

3.11 Transportation and Circulation

This section describes the regulatory and environmental settings for transportation and circulation in the Plan Area. Impacts that would result from implementing the proposed action and alternatives are described in Chapter 4, *Environmental Consequences*, along with mitigation measures to reduce impacts, where appropriate.

3.11.1 Regulatory Setting

Federal

There are no federal laws or regulations pertaining to transportation and circulation that are relevant to the proposed action or alternatives.

State

California Department of Transportation Route Concept Report

The California Department of Transportation (Caltrans) has completed a transportation corridor concept report designating the minimum acceptable service conditions for the length of Interstate (I-) 80 in California (California Department of Transportation 2010). The stretch of I-80 in the Plan Area is divided into three segments: segment 7 runs from the Sacramento-Placer County line to State Route (SR) 65, segment 8 runs from SR 65 to Sierra College Boulevard, and segment 9 runs from Sierra College Boulevard to SR 49. When the report was adopted, the level of service (LOS) on segments 7 and 8 was F, which indicates the most congested conditions and which Caltrans defines as a “breakdown in vehicle flow” with queues forming quickly. Segment 9 was at LOS D, meaning “speeds begin to decline slightly with increasing flow.” The 20-year concept LOS for all three segments is F.

Local

Placer County 2036 Regional Transportation Plan

The Placer County Transportation Planning Agency (PCTPA) is the administrator for the South Placer Regional Transportation Authority (SPRTA). The PCTPA’s *Placer County 2036 Regional Transportation Plan* is intended to guide the development of a multi-modal transportation system in Placer County, including the Plan Area. Excerpted below are the relevant goals and objectives from the *Placer County 2036 Regional Transportation Plan* that pertain to transportation and circulation (Placer County Transportation Planning Agency 2016).

Goal

1. Streets/Highways/Roads: Maintain and upgrade a safe, efficient, and convenient countywide roadway system that meets the travel needs of people and goods through and within the region.

Objectives

- A. Identify and prioritize improvements to the roadway system.
- B. Construct, maintain, and upgrade roadways to meet current safety standards.
- C. To promote economic development, prioritize roadway maintenance and improvement projects on principal freight and tourist travel routes in Placer County.

Goal

2. Public Transit: Provide effective, convenient, regionally and locally coordinated transit service that connects residential areas with employment centers, serves key activity centers and facilities, and offers a viable option to the drive-alone commute.

Objectives

- C. Provide a transit system that is responsive to the needs of persons who rely on public transportation.
- D. Develop and encourage the use of public transit as a viable alternative to the automobile in order to maximize transit ridership.

Goal

3. Passenger Rail: Improve the availability and convenience of passenger rail service.

Objective

A. Provide more frequent, convenient, and reliable passenger rail service to and through Placer County.

Goal

5. Goods Movement: Provide for the safe and efficient movement of goods through, within, and into Placer County.

Objectives

- A. Promote a balance of roads, rail, airports, and pipelines for the improvement of goods transport.
- B. Mitigate conditions that transporters of goods deem dangerous or unacceptable.

Goal

6. Active & Alternative Transportation: Promote a safe, convenient, and efficient non-motorized transportation system, for bicyclists, pedestrians, and users of low-speed vehicles, which is part of a balanced overall transportation system.

Objectives

- A. Plan and develop a continuous and easily accessible bicycle, pedestrian, and low-speed vehicle system within the region.
- B. Provide a bicycle, pedestrian, and low-speed vehicle system that emphasizes the safety of people and property.
- C. Integrate pedestrian, bicycle, and low-speed vehicle facilities into a multi-modal transportation system that encourages alternatives to driving alone.
- D. Promote the development of multi-use trails in rural and other areas.

Goal

7. Transportation Systems Management: Provide an economical solution to the negative impacts of single-occupant vehicle travel through the use of alternative transportation methods.

Objective

A. Create a multi-modal transportation network between major residential areas, educational and recreational facilities, and employment centers.

