

3.10 Integrated Land Use, Air Quality, and Transportation Planning

Placer County possesses an array of development patterns ranging from fast-growing suburban areas to the west, year-round tourist destinations in Lake Tahoe to the east, and small bustling foothill towns in between. The Placer region continues to develop as a result of constant pressure for urban growth throughout California and specifically within the six-county Sacramento metropolitan area. As the need to move people and goods increases along with stringency of air quality regulations, the importance of developing balanced land use patterns and coordinated transportation networks remains critical within the region and beyond.

The escalating growth in population, housing, and employment in Placer County brings increasing demand for the planning and installation of infrastructure needed to effectively transport people and their goods between the places in which they live, work, shop, recreate, obtain services, and go to school. This demand to provide access between different land uses is directly related to the quality of life provided within Placer County. Quality of life can also be affected by the levels of air quality which are greatly influenced by our land use and transportation decisions. As a result, maintenance of this quality of life occurs cumulatively through the region-wide coordination of the land use, air quality, and transportation planning processes. However, integration of these processes is not without certain opportunities and constraints.

One of the prime motivations for the establishment of PCTPA in 1975 was to provide a forum for interjurisdictional coordination on county-wide issues. Interjurisdictional coordination is a key component of an effective and efficient transportation system, and remains the underlying strategy for integration of land use, transportation, and air quality planning efforts. Planning agencies and jurisdictions in Placer County must work together to support and encourage land use patterns that promote alternatives to driving alone while preserving the natural and cultural resources that are so attractive to existing residents, newcomers, and visitors alike. Land use decisions are made relatively quickly – in contrast to transportation projects that may take decades to fund, design, and implement. A continuous dialogue, interdisciplinary approach, and proactive strategy will be needed to keep land use decision-making and transportation investments in step with one another to improve mobility throughout the region.

OPPORTUNITIES AND CONSTRAINTS (ISSUES AND NEEDS)

Regional Planning

Impacts resulting from major land use and transportation decisions extend beyond any single jurisdictional boundary. As people continue to work and shop outside the county in which they live, traffic congestion and air quality issues are shared throughout many of the region's

jurisdictions. Regional planning efforts that address land use, transportation, and air quality issues are crucial to maintaining an acceptable quality of life for residents inside and outside of Placer County. Placer County and its incorporated areas continue to work with the Sacramento Area Council of Governments (SACOG) through a cooperative regional planning effort (“Regional Blueprint”) that integrates land use, transportation, and air quality planning while focusing on the principles of “smart growth.”

Rural and Urban Development

With a mix of both urban and rural development in Placer County, there currently exists a wide range of transportation services provided. In general, the more urbanized areas have a greater demand for transportation services and therefore possess more extensive infrastructure and opportunity for use of alternative transportation modes. But as both rural and urban areas experience their own levels of growth, there exists opportunities in each of these areas to consider how land use decisions and transportation choices affect one another. Conscious design of both rural and urban communities can help encourage people to use alternative modes of transportation including walking, riding bicycles, riding the bus, taking light rail, riding the train, or ridesharing. While rural portions of Placer County will always demand less transportation services than urbanized areas, it remains that the more people walk, bike, or ride the bus, the more congestion and air pollution are reduced.

General Plans

As the constitution of development within any California jurisdiction, the general plan provides policies to guide the land use and circulation patterns within a given city or county. In addition, goals and policies related to air quality are typically found within the general plan. The general plan must reflect both the anticipated level of land development and the road system necessary to serve that level. Currently, all of Placer County’s jurisdictions have adopted general plans which contain the mandated land use and circulation elements and which also contain policies and goals for improving air quality.

State law requires all approved development projects to be consistent with a jurisdiction’s adopted general plan policies. This essential and required relationship provides an ongoing opportunity for integration of land use and transportation planning as development projects are approved and as changes and updates are made to the General Plans of any of Placer County’s seven jurisdictions. As land use and transportation projects in Placer County are planned, General Plan policies related to land use, transportation, and air quality for the respective jurisdiction will be consistently considered in order to ensure compliance with these policies during the project approval process.

