-event traffic control measures should be in place at least 60-minutes prior to the scheduled opening time for the large event. Post-event traffic control measures should be in place beginning approximately 30-minutes prior to the scheduled event and end approximately 45-minutes after the event's conclusion when proximate roadway conditions are determined to have returned to normal.

Temporary Street Closures

As the anticipated special event attendance hosted at SCDR will be lower than the average crowds for Sacramento River Cats games at Sutter Health Park (a venue proximate to SCDR), significant pre-event and post-event road closures are not anticipated to be necessary as part of this TMP. Vehicle ingress and egress at the off-site parking facilities should be managed via Traffic Control Officers (TCOs) with WSPD involvement as necessary. TCOs should also be provided to facilitate orderly pedestrian movements along 3rd Street and Waterfront Place in the interest of safe and efficient shuttle bus operations.

Temporary Traffic Signal Timing Modifications

The existing traffic signals proximate to the venue may assist with the facilitation of event-related traffic at intersections adjacent to off-site parking at the Ziggurat Garage. At the Tower Bridge Gateway/SR 275 intersections with 5th Street and Riverfront Street/3rd Street and the 5th Street intersection with WB US-50 Off-ramp/Bridge Street, temporary signal timing modifications may be considered to best manage pre-event and post-event traffic demands. Appropriate event signal timing patterns (i.e., all-red flash, manual phase holds, etc.) may be developed for each intersection in coordination with the City CDD. These measures are expected to be largely consistent with best practices currently in place for Sacramento River Cats games.

If necessary, the aforementioned traffic signals can be set to a special event timing plan to accommodate heavy directional inbound flows based on monitoring field conditions during the pre-event time period. Specifically, the special timing plan will provide an increased eastbound green time for vehicles seeking to make a left-turn onto 5th Street from the WB US-50 Off-ramp to decrease the probability of queueing exceeding available storage. If necessary, traffic signals can be set to accommodate "flushing" of event traffic from the venue area during the post-event time period.

Traffic Control Officers (TCO)

TCOs should be present at key intersections and roadways proximate to SCDR to manage attendees and public responses to modified, event-specific traffic patterns resulting from implementation of this TMP. Unless specifically noted otherwise, TCOs will not assign right-of-way, but may answer questions and serve as a visible reinforcement of amended traffic patterns proximate to the venue. TCOs may consist of private contractors or WSPD (as necessary).

Table 1 summarizes the quantity, location, and responsibilities of TCOs for pre-event and post-event traffic management during special events. A TCO Supervisor will monitor pre- and post-event vehicle, pedestrian, and cyclist traffic on streets and will direct TCOs to remove TMP traffic control measures when conditions on the proximate roadway network normalize and special controls are no longer necessary. The City CDD, WSPD, and DRBA should collaboratively assess and adjust the TCOs' roles, responsibilities, and staffing needs based on observations from the first-year monitoring plan implementation.

Table 1 – Traffic Control Officers

Location	Pre-Event TCOs	Post-Event TCOs
Merkley Ave/Main Entrance	1 [1,2]	-
El Rancho Ct/Site Entrance	1 [1,2]	1 [1]
W Capitol Ave/Site Exit	1 [3]	1 [3]
Ziggurat Garage Entrance/Exit	4 [4]	4 [4]
Waterfront Pl pick-up/drop-off	2 [5]	2 [5]
South site pick-up/drop-off	2 [5]	2 [5]

Notes:
[1] Control access
[2] Provide direction to off-site lots
[3] Facilitate shuttle bus, truck, and staff/volunteer vehicle movements
[4] Facilitate orderly ingress/egress at parking lot access
[5] Manage curbside loading/unloading activity

Loading Zones

Special event loading zones will allow for pre-event drop off and post-event pick up activity for a variety of vehicular travel modes outside of private automobiles. These activities are anticipated to consist of taxis, transportation network companies (TNCs), the general public, and off-site venue shuttles. It is anticipated that the significant majority of event attendees will arrive using off-site venue shuttle. Advance signage will indicate the presence of loading zones to approaching vehicles. The following off-site special event loading zone should be provided:

- Waterfront Place, between the Ziggurat Garage and the Sacramento River

The loading zone is located proximate to the identified special event off-site parking facility, as shown in Figure 2. A TCO should be stationed at the 3rd Street intersections with G Street and F Street/Waterfront Place to facilitate vehicle operations in this area. Temporary signage should be provided on 3rd Street and Waterfront Place to alert attendees of the loading area and direct them to the appropriate parking lot access points.