Goal

8. Recreational Travel: Promote a transportation system that integrates and facilitates recreational travel and uses, both motorized and non-motorized.

Objective

A. Incorporate access to recreational centers in the transportation infrastructure.

Placer County General Plan

Excerpted below are the relevant goals, policies, and implementation programs from the *Placer County General Plan* that pertain to transportation and circulation (Placer County 2013:Section 3).

Goal

3.A. To provide for the long-range planning and development of the County's roadway system to ensure the safe and efficient movement of people and goods.

Policies

3.A.1. The County shall plan, design, and regulate roadways in accordance with the functional classification system described in Part I of this Policy Document and reflected in the Circulation Plan Diagram.

3.A.2. Streets and roads shall be dedicated, widened, and constructed according to the roadway design and access standards defined in Section I of this Policy Document and, more specifically, in community plans and the County Highway Deficiencies Report. Exceptions to these standards may be necessary but should be kept to a minimum and shall be permitted only upon determination by the Public Works Director that safe and adequate public access and circulation are preserved by such exceptions.

3.A.3. The County shall require that roadway right-of-way be wide enough to accommodate the travel lanes needed to carry long-range forecasted traffic volumes (beyond 2010), as well as any planned bikeways and required drainage, utilities, landscaping, and suitable separations.

3.A.7. The County shall develop and manage its roadway system to main the following minimum levels of service (LOS):

- LOS C on rural roadways, except within one-half mile of state highways where the standard shall be LOS D.
- LOS C on urban/suburban roadways, except within one-half mile of state highways where the standard shall be LOS D.

The County may allow exceptions to these level of service standards where it finds that the improvements or other measures required to achieve the LOS standards are unacceptable based on established criteria.

3.A.8. The County's level of service standards for the State highway system shall be no worse than those adopted in the Placer County Congestion Management Program (CMP).

3.A.9. The County shall work with neighboring jurisdictions to provide acceptable and compatible levels of service and joint funding on roadways that may occur in the circulation network in the Cities and the unincorporated area.

3.A.10. The County shall strive to meet the level of service standards through a balanced transportation system that provides alternatives to the automobile.

3.A.11. The County shall plan and implement a complete road network to serve the needs of local traffic. This road network shall include roadways parallel to regional facilities so that the regional roadway system can function effectively and efficiently. Much of this network will be funded and/or constructed by new development.

Implementation Programs

3.1 The County shall review and revise as necessary its roadway design standards to ensure consistency with Part I of this Policy Document. Such standards should include right-of-way dedication requirements for new development to accommodate long-range forecasted traffic volumes (beyond 2010).

3.2. The County shall prepare and adopt a Capital Improvement Program (CIP) that includes transportation improvements designed to achieve adopted level of service standards based on a horizon of at least 20 years. The CIP should be updated at least every 5 years, or concurrently with the approval of any significant modification of the land use allocation assumed in the Placer County travel model.

Goal

3.B. To promote a safe and efficient mass transit system, including both rail and bus, to reduce congestion, improve the environment, and provide viable non-automotive means of transportation in and through Placer County.

Policies

3.B.1. The County shall work with transit providers to plan and implement additional transit services within and to the County that are timely, cost-effective, and responsive to growth patterns and existing and future transit demand.

3.B.3. The County shall consider the need for future transit right-of-way in reviewing and approving plans for development. Rights-of-way may either be exclusive or shared with other vehicles.

3.B.7. The County shall continue to explore development of other rail system, such as Roseville to Marysville service, to serve Placer County residents, workers, and businesses.

3.B.13. The County shall designate transportation corridors that provide linkages with other regional transportation corridors, Light Rail Terminus Stations, and major transportation facilities.

Implementation Programs

3.8. The County shall work with the Placer County Transportation Commission in preparing, adopting, and implementing a long-range strategic transit master plan to develop and maintain a viable transit system for the County. The master plan should include planning for transit corridors. The plan should be reviewed and updated on a regular basis.

3.10. The County shall work with other agencies to identify transit corridors and to acquire abandoned rights-of-way and preserve right-of-way and tracks structures within transit corridors.