Economic Development

Every jurisdiction within Placer County has some form of economic development authority. It is the nature of these authorities to attract development of appropriate need and scale to their respective jurisdiction for the benefit of the local economy. While the need and scale may vary between rural and urban areas, the basic factors that attract development often remain constant. These factors include whether or not the appropriate land uses and transportation services are provided to serve the needs of a prospective development. In addition, specific air quality regulations may be a factor for prospective commercial and industrial developments if they produce emissions. These factors provide reason and opportunity for economic development authorities throughout Placer County to participate in and encourage the integration of land use, transportation, and air quality planning efforts.

Transportation Funding Resources

There are many more transportation projects in Placer County than there are funds available to implement them. Future funding sources for state and local projects will continue to be dependent on the condition of the state budget and the state legislature's development of statewide transportation funding programs. Funding and construction of transportation projects needed to serve new developments will continue to be provided by developers to the extent possible, while innovative approaches to transportation funding and development of new funding sources will be needed to provide for the multi-modal transportation needs of the residents of Placer County. Coordinated transportation and land use planning efforts will be essential in order to maintain minimum levels of service on those roadways potentially impacted by future developments.

Environmental Considerations

Current growth rates in Placer County and surrounding counties in the Sacramento region have resulted in increasing vehicle miles traveled, making it difficult for the region to meet state and Federal air quality standards. Other environmental constraints also affect how transportation and land use projects are planned in Placer County, including sensitive plant and animal species, wetlands and vernal pool locations, noise impacts, archeological/historic resources, geologic issues, and drainage. In order to limit the effects of increased population on air quality and to limit the impacts of transportation projects on the environment, it is important that local and regional land use, transportation, and air quality planning are closely coordinated.

PLANNING STRATEGIES

One of the overall goals of the RTP Policy Element is to integrate land, air, and transportation planning, in order to build and maintain the most efficient and effective transportation system possible while achieving the highest possible air quality standards. With this goal in place,

strategies must be developed consistent with supporting policies and objectives of this plan as well as with applicable land use and air quality policies and regulations of other agencies and member jurisdictions.

Interjurisdictional Coordination

Interjurisdictional coordination is necessary to ensure connectivity of roads, transit, bicycle and pedestrian paths, and other transportation systems to provide continuity and access between communities. Coordination is also critical for addressing transportation-related regional impacts, such as air quality, congestion, and preservation of natural and cultural resources. Furthermore, in a time of scarce governmental resources, coordination is even more important to ensure that those funds that are available for transportation projects are spent in the most efficient and effective manner possible. Intergovernmental coordination furthers this goal by developing county-wide transportation priorities, implementing studies and projects in cooperation with other counties, facilitating joint transportation projects, and anticipating and mitigating impacts of governmental decisions of one jurisdiction on another.

PCTPA has a variety of venues to promoting interjurisdictional coordination. The Technical Advisory Committee (TAC), which includes public works representatives from all member jurisdictions meets monthly to discuss project delivery, funding opportunities, air quality, and other relevant regional transportation issues. Regular meetings are also held with the members of the Transit Operators Working Group (TOWG), which includes representatives from all of the transit operators and PCTPA member jurisdictions. This group coordinates transit marketing, planning, and related subjects. Caltrans and SACOG also participate in the TAC and the TOWG. The Regional Rail planning effort is another example of interjurisdictional coordination. PCTPA is working with four other counties to plan for and implement commuter rail in the Interstate-80 corridor.

Coordination within Placer County and with the other SACOG jurisdictions, as well as the Bay Area, will be crucial in the effort to address transportation challenges along key corridors such as Interstate 80, State Route 49, and State Route 65. Coordination among regional agencies such as Caltrans, SACOG, Placer County Air Pollution Control District (PCAPCD), Sacramento Metropolitan Air Quality Management District (SMAQMD), the California Air Resources Board, and others will also play an important role. PCTPA will continue to “encourage jurisdictions to require land uses which produce significant trip generation to be served by transportation corridors with adequate capacity and design standards to provide safe usage for all modes of travel,” consistent with Policy 9.A.3.

Corridor Preservation

Corridor preservation is a means of coordinating transportation planning with land use planning by minimizing development in areas which are likely to be required to meet future transportation needs. Preserving land for the eventual construction of large transportation projects can help to prevent inconsistent development, minimize or avoid environmental, social, and economic

impacts, reduce displacement, prevent the foreclosure of desirable location options, permit orderly project development, and reduce costs.