While shuttles are anticipated to be the primary mode of access to the site during large events, those arriving by taxi, TNC, or local drop off will be directed to use the southernmost site access from El Rancho Court. This access point and the associated curbside management will be facilitated by TCOs.

Parking Lot Access

Due to the limited quantity of available on-site parking, special event attendees will be encouraged to park at previously identified off-site locations. Information distributed prior to the event will indicate to visitors that they should park at the locations identified within this TMP. The primary venue entrance from Merkley Avenue should be set for one-way, inbound traffic only for the duration of the event to facilitate on-site circulation of arriving shuttles. Shuttles will egress from the SCDR onto West Capitol Avenue for the duration of the event. The DRBA will be responsible for establishing this temporary circulation pattern. This temporary circulation pattern is reflected in Figure 3. DRBA will provide parking staff at the shuttle drop-off to ensure that attendees are able to have their questions answered in a timely manner and provide orderly arrival to/departure from the venue.

Truck Deliveries

Truck deliveries for special events are anticipated to be infrequent occurrences on the day of the event in question. Should deliveries prove necessary, trucks would use the same circulation pattern as shuttle buses and access the site from Merkley Avenue. Truck deliveries are not anticipated to occur concurrently with event attendees arriving on-site. Preferred truck routing is shown on Figure 3.

Special Events

The traffic management strategies outlined in this section are all intended for special events hosted by DRBA attracting up to 2,000 attendees. Key event characteristics are assumed to be as follows:

- "Peaky" ingress and egress behavior both immediately proximate to SCDR and the off-site parking facilities, which could be more/less severe depending on event duration
- Off-site shuttling due to insufficient on-site parking capacity
- Designated loading zone for pick-up/drop-off on- and off-site
- Revised on-site circulation pattern
- Special signal timing plan at 5th Street and WB US-50 Off-ramp/Bridge Street intersection (if necessary)

A typical example of what would be implemented under this event scenario is provided in Plan A.



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Figure 2
Off-site Loading Zone