3.13. The County shall prepare and adopt land use and design standards for areas within designated transit corridors consistent with the policies and standards in this Policy Document. The County shall also develop design standards that can be applied in all urban/suburban areas to promote transit accessibility and use, and require the provisions of transit amenities as conditions of project approval.

Goal

3.D. To provide a safe, comprehensive, and integrated system of facilities for non-motorized transportation.

Policy

3.D.1. The County shall promote the development of a comprehensive and safe system of recreational and commuter bicycle routes that provides connections between the County's major employment and housing areas and between its existing and planned bikeways.

Implementation Program

3.21. The County shall require that bikeways recommended in the Bikeways/Trails Master Plan be developed when roadway projects are constructed and when street frontage improvements are required of new development.

Goal

3.E. To maintain a balanced freight transportation system to provide for the safe and efficient movement of goods.

Policies

3.E.1. The County shall promote efficient inter-regional goods movement in the I-80 corridor.

3.E.3. The County shall plan for and maintain a roadway system that provides for efficient and safe movement of goods within Placer County.

Implementation Program

3.25. The County shall develop and adopt transportation design standards that address truck traffic conflicts with transit, bicycles, and foot traffic.

Sutter County General Plan

Excerpted below are the relevant goals, policies, and implementation programs from the *Sutter County General Plan* that pertain to transportation and circulation (Sutter County 2011:Chapter 6).

Goal

M1. Plan for a balanced, multimodal transportation network suitable to the rural nature of Sutter County.

Policies

M1.1. Multimodal Roadways. Design County roads to support all users of multimodal transportation options serving automobiles, transit, trucks, bicycles, and pedestrians for safe and convenient travel that is suitable to the rural context of the County.

M1.2. Transportation Improvements. Consider all transportation improvements as opportunities to enhance safety, access, and mobility for all travelers including people with special needs, recognizing bicycle, pedestrian, and transit modes as integral elements of the transportation system.

M1.3. Rights-of-Way. Secure adequate right-of-way to allow for the planning, design, and operation of transportation systems that provide safe access for all users.

M1.4. New Development. Plan for new development to provide "complete streets" that connect to existing and planned transportation systems.

Implementation Program

M1-A. Design County roads and condition development as necessary to implement “complete streets” concepts and legislation, as well as the Office of Planning and Research’s General Plan Guidelines on Complete Streets and the Circulation Element, to achieve an integrated transportation system appropriate to the rural context of the County.

Goal

M2. Provide for the long-range planning and development of the County’s roadway system and the safe, efficient, and reliable movement of people and goods throughout Sutter County.

Policies

M2.1. Functional Classification. Plan, design, and regulate roadways in general accordance with the circulation diagram contained within this element and the California Road System (CRS) Functional Classification System as updated and approved by the Federal Highway Administration, unless otherwise addressed in an adopted specific plan or community plan.

M2.2. Right-of-Way. Require that road right-of-way dedications be wide enough to accommodate all necessary road improvements to handle forecasted travel volume(s) at or above adopted service level standards.

M2.3. Road Dedication and Improvement. Dedicate and improve all roads consistent with this element and in accordance with the County’s improvement/design standards. Exceptions shall only be permitted in accordance with the County’s improvement standards.

M2.5. Level of Service on County Roads. Develop and manage the County roadway segments and intersections to maintain LOS D or better during peak hour, and LOS C or better at all other times. Adjust for seasonality. These standards shall apply to all County roadway segments and intersections, unless otherwise addressed in an adopted specific plan or community plan.

M2.9. External Development Mitigation. Coordinate with the cities and neighboring counties to require new development within those jurisdictions to analyze and fully mitigate their impacts to Sutter County roadways through construction of improvements and/or fair share funding of improvements within Sutter County.

M2.10. Agency Coordination. Maintain ongoing coordination with Caltrans, SACOG [Sacramento Area Council of Governments] and other jurisdictions to address local and regional transportation issues.