Corridor preservation should occur when the multimodal planning process has indicated the need for additional transportation facilities in an area where significant development has not yet taken place. It may be especially important in those areas of Placer County which are beginning to experience development pressures. Only as part of a multi-jurisdictional planning effort, can successful corridor preservation occur. The Placer Parkway project is an example of one such effort currently underway in Placer County.

Interim tools such as general plan designations, zoning controls, and access management, should be used to help secure future right of way for essential transportation corridors. This strategy is consistent with Policy 9.A.4 in Chapter 2 which encourages “jurisdictions to protect corridors and rights-of-way, when identified, for future expressway and highway corridors through the adoption of specific plans and general plans.” Permanent tools such as acquisition, development easements, and development agreements should also be used when possible.

Infrastructure Investments

Where existing infrastructure cannot efficiently provide for the transportation needs of new development, additional investments in infrastructure should be made to ensure levels of service are not compromised. Providing adequate corridor infrastructure that meets existing and future needs is essential for successful transportation networks. However, simply building more roadways is not always the best solution when financial resources, environmental impacts, and smart growth concepts are considered.

Consistent with policies contained in this plan, PCTPA will continue to encourage jurisdictions to develop local roadways that complement planned growth patterns and economic development programs. Jurisdictions will also be encouraged to review and assess the impact of new development proposals on transit system demand and supply as well as air quality. Requirements of public transit and facilities for pedestrian and bicycle activities should also be considered as jurisdictions require street patterns for new roadways, especially in commercial, industrial, and high-density residential areas. Furthermore, coordination between agencies on the timing of roadway construction where utilities and other facilities are planned will be necessary to provide the most cost-effective solution to providing needed infrastructure.

Support Higher Density, Transit Oriented Development (TOD), and Infill Projects

Placement of higher residential and employment densities and mixed use development in areas served by transit and bikeways can create “activity centers” where neighborhood shopping and services are located within convenient travel distances from residences. Areas with higher residential and employment densities tend to better support transit ridership and present greater opportunities for pedestrian-friendly design. Providing greater convenience and accessibility to transit to a greater number of people through thoughtful and coordinated transportation and land

use planning is a sure way to improve local transportation systems and air quality conditions while also providing benefits to the local economy. Planning for projects in areas where infrastructure, utilities, and transportation systems currently exist can help to immediately increase residential and employment densities near transit services. Known as infill development, these types of projects can create opportunities for increasing transit ridership in certain areas while utilizing existing infrastructure and resources.

Examples of both transit oriented and infill development are occurring across the nation with both urban and suburban examples located here in Northern California. Most representative of what could occur in the Placer County region is the Village Center of the West Roseville Specific Plan approved in 2004. The Village Center would provide for an interactive mixed-use neighborhood of retail, office, community services, public spaces and parks integrated with a variety of housing types on approximately 121 acres. The mix, density and interface between these uses would create an environment that is pedestrian friendly.

Both written and financial support should be provided for infill and transit oriented projects in the Placer County region wherever feasible. This strategy is consistent with Policy 9.A.5 which encourages “jurisdictions to include transit-oriented development principles in designing neighborhoods and communities.”

Prioritize Reduced Emission Projects

The Sacramento region, which includes Placer County, has the fifth worst air quality in the nation, with various air basins currently at non-attainment levels. With increasingly strict air quality conformity standards being implemented in the Sacramento region, ensuring that transportation projects do not significantly contribute to increased vehicle emissions is becoming more essential. Yet consistent growth pressures create demand for more transportation projects.

Prioritizing and recommending transportation projects that minimize vehicle emissions while providing cost effective movement of people and goods has become a policy outlined in this plan. Integration of transportation, air quality, and land use planning will become more evident as PCTPA continues to work with the PCAPCD and SACOG to develop plans that meet the performance standards of the California Clean Air Act and the Federal Clean Air Act Amendments. These agencies will also evaluate the impacts of each transportation plan and program on achievement of timely attainment of ambient air quality standards.