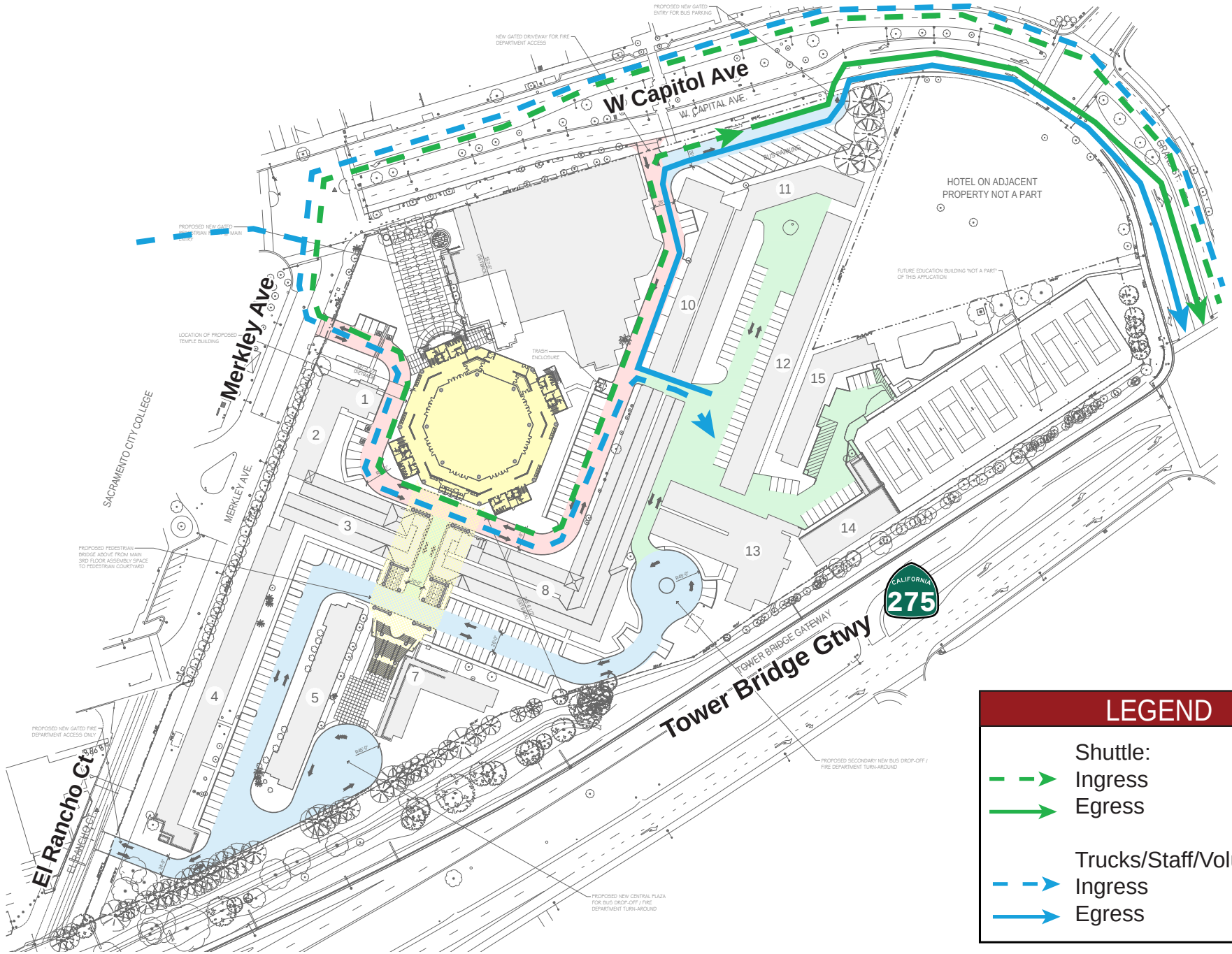

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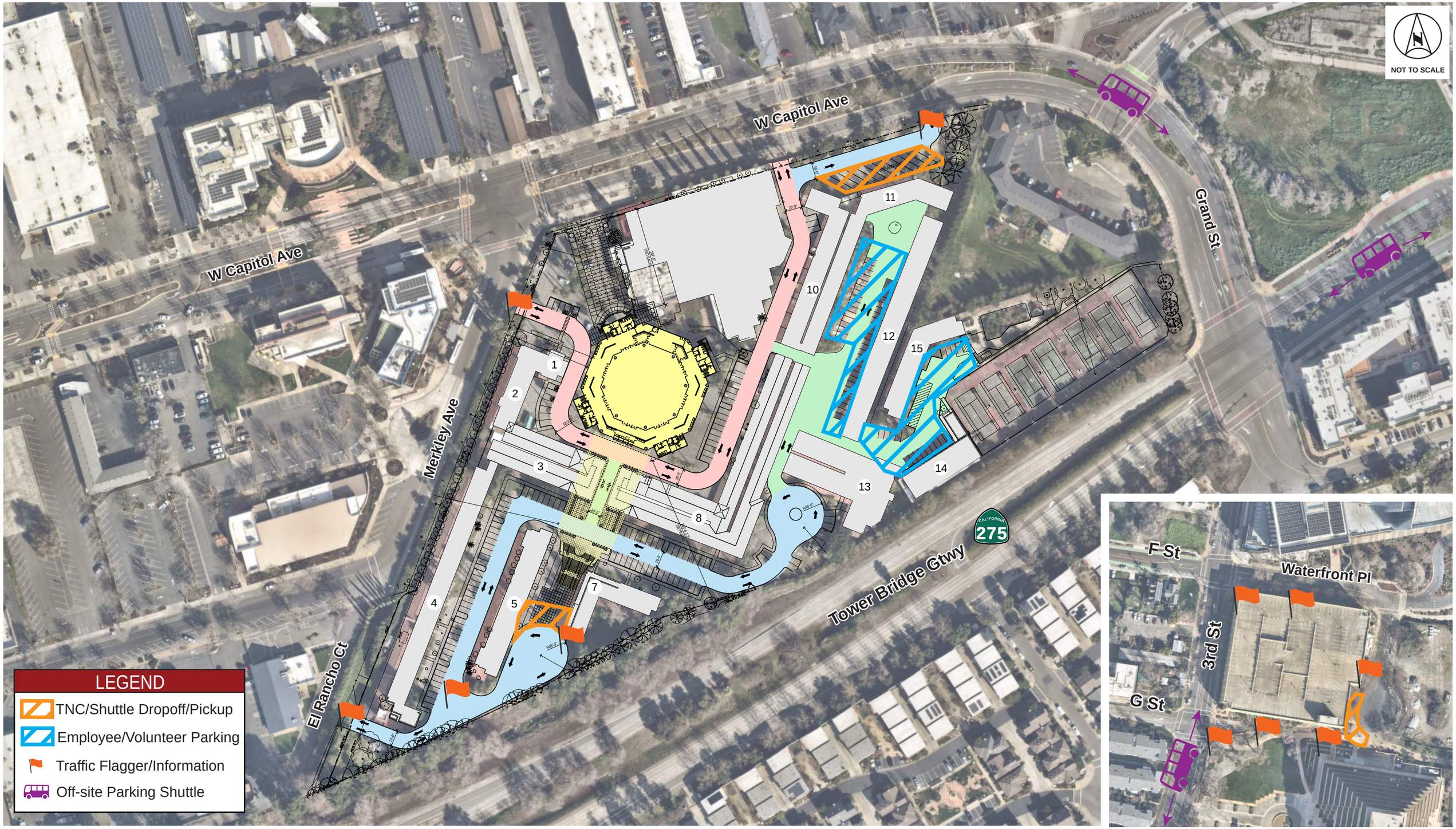
Figure 3
Parking Lot Access


NOT TO SCALE
W Capitol Ave
W Capitol Ave
Grand St
Merkley Ave
El Rancho Ct
Tower Bridge Gtwy
CALIFORNIA
275
1
2
3
4
5
7
8
10
11
12
13
14
15
F St
Waterfront Pl
3rd St
G St
LEGEND
TNC/Shuttle Dropoff/Pickup
Employee/Volunteer Parking
Traffic Flagger/Information
Off-site Parking Shuttle

PARKING MANAGEMENT

On-Site Parking Supply

Per the project site plan, SCDR will have 167 marked parking spaces for passenger vehicles distributed throughout the site and 12 bus parking spaces located along the north side of the site. All on-site parking facilities are identified in Figure 4. The 167 passenger vehicle spaces are not intended to be used by event visitors. These spaces will be invitation only for select guests and/or staff/volunteers and are not intended to be available to event attendees. Attendees will be directed to utilize the appropriate off-site facilities identified in this TMP. A portion of these parking spaces may be reallocated for Americans with Disabilities Act (ADA) access during special events.

ADA Parking

The on-site parking area identified in Figure 4 includes four (4) Americans with Disabilities Act (ADA) accessible parking stalls. These stalls will be located proximate to the main entrance/administration building. Additional ADA spaces may be temporarily signed along the western and eastern side of the temple building during larger events. These temporary spaces would increase the total site ADA capacity to 29 spaces. Locating additional ADA parking in this area, proximate to marked and signed pedestrian crossings, will serve to minimize pedestrian/vehicle conflicts.