M2.12. Major Highway Projects. Continue participation in the planning and preserve adequate right-of-way for the Placer Parkway Project, and as appropriate, other major highway projects to improve traffic flows and safety within Sutter County.

Implementation Programs

M2-A. Develop and update circulation plans, as necessary to support the General Plan Land Use Diagram and to address existing conditions. Follow approved Federal Highway Administration Functional Classification System guidelines to classify County road segments based on this element and supporting circulation plans.

M2-C. Prepare and adopt a capital improvement program [CIP] that includes transportation improvements to achieve the adopted level of service standards, improve safety, and satisfy improvement standards. The CIP will be based on adopted circulation plans and updated as necessary. The CIP will be used in the review and approval of development proposals.

M2-F. Actively participate in regional transportation planning and funding efforts to improve the current and future streets and highways serving the County.

Goal

M3. Promote a safe and efficient transit system to reduce congestion and provide viable alternatives to automobile use.

Policies

M3.1. Transit Service for Residents. Support development of transit facilities in strategic locations, including areas of concentrated activity, density, and intensity.

M3.3. Transit Integration. Support multi-modal stations at appropriate locations to integrate transit with other transportation modes.

Goal

M4. Promote a safe and efficient rail system for the movement of passengers and freight.

Policies

M4.1. Protect Rail Facilities. Protect and enhance existing rail facilities to support the transportation of agricultural goods and other materials within and through Sutter County.

Goal

M5. Provide a comprehensive system of facilities for non-motorized transportation.

Policies

M5.1. Bicycle and Pedestrian Master Plan. Prepare a Bicycle and Pedestrian Master Plan that supports implementation of a comprehensive, safe, and convenient system of commuter and recreational routes for pedestrians and cyclists.

M5.4. Abandoned Rail Lines. Support the conversion of rail lines considered for abandonment into bike-pedestrian paths or other similar uses, where practical.

M5.5. Identify opportunities to add bicycle lanes and pedestrian facilities on existing or new bridges during restriping or major renovations.

City of Lincoln General Plan

Excerpted below are the relevant goals, policies, and implementation measures from the *City of Lincoln General Plan* that pertain to transportation and circulation (City of Lincoln 2008).

Goal

T-2. Continue to ensure provision and maintenance of a safe and efficient system of streets to meet demands of existing and planned development.

Policies

T-2.2. The City shall ensure that streets and highways will be available to serve new development by requiring detailed traffic studies and necessary improvements as a part of all major development proposals.

T-2.3. Strive to maintain a LOS C at all signalized intersections in the City during the p.m. peak hours. Exceptions to this standard may be considered for intersections where the city determines that the required road improvements are not acceptable (i.e., due to factor such as the cost of improvements exceeding benefits achieved, results are contrary to achieving a pedestrian design, or other factors) or that based upon overriding considerations regarding project benefits, an alternative LOS may be accepted.

T-2.4. The City shall coordinate with Caltrans in order to strive to maintain a minimum LOS D for SR 65 and 193.

T-2.5. The City will identify and monitor critical intersections on a periodic basis and construct needed improvements in a timely manner, based upon available resources, if the LOS drops below C, unless a lower LOS has been established pursuant to Policy T-2.3.

T-2.9. The City shall support construction of the SR 65 Bypass with interchanges provided at Ferrari Ranch Road, the realigned Nelson Lane, Nicolaus Road and Wise Road.

T-2.20. The City will coordinate with neighboring jurisdictions to determine if acceptable and compatible levels of service, consistent with the circulation elements and levels of service set forth in the affected jurisdiction's general plan, on the roadways that extend into other jurisdiction can be achieved. The City will continue to participate in the South Placer Regional Transportation Authority (SPRTA) as part of an effort to develop interagency funding mechanisms to construct mutually acceptable regional transportation improvements.

Implementation Measures

1.0. The City shall develop Transportation Impact Guidelines for all traffic impact studies. The guidelines shall address the evaluation of impacts on traffic, transit, bikeways and pedestrians.