Support Regional Projects and Programs

Because the successes or failures of many transportation projects are shared across jurisdictional boundaries, coordination among local jurisdictions, SACOG, Caltrans, the California Transportation Commission, and other transportation agencies is essential in order to develop a regional planning and programming process that ensures that Placer County jurisdictions have maximum participation and control in the transportation decision-making process. Coordination of interjurisdictional transportation projects requires land use, air quality, and transportation

planning considerations. By helping to facilitate the coordination and implementation of local, county-wide, and regional transportation programs, integrated transportation and land use planning can help to improve mobility and air quality while influencing sound land use decisions.

One of the objectives listed in this plan is to participate in state, multi-county, and local transportation efforts to ensure coordination of transportation system expansion and improvements. Mechanism such as Memorandums of Understanding (MOU) and joint powers agreements between jurisdictions can be used to accomplish sound planning and implementation of multi-jurisdictional transportation projects and programs. PCTPA will strive to build coalitions with key private sector and community groups to involve the community in developing transportation solutions.

PCTPA will also continue to participate in the SACOG-sponsored transportation and land use study known as the SACOG Sacramento Region Blueprint. This study is attempting to compare regional growth patterns with potential land use and transportation planning scenarios using smart growth concepts such as balancing jobs and housing opportunities, providing transportation choices, using existing facilities, and conserving natural resources (www.sacregionblueprint.org).

By promoting a transportation system which facilitates a balance of jobs and housing in Placer County, reduced environmental and air quality impacts, as well as increased transportation efficiency for all transportation modes can be achieved. Such a system should provide effective, convenient, and regionally and locally coordinated transit services that connect residential areas with employment centers, serve key activity centers and facilities, and offer a viable option to the drive-alone commute to, from, and within Placer County. It should also reduce single-occupancy vehicle trips during non-commute periods by presenting a safe, convenient, and affordable means of reaching shopping, recreation, and medical-related destinations. Supporting projects that accommodate alternative modes of transportation such as pedestrian and bicycle activities and pursuing a regional approach to transit services in Placer County will be key components of this strategy.

ACTION PLAN

Short Range

1. Continue to coordinate with jurisdictions and agencies inside and outside of Placer County to help establish county-wide transportation priorities, implement studies and projects in cooperation with other counties, facilitate joint transportation projects, and anticipate impacts on Placer County from governmental decisions. (*PCTPA, jurisdictions, SACOG, Caltrans, PCAPCD, CCJPA, Nevada County, Sacramento County, El Dorado County, Yuba County, Sutter County*)

2. Review land use entitlement applications for consistency with airport land use plans. (*PCTPA, jurisdictions*)
3. Seek grant funding to support transportation projects that benefit the environment, housing, sustainable communities, air quality, or reduced traffic congestion. (*PCTPA, jurisdictions, PCAPCD, Caltrans*)
4. Continue to participate in the SACOG Regional Blueprint project. (*PCTPA, jurisdictions, SACOG*)
5. Develop guidelines and/or implement policies to prioritize transportation projects that have air quality benefits. (*PCTPA, PCAPCD*)
6. Provide support for projects consistent with Placer County's Ozone Reduction Ordinance. (*PCTPA, PCAPCD*)
7. Encourage jurisdictions to develop transportation corridors that complement planned growth patterns and economic development programs. (*PCTPA, jurisdictions*)
8. Encourage jurisdictions to review and assess the impact of new development proposals on transit system demand and supply as well as air quality. (*PCTPA, jurisdictions, transit operators, PCAPCD*)
9. Continue active participation in local and regional coordinating groups (e.g., SACOG Transit Coordinating Committee, Transit Operators Working Group, Best Step Transportation Collaborative). (*PCTPA, transit operators*)
10. Provide written support for development projects which may increase residential and employment densities near existing transit and rail stations, as well as future rail stations that may emerge as a result of expansion of the Capitol Corridor service to Colfax, Soda Springs, Truckee, and Reno/Sparks. (*PCTPA*)
11. Plan for new/expanded facilities such as pedestrian and bicycle facilities, park-and-ride lots, and intermodal transfer stations where development projects will provide increased residential and/or employment densities. (*PCTPA, jurisdictions, Caltrans, CCJPA*)