Staff/Volunteer Parking

Parking for staff and volunteers will primarily be provided in the southern and eastern sections of the site, as shown in Figure 4. Assuming limited vehicle use by the DRBA, approximately 70 parking spaces could be made available for staff and volunteers. Locating staff and volunteer parking as shown in Figure 4 will serve to minimize parking vehicular conflicts with venue attendees.

DRBA should be responsible for coordinating staffing levels, shift times, and parking area access so as to minimize vehicular conflicts with venue attendees. Should required staffing levels exceed available spaces on-site, DRBA should coordinate off-site parking locations and transportation to the venue for required staff and volunteers.

Parking Payment Methods

As attendees will be expected to park in off-site lots, the DRBA will coordinate appropriate agreements with those operating the required facilities, presumably the City of West Sacramento. This TMP assumes the DRBA will not require attendees to pay for parking in the designated off-site lots. Should the DRBA wish to pass on the cost of these facilities to event attendees, it is recommended that the DRBA endeavor to collect parking fees via online presale. If parking fees are to be collected at the off-site lots electronically or physically, attendees should be directed to utilize the off-site lot entrances along Waterfront Place with the intent to limit congestion along 3rd Street.

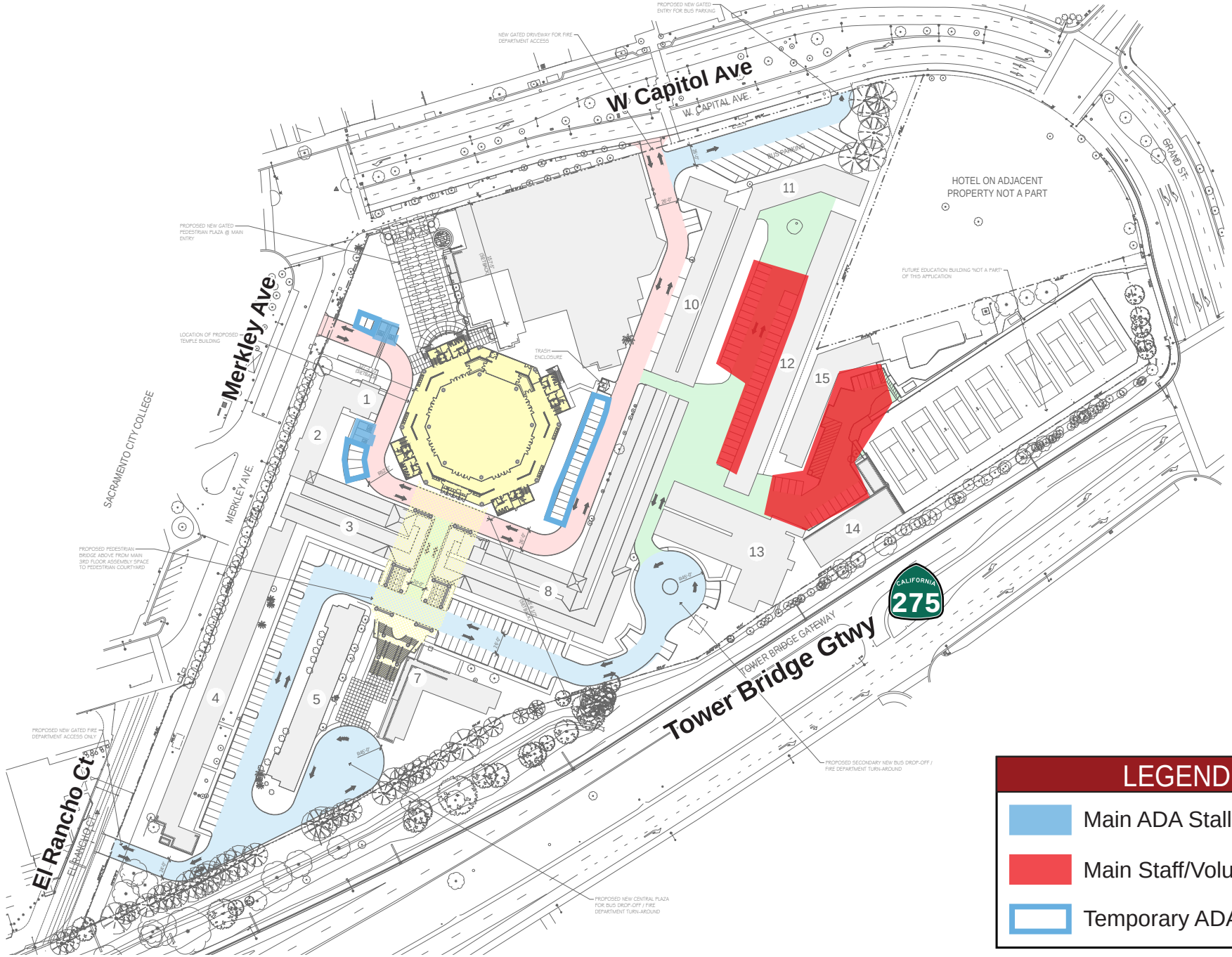


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Figure 4
On-site Parking Facilities

Off-site Parking Lots

SCDR should be prepared to facilitate off-site parking for all special events. These special events should be identified with sufficient advance notice during regularly scheduled meetings between DRBA, the City, WSPD, and WSFD. The primary location for off-site parking is the existing parking garage proximate to the Ziggurat building. Per information received from the City of West Sacramento[3], the Ziggurat Garage has a capacity of 1,562 spaces. This off-site parking lot for the venue is identified in Figure 5.