2.0. The City shall prepare a Capital Improvement Program (CIP) based on a 20-year forecast of development under the General Plan that meets its LOS policies. The CIP shall be updated every five years or after any substantial amendment to the General Plan.

4.0. The City shall maintain a long-term development scenario in the Placer County Transportation Demand Model, with assumptions that are consistent with the development of the CIP. This scenario shall be regularly updated to reflect adopted development and roadway projects and used in traffic studies to evaluate cumulative impacts of development projects.

9.0. The City shall preserve roadway Right-of-Way adequate to accommodate long-term development levels (i.e. the residential build-out scenario used to evaluate the General Plan).

Goal

T-4. To provide and maintain viable alternative modes of transportation for the community that will relieve congestion and improve environmental conditions.

Policy

T-4.2. The City shall coordinate with appropriate jurisdictions and agencies to encourage the timely improvement of transit facilities and services that address local and regional transit needs.

Goal

T-5. To provide an interconnected system of bikeways that would provide users with direct linkages at a city and regional level.

Policy

T-5.2. The City shall promote and support the development of local and regional bikeway links as established in the City Bikeways Master Plan and the County Bikeway Master Plan.

3.11.2 Environmental Setting

Highway System

I-80 and SRs 65, 193, and 49 are the highways that traverse the Plan Area. I-80 travels primarily east-west and provides an important route for goods movement through Placer County and to the rest of the country. SR 65 travels north-south and connects I-80 in Roseville with Lincoln and Yuba County. SR 65 is primarily a four-lane freeway through the Plan Area. SR 193 is a two-lane, east-west road connecting I-80 in Newcastle with SR 65 in Lincoln. SR 49 is a suburban-style boulevard close to Auburn and a four-lane roadway with a center turn lane farther north of Auburn.

Bicycle and Pedestrian Facilities

In Lincoln there are several miles of Class I bike paths, the longest of which is 2.5 miles in the Twelve Bridge development south of Twelve Bridges Drive. Lincoln also has striped bike lanes on several collector and arterial roads and on some local-serving streets (City of Lincoln 2012:Section III). Bicycle facilities in unincorporated Placer County are mostly limited to signed bicycle routes, although there are Class II bike lanes on several roads that provide regional connections. A Class I bike path in the southern end of Placer County runs along Dry Creek for approximately 2 miles from Cook-Riolo Road to Maccardy Court. Short spur paths connect neighborhoods to the Dry Creek bike path.

Pedestrian facilities in unincorporated Placer County are limited to sidewalks in a few areas. In Lincoln, most streets and roads have sidewalks, and pedestrians may use Class I bike paths.

In addition, the City of Lincoln has adopted the *Twelve Bridges Golf Cart Transportation Plan* (Fehr & Peers 2006) and the *NEV Transportation Plan* (MHM Engineers & Surveyors 2006) to encourage development of facilities that golf carts and similar neighborhood electric vehicles (NEVs) may use. The city permits NEVs to use designated pathways shared with bicyclists and pedestrians.

Railroads

There is extensive rail service in the Plan Area. The Union Pacific Railroad (UPRR)/Amtrak line runs primarily east-west through the Plan Area. The UPRR line travels through a major rail yard in Roseville that is outside of the Plan Area but which influences the amount and timing of freight traffic on the rail line. Amtrak operates the Capitol Corridor commuter rail service on the line from Auburn to Sacramento and beyond.

Other Public Transit Service

Placer County Transit, which is operated by the Placer County Department of Public Works and Facility Services, provides fixed route, deviated fixed route, dial-a-ride, and commuter bus service in much of the Plan Area on weekdays and Saturdays, including in the city of Lincoln (Placer County Transportation Planning Commission 2015:3.13-5, 6). Amtrak provides bus service that connects locations in the Plan Area to train stations outside the Plan Area.

Airports

Lincoln Regional Airport, also known as Karl Harder Field, is the only airport in the Plan Area. It is a general aviation airport (Airport Reference Code C III airport) located on the west side of Lincoln, and it is operated by the City of Lincoln.

3.11.3 References Cited

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