Long Range

1. Integrate land, air, and transportation planning, in order to build and maintain the most efficient and effective transportation system possible while achieving the highest possible air quality standards. (*PCTPA, jurisdictions, SACOG, PCAPCD, SMAQMD*)
2. Continue to coordinate with SACOG, the Placer County Air Pollution Control District, and the Sacramento Metropolitan Air Quality Management District to ensure

transportation projects meet all applicable budgets for air quality conformity standards. (PCTPA, PCAPCD, SMAQMD, SACOG)

3. Encourage the use of general plan designations, zoning controls, access management, acquisition, development easements, and development agreements to help secure future right of way for essential transportation corridors. (PCTPA, jurisdictions)
4. Coordinate and arrange for regional workshops focused on the incorporation of “smart growth” and transportation project planning.

INTEGRATED LAND USE, AIR QUALITY, AND TRANSPORTATION PLANNING PROJECTS

Table 3.10-1
Integrated Land Use, Air Quality, and Transportation Planning Projects List

PROJECT ID	PROJECT DESCRIPTION	STREET LOCATION	TYPE	STATUS	COMPLETION YEAR	TOTAL COST	PERFORMANCE MEASURES					
							1	2	3	4	5	6
CITY OF AUBURN												
[No Projects]												
CITY OF COLFAX												
[No Projects]												
CITY OF LINCOLN												
[No Projects]												
TOWN OF LOOMIS												
[No Projects]												
PLACER COUNTY TRANSPORTATION PLANNING AGENCY												
FUNDED PROJECTS												
PLA19780	Plan, program, monitor	Placer County Trans. Planning Agency	Study	Programmed	UNK 2009	\$790,000		x	x		x	x
New	Plan, program, monitor after FY 08/09	Placer County Trans. Planning Agency	Study	Planned	UNK 2027	\$1,875,000		x	x		x	x
PCTPA Funded Land Use, Air Quality, & Transportation Planning Projects Total Cost:						\$2,665,000						
PCTPA All Land Use, Air Quality, & Transportation Planning Projects Total Cost:						\$2,665,000						
PLACER COUNTY												
FUNDED PROJECTS												
PLA25121	Hwy. 49 Streetscape	SR 49	Road Other	Programmed	UNK 2007	\$647,854	x	x	x		x	x
Placer County Funded Land Use, Air Quality, & Transportation Planning Projects Total Cost:						\$647,854						
Placer County All Land Use, Air Quality, & Transportation Planning Projects Total Cost:						\$647,854						
CITY OF ROCKLIN												
[No Projects]												
CITY OF ROSEVILLE												
FUNDED PROJECTS												
PLA25027	Historic Dist. on Main, Church, Lincoln and Pacific Streets: Streetscape improvements: landscaping, lighting, street furniture, specialty pavement; infrastructure improvements: water, sewer, storm drain, curb, gutter, sidewalk, pavement rehab.	Main Street	Road Other	Programmed	MAR 2006	\$5,600,000	x		x	x	x	x
PLA25028	Riverside Ave. from Douglas Blvd. to Darling Wy.; develop project area specific plan, streetscape improvements including landscape, lighting, signage, street furniture, specialty pavement, rehabilitate water, sewer, curb, gutter, sidewalk and pavement.	Riverside Avenue	Road Other	Programmed	JUN 2006	\$6,000,000	x		x	x	x	x
Roseville Funded Land Use, Air Quality, & Transportation Planning Projects Total Cost:						\$11,600,000						
Roseville All Land Use, Air Quality, & Transportation Planning Projects Total Cost:						\$11,600,000						
CALTRANS												
[No Projects]												
RTP Funded Land Use, Air Quality, & Transportation Planning Projects Total Cost:						\$14,912,854						
RTP All Land Use, Air Quality, & Transportation Planning Projects Total Cost:						\$14,912,854						

Note: Costs are estimates based on the latest information available, however unanticipated factors (environmental issues, land prices, etc.) often conspire to escalate costs.

Performance Measures (see Chapter 2) are:

1. Improve safety.
2. Relieve congestion.
3. Enhance regional integration, multimodalism.
4. Maintain existing facilities.
5. Implement projects that preserve resources.
6. Maximize public participation in transportation planning.