DRBA will provide complementary shuttles before, during, and after events to transport attendees between the off-site facility and the venue. These shuttles are anticipated to operate as a typical transit route with vehicle routing as shown in Figure 5. The availability of this parking lot is assumed to be contingent on the work schedule for Ziggurat-based government employees. The DRBA should plan their events accordingly around the typical Ziggurat operations schedule. The City is anticipated to facilitate this coordination.

SCDR Parking Information

DRBA will preemptively provide information regarding event parking conditions and temporary street closures on its website. This information should be maintained and amended as appropriate depending on the type of event. DRBA will also provide links for attendees to find information on available off-site parking facilities via the City's website. DRBA will advertise whether the off-site shuttle service is being provided for specific events on its online calendar. This online information will include preferred directions for the arrival and departure of regional attendees to access the off-site parking lots.

Parking Restrictions

Time limited on-street parking is available along Merkley Avenue and West Capitol Avenue proximate to SCDR. The posted parking time limit restrictions do not apply on weekends and holidays. As the facility consistently hosts larger event sizes, a dynamic may develop where in attendees familiar with the surrounding area may park in the available on-street spaces and access SCDR on foot. While this activity is not presently prohibited, the City and WSPD will monitor complaints/feedback from businesses adjacent to SCDR regarding on-street parking adversely affecting conditions. Should a policy intervention be warranted, the City should explore such measures as a temporary parking restriction consistent with the California Vehicle Code (CVC).

[3] Email correspondence with Larry Lee, Parking Manager, City of West Sacramento, March 3, 2024.



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Figure 5
Off-site Parking Facilities

TRAVEL BY OFF-SITE SHUTTLE

Shuttle Services

DRBA will provide a shuttle system for attendees required to park in off-site facilities during special events. Shuttle service should be provided before, during, and after events. The number of shuttles provided and scheduled headways should be contingent on the number of event attendees. DRBA and City CDD will coordinate on establishing the appropriate shuttle operations parameters for special events.

Shuttle headways, numbers, and destinations should be determined using the following factors:

- Event day of the week
- Event start and end time
- Anticipated attendee arrival and departure
- Anticipated off-site parking required

Shuttle Stop

Shuttle service will access the venue from West Capitol Avenue via the Merkley Avenue main entrance with attendee drop-off/pickup along the curb at provided bus parking spaces along the north side of the site. Proposed routing between the venue shuttle stop and off-site parking facilities is provided in Figure 5.

Use of Temporary Markers

Designated drop-off zones at SCDR should be clearly marked with temporary cones, signs, and/or post delineators as appropriate to reinforce the designated shuttle zone. DRBA will provide temporary signage along the preferred pedestrian travel route between the venue and shuttle stop. Parking staff provided by DRBA should be available at the shuttle stop to reinforce the provided directional signage and cones, facilitating loading/unloading and allowing shuttles to better meet their intended headways.

RIDE HAILING

Taxis, transportation network companies (TNCs), and the general public will access the site via the entrance on El Rancho Court on the south side of the site (see Figure 6). To facilitate these operations, DRBA will provide advanced signage along West Capitol Avenue and Merkley Court directing drivers picking up/dropping off to the appropriate access point from El Rancho Court. DRBA will provide signage and TCO direction on-site directing attendees to the appropriate waiting location on the south side of the site. DRBA will work with local taxi companies to establish the designated loading zone as their destination during large events.

Signage and TCOs will indicate which loading zones are appropriate for various vehicle types. TCOs will also work to ensure the orderly loading and unloading of passengers from these vehicles pre- and post-event. The loading zone is anticipated to operate as an “airport style” pick-up/drop-off area (see Figure 6). A TCO should be stationed at the entrance from El Rancho Court to direct vehicle access as appropriate.

The temporary ADA pick-up/drop-off zone should be provided at the SCDR administration building on the north side of the site. ADA placard vehicles will access the zone as with all shuttle service by way of West Capitol Avenue to the Merkley Avenue entrance. Direction to the appropriate loading zone locations should be provided via temporary signage and TCO presence on-site.

Travel by ride hailing (taxi, TNC, private vehicle) can be challenging in post-event “surge” conditions presented by exiting attendees all attempting to leave the venue at once. This “surge” effect presents the potential for competition amongst vehicles for available curb space and congestion. To this point, advanced signage and information sharing for attendees should be considered to appropriately disperse riders using this mode choice along the available project frontages.

TMP DOCUMENTATION, TRIGGERS, AND ADVANCED NOTICING

DRBA should be responsible for submitting a copy of the draft TMP to the City of West Sacramento at least eight (8) weeks prior to hosting the first special event. The City will need to provide written comments within four (4) weeks so that the final TMP may be prepared. Response to City comments and preparation of the final TMP is expected to be a collaborative process between both DRBA and the City.

The TMP should be implemented for all special events (those anticipated to draw up to 2,000 attendees). This threshold considers that these special events have significant traffic demands and require advanced levels of parking and traffic management. Certain elements of this TMP may be applicable to other events held at SCDR outside of the identified special events.

Consistent with earlier direction provided in this TMP, all stakeholders involved (DRBA, the City, WSPD, WSFD) should be expected to meet at least one (1) month in advance of upcoming scheduled events at the venue to ensure that appropriate TMP measures are being accounted for in advance of all event sizes. This regular coordination will enable all stakeholders to properly allocate available resources and provide sufficient notice to both affected members of the public and potential attendees.

MONITORING

DRBA, the City, and WSPD will continually monitor the strategies provided in the TMP and provide feedback at standing, regularly scheduled coordination meetings. Should modifications to the TMP prove necessary to improve conditions observed in and around the venue, DRBA will confer with the City to adjust the TMP accordingly. DRBA and the City will meet once annually to assess the effectiveness of the active plan and coordinate on any adjustments. Should off-site improvements to the vehicle network occur and significantly alter proximate travel patterns and/or anticipated off-site parking facility access, DRBA and the City will meet to coordinate and adjust the TMP as necessary.

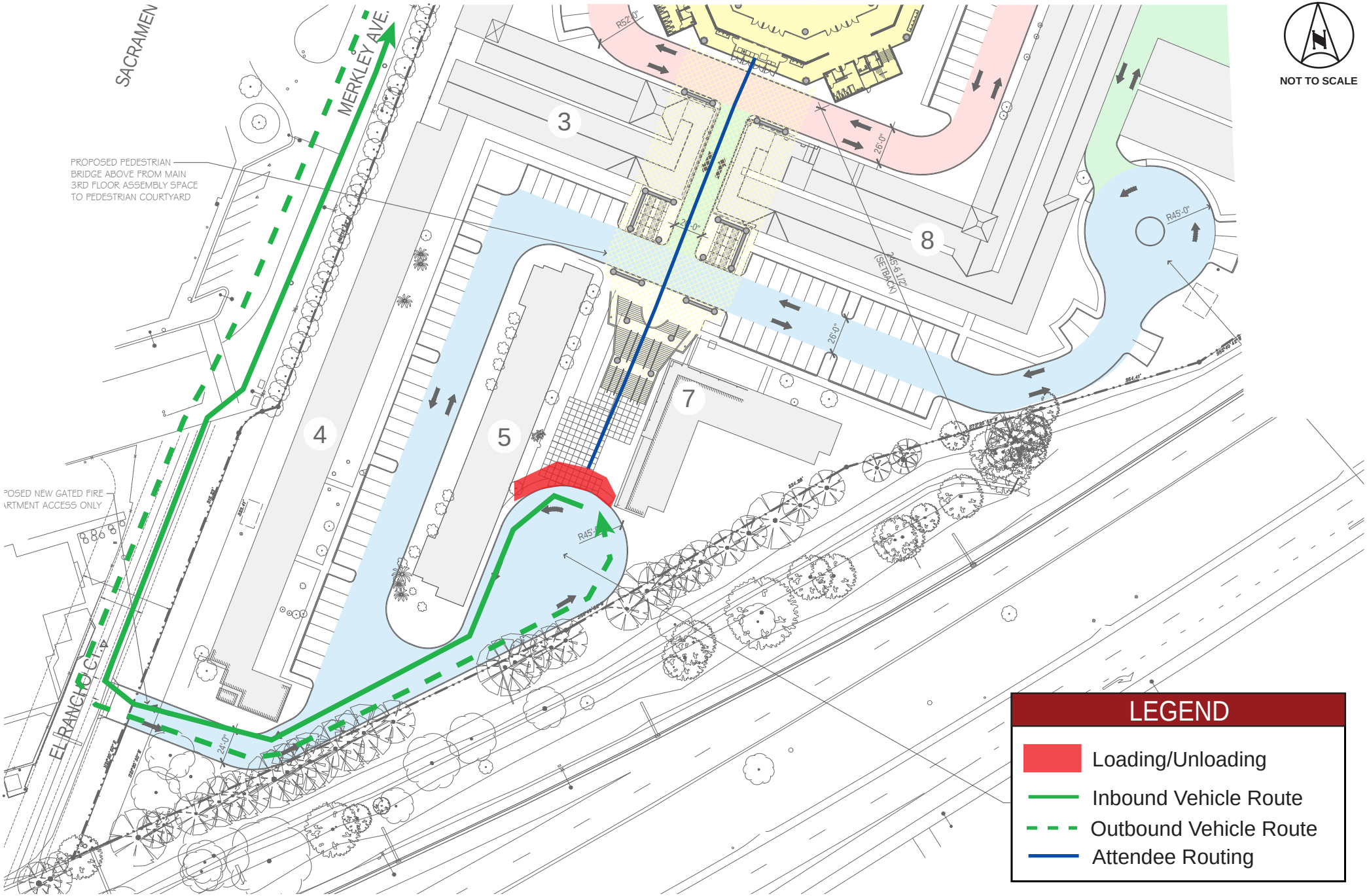

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Figure 6
TNC/Taxi Loading and Unloading